

# COUNTRY STRATEGY PAPER

## 2017-2021

ON DEVELOPMENT COOPERATION

BETWEEN THE GOVERNMENT OF SOUTH AFRICA AND THE GOVERNMENT OF  
FLANDERS



**Government  
of Flanders**



## **Table of contents**

<b>0. Introduction</b>	<b>4</b>
<b>1. Development cooperation between South Africa and Flanders</b>	<b>7</b>
1.1 Short overview	7
1.2 Overview ODA from Flanders to South Africa	8
1.3 Lessons learned from the mid-term review	9
1.4 Other initiatives from the Government of Flanders in South Africa	9
<b>2. Programme of cooperation (theory of change)</b>	<b>10</b>
2.1 Situation analyses: climate change adaptation, green economy and job creation	10
2.2 Points of departure and key assumptions	15
2.3 The Change Framework	16
<b>3. Management of the programme</b>	<b>23</b>
3.1 Programme governance	23
3.2 Programming CSP 2017-2021	24
3.3 Monitoring and evaluation	25
3.4 Funding commitments and disbursements	26
3.5 Risk management	26
<b>Annexures</b>	<b>27</b>
Annexure 1: General Context Analysis and Policy Priorities of South Africa	27
Annexure 2: Flanders Development Cooperation: general framework and vision	32
Annexure 3: Accounting for climate finance – Government of Flanders	34
<b>References</b>	<b>36</b>

## List of abbreviations

AAAA	Addis Ababa Action Agenda
ANC	African National Congress
AU	African Union
BBBEE	Broad Based Black Economic Empowerment
BRICS	Brazil, Russia, India, China and South Africa
CCA	Climate change adaptation
CPI	Corruption Perception Index
DA	Democratic Alliance
DEA	Department of Environmental Affairs
EDD	Economic Development Department
EFF	Economic Freedom Fighters
FDFA	Flanders Department of Foreign Affairs
FWO-Vlaanderen	Fund for Scientific Research-Vlaanderen (Fonds voor Wetenschappelijk Onderzoek)
G20	Group of 20
GDP	Gross Domestic Product
GE	Green economy
GNI	Gross National Income
GPEDC	Global Partnership for Effective Development Cooperation
HDI	Human Development Index
NT:IDC South	International Development Cooperation Unit of the National Treasury, Africa
IFP	Inkatha Freedom Party
IPCC	Intergovernmental Panel on Climate Change
LTAS	Long Term Adaptation Scenarios Flagship Research Programme
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MTSF	Medium Term Strategic Framework
NCCRWP	National Climate Change Response White Paper
NDP	National Development Plan
NDC	National Determined Contribution
NEPAD	New Economic Partnership for African Development
NT	National Treasury
ODA	Official Development Assistance
PA	Paris Agreement
SADC	Southern Africa Development Community
SDG	Sustainable Development Goals
SMME	Small, Medium and Micro Enterprises
ToC	Theory of Change
UMIC	Upper Middle Income Country
UNEP	United Nations Environment
UNFCCC	United Nations Framework Convention for Climate Change

## 0. INTRODUCTION

The Government of Flanders has a longstanding relationship with the Government of South Africa. The nature of the cooperation between both governments has changed over the years, taking into account both international evolutions in development cooperation and lessons learned from past experiences.

CSP 2017-2021 is the product of a joint consultation process between the Governments of South Africa and Flanders which resulted in a commitment to deal with climate change adaptation and to contribute to the creation of employment opportunities in the green economy.

CSP 2017-2021 is aligned with the Government of South Africa's major policies pertaining to the green economy and climate change. CSP 2017-2021 is equally in line with the policy on development cooperation of the Government of Flanders. The programme contributes to the realisation of the 2030 Agenda for Sustainable Development, and more specifically to SDG 13: *Take urgent action to combat climate change and its impacts*. The CSP is further aligned to South Africa's National Development Plan, and the Medium Term Strategic Framework, specifically Outcome 10: *Environmental assets and natural resources that are well protected and continually enhanced* and Outcome 4: *Decent employment through inclusive economic growth*, as well as Climate Change policies such as the National Climate Change Response Strategy. Scientific evidence shows that the effects of climate change will be felt severely in Southern Africa and that urgent action is needed.

The Government of South Africa will be the major actor in developing the policy and enabling conditions for dealing with climate change. In order to ensure the effective implementation of climate change adaptation measures, cooperation will be sought with multiple actors from civil society, international organisations, local communities, academia and the private sector. Research, testing and piloting of innovative job opportunities and social entrepreneurship will be a major focus in the implementation of CSP 2017-2021.

The shared concerns of the Governments of South Africa and Flanders are the support of innovative solutions to current challenges related to climate change, bringing about an inclusive society and promoting an inclusive green economy.

# MAP OF SOUTH AFRICA



## SOUTH AFRICA AT A GLANCE<sup>1</sup>

Population total (2016)	55,91 million
Male population (%)	49%
Female population (%)	51%
Youth (up to 35 years) (%)	66%
HDI- ranking (2014)	116/188 (countries)
HDI-index (2014)	0,666
Gini-index, based on income distribution (2015)	0.65
Population living below income poverty line (1,25\$)	9,4 %
Population living below national income line	53,8%
Unemployment rate (2016, 3 <sup>rd</sup> quarter)	27,1 %
GNI/capita (2014)	12, 240 US\$
Life expectancy at birth (2016)	62,4 years
Mean years of schooling (2014)	9,9
Maternal mortality ratio (2014)	140 (per 100.000 live births)
Under-5 mortality rate (2016)	44,4 (per 1.000 births)
Ibrahim Index of African Governance (2015)	4 <sup>th</sup> place (out of 54) Score: 73/100, improvement of 0.9 since 2011
Corruption Perceptions Index (2015)	61/168 (country ranking)
Corruption Perception Index score (2015)	44/100
GDP growth (2 <sup>nd</sup> quarter 2016)	3,1%
Net ODA (2015)	1,42 billion US\$
Net ODA/GNI (2015)	0,5%
Provinces	Gauteng, KwaZulu-Natal, North West, Limpopo, Free State, Mpumalanga, Eastern Cape, Western Cape, Northern Cape
Key economic sectors	Mining, Services, transport, Energy, Manufacturing and Agriculture
Official languages	English, isiZulu, isiXhosa, isiNdebele, Afrikaans, siSwati, Sepedi, Sesotho, Setswana, Tshivenda, Xitsonga
Government	Constitutional multiparty democracy, three spheres (local, provincial, national) of government
Capitals	Tshwane (administrative), Cape Town (legislative), Bloemfontein (judiciary); Constitutional Court is located in Johannesburg
Currency	Rand (ZAR)

<sup>1</sup> Source: Statistics South Africa, MDG Report 2015, Human Development Report, <http://hdr.undp.org/en/countries/profiles/ZAF>, UNFPA, World Bank

### 1.1 Short overview

The Governments of South Africa and Flanders have a longstanding cooperation. The Flanders Department of Foreign Affairs as well as other Flemish government departments and actors from civil society participated in cooperation activities with a variety of South African counterparts from government and civil society. The strategic partner for development cooperation was the National Treasury of South Africa. Over the years, cooperation gradually evolved from a variety of smaller projects and multiple partners to a more focused approach. One-year programmes were replaced by five-year Country Strategy Papers (CSPs).

In 2005, the first multi-annual CSP 2005-2009<sup>3</sup> was developed. The principal partners for the implementation of CSP 2005-2009 were provincial governments, who also determined the sectors of cooperation to be covered. The CSP 2012-2016 took a different approach and focused mainly on job creation through the development of SME's, and social enterprises in particular. Different actors were involved in the implementation, namely (the three tiers of) government, civil society organisations, knowledge institutions, the private sector and international organisations.

### 1.2 Total ODA from Flanders to South Africa

The tables 1 and 2 below give an overview of Flanders' ODA contributions to South Africa since the first multi-annual CSP. Between 2005 and 2016, Flanders contributed 53.3 million Euro in ODA to South Africa. Of this amount, 82% was contributed by the Flanders Department of Foreign Affairs, with the balance provided by other government departments in Flanders including Education and Training, Work and Social Economy, Environmental Affairs, Culture and Youth, Agriculture, Science and Innovation

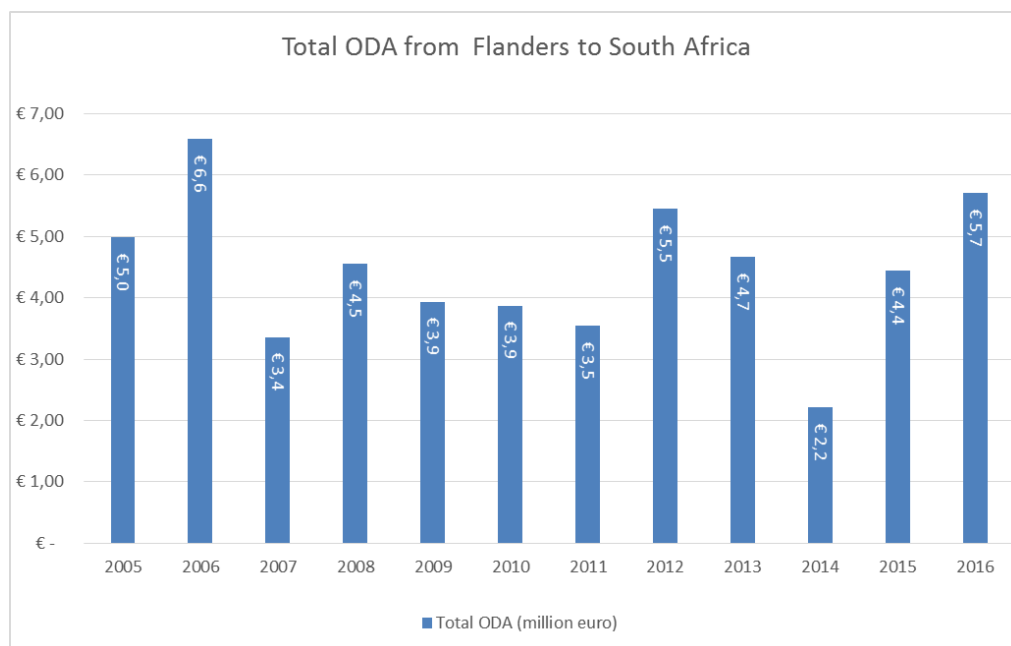
Main sectors receiving support were (1) social infrastructure (including social welfare, employment policy and work, culture, housing), (2) agriculture, (3) trade and industry, (4) education, (5) government and civil society. The table below presents the distribution of ODA to South Africa per sector.

