

**Joint Programme Document**  
- Template (*final*) -

**A. COVER PAGE**

**1. Fund Name:** Joint SDG Fund

**2. MPTFO Project Reference Number**

**3. Joint programme title:** An integrated and universal social protection linked to developmental social welfare services in South Africa

**4. Short title:** Social Protection in South Africa

**5. Country and region:** South Africa, Eastern and Southern Africa Region (ESAR), Africa

**6. Resident Coordinator:** Ms Nardos Bekele-Thomas and [nardos.bekele-thomas@one.un.org](mailto:nardos.bekele-thomas@one.un.org)

**7. UN Joint programme focal point:** Mr Msingathi Sipuka, Resident Coordinator Office (RCO) [msingathi.sipuka@one.un.org](mailto:msingathi.sipuka@one.un.org) and Mr. Andrew Allieu, ILO [allieu@ilo.org](mailto:allieu@ilo.org)

**8. Government Joint Programme focal point:** Ms Brenda Sibeko, Deputy Director-General (DDG) Department of Social Development [brendak@dsd.gov.za](mailto:brendak@dsd.gov.za)

**9. Short description:** The Joint Programme (JP) seeks to address exclusion from existing provisions of social protection programmes and advocates for a comprehensive and inclusive system that leaves no one behind. It therefore aims to: (i) develop feasible options to cover the most glaring social protection gap (the provision of income security for those between the ages of 18 and 59 years) and support the process of building consensus on a nationally defined Social Protection Floor (NSPF); (ii) establish social insurance schemes for women in the informal sector, particularly in rural areas; and (iii) support the development and financing of a new strengthened welfare services delivery model and its linkages social grants; and (vi) establish a Joint Programme Management structure to oversee and monitor the implementation of the Joint Programme (JP) and present regular progress and monitoring reports.

The expected results for the identified focal areas will include among others unpacking of a social protection floor, its measurement and costing, and building consensus on a NSPF. The programme will also be exploring feasible options for social assistance (Basic income grant) for 18 to 59 years old by the end of the JP, costing implementation approaches suitable to the country's context. In addition, the JP will have explored local and international options for a package of social insurance measures for women in the informal sector, cost the scheme options and propose feasible and sustainable scheme and delivery modalities and seek consensus positions in the second year. Finally, now that a new Welfare White Paper has been developed, the JP will provide support for review of the policies and regulatory frameworks for a new social welfare services delivery model, cost the gaps and propose implementation modalities for consideration. The major thrust for the new welfare services delivery model is to address the funding gaps in order to increase welfare services human resources, physical infrastructure, the use of information and communication technology, office and delivery equipment. The approach of leaving no one behind is both targeting currently excluded groups

including young people and adults between 18-59 years old as well as women in the informal sector, looking at the specific situation of women, children, people with disabilities and migrants in the context of the proposals that will be put forward as part of the joint programme, as well as advancing the gradual implementation of a ground-breaking Basic Income Grant (BIG). A basic income grant, combined with the clarity and approaches to link social welfare (care) services with social grants beneficiaries, social insurance and a new and better-funded welfare delivery model will have multi-dimensional socio-economic impacts, empower women and greatly and dynamically change the trajectory towards the achievement of SDGs by 2030.

**10. Keywords:** social protection, integrated social protection, South Africa, National Development Plan

**11. Overview of budget**

<b>Joint SDG Fund contribution</b>	<b>USD 2, 000.000.00</b>
Co-funding 1: ILO (300,000 USD)	USD 300,000.00
Co-funding 2 UNICEF (425,000 USD)	USD 425,000.00
<b>TOTAL</b>	<b>USD 2,725,000.00</b>

**12. Timeframe:**

<b>Start date</b>	<b>End date</b>	<b>Duration</b> (in months)
1 January 2020	30 June 2022	30 months

**13. Gender Marker:**

The average overall rating was 2.6 as the JP scored 16 for the six indicators evaluated.

**14. Target groups**

<b>List of marginalized and vulnerable groups</b>	<b>Direct influence</b>	<b>Indirect influence</b>
Women	<b>X</b>	
Children	<b>X</b>	
Girls	<b>X</b>	
Youth	<b>X</b>	
Persons with disabilities	<b>X</b>	
Older persons	<b>X</b>	
Rural workers	<b>X</b>	
Human rights defenders (incl. NGOs, journalists, union leaders,		<b>X</b>
Migrants and Refugees	<b>X</b>	

**15. Human Rights Mechanisms related to the Joint Programme**

- UN Committee on the Rights of the Child
- UN Committee on Economic, Social and Cultural rights
- UN Committee on the Elimination of Discrimination against Women
- UN Committee on the Rights of People with Disabilities
- UN Committee on the Elimination of Racial Discrimination
- ILO Committee of Experts on the Application of Conventions and Recommendations

## 16. PUNO and Partners:

### 16.1 PUNO

- **Convening agency:**
  - o ILO, Musabayana, Joni, Director ILO Pretoria Office, [MUSABAYANA@ILO.ORG](mailto:MUSABAYANA@ILO.ORG), +27128188000
- **Other PUNO:**
  - o UNICEF, Christine Muhigana , Representative UNICEF South Africa, [cmuhigana@unicef.org](mailto:cmuhigana@unicef.org), +27124254718
  - o UNWOMEN, Githuku-Shongwe, Anne, Representative UNWOMEN South Africa Multi-Country Office, [anne.githuku-shongwe@unwomen.org](mailto:anne.githuku-shongwe@unwomen.org); +27123548139
  - o UNDP, Odusola, Ayodele, Resident Representative, UNDP, [Ayodele.odusola@undp.org](mailto:Ayodele.odusola@undp.org), +27123548027
  - o OHCHR, Noko, Abigail, Regional Representative for Southern Africa, [anoko@ohchr.org](mailto:anoko@ohchr.org), +27123548683


### 16.2 Partners

- National and Provincial authorities:
  - o National Department of Social Development (DSD)
  - o Department for Performance Monitoring and Evaluation (DPME)
  - o National Treasury (NT)
  - o Statistics South Africa
  - o Provincial Departments of Social Development
  - o South African Human Rights Commission (SAHRC)
  - o Department of Employment and Labour (DoEL)
  - o South African Social Security Agency (SASSA)
  - o National Planning Commission (NPC)
  - o The Presidency
  - o National Assembly (NA) and the National Council of Provinces (NCOP)
  - o City of Johannesburg
- Civil society organizations:
  - o National Association of Child Care Workers
  - o Black Sash
  - o The Studies in Poverty and Inequality Institute (SPII)
  - o Centre for Social Development in Africa, University of Johannesburg
  - o Women in Informal Employment: Global and Organizing (WIEGO)
  - o SA Informal Traders Association
  - o Children's Institute
- Social Partners (NEDLAC)<sup>1</sup>
  - o Federation of Unions of South Africa (FEDUSA);
  - o Congress of South African Trade Unions (COSATU)
  - o National Council of Trade Unions (NACTU)
  - o Business Unity South Africa

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<sup>1</sup> The National Economic Development and Labour Council (NEDLAC) is the vehicle by which Government, labour, business and community organisations seek to cooperate, through problem-solving and negotiation, on economic, labour and development issues and related challenges facing the country

- Strategic Analytics and Management
  - The Association for Savings and Investment South Africa (ASISA)
  - Organised Civil Society represented at NEDLAC
- Other partners:
- Human Science Research Council (HSRC)
  - Statistics South Africa (Stats SA)
  - PLAAS – Research Institute at University of the Western Cape
  - WITS – Social Security

<p><b>Resident Coordinator</b></p> <p><i>Ms Nardos Bekele-Thomas</i> <i>Date: 31st August 2021</i></p> <p>DocuSigned by: [Redacted]</p> <p><i>Signature and seal</i> [Redacted]</p> 	<p><b>National Coordinating Authority</b> <i>Name of institution: Department of Social Development</i></p> <p><i>Name of representative: M. Brenton van Vrede,</i> <i>Chief Director: Social Assistance at Department of Social Development</i></p>
<p><b>Participating UN Organization (lead/convening)</b></p> <p><i>Name of PUNO: ILO</i> <i>Name of Representative: Mr Joni Musabayana</i> <i>Date: 31st August 2021</i></p> <p><i>Signature and seal</i> [Redacted]</p>	<p><i>Date: 31st August 2021</i></p> <p>[Redacted]</p>
<p><b>Participating UN Organization</b></p> <p><i>Name of PUNO: UNICEF</i> <i>Name of Representative: Christine Muhigana</i> <i>Date: 31st August 2021</i></p> <p><i>Signature and seal:</i> [Redacted]</p>	<p><i>Signature and seal</i></p>
<p><b>Participating UN Organization</b></p> <p><i>Name of PUNO: UNDP</i> <i>Name of Representative: Dr Ayodele Odusola</i> <i>Date: 31st August 2021</i></p> <p><i>Signature</i> [Redacted] <i>and seal</i></p>	
<p><b>Participating UN Organization</b></p> <p><i>Name of PUNO: UNWOMEN</i> <i>Name of Representative: Ms Anne Githuku-Shongwe</i> <i>Date: 31st August 2021</i></p> <p>[Redacted]</p> <p><i>Signature and seal</i></p>	
<p><b>Participating UN Organization</b></p> <p><i>Name of PUNO: OHCHR</i> <i>Name of Representative: Ms Abigail Noko</i> <i>Date: 31st August 2021</i></p> <p><i>Signature and seal</i> [Redacted]</p>	

## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

### 3. Overview of the Joint Programme Results

This JP is a contribution to the South African United Nations Strategic Cooperation framework (UNSCF) which was extended until 2019. In the on-going discussion around the new Strategic Cooperation framework, the conversation around social protection is continuing and derive from the NDP new priorities (2019-2024). More specifically referred to under “Consolidating Social Wage through reliable and quality Basic Services” which specifically referred to the development of the social protection floor”

#### 3.1 Joint Programme Outcomes

Overall, the JP seeks to support the achievement of integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

- Outcome 1 - Support the process of building consensus on a nationally defined Social Protection Floor and proposed social assistance scheme for 18 to 59 year old persons in poverty
- Outcome 2: Propose a social insurance package for women working in the informal sector
- Outcome 3: Support the revised welfare services policies and regulatory instruments, financing and delivery requirements and linkages of a social welfare service delivery model with social grants to enhance socio-economic impact through technological and human resources
- Outcome 4: Joint Programme Management ensured programme implementation according to the approved work plan, human and other resources procured management and oversight structures established