---

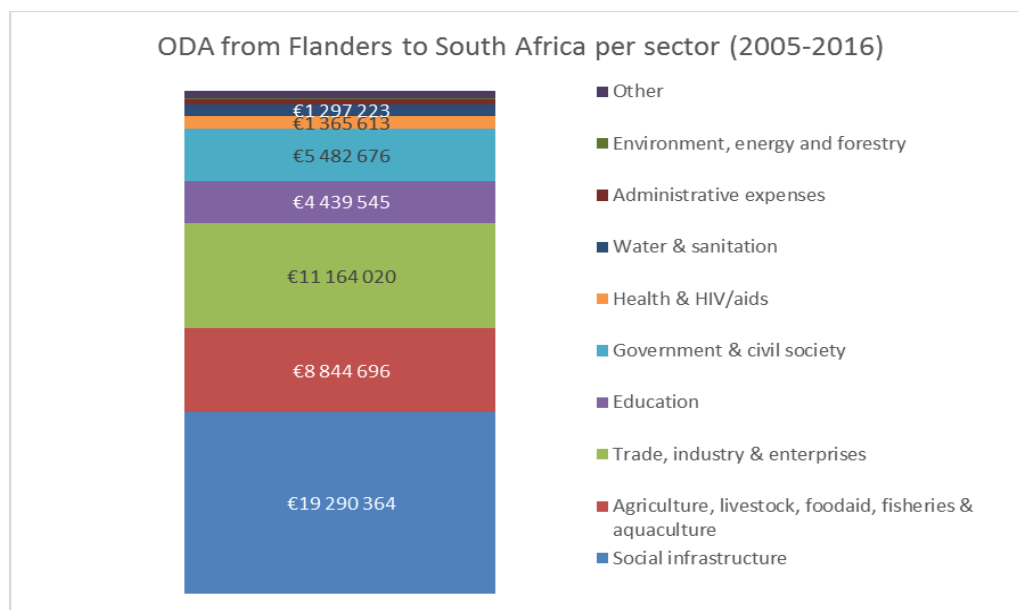
<sup>2</sup> For a context analysis of the South Africa and Flanders development cooperation framework and vision, see Annexures 1 and 2.

<sup>3</sup> CSP 2005-2009 was extended for a period of two years, due to delays in implementation.

*Table 1: ODA from Flanders to South Africa (2005-2016)*



*Table 2: ODA from Flanders to South Africa per sector (2005-2016)*





### **1.3 Lessons learned from the Mid-Term Review**

The mid-term review of CSP 2012-2016 indicated a number of positive results and successes and highlighted some generic lessons learned from the cooperation between Flanders and South Africa.

Among the recommendations from the mid-term review of the development cooperation between Flanders and South Africa (2015), the following are relevant in terms of CSP 2017-2021:

- (1) Develop a specific niche where value can be added by Flanders through supporting research and experimental pilot projects, along the same lines as (social) entrepreneurship cooperation;
- (2) Continue a systems approach;
- (3) Pay more attention to crosscutting issues such as gender and climate;
- (4) Exchange relevant experience and share knowledge among partners;
- (5) Extend the focus of cooperation in South Africa to more provinces for the purpose of piloting new initiatives;
- (6) Maintain an ongoing dialogue between the Government of Flanders and the Government of South Africa by means of bilateral consultations and regular feedback.

### **1.4 Other initiatives from the Government of Flanders in South Africa**

In addition to development cooperation activities, Flanders currently supports cooperation in the youth sector through a partnership with the National Youth Development Agency, in arts and culture via support to several arts festivals and cultural actors, in science and technology through the partnership between the FWO-Vlaanderen and the National Research Foundation, and in human rights, education, tourism and other sectors.

## 2. PROGRAMME OF COOPERATION (THEORY OF CHANGE)

The Theory of Change for CSP 2017-2021 has been developed by means of a participatory process and extensive consultation with representatives of the Government of South Africa (IDC:NT and DEA) and the Government of Flanders (FDFA)<sup>4</sup>. A critical shift between CSP 2012-2016 and CSP 2017-2021 is the focus on climate change proposed by the Government of Flanders. During the consultation process, both parties further agreed on the added emphasis on climate adaptation and job creation in an inclusive green economy. Given that the programme is intended to be 100% eligible for climate finance<sup>5</sup>, it is important to establish a clear, strategic relationship between climate change adaptation, the inclusive green economy and the social and economic benefits of job creation.

This partnership is critical if the stated programme outcomes and impact are to be achieved. The joint leadership of this programme will be clearly established, articulated and understood by all programme beneficiaries and implementing agents.

The programme for CSP 2017-2021 is underpinned by the strategic objective to assist South Africa in responding to the triple challenges of poverty, unemployment and inequality. Central to achieving this “triple win” is a focus on climate change adaptation, adaptive capacity enhancement and development that is transformative, with long term sustainability approaches in a changing climate. This is informed by national priorities established through an extensive review of the green and inclusive economy in South Africa, specifically related to job creation and social enterprise development, and the impact of climate change on the national and social economy.

### 2.1 Situation analysis: climate change adaptation, job creation and green economy<sup>6</sup>

Poverty, inequality and unemployment are South Africa’s main challenges. Therefore, policies promoting economic growth and job creation remain at the heart of the country’s development strategy as outlined in the NDP, and are seen as critical for improving the well-being of South Africans. This imperative has often raised questions about the balance between South Africa’s economic growth targets and its climate change and green economy (greening) objectives.

#### 2.1.1 Climate change in South Africa

In South Africa, climate change has already put the sustainability of the socio-economic system at risk. Rising temperatures and irregular rain patterns leading to floods and droughts have affected livelihoods across sectors and have had a negative impact on ecosystems, as well as on the country’s rich biodiversity. The prolonged drought in 2015 in parts of South Africa has had both micro and macro-economic implications and resulted in seven out of nine provinces declaring a state of emergency.

---

<sup>4</sup> The Theory of Change of CSPIII has been developed based on the report of OneWorld Sustainable Investments: *A Theory of Change for Country Strategy Paper III (2017-2021) between the Government of Flanders and the Government of the Republic of South Africa*. Final Report, 30 November 2016, 104 pp.

<sup>5</sup> The Government of Flanders requested that all finance for development cooperation with South Africa to be 100% eligible for climate finance. For the selection criteria for eligibility for climate finance: see annexure 3.

<sup>6</sup> For a more elaborate situation analysis, see OneWorld Sustainable Investments, 2016, [op.cit.](#)

Climate change impacts have the potential to reverse some of South Africa's Millennium Development Goals (MDGs) achievements and to impede its attainment of the Sustainable Development Goals (SDGs). Climate change impacts have the potential to cause food insecurity, as well as to exacerbate unemployment and impede sustainable livelihood activities. Due to their limited resilience, the poor are most affected by the negative effects of climate change.

Battling challenges posed by climate change has been a central theme of the Green Economy discourse in South Africa. Effective responses to climate change impacts have been incorporated in the NDP, which states that South Africa will address both mitigation (the collective global drive to reduce and minimise harmful carbon emissions) and adaptation (the imperative to respond to the negative impacts of climate change) agendas in its transition towards a green economy. South Africa has been successful in the implementation of mitigation programmes, such as the Renewable Energy Independent Power Producer Procurement Programme. However, climate change response, in terms of adaptation activities, is only gaining momentum and requires considerable attention.

National scientific research, building on the work of the Intergovernmental Panel on Climate Change (IPCC), highlights that South Africa is particularly vulnerable to the impacts of climate change in respect of water and food security, health, human settlements, infrastructure and ecosystem services. These are therefore the areas where adaptation efforts are most needed. South Africa considers its climate responses from the standpoint of a developing country with overriding priorities to alleviate poverty and eradicate inequalities. Transformative development that responds to the irreversible changes caused by the impact of climate change, is essential to ensure that poverty is not exacerbated by climate change. The National Climate Change Response White Paper (NCCRWP) uses the words "significant" and "catastrophic" to describe the potential of the impact of climate change in the medium to long term. The most vulnerable areas are human health, agriculture and water intensive economic sectors such as mining and electricity generation. Sea level rise is expected to impact coastal areas and infrastructure. Mass extinction of species in South Africa's important biodiversity will impact critical ecosystem services.

In 2016, South Africa ratified the Paris Agreement on climate change which was adopted in 2015 by 194 countries at the 21<sup>st</sup> Conference of the Parties of the UNFCCC. The Paris Agreement builds upon the Convention and – for the first time – brings all nations into a common cause to undertake ambitious efforts to combat climate change and adapt to its effects, with enhanced support to assist developing countries to do so. As such, it charts a new course in the global climate effort. The Paris Agreement's central aim is to strengthen the global response to the threat of climate change by keeping a global temperature rise this century well below 2 degrees Celsius above pre-industrial levels and to pursue efforts to limit the temperature increase even further to 1.5 degrees Celsius. Additionally, the agreement aims to strengthen the ability of countries to deal with the impacts of climate change. To reach these ambitious goals, appropriate financial flows, a new technology framework and an enhanced capacity building framework will be put in place, thus supporting action by developing countries and the most vulnerable countries, in line with their own national objectives. The Agreement also provides for enhanced transparency of action and support through a more robust transparency framework.

## **2.1.2 Regulatory framework and governance**

### **Regulatory Framework in place**

South Africa's approach to developing and implementing climate change responses is underpinned by the core principles of equity, responsibility, uplifting the poor and vulnerable, informed participation and intra and inter-generational sustainability, while taking into account the economic, social and ecological pillars of sustainable development. The regulatory and governance framework in South Africa is robust<sup>7</sup>. The existing policies for national development, climate change and the green economy are internationally acclaimed and this framework is, by and large, well aligned and integrated. However, there is a need to advance the implementation of national policies in a cohesive manner, particularly for mainstreaming climate change and green economy policies and strategies by embedding them in the national discourse on economic growth and development.

### **Governance challenges**

The Government of South Africa faces several challenges in its response to climate change. The Department of Environmental Affairs (DEA) has the mandate for the coordination of national climate change responses and the green economy transition. This arrangement positions climate change as an environmental issue and, institutionally, climate change responses cascade through all spheres of government, from national, provincial to municipal level.

However, development planners often exclude climate change from their planning processes, resulting in slow or lagging implementation of climate responses. The Department of Environmental Affairs (DEA), as a coordinating department, has no formal jurisdiction over the development planning process and related regulations. Effective implementation of South Africa's climate change responses is thus fully reliant on DEA's ability to influence and coordinate planning and activities of other spheres of government.

Local government is mandated to deliver (sustainable) basic services, such as water, and to enhance local economic development in the context of diminishing resources which are challenged by climate change. However, local government is also faced with the challenge that it is not fully capacitated, nor financed to respond. Furthermore, its mandate does not specifically address the need to respond to climate change, rather it requires them to develop risk profiles and disaster management plans, which caters for climate change risks and impacts.

Finally, there are few incentives to consider climate change and the emerging green economy as a vehicle for stimulating new or alternate forms of economic development. Nonetheless, seven out of South Africa's nine provinces already have green economy or climate change strategies and policies or are in the process of developing them, and this requires robust and dedicated approach for implementation. Metropolitan municipalities have also demonstrated a commitment to the green economy agenda by developing relevant strategies.

---

<sup>7</sup> For an overview of the regulatory and governance framework in South Africa, see 'relevant enacted national development, green economy and climate change policy' table in: OneWorld Sustainable Investments, *op.cit.*, pp.12-17.

### **2.1.3 Climate change adaptation: policy and practice**

#### **Policy preparation**

To understand and address South Africa's adaptation priorities and options, the South African Government developed the Long-Term Adaptation Scenarios Flagship Research Programme (LTAS) 2012-2014 for South Africa. The study focused on climate change adaptation research and scenario planning for South Africa and the sub-region. A key message from LTAS is that vulnerable communities, such as poor urban and rural subsistence communities, are most in need of adaptation due to factors such as reduced agricultural productivity, water availability, low resilience capacity and changes in the ecological systems<sup>8</sup>.

The DEA is currently in the process of developing its National Adaptation Strategy (NAS), elaborating the provisions of the National Climate Change Response White Paper (NCCRWP) and the country's National Determined Contribution (NDC). It also builds on the work done in the above-mentioned LTAS. The NAS aims to identify and formalise enabling climate change policy and legal frameworks, and to establish appropriate institutional arrangements for implementation, planning, research, monitoring and evaluation. The key objective is to enhance adaptive capacity and thus reduce vulnerability, in line with the adaptation goal of the Paris Agreement. The strategy is expected to be launched in 2018.

#### **Tangible results needed on climate adaptation**

Employment in general has slowed somewhat in South Africa and efforts to accelerate or advance enterprise development have yielded little success. Nevertheless, national climate change strategies recognise the important co-benefits of climate responses such as employment, job creation and the development of small enterprises. In terms of climate change adaptation, there are some small-scale initiatives underway but few tangible results of those co-benefits are available. For a climate adaptive green economy to be mainstreamed in South Africa, the co-benefits of adaptation must be understood and proven. Inclusive economic growth in the adaptation sector, particularly in enhancing ecosystems and services such as water and related sectors such as terrestrial biodiversity and agriculture, must be visible across the spheres of government and governance in South Africa.

### **2.1.4 Job creation and (social) enterprise development in a climate driven green economy**

The concept of *Green Economy* received more worldwide attention after the 2008 financial crisis. The UN Environment (UNEP) called for a Global Green New Deal. Governments were encouraged to support economic transformation to a greener economy that promotes sustainable and inclusive growth and creates green jobs.

UNEP described the implementation of the green economy as a long-term strategy for the recovery of national economies from the impact of the global financial crisis. It is an economy *“that results in improved human well-being and social equity while significantly reducing environmental risks and ecological scarcities [...] a green economy can be thought of as one which is low carbon, resource efficient and socially inclusive”*<sup>8</sup>.

---

<sup>8</sup> UNEP, <http://web.unep.org/greeneconomy/what-inclusive-green-economy>

Also South Africa responded to the appeal of UNEP by convening a Green Economy Strategy Summit in May 2010. Following issues were identified as driving forces behind the green economy transition in South Africa: (1) growing concerns about the environmental unsustainability of past and current economic growth patterns, (2) increased awareness of a potential future climate crisis and (3) the need for the substantial transformation of behaviour, as well as of industry technologies and structures<sup>9</sup>. The South African definition of green economy is aligned with the UNEP definition, and is outlined as a sustainable development path. It addresses the interdependence between economic growth, social protection and natural ecosystems. The green economy is seen as a means to achieve *inclusive* green growth through addressing poverty, social justice and equality. Green economy activities provide an entry point for Broad Based Black Economic Empowerment (BBBEE) and address the needs of vulnerable population groups such as women and youth.

The *creation of green jobs* is a significant topic of discussion and analysis in South Africa. According to the International Labour Organization, jobs are defined as green when they help reduce the overall negative environmental impact, leading to environmentally, economically and socially sustainable enterprises and economies. Green jobs protect and restore ecosystems through reducing their consumption of energy and raw materials, limiting their carbon emissions and minimising waste. The private sector plays a key role in greening the economy, especially in terms of innovation and job creation opportunities. During the National Green Jobs dialogue, hosted by DEA in 2014, DEA stated that there are various areas that “*allow for the creation of green jobs, when the economy transitions to a green, low carbon, resilient, resource efficient and job creating trajectory*”<sup>10</sup>.

The Government of South Africa also recognises the importance of *small, medium and micro enterprises (SMMEs)* in achieving the country’s development objectives. However entrepreneurial activities in South Africa remain low and face many challenges. SMMEs provide employment for 14% of the workforce, while contributing to 42% of the GDP. 30% of the SMMEs are formal, 66% operate in the informal sector, and 4% in other sectors (agriculture, private households)<sup>11</sup>. It is believed that the informal economy can create opportunities for greening the economy and building climate change resilience through the delivery of environmentally sustainable goods and services. Within the South African context, the DEA recognises such informal green activities as climate change coping strategies, which are tied to the green economy.

The concept of *social entrepreneurship* is closely linked to the process of creating green jobs. In South Africa social entrepreneurship is increasingly seen as a way to create decent employment opportunities whilst simultaneously tackling other social and environmental issues. They are considered as a means of alleviating poverty and increasing investment. The regulatory framework for social enterprises is in the process of being developed and there is still scope for providing an enabling environment for social enterprises<sup>12</sup>.

---

<sup>9</sup> SAIIA, South Africa’s Green Economy transition: implications for reorienting the economy towards a Low-Carbon Growth trajectory, SAIIA, Occasional Paper no 168, December 2013, pp. 5-6.

<sup>10</sup> <http://www.gov.za/department-environmental-affairs-leads-national-green-jobs-dialogue>

<sup>11</sup> Bureau for Economic Research, *The small, medium and micro enterprise sector in South Africa*, Research Note 2016, No 1.

<sup>12</sup> In 2016, the Government of South Africa and the Government of Flanders signed a project agreement on the development of a social economy policy in South Africa.

## 2.2 Points of departure and key assumptions for the Theory of Change

The six points of departure underlying the Theory of Change for CSP 2017-2021 are that:

- Context is critical  
Successful interventions are those tailored to relevant conditions. While we are thinking globally, actions must be realized at the local level. They must be based on rigorous analysis of the particular opportunities inherent in addressing climate change. These include transitioning to a climate resilient society, with greater opportunities in green economy and greater levels of social inclusion in, and positive benefits for, the country's socio-economic development in the medium to long term, whilst addressing the impacts of the changing climate.
- The global transition to a green economy is an important opportunity for South Africa  
The opportunities to transition to a green economy entails reducing environmental risks and ecological scarcities, and aims for sustainable development without degrading the environment. This requires technological and transformative approaches and financial investments. The human well-being and ecological integrity over the medium to long term is the core of the transition to a green economy while addressing climate risks and impacts.
- Climate change is both a socio-economic threat and opportunity  
South Africa is particularly vulnerable to the impacts of climate change, with real threats for the economy and livelihoods. However, because the impacts of climate change are predicted to be irreversible, the need for transformative and innovative development pathways that are climate adaptive brings with it the possibility of new jobs and enterprises.
- The South African Government has primary responsibility for coordinating action on climate change and for transitioning to a resilient society and low carbon economy  
Although climate change is a transversal and cross-cutting issue, affecting livelihoods at all levels of society, the Government holds the key to establishing the most appropriate and effective enabling conditions for effecting necessary transitions and realising the related opportunities, whilst minimising threats.
- Holistic and multi-sectoral approaches are more likely to have impact  
Responding effectively to climate change while transitioning to a resilient society and an inclusive green economy relies on the engagement of most sectors of the economy across public and private platforms, with the support of higher education institutions and civil society.
- Empowering the most vulnerable groups is important for inclusive development  
The country's most marginalised groupings are also the most vulnerable to the impacts of climate change. Facilitating their active participation in building climate change adaptation and addressing the barriers that exclude them from viable economic activity is the most effective way of tackling climate adaptation as a means of enabling the transition to a green economy. This also empowers vulnerable communities to respond to climate change impacts, including through job creation, and thus enhances adaptive capacity.

## Key assumptions

The following assumptions underpin the programme. They have implications concerning progress toward stated goals as evaluated against pre-determined indicators. Specifically, there are implications for achieving programme level outputs and impacts; it is therefore critical they be taken into account at the design stage of interventions or activities. Assuming that implementation of interventions will be sequenced over the five years of the CSP 2017-2021 lifecycle, important lessons can be learned during implementation so as to inform design of subsequent activities.