#### 3.2 Joint Programme Outputs

- Result 1.1 Feasibility of social assistance scheme (Basic income grant) for 18 to 59 years old
- Result 1.2 Consensus is reached on Social assistance scheme option, informed by international good practices in context of social dialogue (including right holders)
- Result 2.1 Study on needs, ability and willingness to contribute to social insurance
- Result 2.2: Study and prototyping models for service delivery
- Result 2.3: National dialogue and advocacy

- Result 3.1 Revised social welfare services policies and regulatory instruments
- Result 3.2 New delivery model based on White Paper, costing the gaps and proposing implementation modalities
- Result 3.3 Develop models of building linkages and recommendations on supporting functions and technology
  
- Result 4.1: Technical and human resources are made available
- Result 4.2: Joint programme governance, management and monitoring

### 3.3 Joint programme contribution to UNDAF outcomes

As indicated earlier, this JP is a contribution to the South African United Nations Strategic Cooperation framework (UNSCF) which was extended until 2019. In the on-going discussion around the new Strategic Cooperation framework, the conversation around social protection is continuing and derive from the NDP new priorities (2019-2024). More specifically referred to under “Consolidating Social Wage through reliable and quality Basic Services, “which specifically referred to the development of the social protection floor”

This JP is a direct contribution to the third UNSCF outcome 3 “Human Capabilities” and more specifically on the Key Result Area 3 “Increased access by vulnerable populations to Social Protection Services”. In addition, this proposal will contribute to the UNSCF outcome 1, “Inclusive Growth and Decent Work” and most specifically Key result area 1, which seeks to “Strengthened national capacity for the harmonization and implementation of policies aimed at promoting inclusive economic growth and decent work”<sup>2</sup>

## 4. SDG Targets directly addressed by the Joint Programme

### 4.1 List of targets

- SDG 1.1: By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.90 a day<sup>3</sup>
- SDG 1.2: By 2030, reduce at least by half the proportion of children of all ages living in poverty in all its dimensions according to national definitions
- SDG 1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable
- SDG 5.4: Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate

<sup>2</sup> [https://undg.org/country-detail/?country\\_code=ZA](https://undg.org/country-detail/?country_code=ZA)

<sup>3</sup> In the local context, extreme poverty is approximated by the Food Poverty Line. Attempts will be made to report on the international and local measures of extreme poverty.

SDG 8.5: By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value

SDG 10.1: By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average.

#### 4.2 Expected SDG impact

- In reaching consensus on a social protection floor, the JP will support SDG 1.3., in terms of developing nationally appropriate social protection systems, expedite South Africa's own commitment to a Social Floor as outlined in the National Development Plan (2015) will bring about predictability in budgetary support to reducing poverty, vulnerability and inequality
- In reviewing feasibility, options for covering the missing gap (18-59-year olds), the JP will ensure broader coverage of social protection for South Africa. The introduction of income security for these groups would likely, in turn, affect positive impact upon children whose benefits are currently shared with unemployed parents, as the CSG and other child-related grants would no longer be the sole sources of income security within households, and support the transition for the youth from education to employment This would support SDG 1.1., 1.2 and 1.3.
- It is agreed that the women in the informal sector represent a sizeable group and it is known that they are part of the missing middle of Social Protection provisioning. Assisting women to smooth their consumption during difficult times will empower them; enable them to care better for themselves and those they look after, as it is a well- known research fact that women-headed households are better at utilizing additional income for household needs (Samson et al, 2004).<sup>4</sup> The introduction of social insurance for women working in the informal sector will further support household and child wellbeing through the provision of additional social protection beyond the CSG. This will support progress of SDG 5.4 and 8.5.
- More strategically supported and funded social welfare services will mean improved access and delivery toward more consistent support for vulnerable children and adults. In addition, by finalising the financing frameworks for NPOs and causing their funding to be more stable and predictable, will overall support a better quality of service are delivered to the prime beneficiaries. Strategic funding which takes into account infrastructure, ICT and equipment, will support innovative and sustainable welfare service delivery that truly targets the unique challenges of the South African context. This would particularly support SDG 1.3., as well as 5.4.

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<sup>4</sup> Samson, M. et al. 2004. *Final report: The social and economic impact of South Africa's social security system* (Research Paper #37). Cape Town, South Africa: Economic Policy Research Institute



## 5. Relevant objective/s from the national SDG framework

- Social Protection (Chapter 11): National Development Plan 2030<sup>5</sup>, which include:
  - The establishment of a social protection floor by 2030;
  - Closing the social protection gap by ensuring that those who are eligible to receiving social grants must receive these;
  - Reorganise the state-civil society model for delivering welfare services to ensure greater accountability, improve service delivery and protect the very vulnerable from neglect, exploitation and abuse;
  - Extending social insurance benefits to those who have been excluded.
- The South African National Development Plan in its Medium-Term Strategic Framework for 2019-2024, refer to the “extension of social protection floor” under the chapter “Consolidating Social Wage through reliable and quality Basic Services”.
- South Africa’s Medium-Term Strategic Framework, 2014-2019, which includes Outcome 13 and is defined as “An inclusive and responsive social protection system.”

## 6. Brief overview of the Theory of Change of the Joint programme

### 6.1 Summary

South Africa has extremely high levels of poverty relative to its per capita GDP and officially the highest rate of inequality in the world. The JP believes the remedy involves a combination of dynamic and sustained economic growth strategies and well-designed set of policy interventions to improve the social protection system, which not only acts as an economic stabiliser but also has positive impacts on economic growth. To achieve the latter goal, the JP has adopted four outcomes, namely (i) support the process of building consensus on a nationally defined Social Protection Floor; (ii) develop feasible options to cover the most glaring social protection gap, the provision of income security for those between the ages of 18 and 59 years; (iii) propose a social insurance package for women who work in the informal sector, and thereby support the current social security reforms under discussion between government, organised labour, business and civil society and (iv) support the revision of delivery models and financing of social welfare service delivery model and building linkages with social grants and integration of key government services.

### 6.2 List of main ToC assumptions to be monitored:

- That the government remains committed to the implementation of a social protection floor, not only in policy announcements, but in practical steps to realise the social protection floor.
- That the government will accept a more integrated and dynamic M&E systems.
- That the home-grown narrative about the non-adversarial relationship between the provision of social protection services and economic growth continues to enjoy widespread public and private support, which the project will seek to influence through related awareness and communication activities.

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<sup>5</sup> The country’s National Voluntary Review 2019 states that 74% of the content of the National Development Plan is aligned with the UN’s SDGs. See [https://sustainabledevelopment.un.org/content/documents/23402RSA\\_Voluntary\\_National\\_Review\\_Report\\_9\\_July\\_2019.pdf](https://sustainabledevelopment.un.org/content/documents/23402RSA_Voluntary_National_Review_Report_9_July_2019.pdf)

- Correspondingly, that a narrative of (grants) dependency in the provision of broader social protection services not take root in the public and private sectors.
- That fiscal space is preserved for social expenditure generally and that the emerging crises in other parts of the economy (for example State Owned Enterprises' debt) are successfully addressed.

### **7. Trans-boundary and/or regional issues**

There is no one significant variable that has an immediate bearing on the implementation of the proposed JP.

## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

The JP addresses the following key issues, namely the absence of a nationally agreed upon social protection floor for the country, which makes the social protection agenda unclear, exclusion of specific categories of individuals from social protection programmes and an under-funded provincial social welfare system. Exclusion takes three forms, namely exclusion from existing programmes due to policy gaps resulting in the non-provision of targeted social protection to specific groups of individuals, targeting inefficiencies, poor penetration of rural and hard-to-reach areas, and barriers of access to the benefits. In this regard, the JP intervenes in two important areas of social protection, namely adults between the ages of 18 and 59 who are unemployed, supporting the transition of the youth from education to employment, transfers to rural economies through grants and enabling work seeking behaviour. Unemployed adults, women, and youth who work in the informal sector do not receive any form of social protection. Women are disproportionately represented in the informal sector and the JP's focus on extending social insurance provisions should have a significant impact on this under-represented sector in the economy. The ultimate rationale for investigating the feasibility of a Basic Income Grant and to explore innovative service delivery models for women and youth in the informal sector is to ensure that disruptions due to illness and accidents do not leave permanent damage and render such individuals unable to participate fully in the country's social, political and economic life. Poverty and inequality are not the only challenges, but they are accompanied by many social ills such as dysfunctional families, domestic and child abuse, drug abused, etc. The rationale for focusing on an under-invested social welfare system is to ensure that those who benefit from the government's official social assistance programmes can also participate in complementary social welfare services. Such linkages will require human resources and technology to: (i) link children and caregivers, through a tracking tool, to other services; and (ii) youth and adults, through government's NISPIS and SOCPEN systems to education, skills development, and training and employment opportunities. Joined-up social protection programmes have a better chance of sustaining the well-being of human beings and maximise the government's investment on those who are vulnerable and marginalised.

Addressing gaps in the provisions of social protection is an official government policy position as supported in the *National Development Plan 2030* (Chapter 11 on social protection); the government's *Medium-Term Strategic Framework (MTSF)*, which represents a five-year electoral cycle translation of the NDP; and the United Nations own *Strategic Cooperation Framework (UNSCF 2014-2020)* with the Government of South Africa. In the section that addresses Human Capabilities and its Key Result Area 3: "Increased access by vulnerable populations to Social Protection Services", the UNSCF indicates, "As required by Vision 2030, the UN will support governments' efforts in the establishment of a "Social Floor" for all vulnerable groups.