The following key assumptions will contribute to the successful implementation of CSP 2017-2021:

- The Governments of Flanders and South Africa endorse the approach, and engage themselves to implement the programme with the means they have at their disposal.
- CSP 2017-2021 is constrained by the degree to which the following changes take place:
  - ✓ Development actors and supporting stakeholders are interested in the poverty alleviation and employment creation potential of a climate adaptive green economy;
  - ✓ Development actors and private sector players demonstrate their intention to embrace good practice outcomes and to accelerate job creation through a climate adaptive green economy; and,
  - ✓ Development actors demonstrate recognition of climate adaptation as a main, inclusive development intervention, with increased demand for evidence.
- CSP 2017-2021 is able to positively leverage and collaborate with multilateral agencies, development partners, the private sector, civil society organisations, local communities and knowledge institutions active in climate change, the green economy and job creation in South Africa.
- Climate change adaptation is adopted in policy and practice, and by private sector actors, as an integral component of the inclusive green economy, and these elements work collaboratively toward establishing transformative development that is climate adaptive.
- Political factors and context determine the scale of adoption and influence.

## 2.3 The Change Framework

As stated above, South Africa's climate change practices on mitigation measures have matured in comparison to adaptation. Thus far, limited support has been provided for climate change adaptation responses that also address social and economic challenges, and that contribute to South Africa's triple challenges of poverty, inequality and unemployment. Scientific evidence indicates that African nations will suffer some of the worst impacts of climate change in the absence of effective adaptation responses. Hence this CSP 2017-2021 will contribute to the realisation of SDG 13: *take urgent action and combat climate change and its impacts*.

CSP 2017-2021 intends to strengthen the evidence for climate change adaptation, by investing in (1) research and development, (2) testing, innovating and learning (piloting/ best practices) and by (3) engaging government, civil society, private sector, academia, international organisations and local communities.

CSP 2017-2021 is **aligned** with the major policy documents of the Government of South Africa, dealing with national development, climate change, green economy and job creation: the National Development Plan (2013), the Presidential Outcome Approach, MTSF 2014-2019, South Africa's Nationally Determined Contribution to the UNFCCC (2015), the National Climate Change Response White Paper (2011). Also the draft National Adaptation Strategy (2016) is an important reference document.



The selection of pillars for the programme is driven by the need to:

- 100% qualify for and contribute to international climate finance (see annexure 3) ;
- take a coherent, programmatic and systems approach;
- ensure continuity so as to consolidate earlier CSP achievements and successes;
- enhance selectivity and focus on fewer but larger catalytic interventions;
- ensure alignment with the country's priorities as articulated in its regulatory framework;
- ensure alignment and consistency with the Government of Flanders' broad objectives and South Africa's policy for development cooperation;

### **2.3.1 Overall objective**

The overall objective of CSP 2017-2021 is to contribute to the evidence base for climate change adaptation as a means for advancing South Africa's transition to a climate resilient society and an inclusive adaptive green economy. In this way CSP 2017-2021 will contribute to overcome South Africa's triple challenge of poverty, inequality and unemployment.

### **2.3.2 Basic conditions: Inclusiveness, gender equality and good governance**

#### **Inclusiveness**

The notion of *inclusiveness*, which is in line with the *Leaving No-one Behind* principle of Agenda 2030, is central for two reasons:

- (1) The South African Government has a key objective of ensuring the participation or inclusion of all in the formal economy, and;
- (2) The green economy is understood as a mechanism for increasing inclusiveness, particularly in response to the global economic challenges, the need to accelerate growth and industrialisation across Africa and the imperative to protect and enhance livelihoods from climate change impacts.

#### **Gender equality**

Women constitute a large part of the vulnerable groups in the country. Due to social inequalities and ascribed social and economic roles, women and men are equipped with different social resources and adaptive capacities. Gender biases result in vulnerability, exposing women and girls to severe constraints in relation to development, democratic participation, access to property, information, employment opportunities, health, sexual and reproductive rights, education, etc.<sup>13</sup> These pre-existing inequalities make it even harder for women and girls to deal with the negative outcomes of climate change. Hence climate change is not gender-neutral and the projects under CSP 2017-2021 need to have a clear gender perspective<sup>14</sup>.

*Good governance* is central to the successful implementation of the programme. It entails proper management of finances, better service delivery, transparency, mutual accountability and the participation of the beneficiaries in delivery processes.

Inclusiveness, gender equality and good governance will be fully integrated into the strategic choices made at programming level, the development of partnerships and the implementation of the programme. This will also be reflected in the budget (see further under 2.3.6).

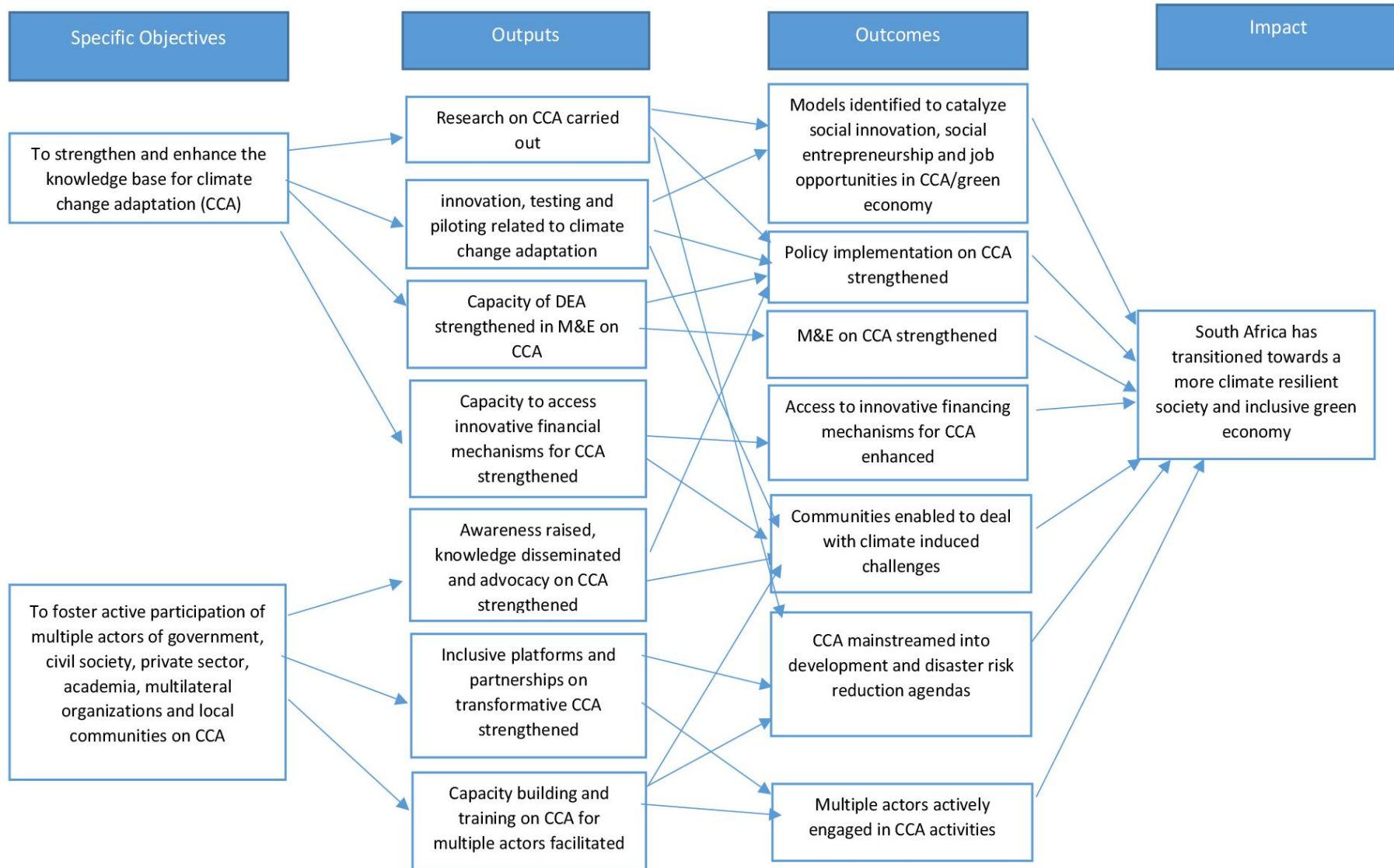
---

<sup>13</sup> Babugara, Agnes, *Gender and Climate Change: South Africa Case Study*. 2010, Heinrich-Böll Stiftung, Cape Town, South Africa

<sup>14</sup> The Flanders Department of Foreign Affairs commissioned a gender evaluation in 2016. The recommendations of this evaluation will be further studied and taken up in the implementation of CSP 2017-2021.

## Results Framework

**Overall objective: to contribute to the evidence base for climate change adaptation (CCA) as a means for advancing South Africa’s transition to a climate resilient society and an inclusive adaptive green economy. In this way CSPIII will contribute to overcome South Africa’s triple challenge of poverty, inequality and unemployment.**



### 2.3.3 Specific objectives and outputs

The logic below is presented in the figure : Results framework

Specific objective 1: *To strengthen and enhance the knowledge base for climate change adaptation.*

To build evidence for climate change adaptation, it is essential to grow the knowledge of climate change impacts and solutions and fill gaps in current knowledge.

As little evidence is available on the potential for job creation related to climate change adaptation, this CSP 2017-2021 will further invest in research development and experiential learning, with a particular focus on increasing the understanding of **job potential**, and exploring opportunities for **social innovation and entrepreneurship**. In order to monitor and evaluate progress related to the above, CSP 2017-2021 will also contribute towards the strengthening of an effective **M&E system** within DEA. Finally, in order to increase South Africa's access to finance for climate change adaptation, capacities to access innovative financial mechanisms will be bolstered.

CSP 2017-2021 envisions the integration of climate change adaptation within development processes, and will focus on testing innovative development solutions that enhance adaptive capacity, improve livelihoods, and reduce the risk of adverse effects from climate-related disasters.

As described in the draft National Adaptation Strategy, the effects of climate adaptation will be felt in different sectors such as agriculture, environment, biodiversity, health, water, human settlements, mining and transport. In testing and innovating, the programme will initially explore opportunities for job creation/social entrepreneurship related to climate adaptation. If necessary, a more specific focus on selected themes and/or sectors will be established during the implementation of CSP 2017-2021.