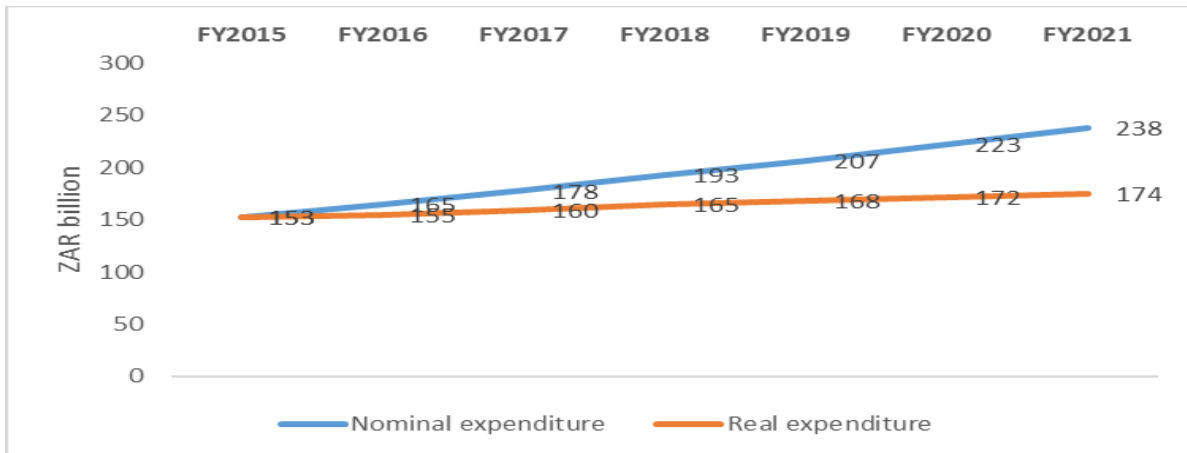
The government defines social protection in its expanded sense as per the 2014-2019 MTSF<sup>6</sup>, although the term is used in official budgets as mainly referring to expenditure within the

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<sup>6</sup> The expanded definition includes Social assistance and social welfare services provided by the ten social development departments; access to basic services at the local government level; free basic education in 60 per cent of the countries' poorest schools; free health care for pregnant women and children under six; statutory social

country’s ten social development departments. Hence, the expenditure estimate below is restricted, but gives a rough approximation of the government is spending on social protection in South Africa. Using this restricted definition of social protection, spending on social protection consumes 11.3% of total budget resources in FY2019 and constitutes 3.8% of the country’s Gross Domestic Product (GDP).

**Figure 1. Social protection expenditure in FY2019 and over the Medium-Term Expenditure Framework, FY2015-2021 (FY2015=100)**



**Source: Estimates of National Expenditure 2019 and Provincial Estimates of Revenue and Expenditure 2019**

**Table 1. Key indicators on the health of the social development system, FY2017-2019**

Social development as a % of consolidated government budget, FY2019	11.3%
Child social assistance as a % of social development budgets, FY2019	35.5%
Child welfare services as a % of social development budgets, FY2019	4.1%
Child social assistance per poor child per year, FY2017 and FY2018	ZAR 6,371 and ZAR 6,861
Child welfare services per poor child per year, FY2017 and FY2018	ZAR 722 and ZAR 781

**Source: Unicef Social Development Budget Brief 2019**

South Africa has received several recommendations from the international human rights institutions/mechanisms regarding social protection. In the 2017 Universal Periodic Review, South Africa accepted a recommendation to ensure effective access to social protection for vulnerable groups. In 2018, the Committee on Economic, Social and Cultural Rights expressed its concern regarding a large number of workers, including those who are self-employed,

insurance policies (such as the Unemployment Insurance Fund; school nutrition and school transport; active labour market policies to facilitate entry into the labour market; income support for the working-age poor through public works programmes; and the redress of inequalities that are inherent in the system due to apartheid.

working in the informal economy without labour rights and sufficient social protection. The Committee recommended that South Africa design and regularly update a composite index on the cost of living, raise the levels of non-contributory social assistance benefits to a level that ensures an adequate standard of living for recipients and their families, ensure that those between the ages of 18 and 59 with little or no income have access to social assistance, establish a social protection floor in line with the rights-based definition provided in the ILO Social Protection Floors Recommendation, 2012 (No. 202), expand the coverage of the Unemployment Insurance Fund benefits to all workers, regardless of their status, consider the possibility of introducing a universal basic income grant, and rectify the situation brought about by the outsourcing of the social grants payment system.

The Committee on the Rights of Persons with Disabilities expressed concern in 2018 in relation to the challenges faced in accessing social grants, resulting in applicants being unable to pay for their daily expenses and for those of their dependents, and discriminatory provision of pensions, which has an adverse impact on women with disabilities. The Committee recommended South Africa to eliminate the challenges faced in accessing social grants and establish a social protection scheme that is inclusive of all persons with disabilities, aimed at guaranteeing an adequate standard of living, including through compensation schemes in the form of allowances that will enable persons with disabilities to meet disability-related expenses.

The Committee on the Rights of the Child was concerned in 2016 that the poverty rate of children under 18 is the highest among all age groups, that access to social security benefits for children is hampered by administrative barriers, such as the strict requirement for identity documentation, the lack of clarity around eligibility criteria and the assessment of those criteria, the lack of accessible information on social security benefits, inadequate arrangements for children who have childcare responsibilities, and discrimination and stigma against certain groups of children, such as refugee children and teenage mothers. The Committee recommended South Africa to ensure that a lack of birth registration does not hinder access to child protection services and basic social services, remove barriers for accessing social security benefits and ensure that all children, in particular infants, adolescents and children with disabilities, and their caregivers eligible for the benefits, can access the benefits in a timely manner.

Brief baseline descriptions on key aspects of the three outcomes the JP are addressing are provided below

- First a baseline description of the situation of adults aged 18-59
- Followed by a description of the informal sector economy and women and the youth's role in it; and
- Existing social welfare financing provisions in national and provincial social development departments.

#### *Baseline Description of the 18-59 age cohort*

Using the most recent household data source in South Africa, the GHS 2018, there is an estimated 32.9 million (or 57.4% of the total population) people between the ages of 18 and 59. Women make up roughly 51% of this age grouping. Lam et al (2006)<sup>7</sup> estimated differential labour withdrawal rates for men and women but indicated that there is a significant drop-off of labour participation at age 45 plus. For males, the participation rate fell from 80% at 45 to around 50% at age 60, while the participation rates for African women fell from 60%

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<sup>7</sup> Lam et al. in Cohen and Menken (2006) (eds.) *Ageing in Sub-Saharan Africa: recommendations For Further Research*

at 45 to 20% at age 60. Given that there is still a fifteen-year gap (15) before men and women can access some form of social protection (Old Age Pension for example), this scenario highlights the multiple challenges faced by people in this age bracket. However, much younger individuals face similar obstacles: the latest Labour Force Survey (2019) indicates a 41% unemployment rate for individuals between the ages of 15-34 with women having an even higher rate of unemployment for this age-grouping (44.3%). As is well known, South Africa faces a major predicament, namely a socially unsustainable reality of high youth unemployment, given the legacy of the past of low-quality education and exclusion from opportunities. South Africa's social protection floor caters for categories of dependent groups of the population such as elderly, disabled people and children, whilst poor adults including young entrants in labour market, single adults, and poor parent themselves are without any form of income support (child grants are not intended to support the parents, but to minimize the impact of poverty on children). Given the unequal spatial division of housing, jobs seekers are far from job centres and face extra costs searching and accessing jobs. Dedicated social assistance support to jobs seekers will strength their ability to become more productive and can produce a virtuous cycle of increased self-reliance. Social assistance and services fall short because of this missing middle (18-59 years).

### *Informal Sector Economy and the Role of Women and Children*

The informal sector in South Africa, like elsewhere on the continent, is a significant part of the economy, which for millions of the unemployed is the only source of livelihoods, work and income. This notwithstanding, this sector was labelled by some as the "forgotten sector" in economic analyses. According to WIEGO<sup>8</sup>, in South Africa, overall 30% of all employment is in the informal while 24% of workers in 8 major metropolitan areas are in informal employment (agricultural and non-agricultural). 48% of employment in rural settings is in the informal sector compared to 24% in the major metros. In the metros, a very large share of those in informal employment are the youngest age group of 15-24, followed by the oldest age group of 65 plus. The most prevalent form of youth employment is in the formal sector through sub-contracting, temporary employment and flexible working contract (underemployment) and all these work modalities do not provide employment benefits and social protection. Overall, women are more likely than men to be contributing family workers, the most vulnerable category of informal employment. Another vulnerable group is the "own account workers" and this is equally distributed between men and women. In the metros, there are three main types of informal workers: Street vendors, market traders and workers in private households. These three types in the 8 major metros make up over half of the women in informal employment (53%)<sup>9</sup> and a fifth of men in informal employment (19%). There are more women than men in street vending and work in private homes in the major metros, representing 10% and 21% respectively, especially in Johannesburg and Pretoria.

Because of the scale of workers in informal employment in South Africa, most especially women, and considering the accessibility (coverage, eligibility, affordability, participation and physical access) and acceptability (refers to sensitizing a social protection programme toward the multiple forms of discrimination that might arise at the intersection of race, gender, class, ethnicity, disability or other identities and backgrounds), but also insurance, high administrative costs and the creaming skinning by the private sector, it is imperative to design innovative social insurance approaches that increase coverage of women in the informal economy. There is very little known on the actual social insurance coverage of women in Informal sector. For instance, domestic workers, the only Women informal sector target group to have been included in UIF (Unemployment Insurance Fund) in 2002, shows encouraging signs as, to date, 2/3 of the one million recognized domestic workers are

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<sup>8</sup> Rogan, M (2019, *Informal Workers in Urban South Africa: A Statistical Snapshot*: WIEGO 2019

<sup>9</sup> Rogan, M (2019, *Informal Workers in Urban South Africa: A Statistical Snapshot*: WIEGO 2019



registered and covered by UIF<sup>10</sup>. A recent High Court decision will obligate the DoEL to establish the conditions under which domestic workers are eligible to benefit from the Workers Compensation Fund. Nevertheless, it is estimated that only 16.9 percent of older persons receive a pension, only 1 percent of the unemployed receive unemployment benefits, and only 20 percent of the population is legally covered for health care. Most of those in informal employment are part of the “missing middle” the uncovered.<sup>11</sup> Because of policy gaps, most of the informally employed women are excluded from contributory (savings) maternity benefit schemes, health insurance, pension schemes, survivor benefits and disability.

#### *Financing of Social Welfare Services*

Focusing on social protection to fight poverty has proven to be quite effective, as social transfers have reduced the poverty headcount rate by roughly 8% and the country’s poverty gap by approximately 30% (World Bank and Statistics South Africa, 2018)<sup>12</sup>. Inchauste et al (2017)<sup>13</sup> provide further evidence of the power of social transfers in that the main social grants are all considered “absolutely progressive” relative to the country’s income distribution. The presence of well-developed markets to absorb the large liquidity that arises from cash transfers and the JP’s strategy of linking cash and complimentary services will not only aid in reducing income poverty but may also contribute to reducing multi-dimensional poverty, including many social ills. However, to address multi-dimensional poverty, the multi-dimensional nature of social protection needs to be considered; social assistance, security and welfare services work together toward sustainable and holistic social protection implementation. As it stands, if social welfare services do not have the means for an effective delivery model, social security and assistance impact will be hampered.

The NDP highlights this in Chapter 11, where it reiterates that the combination of poor and inadequate state social welfare services and high levels of poverty and inequality produces social problems and high-risk behaviour that undermines human development and social cohesion.

Social welfare functions are located in the national and provincial departments of social development and include early and statutory intervention services.<sup>14</sup> A key partner in the delivery of welfare services are non-governmental welfare organisations who provide professional social services and employ a significant percentage of the country’s social workers. The latest statistics record 15 000 qualified social workers registered with the SACSSP; it is estimated that the country requires an average of 55 000 social service professionals to adequately respond to the country’s welfare needs (NDP 2030). While South Africa has invested significantly in welfare services human resources over the last 10 years, there is a significant gap in this area. Where more social welfare services personnel have been trained, provinces lack budgets to employ them, including office infrastructure, ICT, vehicles and equipment. However, while government has invested in the training of social workers across the country through scholarships, poor working conditions and a lack of funding for social services.

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<sup>10</sup> Liao, K 92019, *One third of domestic workers are still not registered for UIF*, [groundup.org.za](http://groundup.org.za)

<sup>11</sup> DPME & UNDP, *Policy Options for extending Social protection to Informal workers in South Africa*: [www.za.undp.org](http://www.za.undp.org)

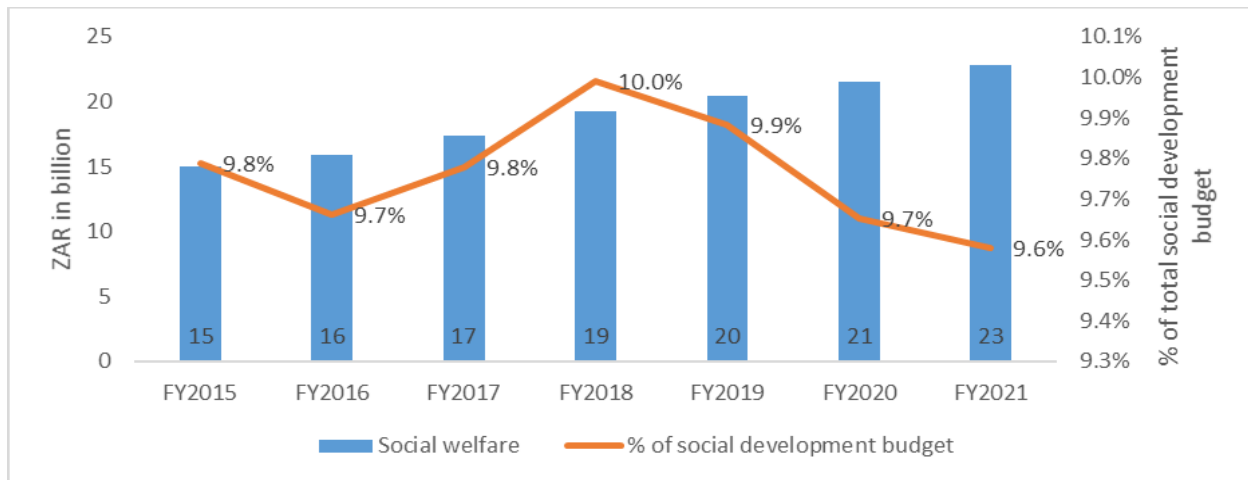
<sup>12</sup> World Bank, DPME and Statistics South Africa (2018) *Overcoming poverty and inequality in South Africa: An assessment of drivers, constraints and opportunities*.

<sup>13</sup> Inchauste et al (2017) *The distributional impact of fiscal policy in South Africa*

<sup>14</sup> To define the budgetary scope of social welfare, the national Department of Social Development total is equivalent to all its programmes minus Administration and Social Security. At the provincial level, a similar approach is adopted, excluding only the Administration programme.

On average, social development budgets consume approximately 3.5% of total provincial government spending and given the large financing deficits at the provincial level, social welfare is in need of substantial additional funding. In FY2019 (present financial year), the consolidated government spent ZAR 20 billion on social welfare, which represents roughly 10% of total spending in the sector. Zooming in on children, the difference between what government spends on social assistance<sup>15</sup> (social grants) and social welfare is stark (see Table 1 below). Presently, government spends almost ten times more on social assistance for poor children than what they invest on social welfare for the same group of children. This neglect of social services was raised in the NDP (Chapter 11) as one of the five primary gaps in the system that require attention.

**Figure 2. Spending on social welfare as a % of total social development spending, FY2015-2021**



**Source: Estimates of National Expenditure 2019 and Provincial Estimates of revenue and Expenditure**

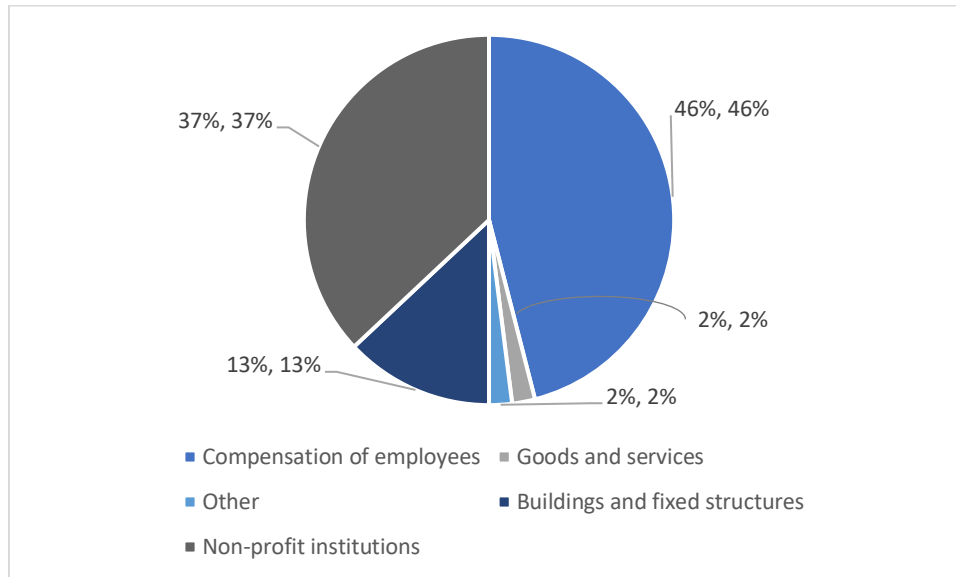
At the provincial level, the delivery of social welfare functions is critically dependent on Non-Profit Organisations (NPOs), which are funded through the budgets of the relevant provincial social development departments. The average percentage of the total social welfare programme budget transferred to non-governmental and not-for-profit organisations, through subsidies, is relatively high. This was recorded to be 37 percent of provincial social development resources for 2018/19.<sup>16</sup>

<sup>15</sup> The provision of social assistance is regulated in terms of The Social Assistance Act (2004), which provides the legislative framework for providing social assistance (the social grants system), while the 1997 White Paper for Social Welfare, which sets out the broad principles for a developmental social welfare system in South Africa.

<sup>16</sup> UNICEF.2019. Social Development Budget Brief South Africa 2018/19.



**Figure 3. Consolidated provincial social development allocations by type of expenditure, percentage shares in 2018/19**



**Source: UNICEF.2019. Social Development Budget Brief South Africa 2018/19**

Even so, South African welfare NGOs are struggling in terms of funding, resource and infrastructure capability (Ornellas, 2018; UNICEF, 2019). Funding has been erratic, NPO budgets often are soft targets when cash flow problems are experienced in other parts of the budget, and NPO social workers are paid far less than those who are employed in the public or private sector. Civil society has resorted to the courts to improve the acceptability of the funding for NPOs and was ultimately successful. The government has set aside additional funding over the last and the new MTEF to combat violence against women and children, which are some of the key tasks undertaken by NPOs. This was also a response, in part, to the court challenge. The NDP notes that the shift of the intervention burden over to a partially funded NGO sector is an unsustainable model, which requires more systematic engagement from both government and public/private sectors. Recommendations have been made for a full funding model for critical welfare NGOs (i.e. child-centred services).<sup>17</sup>

Apart from funding challenges for the NPO sector, the key sector legislation, namely the Children’s Act is under-funded, as was shown through the pivotal costing study that formed the basis for the initial rollout of the Children’s Act and backed up by independent analyses after the introduction of the Act.<sup>18</sup>

The NDP proposes the expansion of social welfare services, and the training of more welfare professionals and community workers, as means of improving welfare delivery.

In our view, however, a pressing challenge in South Africa’s social welfare intervention is the lack of a *coherent business case* that speaks to the funding requirements for service delivery. Social welfare services would benefit from strategic funding which supports a capable and sustainable delivery model. This includes human resources, but also adequate, integrated information and communication technology (ICT), infrastructure, equipment and so forth.

<sup>17</sup> The Children’s Bull Costing Report \*

<sup>18</sup> See Cornerstone Economic Research (2006) *The cost of the Children’s Bill* and Budlender et al (2011) *Funding of Children’s Act-related services*

Studies have found, for example, that social workers are hampered in service delivery by challenges as basic as having sufficient funding for petrol to conduct home-visits.<sup>19</sup> The training and immersion of additional welfare professionals, as proposed in the NDP, into such a hampered working environment will not necessarily be sustainable or helpful. Thus, while an increased financial investment in social welfare services would certainly be of value, central to this address is the implementation of systematic and strategic investment.

Additionally, research has shown inconsistency and incoherence in terms of the central task of *developmental* social welfare.<sup>2021</sup> There is confusion regarding the roles of developmental welfare professionals such as social workers, in terms of curative approaches of the more traditional social work model, versus developmental activities that aim to address the structural and macro challenges faced by communities. Financial investment into welfare services needs to align with developmental commitments, and in order to do so, improved clarity on developmental outcomes and activities for developmental welfare, and its professions, is required.

## 1.2 Target groups

**Table 2. Marginalized and Vulnerable Groups**

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls	X	
Youth	X	
Persons with disabilities	X	
Older persons	X	
Rural workers	X	
Human rights defenders (incl. NGOs, journalists, union leaders, whistle-blowers...)		X
Migrants	X	

**Women:** South Africa’s female population is 29.3 million or 51.1% of the total population (General Household Survey, 2018). Using the country’s Upper Bound Poverty Line, 57.2% of females lived under the poverty line (against 53.7% of males) in 2015, while 50% of female-headed households were considered poor against a 33% incidence for male-headed households (Statistics South Africa, Living Conditions Survey 2014/15). The unemployment rate among economically active women was 29.5% in the final quarter of 2018 against an

<sup>19</sup> Ornellas, A. & Engelbrecht, L.K. 2019. Unseen Social Work Dilemmas in South African Non-Governmental Organisations: An Empirical Analysis on Neoliberal Impact. *The Southern African Journal of Social Work and Social Development*.