The above will guide CSP 2017-2021 in **raising awareness and sharing and disseminating knowledge** with regard to climate change adaptation. It will improve access to climate change related information and inform decision-making. An effective M&E system will also enhance DEA's capacity to **mobilise (internal) resources** for climate change adaptation.

Outputs are:

- Research on climate change adaptation carried out
- Innovation, testing and piloting related to CCA
- Capacity of DEA strengthened in M&E
- Capacity to access innovative financial mechanisms strengthened

Specific objective 2: *To foster active participation of multiple actors of government, civil society, private sector, academia, multilateral organisations and local communities on climate change adaptation.*

Strengthening an evidence base for climate change adaptation implies the **engagement of multiple actors** of civil society, private sector, multilateral organisations, academia and local communities<sup>15</sup>. It involves strengthening their capacities for climate change adaptation, the promotion of active

---

<sup>15</sup> A list of possible actors involved in climate change is taken up in the report of OneWorld Sustainable Developments, pp. 57-67.

collaboration, awareness raising and the strengthening of inclusive platforms and partnerships on climate change adaptation.

Outputs are:

- Awareness raised, knowledge disseminated and advocacy strengthened
- Inclusive platforms and partnerships on transformative climate change adaptation strengthened
- Capacity building and training for multiple actors facilitated

### ***2.3.4 Outcomes, impact and indicators***

Outcomes are:

- Models identified to catalyse social innovation, social entrepreneurship and job opportunities in a climate adaptive green economy
- Policy implementation on climate change adaptation strengthened
- Monitoring and evaluation on climate change adaptation strengthened
- Access to innovative financing mechanisms for climate change adaptation enhanced
- Communities enabled to deal with climate induced challenges
- Climate change adaptation mainstreamed into development and disaster risk reduction agendas
- Multiple actors actively engaged in climate change adaptation activities

**Main impact** will be the transition of South Africa towards a more climate resilient society and an inclusive green economy.

#### **Relevant indicators**

Following indicators from the *Presidential Outcomes approach* will be used:

- *Strategy and programmes to support existing as well as develop new small business and cooperatives to facilitate access to formal markets (Outcome 4, Decent employment through inclusive growth: Sub Outcome Eight: Economic opportunities for historically excluded and vulnerable groups are expanded and the growth and development in small business and cooperatives is improved markedly)*<sup>16</sup>
- *Green growth contribution to economic growth and employment, while preventing environmental degradation and pollution, biodiversity loss and unsustainable natural resource use (Outcome 10: cross-cutting sub-outputs: Contribution to Outcome 4: Decent employment through inclusive economic growth: Output 2, sub-output 5: green economy)*<sup>17</sup>.

Since the programme under CSP III is still to be developed more in detail, relevant indicators from the Department of Environmental Affairs can be used, and other relevant indicators can be defined at programme and project level (see also further under 3.3.1 monitoring on policy level). These could include:

---

<sup>16</sup> Outcome 4: <http://www.gov.za/sites/www.gov.za/files/Outcome%204%20Economy%20MTSF%20Chapter.pdf>

<sup>17</sup> Outcome 10: <http://www.gov.za/sites/www.gov.za/files/Outcome%2010%20Delivery%20Agreement%2023%20September2010.pdf>

- Increased understanding of the green jobs and (social) enterprises potential in a climate resilient society and an inclusive climate adaptive green economy, using CSP 2017-2021 research and experiential learning
- Models for social enterprises and job opportunities dealing with CCA created
- Increased access of women and youth to social enterprises and green jobs
- Enhanced policy and practice, linking climate change adaptation to the inclusive green economy, using CSP 2017-2021 generated good practice
- Increased level of social inclusion in the climate adaptive green economy
- Increased level of multi-actor partnerships engaged in CCA activities
- Increased number of communities enabled to deal with CCA

### **2.3.5 Strategy**

The way to engage decision makers in South Africa to achieve these objectives is through a strong bilateral, government-to-government relationship that brings on board key role players in different capacities as part of the programme.

The programme should work to *build a network of cooperative relationships* with influential constituencies that in turn accelerate the desired change, taking into consideration the existing challenges to SMME development, social entrepreneurship and inclusive economic participation.

In order to increase the efficiency and result orientation of the programme, it is proposed to use *a focused approach*. Due to constraints in human resources it is advisable to select a limited number of geographical and/or thematic areas for the implementation of the programme. This will be done by preselecting initiatives based on a set of agreed criteria. These could entail: the actual need or problem in a given (geographic) area, the availability of knowledge institutes who can contribute towards the necessary knowledge base, the availability of implementing partners, the possibility for coordinated action between implementing partners and government.

The programme needs to deliver longer-term outcomes where development actors demonstrate recognition of climate change adaptation as a main, inclusive development, showing increased demand for evidence of job creation and social entrepreneurship to support. In turn, development actors are supported and the pace of change is accelerated by stakeholder groups proactively convening inclusive platforms for transformative climate change adaptation, using evidence. Relevant strategies include:

- Building the evidence base for change in policy and practice, drawing on previous CSP strengths and aligning with the imperative of the government of South Africa that social and environmental change pathways are chartered based on experiential learning and factual information;
- Testing, innovating and learning for transformative and inclusive adaptation pathways, with pilots as the central mechanism with key characteristics:
  - ✓ Pilots are capacitated;
  - ✓ Pilots have clearly articulated objectives, action plans, budgets and M&E frameworks;
  - ✓ Pilots are established as incremental, documented, learning mechanisms;

- ✓ Pilots are established to test a range of hypothesised success factors to transformative development that is climate adaptive.
- Documenting and disseminating learnings with the primary objective to proactively accelerate the transition to a climate adaptive green economy;
- Fostering collaborative and multi-actor partnerships;
- Researching to identify the job potential in the climate adaptive green economy;
- Building relationships with policy makers.

### ***2.3.6 Indicative financing for CSP 2017-2021 (in euro)***

<b>Year 2017-2021</b>	<b>Budget (euro)</b>
<u>Specific objective 1</u> : To strengthen and enhance the knowledge base for climate change adaptation	16,250,000.00 (65%)
<u>Specific objective 2</u> : To foster active participation of multiple actors of government, civil society, private sector, academia, multilateral organisations and local communities on climate change adaptation	6,250,000.00 (25%)
Gender equality, good governance and social inclusion <sup>18</sup>	2,500,000.00 (10%)
<b>Total</b>	<b>25,000,000.00 (100%)</b>

Each project budget includes a maximum of 5% management cost for identification, formulation, implementation assistance, external monitoring and evaluation, auditing, etc.

---

<sup>18</sup> Gender equality, good governance and social inclusion will be taken up in all projects as horizontal basic conditions. Besides the horizontal approach, also a vertical approach will be used for the mentioned basic conditions. This means that specific projects can be set up in under this programme in relation to gender and/or good governance and/or social inclusion.

### 3. MANAGEMENT OF THE PROGRAMME

This section outlines an overall strategy for CSP management. The success of the programme will be greatly enhanced by early application of a strong government-to-government partnership and a clear modus operandi. The specific tasks and responsibilities of the Flemish and South African partners in the different phases are outlined below as a guideline to this future cooperation.

A portfolio approach will be used for the implementation of the strategy paper. This involves: (1) different terms of funding or implementation; (2) different administrative levels of implementation; and (3) a mix of implementing actors. These elements will be combined with one another in a complementary and mutually reinforcing manner. Both parties will ensure the necessary flexibility for the spending of resources whilst to a certain extent spreading the risks.

#### 3.1 Programme governance

The South African and Flemish Governments are jointly responsible for the results achieved under the CSP 2017-2021. The Government of Flanders has tasked the Flanders Department of Foreign Affairs (FDFA) with the implementation of its development cooperation policy. FDFA is accountable to the Flemish minister in charge of development cooperation for the funding and the result-based management of the development cooperation programmes. The Government of South Africa has tasked the National Treasury (NT) and the Department of Environmental Affairs (DEA) to provide strategic guidance and monitor programme implementation respectively.

The overall strategic management will be done by a **Programme Steering Committee (PSC)**, composed of representatives of NT:IDC, DEA and FDFA. The PSC will provide strategic guidance for the programme. The terms of reference will be developed by the members of the PSC.

Daily oversight of the programme will be carried out by the Representation of the Government of Flanders for Southern Africa.

A **bilateral consultation** will be held annually between the Governments of Flanders and South Africa to discuss the relevant policy evolutions, both general and those related to CSP thematic focus areas. It will also allow for reporting on the progress of the CSP and sharing lessons learned within the framework of cooperation based on mutual accountability and a shared objective of permanent improvement. FDFA will provide an overview of the commitments and resources spent. In addition, achieved results of the CSP, as well as desired future results, will be briefly elaborated upon. Representatives of FDFA, NT:IDC, DEA and, where relevant, the implementing agents will participate in the bilateral consultation.

## 3.2 Programming CSP 2017-2021

South Africa and Flanders will jointly give shape to the indicative programme of cooperation of the country strategy paper.

### *3.2.1 Identification and formulation process*

The assigned representatives of Flanders and South Africa can both **identify** initiatives. Flanders can provide support to the Government of South Africa directly through bilateral projects or pooled funding (direct cooperation), or indirectly through support to non-government actors. Delegated cooperation with other donor agencies (indirect cooperation) may be considered as well.

**Formulating** the design of projects and programmes will preferably be executed by previously identified implementing agents, but can exceptionally also be facilitated by external consultants on the basis of jointly agreed terms of reference. The evaluation of these consultants will be done jointly through PSC.

Flanders and South Africa commit to use transparent selection processes while **selecting implementing agents**, such as calls for proposals for non-state actors. The modalities of the procedure and criteria for selection will be determined by the PSC. Implementing agents shall comply with the internal requirements of FDFA with regard to organisational capacity.

**Project or programme proposals** will be based on the internal requirements of FDFA and evaluated at the PSC based on agreed upon criteria. The proposed projects and programme proposals will then be submitted for funding to Flanders and presented to the Flemish minister in charge of development cooperation. The Government of Flanders takes the final decision of approval.

The governments engage themselves in the joint identification and formulating process in order to assure the annual financial commitments of the CSP.