<sup>20</sup> Ornellas, A. 2018. *Social workers' reflections on implications of neoliberal tenets for social work in South African Non-Governmental Organisations*. Stellenbosch, South Africa: University of Stellenbosch (PhD thesis).

<sup>21</sup> Key Informant Interviews conducted on the proposed JP

overall unemployment rate of 27.1% (Labour Force Survey 2019). Throughout the period 2011 to 2018, economically active women consistently achieved higher unemployment rates than the national unemployment rate. The UN Committee on the Elimination of Discrimination against women has highlighted (2011) the elevated poverty rates among women in rural areas and the difficulties and disadvantages that they face in accessing health and social services, as well as their lack of participation in decision-making processes. Moreover, the Committee expressed concern at continuing customs and practices that act as barriers to the inheritance or acquisition of land and other property by women, leading to persisting gender inequality and increased reliance on social protection systems.

**Children:** In 2018, the estimated population size in South Africa was 57.4 million, of which 19.6 million (or 34.2%) were children under the age of eighteen. Children have the highest poverty rate in South Africa (at nearly 67% using the Upper Bound Poverty Line) and there is no statistically significant difference between boys and girls in the overall poverty headcount rate. The United Nations Department of Economic and Social Affairs projects that children's share of the overall population will fall from 34% in 2019 to 31% in 2030. By 2050, this share is projected to fall to 26%, which will have important implications for social protection expenditures in the country. In addition to the earlier human rights issues that emerged from various UN reports (see the analysis under Section 1.1), The Committee on the Rights of the Child also highlighted that the amount of the Child Support Grant falls below the actual cost of meeting the needs of a child living in poverty and recommended that South Africa establishes effective complaint procedures that allow children and their caregivers to file claims in cases of rejection.

**Girls:** According to the GHS 2018, there are 9.8 million girls in the country, which represents 49.8% of children under 18. Using the most recent poverty statistics (LCS 2014-15), 49.9% of girls were classified as poor against 50.1% of boys using the country's Lower Bound Poverty Line.<sup>22</sup> These are large numbers of poor children and all the recommendations from The Committee on the Rights of the Child recommendations referenced elsewhere in the text apply equally.

**Youth:** The National Youth policy defines young people as any persons between the ages of 14 and 35.<sup>23</sup> Using this definition, the General Household Survey 2018 estimate for this group is 22.4 million (or 38.9% of the total population). The percentage of young people (15-24 years) who were not in employment, education or training (NEET) increased from 32.4% in Quarter 1 in 2018 to 33.2% in the same quarter in 2019 (Labour Force Survey 2019). While the unemployment situation was stagnant for girls and young women during this period, for boys and young men, the unemployment rate increased from 29.6% in Q1 in 2018 to 31.4% in Q1 in 2019. The recommendations of The Committee on the Rights of the Child are equally applicable here to young persons under 18, while the Committee on Economic, Social and Cultural Rights (2018) recommendations on the need for social protection for those (young persons) who are self-employed, working in the informal economy without labour rights and sufficient social protection should also be mentioned here again.

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<sup>22</sup> Roughly 67% of boys and girls are considered poor if we use the Upper Bound Poverty Line.

<sup>23</sup> See the Presidency, Republic of South Africa: National Youth Policy 2015-2020: [NYP%20Policy%202020%20Report.pdf](#)

**Persons with disabilities:** 4.4% of South Africans aged 5 and older were classified as disabled in 2018 (General Household Survey 2018)<sup>24</sup>. A larger percentage of women (4.7%) than men (4.0%) were classified as disabled, while the Limpopo (6.5%), North West and Northern Cape provinces (6.4%) presented the largest disability incidence in the country. Statistics South Africa (GHS 2018) argues that the lower incidence of disability in the Gauteng and Western Cape provinces may have to do with the large net in-migration of younger persons, who have generally a lower incidence of disability. The Committee on the Rights of Persons with Disabilities expressed concern in 2018 in relation to the challenges faced by persons with disabilities in accessing social grants, resulting in applicants being unable to pay for their daily expenses and for those of their dependents, as well as discriminatory provision of pensions, which has an adverse impact on women with disabilities. The Committee recommended South Africa to eliminate the challenges faced in accessing social grants and establish a social protection scheme that is inclusive of all persons with disabilities, aimed at guaranteeing an adequate standard of living, including through compensation schemes in the form of allowances that will enable persons with disabilities to meet disability-related expenses. In addition, many persons with moderate and mild disabilities receive no support as the assessment procedures only care for severe physical and mental disabilities.

**Older persons:** Men and women who are 60 years plus make up 8.2% of the total population (GHS 2018). If we use the more formal gender-differentiated definition of older persons by the Department of Justice<sup>25</sup>, then older men (65+) constitute 2.1% of the population and older women (60+) constitute 3.3% of the total population. While a significant proportion of older persons (70%) in South Africa benefit from the Older Persons Grant, which is a means-tested, non-contributory grant, for person older than 60 years, the fact that at the present moment there is no income support for unemployed persons between 18 and 59 years of age means that frequently grants provided to older persons have to support the broader household, particularly in light of the elevated levels of unemployment. Half of the older persons who depend on the Older Persons Grant live in households where there are no employed household members. In this context, the Older Persons grant may often be insufficient to meet the needs of older persons and their household, as evidenced by the high poverty rates, with more than 75% of older persons living below the poverty line.

**Rural workers:** Census 2011<sup>26</sup> results show that 2,9 million households (20 percent) were involved in agriculture. Nationally, the largest percentage of agricultural households was located in Kwazulu-Natal (25 percent), Eastern Cape (21 percent) and Limpopo (16 percent). The highest proportion of agricultural households within provinces was also recorded by Eastern Cape (35 percent), Limpopo (33 percent) and KwaZulu-Natal (28 percent). The Commission on Gender Equality Act No 39 of 1996<sup>27</sup> notes that almost half of the South African population lives in the rural areas with the majority being women, who are poorer than their urban counterparts. Rural women are impinged by limited access to land, credit, information, social protection, running water, decision-making in various structures of power and authority. Due to these concerns, gender policies in South Africa have paid more attention

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<sup>24</sup> "These questions require each person in the household to rate their ability to perform a range of activities such as seeing, hearing, walking a kilometre or climbing a flight of stairs, remembering and concentrating, self-care, and communicating in his/her most commonly used language, including sign language. During the analysis, individuals who said that they had some difficulty with two or more of the activities or had a lot of difficulty, or were unable to perform any one activity, were classified as disabled" (GHS 2018: 29).

<sup>25</sup> *Older Person's Act, Act 13 of 2006*

<sup>26</sup> Statistics SA, 2011 Census: [www.statssa.gov.za](http://www.statssa.gov.za)

<sup>27</sup> UNWOMEN, *Contributing to the Economic Empowerment of Women in Africa through climate smart agriculture*, standard bank project document:2019

to empowering women to bring them out of their subordinate situations and enable them to participate in shaping the transformation of South Africa equally with men.

**Human rights defenders (incl. NGOs, journalists, union leaders, whistle-blowers):**

While not benefiting directly from the proposed programme, human rights defenders, including members of civil society, journalists, trade union leaders would be supported in their advocacy work to extend social protection programmes and services to all persons in South Africa who face poverty in its varied dimensions and are currently excluded from the existing protection system.

**Migrants:** In 2019, the Committee against Torture recommended South Africa to deliver child protection services to migrant, asylum seeking and refugee children. Similarly, the Committee on the Elimination of Racial Discrimination recommended South Africa in 2016 to take measures to ensure that non-citizens have access to basic services such as health care and access to justice without discrimination, provide language interpretation services to eliminate barriers in access to basic services and conduct training for law enforcement officials and health and social service providers on the rights of non-citizens.

### **1.3 SDG targets**

South Africa has, since the advent of democracy in 1994, made unprecedented and significant progress in the roll out of social programmes through the expansion of the Child Support Grant, significant progress in access to social housing, water and sanitation provision, electrification of low-income households. However, poor economic growth since 2008, challenges in governance issues, delays in reaching consensus of the social protection floor, etc. has detracted from the gains made in the last 10 years. It is therefore glaringly obvious that unless the country addresses these issues and set the country on a revised trajectory of leaving no one behind, that the country may not succeed over the next 11 years to reach the SDGs 2030.

If South Africa is to comply with international instruments and expectations, this will require an acceleration of policy integration, transformative and strategic investments and financing. There is noteworthy concern over a stagnation, or even deterioration of South Africa's once transformative social development model. The SDG targets address a reduction in poverty and inequality and improved access to key services and social protection programmes.

**Table 3. Operationalization of SDG Targets**

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
<b>SDG Targets</b>					
SDG 1.1	18.8% <sup>28</sup>	17.8%	16.8%	National Income and Expenditure Survey 2014-15 (and forthcoming 2020/21)	Statistics South Africa
SDG 1.2	72% <sup>29</sup>	68%	66%	National survey (Multiple Overlapping Deprivation Analyses or MODA)	Statistics South Africa
Indicator 1.2.1	Males: 53.7% Females: 57.2% Children: 66.8%	Males: 50% Females: 55% Children: 65%	Males: 49% Females: 53% Children: 62%	National Living Conditions Survey	Statistics South Africa
SDG 1.3	Elements of floor are in place <sup>30</sup>	Consensus position paper presented and debated in NEDLAC	All elements of social protection floor approved in NEDLAC and incorporated in MTSF	NEDLAC sub-committee meeting minutes In-house data and publications of the NPC	DPME, the Presidency, NPC and NEDLAC
<b>SDG targets</b>					
5.4 <sup>31</sup>	5% Women in Informal sector covered by UIF <sup>32</sup>	15% Women in Informal sector in main metros covered,	40% Women in Informal sector in main metros covered	UIF Reports; NEDLAC	NEDLAC

<sup>28</sup> This represents a 2015 baseline estimate, drawn from World Bank, DPME and Statistics South Africa (2018) Overcoming poverty and inequality in South Africa: An assessment of drivers, constraints and opportunities using the LCS 2014-15.

<sup>29</sup> These are indicative percentages and although final refinement of the tool will happen only towards the end of the year, the final percentage will not deviate from this indicative baseline.

<sup>30</sup> The existing definition of social protection as used in the country's MTSF applies (see footnote 4): it is assumed that all the baseline items remain in the existing social protection floor and monitoring is needed on the expansion of social protection benefits in line with the approach of the JP.

<sup>31</sup> Further work is needed in establishing appropriate baseline data for DSG targets 5.4 and 8.5. This will be done as part of the final proposal to be submitted on or before 21 November 2019.