### *3.2.2 Implementation*

Programme or project implementation will be the responsibility of the implementing agents in South Africa. All details regarding the programme or project implementation and administrative requirements will be specified in a project or programme formulation document and project specific agreement. This agreement can include the object of the agreement, the tasks related to the implementation, coordination and monitoring, the contributions and commitments of all partners, the timing of funding transfers, reporting lines, monitoring and financial audits, entry into effect, validity, changes, termination and dispute resolution. This allows maximum alignment to partners' systems and procedures. An inception phase can also be included to review the project design, to prepare the work plan and refine the monitoring system.

In case of direct funding to the Government of South Africa, any outsourcing in the project or programme implementation should follow South African procurement rules and regulations. In case of indirect funding to non-state actors the procurement rules and regulations of the implementing agent will apply.



### ***3.2.3 Reporting of implementing agents***

All implementing agents will report directly to PSC (DEA, NT and Flanders) and their reports will be shared with the PSC. PSC (DEA, NT and Flanders) will report on progress when required. If necessary, implementing agents can be invited to the PSC to discuss the progress.

Reporting consists of narrative and financial aspects, according to the requirements of FDFA. Implementing agents of the public sector also need to comply with the RDP act.

## **3.3 Monitoring and Evaluation**

Flanders and South Africa will jointly<sup>19</sup> perform the monitoring and evaluation at programme level. An important goal of monitoring and evaluation is to learn about successes as well as failures, in order to adjust the project plans, improve implementation and maximise the impact of the programme.

### ***3.3.1 Monitoring on policy level***

As a general instrument for monitoring, a Performance Assessment Framework (PAF) will be jointly developed during the first year of the CSP. The PAF will be based on the existing national indicators and will integrate the indicators and targets for the general and specific objectives of this CSP.

Once 50% of the overall budget is committed, a mid-term review of the CSP will take place to assess the progress made in the implementation of the programme and to draw recommendations for future cooperation. The terms of reference for this review will be approved by the PSC. The conclusions of this external evaluation will be mutually discussed.

### ***3.3.2 Monitoring on implementation level***

Monitoring shall be based on the work plans, meetings and field visits. Monitoring is part of a learning process to improve project implementation and organisational capacity and, whenever possible, will be effected jointly with DEA and NT<sup>20</sup>. The indicators used will be correlated with the PAF and additional relevant provincial and national indicators or project management indicators.

In principle, a regular financial audit following international standards shall be conducted on every project or programme. Every implementing agent can include a specific budget for external auditing. FDFA reserves the right to organise audits on all projects and programmes in the framework of the CSP, even if local auditing is foreseen in the project budget. The types of audits can vary and will be financed by FDFA. When participating in joint programmes, Flanders will take part in joint audits with the other donors.

In principle, all programmes or projects shall be externally evaluated. Project budgets can include a specific amount for this purpose. The project or programme agreement, will stipulate the

---

<sup>19</sup> South Africa's contribution will depend on available resources (personnel and funds).

<sup>20</sup> South Africa's contribution will depend on available resources (personnel and funds).

modalities for review and evaluation. Evaluations may also be initiated at request of FDFA or the PSC. When funding joint programmes, FDFA will take part in the joint reviews and evaluations.

### **3.4 Funding commitments and disbursements**

During the indicative programme of cooperation timeframe (2017-2021), Flanders envisages to commit 25 million Euros, with an average of 5 million Euros per annum. This commitment provides funding for projects and programmes that have been approved by the Government of Flanders in the framework of CSP 2017-2021. A maximum of 5% of the overall budget can also be used to assure the quality of identification, formulation, monitoring and evaluation of projects. In case consultants are contracted externally, Belgian procurement law is applicable.

Disbursement of funds will depend on project progress and budget execution of each initiative. Funding for direct bilateral cooperation will be channeled through the RDP Fund Account of NT whenever possible, from where it will transit to the implementing departments, unless otherwise agreed by the parties. In case of indirect cooperation, funds will be transferred directly to the implementing agents.

### **3.5 Risk management**

There are various risks which could affect the achievement of results under the CSP 2017-2021. Flanders and South Africa take joint responsibility for risk management and mitigation.

In case of any risks occurring during the implementation of CSP, Flanders and South Africa might need to take a number of measures to safeguard the proper management of the projects and the funds. The final beneficiaries will remain the disadvantaged population of South Africa.

Risk management will be applied on the basis of the following principles:

- The Paris Declaration principles which are applicable to both the Governments of South Africa and Flanders should be adhered to when considering any changes in aid modalities.
- Together with other donors, Flanders will monitor risks in the cooperation programme and will seek mitigating solutions in dialogue with the Government of South Africa.
- Risk identification, analysis, management and monitoring will be built into all the initiatives resultant to this CSP.
- In the event of declining performance and/or increased risk, on approval of the PSC, Flanders may reorient (part of) the funding from government support to non-governmental organisations, international institutions, or other implementing agents, in line with the objectives defined in this CSP.

## ANNEXURE 1: General Context South Africa <sup>21</sup>

### 1. Country analysis

When South Africa became a democracy in 1994, the Government was confronted with enormous political, economic and social challenges. Since then great progress has been made in many areas, due to a number of corrective measures from Government. One of the main achievements is that the pro-poor orientation of public spending has contributed to improved development for disadvantaged population groups in the country. Yet South Africa still has a dual economy and one of the highest inequality rates in the world, with a Gini of 0.65 (2015), and 53.8 % of the population living below the national poverty line.

#### *Economic situation*

South Africa is the biggest and most industrialised economy of Sub-Saharan Africa. Unlike its neighbouring countries, the South African economy is diversified, with the main production sectors being finance and business services, manufacturing, mining, wholesale and retail trade, transport, construction, communications, tourism and agriculture.

Economic growth is slow, averaging an annual rate of 1.85% since 2012. The GDP growth rate for September 2016 dropped to 0.2%<sup>22</sup>. Reasons for the low economic growth comprise a number of internal and external factors. The slowing down of the Chinese economy resulted in decreased exports – as was the case with other export oriented emerging economies, whilst internal factors which played a role in the slowing down of economic growth included infrastructural constraints, transport problems and tense labour relations. Furthermore, the recent drought attributed to El Niño was one of the worst in the region since 1993 and had a severe impact on the South African agricultural sector.

#### *Social situation*

Due to the pro-poor orientation of public spending, social development in South Africa has improved considerably over the past two decades. There has been a significant improvement in poverty levels and the quality of life of historically marginalised groups. Yet female-headed households, rural families, and black people continue to bear the greatest poverty burden.

The progress made by South Africa on social indicators is reflected in the results obtained on a number of Millennium Development Goals (MDGs), as stated in the MDG Report of 2015. South Africa has achieved a significant number of targets towards attainment of MDG 1 (Eradication of extreme poverty and hunger), MDG 2 (Achieve universal primary education), MDG 3 (Promote gender equality and empower women), and MDG 6 (Combat HIV and AIDS, malaria and other diseases). Moderate progress was realised on MDG 4 (Reduce Child Mortality and Improve Child Wellbeing), MDG 5 (Improve Maternal Health), MDG 7 (Ensure Environmental Sustainability) and MDG 8 (Develop a Global Partnership for Development). MDG targets which have not been reached will be integrated in the 2030 Sustainable Development Agenda while simultaneously addressing the issue of historic imbalances. Income inequality remains a challenge, but the proportion of people who are multi-dimensionally poor fell from 17.9% to 8% between 2001 and 2011. This is

---

<sup>21</sup> General information for this chapter based on documents from: African Economic Outlook, World Bank, Statistics South Africa, Millennium Development Goals – Country Report South Africa (for references, see bibliography).

<sup>22</sup> South African Reserve Bank (Sept. 2016).

mainly due to increased access to free services (water, electricity and housing) and improved access to education and health. Over 16 million South Africans are also benefiting from a social grant (2015), which has reduced their poverty level. The unemployment rate remains high (26.5% during the 4<sup>th</sup> quarter of 2016), and youth employment is a major concern.

Life expectancy in South Africa recovered to 62.4 years in 2016, which was in large part due to the rapid expansion of antiretroviral treatment against HIV/AIDS. Adult and infant mortality likewise declined, but figures on maternal and child mortality remain high. Although access to basic education is rated as very good, there is need for improvement to the quality of the education system.

*Political and institutional context*

South Africa is a multiparty and constitutional democracy. Thus far, the ANC (African National Congress) has been the ruling party in the national legislature, and received 62.1% of the votes during the 2014 national election. Main opposition parties are the DA (Democratic Alliance) and the more recently formed EFF (Economic Freedom Fighters). The DA increased its votes to 22.2 % and the EFF obtained 6.4% of the votes. The ANC also won eight of the nine provincial legislatures in 2014.

Local elections in August 2016 showed a shift in voter behavior compared to the previous local elections of 2011. The ANC lost more than 8% and received 54.49% of the votes, while the DA received 27.02% of the votes, which is an increase of 2.98%. The EFF received 8.24% of the votes and the IFP (Inkatha Freedom Party) obtained 4.27% of the votes.

*Governance*

South Africa continues to rank highly in many governance aspects. Its position on the Ibrahim Index of African Governance<sup>23</sup> is 6<sup>th</sup> out of 54 countries (2015), but since 2014 South Africa has dropped two positions. Overall governance improved with 1.9 points compared to the 2000-2015 average. With an overall governance score of 69.4, South Africa positions itself higher than the average for Southern Africa (58.3).

**Table : Ibrahim Index of African Governance (2015) for South Africa**

	2015	Change 2000-2015
<b>Overall governance score</b>	69,4	+ 0,8
<b>Safety and rule of law</b>	67,1	- 6,5
<b>Participation &amp; human rights</b>	71,4	+ 1,4
<b>Sustainable economic opportunity</b>	68,4	+ 6,0
<b>Human Development</b>	70,6	+ 2,2

<sup>23</sup> Ibrahim Index of African Governance, Country Insights, South Africa, 2015, p 4.

Sustainable economic opportunity has improved over the past 10 years. Safety and rule of law decreased over the past 15 years, but the already excellent subcategory rule of law improved with 2.1 points to 94.6. Public management (a subcategory in sustainable economic opportunity) still remains the best in Africa. South Africa ranks 61 from 165 countries (2015) on the Corruption Perception Index with a score of 44. The country has a very high score on budget openness as well as on the independence of its judicial system<sup>24</sup>.