<sup>32</sup> 25% of Women in Informal sector are in Household domestic work and only 21% are covered by UIF (DPME & UNDP, Policy Options for extending Social protection to Informal workers in South Africa: [www.za.undp.org](http://www.za.undp.org))



		including women in Informal Agriculture	including women in Informal Agriculture		
8.5	Unemployment rate 27.6%. More specifically it is 29.6 % for women and 53.4% for youth	-	27.2	Labour Force Survey	Statistics South Africa
10.1 <sup>33</sup>	8.3%	9%	10%	National Living Conditions Survey	Statistics South Africa

Poverty manifests at five levels: income, access to basic services and access to assets, information, human capabilities and social networks/social capital. Thus, if income and services are integrated, it begins to address issues of asset poverty – this is the challenge of poverty and inequality, and the need to accelerate SDGs, which address the multidimensional nature of poverty.

Access to services is measured by the overall reduction in multidimensional poverty among children and an enhanced social protection floor that provides both in-kind benefits and cash transfers. While only one indicator is explicitly dedicated to inequality, eliminating gaps in the social protection floor also help reduce inequalities, especially for women in the informal sector and for individuals who work and live in the rural areas of the country. The chosen SDG targets relate logically to the three outcomes that the JP addresses and work done on the three outcomes should contribute towards positive change in the chosen SDG targets.

Looking ahead, there are a number of key observations to be made. These include, but are not limited to:

- The rate at which the country will be able to address multidimensional poverty is likely to be higher than the rate at which unidimensional income poverty is addressed. The government has in place what it calls a social wage, which is a combination of cash transfers to the poor and a basket of in-kind services and programmes that are vital for a comprehensive approach to social protection (schooling, health care, public works programmes etc.). The long commitment to the social wage, in spite of severe economic pressures, suggests that this type of financing is likely to continue, perhaps even after the completion of the JP. This is why our targeting for this type of indicator is far more optimistic as opposed to unidimensional income poverty.
- Better funding of social welfare services will further aid the reduction in multidimensional poverty, as will the progressive improvement in the inclusion of elements for the country’s social protection floor. Furthermore, our attempt at linking recipients of cash transfers better to a broad range of in-kind services will further accelerate the reduction in multidimensional poverty and improve poor people’s overall capabilities.

<sup>33</sup> The available SDG indicator used by the country reflects on the share of the income for the bottom 40% against quintile growth over successive surveys. This can, however be calculated and should form part of the final indicator set in the final proposal. This variable is measured at the household level.

- Income poverty is strongly related to the ability of the economy to grow and to adults being employed. South Africa has a high unemployment rate (official or expanded); the country has had negative real per capita growth due to a stagnant economy and this is unlikely to be changed over the next two to five years. Our SDG targets around income poverty take this into account.
- The tenure of the existing National Planning Commission commissioners is ending and the commission has prepared/is preparing several recommendations to the President of the Republic of South Africa aimed at expediting decisions on finalising all elements of the social protection floor and implementing these policy decisions.
- The President of the Republic of South Africa will soon launch the new MTSF (annualized plan for the implementation of policy plans in 5-year electoral cycle) for the country and it is expected that an expanded social protection system will feature heavily in the revised strategic document. The JP will be able to capitalise on this policy momentum and provide better anchoring of its interventions.
- This will also enable to expand the scope of the partners it can work with on this agenda and including Members of the National Parliament as a key stakeholder in the policy discussions
- The government has also announced a new District governance model of delivering services, which requires much closer inter-departmental co-ordination and collaboration, and this enhances the case for joined-up social protection and for linking cash, care and a range of complimentary services.
- Members of the PUNO have had a hand in the production of the latest National Plan of Action for Children (NPAC) and this represents yet another opportunity to leverage joined-up and coherent work on children’s rights across sectors, especially on social protection issues.
- There are existing best practices in the region for reference.

The United Nations is well placed in key strategic institutions (NEDLAC, the Presidency, Statistics South Africa, the National Planning Commission, and DPME) to shape the social protection agenda of the country.

#### **1.4 Stakeholder mapping**

The UNCT with government has started the process of mapping the key stakeholders with an interest in social protection policy and delivery departments, organised labour organisations, social protection advocacy groups among civil society organisations and private business formations with an interest in contributory social security

*National Planning Commission (NPC); Department of Planning, Monitoring and Evaluation (DPME)*

- ✓ The custodian of the National Development Plan, which aims to eliminate poverty and reduce inequality by 2030.
- ✓ The NPC/DPME involvement in the project will be to monitor and evaluate the impact of the interventions.
- ✓ Interests: learning and gather evidence to on the effectiveness and efficacy of the social protection interventions that will be implemented to update policies and plans.

*The Presidency (All PUNOs)*

- ✓ Thought and overall policy leader in the whole of government
- ✓ Involvement through driving/anchoring the national planning agenda for the country
- ✓ Interests: to provide proposals for a comprehensive social protection floor



*Department of Social Development (DSD)*

- ✓ Lead coordinating agency in the SDG Social Protection Fund proposal
- ✓ Involvement: facilitating access to key government officials, participating actively in the Steering Committee, and leading discussions with other stakeholders in NEDLAC)
- ✓ Interests: to develop a responsive social protection system for the country as per the country's Outcome 13
- ✓ Relationship in the area addressed by Joint Programme: the social development sector has the largest share of the social protection budget in the country and is decisive, therefore, in efforts to strengthen the social protection system in South Africa

*Statistics South Africa*

- ✓ Custodian of all official national survey data
- ✓ Involvement through regular measurement of income and multidimensional poverty
- ✓ Interests: to develop an SDG baseline on income poverty and multidimensional poverty
- ✓ Relationship in the area addressed by Joint Programme: leading the first child-focused multidimensional study in the country and using that as a baseline for the SDG on multidimensional poverty

*The South African Human Rights Commission (SAHRC)*

- ✓ Leading constitutional body charged with mandate to promote respect for human rights, act to monitor and research the situation of human rights and take steps to investigate and promote redress for instances of violations of human rights.
- ✓ The SAHRC has carried out a number of analyses of the fulfilment of the right to social security in South Africa, as guaranteed by the Constitution, and has also carried out analysis in relation to the proposed Basic Income Grant, making recommendations that the Government of South Africa should carry out assessments on the feasibility of a Basic Income Grant, and on its impact, and in general design social protection measures for persons currently excluded from social protection in South Africa, including access to social services.
- ✓ Interests: to promote an overall culture of human rights, including special reference to the realisation of socio-economic rights, which have a direct bearing on the work of this JP.
- ✓ Relationship in the area addressed by Joint Programme: establishment of a child commissioner to promote children's rights and active work done to establish national coordinating mechanism to promote poverty and social protection agendas.

*The Gender Commission:*

- ✓ To ensure gender equality is adhered to in delivering on all outcomes

*Civil Society Organisations*

- ✓ Black Sash has an interest in making Section 27 of the Constitution, which provides for the right of access to social security, real for the poor and has engaged government over the years, either directly or through court actions to progressively expand social protection

- ✓ SPII focusses more on research and presenting the findings to government and other stakeholders the nature and extent of poverty and inequality and advocates for policy interventions
- ✓ The Legal Resources Centre through legal means, up to the Constitutional Court, have challenge government on social protection matters affecting children
- ✓ Child Law Rights Institute at University of Pretoria has acted on numerous occasions as a friend of the court and to highlighted policy and legislative gaps in respect of children
- ✓ Disability South Africa has often raised the plight of persons with disabilities at policy, legislative and service delivery levels
- ✓ Sonke Gender Justice has played a significant role in take on the plight of women, while working with men to address patriarchy challenges and domestic abuse
- ✓ The SA Informal Traders Association, and WIEGO have extensively advocated for better rights access to informal workers, and women in the informal sector respectively

### *Organised Labour*

- ✓ Congress of South African Trade Unions (COSATU), as a NEDLAC member, the COSATU will be involved in the definition consensus around the South African social protection floor.
- ✓ Federation of Unions of South Africa (FEDUSA); as a NEDLAC member, the FEDUSA will be involved in the definition consensus around the South African social protection floor.
- ✓ National Council of Trade Unions (NACTU); as a NEDLAC member, the FEDUSA will be involved in the definition consensus around the South African social protection floor.

### *Relevant Private Sector:*

- ✓ BUSA, and in particular in their role as a member of the NELDAC social protection committee.  
Mostly those interested in collaborating with Government in extending accessible insurance packages to Men and Women in the informal sector.

## **2. Programme Strategy**

### **2.1. Overall strategy**

#### *Problem statement*

This JP seeks to address four key areas:

1. **The absence of a nationally agreed upon social protection floor for the country:** While the need for a social protection floor is recognised within the NDP, South Africa does not have a consensus position on this, thereby delaying government action. Without such a floor, the country cannot deliver policies that respond to its current social protection challenges and needs.
2. **Exclusion of specific categories of individuals from social protection programmes:** The valuable impact of social security and assistance, such as the Child Support Grant and the Old Age Pension, is emasculated by the fact that such grants

targeted at these vulnerable groups (children and the elderly) become a grant for family units, and unemployed men and women. These different age cohort groups (18-59 years) do not have a safety net.

3. **Social Insurance for Women in the informal sector:** Furthermore, South Africa has private providers of insurance for death, disability, unemployment and so forth, with little to none provision for the informal sector. This is largely as a result of skim creaming by private insurers high administration costs and issues of accessibility within the informal sector.
4. **An under-funded provincial social welfare system:** Social welfare services are poorly integrated with social assistance to have a multiplier effect or impact, and lack strategic investment in terms of a delivery model that encompasses not only human resources, but additionally integrated information technology, appropriate and supportive infrastructure, equipment and adequate financial support for welfare NPOs as agents of welfare delivery.

The main thrust of the JP programme is to make real “the leave no-one behind” and seek to make a transformational impact in that it will not only close the major gaps, but will seek to link a defined package of services, tailored for the different age cohorts/groups, taking into account the of the life-cycle approach

**Reaching consensus on a social protection floor:** The JP will facilitate and support the development of a nationally agreed upon social protection floor for the country. Intertwined narratives of dependency will need to be confronted. The transformative part of the proposal involves mobilizing all the key constituencies (government, labour, community, private sector, children’s NGOs) through an existing corporatist structure called the National Economic Development and Labour Council (NEDLAC) and building economic and social consensus on the policy changes needed to fight poverty and inequality. The issue of a social protection floor must be problematized, and benchmarks need to be clearly articulated. There is also overall fragmented approach to social protection....

**Development of feasible options for the provision of income security for 18-59-year-old cohort:** The JP aims at addressing the social protection gap faced by some of the most marginalized persons in South Africa by facilitating their access to social protection through the introduction of income security for 18-59-year olds.