### *Gender*

South Africa is characterised by a strong legislative and policy enabling environment that is aligned with international conventions. Gender equality is embedded in the Constitution of the Republic of South Africa and in national plans, including the National Development Plan. The country also signed the UN Convention on the Elimination of All Forms of Discriminations against Women, the Beijing Declaration and the Platform for Action. School enrollment of girls improved at primary, secondary and tertiary level. At the national level, 42% of the parliamentarians are women. But unemployment amongst women is still high. They generally occupy low wage job positions and are poorly represented at top and senior positions. A matter of concern is the high level of gender based violence (GBV). Progress on gender equality is essential for socio-economic development and poverty reduction.<sup>25</sup>

### *Climate change*

The effects of climate change on Southern Africa, will also have an impact on South Africa. Calculations show that the temperature could go up by 4°C and extremes in temperatures and rainfall will increase. The 2015-2016 drought, which also affected South Africa, was the worst since 1993. Climate change will be felt in many sectors such as water, agriculture, employment, health, and biodiversity and will have the largest impact on the most vulnerable groups of people.

South Africa is a major emitter of carbon dioxide emissions, accounting for about 65% of Africa's emissions. Heavy reliance on coal for energy generation contributes to these emission levels. Efforts have been made to reduce greenhouse gas emissions, such as carbon dioxide and South Africa is in the process of implementing green economy policies and programmes (see also further) to steer the economy into a low carbon transition.

### *South Africa as a regional and international player*

The foreign policy of South Africa is geared towards the realisation of its socio-economic agenda, as well as its political and security interests. It embraces political, economic and public diplomacy<sup>26</sup>. South Africa is an active player at international level, being a member of the G20 and the BRICS. The country is also aspiring to become a permanent member of the UN Security Council. In Africa, South Africa is taking a lead position in the African Union, the New Partnership for Africa's Development (NEPAD) and the Southern African Development Community (SADC). Its foreign policy towards the continent aims to contribute to peace, security, sustainable development, democracy, rule of law and fundamental rights in Africa.

---

<sup>24</sup> Transparency International, <http://www.transparency.org/country/#ZAF>

<sup>25</sup> UNFPA South Africa, <http://southafrica.unfpa.org/topics/gender-equality-3>

<sup>26</sup> Government of South Africa, DIRCO, [http://www.gov.za/sites/www.gov.za/files/foreignpolicy\\_0.pdf](http://www.gov.za/sites/www.gov.za/files/foreignpolicy_0.pdf)

## 2. Policy priorities of the South African Government: National Development Plan 2030 and Medium Term Strategic Framework 2014-2019

The National Development Plan 2030<sup>27</sup> (NDP) offers a long-term vision for the development of South Africa and aims to formulate an answer to the challenges the country is facing, with the objective of eradicating poverty and eliminating inequality by 2030.

The NDP lists several critical factors for its successful implementation: focused leadership that provides policy consistency, ownership of the plan by all sectors of society, strong institutional capacity at technical and managerial levels, efficiency in all areas of government spending including management of the public service wage bill and making resources available for other priorities, and prioritising and clarity on levels of responsibility and accountability within every sphere of government as well as a common understanding of the roles of business, labor and civil society.

Key priority areas of the NDP are: (1) an economy that will create more jobs, (2) improving infrastructure, (3) transition to a low-carbon economy, (4) an inclusive and integrated rural economy, (5) reversing the spatial effects of apartheid, (6) improving the quality of education, training and innovation, (7) quality health care for all, (8) social protection, (9) building safer communities, (10) reforming the public service, (11) fighting corruption and (12) transforming society and uniting the country.

The Medium-term Strategic Framework (MTSF) 2014-2019 is the first implementation phase of the NDP. It sets out the actions the Government will take to realise the NDP and reach the targets it wants to achieve. The aim of the MTSF is to ensure policy coherence, alignment and coordination across government plans, as well as alignment with the budget. It embraces government planning across the three spheres of government. The MTSF has two main strategic themes, namely radical economic transformation and improving service delivery. As was the case for the previous MTSF 2009-2014, the current MTSF is structured around 14 outcomes<sup>28</sup>, further detailed with actions and targets.

## 3. ODA and the role of donors in South Africa

### *ODA in South Africa*

In 2015 South Africa received 1,420 billion USD net ODA from the international donor community<sup>29</sup>. About three quarters of ODA in 2014-2015 went towards health and economic infrastructure. South Africa is not dependent on donor funding, and ODA is a relatively small proportion of the GNI of South Africa (about 0.5% in 2015)<sup>30</sup>. Despite the fact that South Africa is an upper middle-income

---

<sup>27</sup> National Development Plan 2030 - <http://www.nationalplanningcommission.org.za/Pages/NDP.aspx>

<sup>28</sup> The MTSF 2009-2014 was structured around 12 outcomes.

<sup>29</sup> The primary donors in 2014-2015 were the USA, the EU institutions, Germany, France, the Global Fund, the United Kingdom and Climate Investment Funds. . Belgium/Flanders, Norway, and Sweden are also part of this top 10. [https://public.tableau.com/views/OECDACAidataglancebyrecipient\\_new/Recipients?:embed=y&:display\\_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no](https://public.tableau.com/views/OECDACAidataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no)

<sup>30</sup> Comparison with other middle-income countries (Brazil, China, India, Indonesia, and Chile) learns that total ODA is also very low, and comprises 0-0.1% of GNI in 2014.

country and that some donors diminished or stopped their bilateral ODA, total ODA has remained relatively constant over recent years. The Government of South Africa prefers that ODA be used for pilot programmes, innovation, risk taking, skills and knowledge development, capacity building and systems development.

*Joint EU/SA Multi-Annual Indicative Programme*

For 2014-2020 the EU and South Africa have agreed on a Multi-Annual Indicative Programme, which is part of their strategic partnership. This programme is based on the priority needs of the National Development Plan and the added value of the EU-Contribution. Under this partnership, the following interdependent sectors are proposed: (1) employment creation, (2) education, training and innovation and (3) building a capable and developmental state.

In line with the Multi-Annual Indicative Programme, the cooperation between Flanders and South Africa has been focusing on employment creation, and more specifically SME development and social enterprise development, as outlined in the previous CSP 2012-2016.

## **ANNEXURE 2: Flanders Development Cooperation**

Bilateral relations between Flanders and South Africa date back to the early 90's and were formalised in 1994 with the establishment of the first democratic government in South Africa. The cooperation was varied and embraced various sectors such as education, health, sports, culture, development cooperation, science and innovation, social welfare and employment creation. Cooperation developed not only between both governments, but also with non-governmental actors such as universities, civil society organisations, trade unions, whilst the private sector in Flanders also got involved in cooperation programmes with partners in South Africa.

### **1. General framework of Flanders development cooperation**

#### *Legal and institutional framework*

In 1996 a *Cooperation Agreement between the Government of Flanders and South Africa* was signed. It was reviewed in 2002 and expanded to include all competencies of Flanders<sup>31</sup>. In addition, a *Memorandum of Understanding on development cooperation* was signed between both Governments in 2001.

Flanders opened its General Representation on 14 February 1999 in Pretoria. The General Representation is accredited for Botswana, Lesotho, Mozambique, Malawi, Namibia, South Africa and Swaziland. The Flanders Agency for International Trade, now Flanders Investment and Trade (FIT) became operational in Johannesburg on 1 April 1994.

#### *Flanders' strategy for Southern Africa*

On 15 April 2016, the Government of Flanders approved its strategy for Southern Africa: *Flanders and Southern Africa: partners in a changed world*<sup>32</sup>, thereby confirming that Southern Africa remains a strategic region for Flanders.

Through this strategy for Southern Africa, the Government of Flanders intends to contribute to a new international partnership for sustainable development based on solidarity, equality, cooperation and international law. The strategy includes objectives for dealing with major challenges in society, strengthening economic ties and scientific cooperation, and the promotion of social, cultural and interpersonal exchange.

The general approach towards cooperation with Southern Africa is based on government-to-government dialogue and regular meetings in formal and informal settings. It also entails a broad-based partnership with actors and stakeholders from not only governments but also from international institutions, civil society, knowledge institutions and the private sector. Flanders will not only invest in policy dialogue, but also in development cooperation, exchange of knowledge and expertise, and promotion of Flanders' interests abroad.

---

<sup>31</sup> These competencies are: education, healthcare, work, youth, sports, culture, media, housing, international affairs (international trade and development cooperation), tourism, agriculture and fisheries, environment, land management and nature conservation, water, economy, animal welfare, energy policy, healthcare, justice, social welfare, spatial planning, local government, public works and mobility, and scientific research related to Flanders' competencies - <https://www.vlaanderen.be/nl/vlaamse-overheid/organisatie-van-de-vlaamse-overheid/vlaamse-bevoegdheden>

<sup>32</sup> Vlaanderen en zuidelijk Afrika: partners in een veranderde wereld - <http://docs.vlaamsparlement.be/pfile?id=1196069>



More specifically, for development cooperation the aim of Flanders is (1) to contribute to the realisation of the universal 2030 agenda for sustainable development of the UN and (2) to combat climate change. Malawi, Mozambique and South Africa remain Flanders' priority partner countries in the region. The new CSP 2017-2021 on development cooperation between the Governments of Flanders and South Africa, is part of the realisation of the Strategy of Flanders for Southern Africa.

## 2. Flanders' vision on development cooperation

The Government of Flanders participated actively in the development of Agenda 2030 on Sustainable Development, agreed by all UN member states at the United Nations General Assembly of September 2015. Subsequently, Flanders set up an internal reflection process and evaluated its development policy and practice in order to effectively carry out its contribution to the SDGs.

### *Vision and approach*

Flanders is aware of the complexity of global sustainable development and aspires to play a catalysing role in contributing to the necessary systemic changes. It is convinced that social innovation is a means towards dealing structurally with deep rooted problems in the world. On 25 November 2016 the Government of Flanders outlined its vision on development cooperation as follows:

*Flanders' development cooperation invests in global, sustainable development, leaving no one behind. In order to create well-being and welfare within the carrying capacity of our planet, Flanders (1) stimulates innovation, (2) makes use of a systems approach, and (3) puts partnerships at the centre of its activities. Flanders promotes good governance, human rights and gender, since they are basic conditions for sustainable global development.*

In our bilateral cooperation policy, dialogue with the governments of partner countries will remain important. Flanders, however, also stresses the importance of engaging other development actors. We encourage multi-actor partnerships, whereby (1) we utilise differences between actors as a strength, (2) we proactively engage "new" actors in development and whereby (3) we provide room for learning and experimentation. The principle of inclusivity - *leaving no one behind* - will be the leading theme in Flanders' development cooperation.

### *Policy choices*

The Flanders Department of Foreign Affairs will continue to maintain its geographical focus for development cooperation on Southern Africa. Other government departments are invited to make their expertise available and to investigate possibilities for synergy in the selected partner countries<sup>33</sup>. The content of the cooperation will be defined separately for each partner country and will be based on a set of criteria. The SDG agenda and the Addis Ababa Action Agenda will be utilised to map out the content of the cooperation. This will be defined by taking into account (1) the identified and validated needs of the partner country, (2) the requests from the government of the partner country, (3) the specific approach of Flanders' development cooperation for sustainable development and (4) the possibilities for added value and synergy with local and Flemish actors.

---

<sup>33</sup> Partner countries for international cooperation for sustainable development are Malawi, Mozambique and South Africa. Possible future partner countries will be selected on the basis of a set of criteria.

## **ANNEXURE 3: Methodology for measuring climate finance**

### **1. Climate adaptation finance**

*How to apply the methodology for climate adaptation finance (including cross-cutting adaptation/mitigation finance)?*

Climate adaptation is undertaken to lower the current and expected risks or vulnerabilities posed by climate change. Climate resilience and adaptation are intrinsically linked to development. This may make it challenging to identify what can be defined solely as adaptation finance, and has resulted in different approaches and methods for tracking and reporting. The government of Flanders aligns its methodology for tracking adaptation finance to the common principles as agreed upon by the multilateral development banks.<sup>34</sup> In attachment below, the common principles are described:



(online available: [goo.gl/uxBkVh](http://goo.gl/uxBkVh))

Key Steps: for a project to be counted towards adaptation finance, it must:

1. Set out the context of climate vulnerability specific to the location of the project based on current available data (climate data, exposure and sensitivity), considering both the possible impacts from climate change-related risks as well as climate variability related risks;
2. Make an explicit statement of intent to address climate vulnerability as part of the project. This requires clear (overall / specific) goals regarding addressing climate change adaptation.
3. Articulate a clear and direct link between the climate vulnerability context and the budget of the project component.

This three step test provides quantified, reliable, evidence to demonstrate the causal link between **additional adaptation needs caused by climate change** and the specific budget of the project components attributed to these needs.<sup>35</sup>

### ***100% Climate change adaptation finance in practice***

In order to apply for Flemish adaptation finance, implementing partners should use this three step methodology in their application. This requires an overall view on the budget, in which the adaptation results should, as far as possible, be disaggregated from the non-adaptation results. To keep the administrative burden within reasonable limits, Flanders agrees to following:

If disaggregation on result level is not possible using project specific data, implementing partners should at least disaggregate the budget on the level of specific goals.

It is rather unlikely that all project components will comply with the three-steps-causality test. For example: each and every project comes with overhead costs that are not directly linked to the project goals. Furthermore, as the 2030 Agenda on Sustainable Development reminds us, radically

---

<sup>34</sup> African Development Bank, Asian Development Bank, European Bank for Reconstruction and Development, European Investment Bank, Inter-American Development Bank Group, World Bank Group

<sup>35</sup> As an Example: African Development Bank, Climate Finance Tracking Manual, Water Sector, 2013, p.16-32

separating adaptation from the development context is not desirable, as integration is the way forward to reach both development, economic and environmental goals. In order to balance the need for clearly causally attributed climate change finance on the one hand, and providing finance to integrate the socio-economic dimensions on the other, Flanders agrees to **some flexibility** to divert from direct climate adaptation goals. This should allow implementing partners to embed the climate goals within the local context of socio-economic development, to invest in effective monitoring and evaluation mechanisms, to create sustainable results beyond the scope and time frame of the project. How much flexibility? It should be clear that causally linked additional adaptation finance is a dominant part of the budget allocation. Being transparent about the budget, goals and results should provide solid evidence to balance the components of climate adaptation vs development context integration.

**2. How to apply the methodology for climate mitigation finance?**

A project component will be classified as relating to climate change mitigation if it promotes “efforts to reduce or limit greenhouse gas (GHG) emissions or enhance GHG sequestration”. The government of Flanders aligns its methodology for tracking mitigation finance to the common principles as agreed upon by the multilateral development banks.<sup>36</sup>

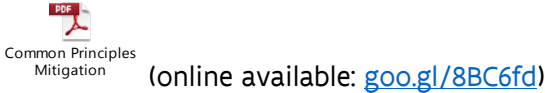
For a project component to be eligible as climate mitigation finance, it must either:

1/ be listed as a relevant activity according to the Common Principles

(Table 1 in attachment - List of activities eligible for classification as climate mitigation finance)

2/ clearly demonstrate the ability to reduce or limit greenhouse gas and/or to enhance energy efficiency (compared to the business-as-usual scenario).

Attachment:



Project components eligible for classification as climate mitigation finance, Source: table 1, Common Principles for Climate Mitigation Finance Tracking	<i>Budget</i>
4.2 Afforestation and reforestation, and biosphere conservation: Afforestation plantations on non-forested land	
<i>6.1 Waste and wastewater: Waste to energy projects</i>	
....	

<sup>36</sup> African Development Bank, Asian Development Bank, European Bank for Reconstruction and Development, European Investment Bank, Inter-American Development Bank Group, World Bank Group

## References

- African Economic Outlook, South Africa, 2016 - <http://www.africaneconomicoutlook.org/en/country-notes/south-africa>
- Afrobarometer, People and corruption, Africa Survey, 2015 – [www.afrobarometer.org](http://www.afrobarometer.org)
- Babugara, Agnes, Gender and Climate Change: South Africa Case Study. 2010, Heinrich-Böll Stiftung, Cape Town, South Africa
- Carnegie Consult, Joint Mid-term Evaluation of the Country Strategy Paper II, August 2015, 64 pp.
- Department of Environmental Affairs, The Long Term Adaptation Flagship Research Programme (LTAS), <https://www.environment.gov.za/documents/research>, and: [https://www.environment.gov.za/sites/default/files/reports/ltrasphase2\\_long\\_term\\_adaptation\\_scenarios\\_for\\_SA.pdf](https://www.environment.gov.za/sites/default/files/reports/ltrasphase2_long_term_adaptation_scenarios_for_SA.pdf)  
Department of Environmental Affairs, South Africa Draft National Adaptation Strategy, 2016 <https://www.environment.gov.za/sites/default/files/docs/nas2016.pdf>
- European Union, Multiannual Indicative Programme between the Republic of South Africa and the European Union for the period 2014-2020, January 2015, 35 pp. [http://ec.europa.eu/europeaid/sites/devco/files/mip-south-africa-edf11-2014\\_en.pdf](http://ec.europa.eu/europeaid/sites/devco/files/mip-south-africa-edf11-2014_en.pdf)
- Government of Flanders, Decree on Development Cooperation, Brussels, 13 June 2007
- Government of Flanders, Policy Note on Foreign Policy, International Entrepreneurship and Development Cooperation, 2014-2019
- Government of Flanders, Vlaanderen en Zuidelijk Afrika, Partners in een veranderde wereld, 15 April 2016
- Government of the Republic of South Africa, South Africa's Intended Nationally Determined Contribution ; <http://www4.unfccc.int/ndcregistry/PublishedDocuments/South%20Africa%20First/South%20Africa.pdf>
- Government of the Republic of South Africa, Medium-term Strategic Framework (MTSF) 2014-2019, 36 pp.
- Government of the Republic of South Africa, National Climate Change Response White Paper, October 2011, 48 pp.
- Government of the Republic of South Africa, National Development Plan – 2030, National Planning Commission, 2011, 431 pp. - <http://www.nationalplanningcommission.org.za/Pages/NDP.aspx>
- HIVA, Flemish Cooperation with South Africa Post 2016. What role for ODA? 2015, 42 pp.
- Ibrahim Index of African Governance, Country Insights, 2015, South Africa, 11 pp. - [http://static.moibrahimfoundation.org/u/2015/10/02201449/45\\_South\\_Africa.pdf?\\_ga=1.87260380.53571258.1474036112](http://static.moibrahimfoundation.org/u/2015/10/02201449/45_South_Africa.pdf?_ga=1.87260380.53571258.1474036112)

- OneWorld Sustainable Investments, A theory of Change for Country Strategy Paper III (2017-2021) between the Government of Flanders and the Government of the Republic of South Africa. Final Report, 30 November 2016, 104 pp.
- South Research, Thematische evaluatie. Gender binnen de Vlaamse ontwikkelingssamenwerking. januari 2017, 87pp.
- Statistics South Africa, MDG Country Report 2015, 126 pp. - [http://www.statssa.gov.za/MDG/MDG\\_Country%20Report\\_Final30Sep2015.pdf](http://www.statssa.gov.za/MDG/MDG_Country%20Report_Final30Sep2015.pdf)
- Transparency International, <http://www.transparency.org/country/#ZAF>
- United Nations, Addis Ababa Action Agenda of the Third International Conference on Financing for Development, Addis Ababa, July 2015, 61 pp, - [http://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA\\_Outcome.pdf](http://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA_Outcome.pdf)
- World Bank, South Africa Economic Update. Promoting faster Growth and Poverty Alleviation through Competition, February 2016, Edition 8, 80 pp. - <http://documents.worldbank.org/curated/en/917591468185330593/pdf/103057-WP-P148373-Box394849B-PUBLIC-SAEU8-for-web-0129e.pdf>
- The World Bank, Overview South Africa, April 2016, <http://www.worldbank.org/en/country/southafrica/overview#1>