**Propose a social insurance package for women working in the informal sector:** The JP aims to address the social protection gap faced by some of the most marginalized persons in South Africa, such as women working in the informal sector, by facilitating their access to social insurance. JP’s overarching orientation is to urge South Africa to adopt social protection policies and programmes that that are gender-responsive and consider the intersectionality of gender, race and class. Such proposals, if adopted by the Government, would seek to provide innovative solutions for women and other vulnerable groups, thereby enhancing women’s access to education, lifelong learning and more specifically, access to labour markets, maternity benefits and so forth.

**Strategic financing of social welfare service delivery:** The approach of this JP is to seek complementarity between the heavily invested cash transfer systems and growth in the vast array of welfare services. This requires two approaches. Firstly, to develop a business case for the strategic funding of an effective welfare service delivery model that takes into account infrastructure, resources, ICT, equipment and so forth. This will also require a clear understanding of what is meant by social development, and the central task of developmental

social welfare. Secondly, to develop linkages between cash transfers and in-kind programmes and benefits that this government offers at an almost universal level (such as basic education, health and welfare services). This approach is consistent with social protection plans globally: as soon as you increase the scope and size of social protection programmes, it becomes vital to improve access to and quality of complementary services (World Bank, 2018)<sup>34</sup>.

#### *Key Activities for effective and efficient Joint Programme Management*

**A focus on multi-stakeholder partnerships and consensus building** sets this programme apart from a traditional project-based focus where “consultation” is merely seen as subservient to the overall project goals. Successful policy-making in post-apartheid South Africa appears to be driven by consensus and support among a broad range of stakeholders, which increases fidelity to the policy idea and enhances the likelihood of full and effective implementation. This is why a multi-stakeholder and multi-departmental approach to integrated and universal social protection is the preferred *modus operandi* of the JP.

**Enhancing meaningful and effective participation of rights holders** is a key aspect of this proposal, in particular strengthening the capacity of Government to support participation of rights holders in the design, monitoring and evaluation of social protection systems and that their needs and perspectives are taken into consideration in the policy recommendations. Furthermore, the proposal will seek to strengthen existing consultative bodies to ensure that relevant stakeholders are represented in the governance of social protection systems beyond this programme to ensure sustainability of meaningful and effective participation.

#### *Expected Results and Output*

**By the end of the terms of this JP, minimally, we expect to see the following outcomes and changes in the social protection policy landscape:**

- An embedded consensus on all the elements of South Africa’s social protection floor and an acceptance that to implement such provisions, a gradual approach to implementing and financing social protection elements will be adopted.
- The feasibility of introducing a Basis Income Grant and/or income support is well understood and the government has considered implementation modalities that are affordable and scalable.
- The acceptance by the government that income poverty and multidimensional poverty need to be measured more regularly, especially in a country with such high poverty and inequality rates. The proposal would be to measure various forms of poverty every three years.
- An understanding of the social security needs of women in the informal sector, rural and urban.
- An acceptance by DSD that integrating “live data”<sup>35</sup> into its normal M&E functions enhances the ability of the department to substantiate its considerable investment in South Africa’s children.
- Improved ability of the social development sector to strategically finance the social welfare system at the provincial level.

<sup>34</sup> Beegle et al. (2018) (eds.) *Realizing the full potential of social safety nets in Africa*. AFD and the World Bank

<sup>35</sup> A comparable example is that of the basic education sector, which has adopted the Learner Unit Record Information and Tracking System (LURITS). This allows the education sector to trace the movement of learners within a District and within a provincial education department with ease, thus increasing the credibility of unit records for planning and strategic decision-making.

- Related to the above is the finalisation of the financing framework for Non-Profit Organisations (NPOs), which are the primary implementing agencies for government-funded social welfare programmes.
- The finalisation of a prototyped model offering user-producer dialogues to increase accessibility, quality and demand for social security services by women in the informal economy

### *Further Complementary Areas*

In South Africa’s Voluntary Review Report 2019 on the bottlenecks related to the implementation of the SDGs, the report mentions the apartheid-inherited spatial imbalances, the erosion of trust in the legal system (and perhaps we can also add the tax system), the lack of innovation, the poor state of (appropriate) data generation across sectors, and a conservative in-built resistance among some departments to disseminate publicly-available data widely.

The JP responds to these challenges in the following manner:

- An enhanced social protection system will improve the mobility of poor South Africans, thus enabling them to better traverse the unequal spatial legacy from the country’s past.
- The JP focuses on a specific group of women (such as those who work in the informal sector) to help overcome some of the legacies of geographic apartheid. Ensuring that social protection systems provide adequate support to those left furthest behind thus critical to eliminating extreme poverty and achieving a reduction in inequality, including gender inequality.
- Through using a newly developed multidimensional poverty tool, it enables the JP to think across departmental boundaries and generate data that will help with the more accurate identification of children in need and thus aiding targeting processes across government departments. This relates to Result 4 of Outcome 1, which addresses integrated and sustainable development approaches and linking recipients of cash transfers more firmly to in-kind social services.
- Assisting policy-makers to agree on the core components of a social protection system and pigging-back on the existing developed and advanced administrative and technological infrastructure for the provision of social grants.
- Social cohesion and trust in the policy-making process will be enhanced through our widespread use of existing structures (such as NEDLAC) and the newly formed Steering Committee comprising of government, the UN and other stakeholders. This relates to the consultative dialogue processes that form a key part of the JP’s outputs.
- The JP is fully committed to experimentation via the piloting of new service delivery models for women who require access to social insurance and the digitized tracking of children’s well-being through an innovative technological platform.

**The UN added value to this project is the collaborative advantages and expertise of respective UN agencies involved in this project, and includes:**

- 1) Access to world-class technical assistance and the ability to deploy that expertise in a relatively short space of time;
- 2) Access to world-class expertise and professionals that have worked in similar contexts to that of the host country.
- 3) The ability to access best practices from countries that have successfully addressed similar challenges

- 4) The ability to leverage technology to make a direct contribution to the development of children and their households is a unique advantage that the UN holds. The UN assumes the initial costs of such efforts and given the squeeze on government funding, this offers
- 5) a perfect launch-pad for technological and social innovation;

**The unique advantage of this JP is that it draws on related initiatives that are being undertaken by various UN agencies and which will find more concentrated expression in thus programmes.** These include:

- ✓ Extensive work on prevention and early intervention in South African's social development sector and how this is used as a hook to attract greater funding to the social welfare sector.
- ✓ Public finance work in the UN that focuses on building consensus-in government, civil society and the legislature- that although the fiscal space for social expenditures has contracted, there is still fiscal space and that interventions need to focus on efficiency gains and innovative service delivery and implementation models.
- ✓ Ongoing work and discussions between the UN and government about the need to better integrate and link cash transfers and complementary programmes. This conversation has been focused on the Department of Social Development, but similar conversations are taking place elsewhere.
- ✓ The work UNWOMEN is doing with Women in Informal agriculture will inform this JP in understanding them as a target group. Vice versa, the work of this JP will complement the ongoing work, in as far as increasing the resilience of women in informal Agriculture
- ✓ This JP will further complement the work of WEE (Women Economic Empowerment) as it would contribute to sustainability of Women owned micro enterprises.

**Alignment of the JP to the Strategic Cooperation Framework (SCF):** This JP is a contribution to the South African United Nations Strategic Cooperation framework (UNSCF) which was extended until 2019. In the on-going discussion around the new Strategic Cooperation framework, the conversation around social protection is continuing and derive from the NDP new priorities (2019-2024). More specifically referred to under "Consolidating Social Wage through reliable and quality Basic Services, "which specifically referred to the development of the social protection floor."

Government input is also factored in how the JP views and defines the key target beneficiaries. For example, there is an ongoing and dynamic conversation between the lead UN agencies and the government about whether the JP should engage in categorical targeting (whether you are employed or not), or whether the JP adopts a more flexible income-based approach to identifying and working with prime beneficiaries.

The government was also involved in shaping the final Theory of Change (TOC) for the programme and because of its insider position, the lead government department, the DSD, has offered valuable advice that are reflected in the final TOC.



## 2.2 Theory of Change

### Summary of the Theory of Change

South Africa has one of the highest rates of poverty and inequality in the world. The JP believes the remedy involves a combination of dynamic and sustained economic growth and a well-designed set of policy interventions to improve the social protection system. To achieve the latter goal, the JP has adopted four outcomes, namely (i) support the process of building consensus on a nationally defined Social Protection Floor; (ii) develop feasible options to cover the most glaring social protection gap, the provision of income security for those between the ages of 18 and 59 years; (iii) propose a social insurance package for women who work in the informal sector, and thereby support the current social security reforms under discussion between government, organised labour, business and civil society and, (vi) support the development and financing of a welfare service delivery model through an integration of key government services.

The success of the JP's interventions require the government's commitment to the implementation of a social protection floor; that the home-grown narrative about the non-adversarial relationship between the provision of social protection services and economic growth continues to enjoy widespread public and private support; that the government will be accepting of more integrated and dynamic M&E systems; and that the existing narrative of (grants) dependency in the provision of broader social protection services not take root in the public and private sectors, but be confronted and challenged. The heart of the practical interventions involves the use of existing multi-stakeholder platforms to build consensus on the elements of the social protection floor and to drive broader consensus on the make-up of South Africa's social protection system. Furthermore, in-depth and world-class research will be used as vital inputs in the policy proposals put forward by the JP.

### Detailed Explanation of the Theory of Change

The proposed two-year project is a collaboration between the UN, Government and Civil Society. The project results are described below

**Impact: A more integrated and universal social protection system linked to development social welfare services that would contribute to the reduction of poverty and inequality**

The overall objective is to achieve a more integrated and universal social protection system linked to development social welfare services that would contribute to reducing poverty and inequality. This should contribute to the acceleration of SDG Target 1.3 and provide impacts in other SDGs and targets as already indicated. To achieve this, three inter-related strategies will be pursued.

The first, will involve closing gaps in the social protection floor for the unemployed and low-income. The second will involve bringing more women into social insurance, and lastly, social welfare services will be strengthened through campaigns aimed at better funding of social welfare, through the piloting of M&E tools (Child Well-Being Tracking Tool) that will aid better integration of grant recipients and in-kind services, and through the active support of policy and legal reform to ensure better integration of cash transfer recipients and their participation in in-kind programmes and services. Successful reform of the law to enable better integration will require more resources for the social welfare system (management information systems, analyses of impact of grants on outcomes, long-term monitoring of children who access the grant system, and attempts at eliminating targeting exclusions or errors).

The overall rationale is that income support and social welfare services alone do not appear to produce the desired social and economic outcomes (poverty stagnated since 2011 and income inequality remains one of the highest in the world) and hence the need for strengthened developmental social welfare services, but also better integration and linkages between the two different types of policy. This will also improve the likelihood that such measures will be more acceptable because income support measures will be jointly proposed with tested referral systems to economic and social services measures. Parallel to this process, strong M&E systems that will generate on-going evidence of the effectiveness of the approach/model will be put in place. The assumption is that these strong M&E systems will be needed by government departments to generate evidence on the successes of said initiatives since it is expected that there will be a scramble for scarce resources.

### **Assumptions of the Theory of Change**

Assumptions underlying the attainment of this result include,

- ✓ That the government remains committed to the implementation of a social protection floor, not only in policy announcements, but in practical steps to realise the social protection floor.
- ✓ That the government will be accepting of more integrated and dynamic M&E systems.
- ✓ That the homegrown narrative about the non-adversarial relationship between the provision of social protection services and economic growth continues to enjoy widespread public and private support.
- ✓ Correspondingly, that a narrative of (grants) dependency in the provision of broader social protection services not take root in the public and private sectors.
- ✓ That fiscal space is preserved for social expenditure generally and that the emerging crises in other parts of the economy (for example State Owned Enterprises' debt) are successfully addressed.

## **2.3 Expected results and impact**

**Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

### **The JP has adopted the following results and their corresponding outputs:**

#### *Result 1 Social assistance scheme consensus is reached*

Mobilizing all the key constituencies (government, labour, community, private sector, children's NGOs) through NEDLAC and building economic and social consensus on the policy changes needed to fight poverty and inequality;

- ✓ Problematize and develop consensus on a social protection floor;
- ✓ Develop a Common Country Assessment (CCA) and situational analysis to facilitate the development of clear and measurable benchmarks of a social protection floor;
- ✓ Unpacking of social protection floor and its measurement.

Responsible partners in government and government-led structures: NEDLAC, DSD and the DoEL.

*Result 2: Develop feasible options to cover the most glaring social protection gap, the provision of income security for those between the ages of 18 and 59 years*



- ✓ Agreement at NEDLAC on the option for a social assistance scheme to protect long-term unemployed and youth who did not contribute to social insurance, in addition to an agreed road map for the implementation;
- ✓ Feasibility of income support scheme (Basic income grant) for 18 to 59 years old modelled through different designs; different provinces and districts according to their demographics;
- ✓ Unemployment assistance scheme is informed by international good practices in context of social dialogue (including civil society) through documenting international experiences and good practices;
- ✓ Follow-up study on ground-breaking UNICEF and DSD study in 2011 and active advocacy and publication of results to assist in eliminating target exclusions for very young children.

Responsible partners in government and government-led structures: NEDLAC, DSD and the DoEL.

*Result 3: Propose a social insurance package for women working in the informal sector*

- ✓ Systems for increased representation and social accountability of social security towards excluded groups are developed, particularly women in the informal sector;
- ✓ National dialogue and advocacy by the establishment of national consultative work group, and advocacy campaigns tailored to women in the Informal sector for social security registration;
- ✓ Provide innovative social protection interventions and solutions for women in informal economy.

Responsible partners in government and government-led structures: NEDLAC, DSD and the DoEL, National Treasury, NPC

*Results 4: Support the development new delivery model, financing and linkages of a social welfare service with social grants*

- ✓ Review legislative and policy frameworks to build more robust institutional frameworks and consensus on developmental welfare approaches;
- ✓ Review the social welfare model toward strengthening of social welfare policy and regulatory frameworks;
- ✓ Improved strategic funding of social welfare services;
- ✓ Improve strategic investment in human resources, infrastructure, ICT and equipment for social welfare service delivery;
- ✓ Improved co-ordination structures at national and provincial level linking recipients of cash grants more effectively to (in-kind) services in basic education, health, social and child welfare, housing etc.

Responsible partners in government and government-led structures: DSD (national), provincial DSD, Non-governmental welfare organisations, Statistics South Africa, National Assembly, South African Human Rights Commission, NPC.

**What is the ideal scenario after the JP completes at the end of 2021?**

- ✓ A comprehensive consensus on all the elements of South Africa's social protection floor and an acceptance that in order to implement such provisions, a gradual approach to implementing and financing social protection elements will be adopted;

- ✓ An acceptance by DSD that integrating “live data” into its normal M&E functions enhances the ability of the department to substantiate its considerable investment in South Africa’s children;
- ✓ Improved ability of the social development sector to finance the social welfare system at the provincial level. There is already an official government process of revising the Social Welfare White Paper and PUNOs are already involved in supporting the legal and policy reform process. This includes support for the better integration of child grant recipients and in-kind services. Also, existing public finance work is done on social welfare budgets; annually, public meetings are held with government, CSO and other development partners to discuss the results of this work; and further advocacy work is done through various parliamentary submissions on the government budget, including on the financing of social welfare services;
- ✓ Related to the above is the finalisation of the financing framework for Non-Profit Organisations (NPOs), which are the primary implementing agencies for government-funded social welfare programmes;
- ✓ The acceptance by the government that income poverty and multidimensional poverty need to be measured more regularly, especially in a country with such high poverty and inequality rates. The proposal would be to measure various forms of poverty every three years.

### **Detailing the expected progress on the selected SDGs and for the target groups that are the prime beneficiaries of this JP**

- ✓ In reaching consensus on a social protection floor, the JP will support SDG 1.3, in terms of developing nationally appropriate social protection systems and measures for all, including floors;
- ✓ In reviewing feasibility options for covering the missing gap (18-59-year olds), the JP will ensure broader coverage of social protection for South Africa. The introduction of income security for these groups would likely, in turn, affect positive impact upon children, as the CSG and other child-related grants would no longer be the sole sources of income security within households. This would support SDG 1.1., 1.2. and 1.3.
- ✓ It is agreed that the women in the informal sector represent a sizeable group and it is also known that they are part of the missing middle of Social protection provisioning. Assisting women to smooth their consumption during difficult times will enable them to care better for themselves and those they look after as it is a well- known research fact that women-headed households are better at utilizing additional income for household needs (Samson et al, 2004).<sup>36</sup> The introduction of social insurance for women working in the informal sector will further support household and child wellbeing through the provision of additional social protection beyond the CSG. This will support progress of SDG 5.4 and 8.5.
- ✓ More strategically funded social welfare services will mean improved access and delivery toward more consistent support for vulnerable children and adults. In addition, by finalising the financing frameworks for NPOs and causing their funding to be more stable and predictable, overall a better quality of service will be delivered to the prime

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<sup>36</sup> Samson, M. et al. 2004. *Final report: The social and economic impact of South Africa's social security system* (Research Paper #37). Cape Town, South Africa: Economic Policy Research Institute

beneficiaries. Strategic funding which takes into account infrastructure, ICT and equipment, will support innovative and sustainable welfare service delivery that truly targets the unique challenges of the South African context. This would particularly support SDG 1.3., as well as 5.4.

## **2.4 Financing**

### **The JP budget: value for money and sustainability**

The JP uses a mix of existing financing resources and new financing as per this SDG Social Protection Fund. What this allows the programme to do is to divert attention away from financing staffing costs and enabling the JP to focus on new activities as proposed in the programme. However, to give justice and coherence to the programme, it does require relatively senior levels of technical and managerial expertise, which is what the PUNOs volunteered as part of the co-funding arrangement. The approach is further reinforced in that substantial sums are being spent on partnership activities, including using existing forums to build consensus on the right social protection policy mix. By capitalizing on existing structures and institutional arrangements and building on momentum that exists on these issues, the programme minimizes costs and avoids starting afresh on several key issues. A third reason why this programming approach is better is that it enables access to both local and international expertise on building and expanding social protection programmes, thus allowing for a rich comparison between the host country and other middle-income countries that have undertaken similar reforms.

The intention of this JP is to be catalytic in providing an understanding of the size of the problem as well as identifying best practices and models (for example, scaling social insurance for women in the informal economy). It is the assumption of this JP that relevant government sectors (DSD amongst others) and the private sector (i.e. insurance companies) would have owned the process, will adopt and scale, thus increasing financing. The strength of the programming approach is that all the social protection elements that are focused on are either part of an official policy and legislative agenda (social development sector trying to overhaul the social welfare regulatory framework) or the official national planning strategy (the National Development Plan). Whatever gains the JP will make over the next two years will be taken forward as part of the county's official agenda. In addition, apart from investing in technical expertise and technical assistance, the JP is contributing to innovation via its service delivery approach to social insurance and its work on tracking the well-being of children.

### **How does the JP budget address gender inequality?**

At least 60% of the overall budget will cover work on gender equality directly, whereas there may be more indirect coverage. Both the work done in result 1 which aims at closing the gap in social assistance for the unemployed and low-income earners as well as the result 2 targeting closing the gap in social insurance for women in Informal economy, will be focusing primarily on Women. This will then serve to reduce vulnerabilities linked to gender inequalities.

### **How will the JP leverage broader financing?**

The UN and the government are working together on a number of fronts. The operating model is that the UN provides the initial financing, especially for intensive capacity building and the government reciprocates by integrating such practices into their functioning and core mandate. A few examples of how this works should suffice

- The UN provided the conceptual and technical training that enabled the government of South Africa to develop its own multidimensional poverty tool for children. This work will serve as the country's SDG baseline on multidimensional poverty among children. Statistics South Africa, on the back of this training, is now making a concerted plea to the National Treasury to increase the funding available for carrying out poverty and inequality measurements. The proposal before the present government is to shorten the time intervals between surveys from 5 years to 3 years. This is a compelling argument in view of the extraordinary high levels of poverty and inequality. If successful, it will also provide the JP with updated and regular poverty data.
- The UN has made the case that the linking of cash, care and protection represents the best way to maximise the large investment the government makes into social expenditure more broadly. While the UN will carry the initial costs for the piloting, the government is now in the process of developing a workable Theory of Change to guide its actions in this area. This suggests that it is preparing to leverage the necessary resources to make the case to Treasury, either by supporting UN pilots or by doing its own investigations in different locations.
- The UN is in the process of developing a new governance framework for the financing of social welfare in South Africa. This innovative governance idea is based on the institutionalization of partnerships based on evidence-based research on the rate of return of investing in prevention and early intervention on the well-being of individuals. The idea is to attract large additional financing from the private sector and the joint work of the UN and the government is paramount.
- About the work on informal sector, the intention of this JP is to be catalytic provide an understanding of the size of the problem as well as identifying best practices and models for scaling social insurance for women in Informal economy. Thereafter, it is the assumption of this JP that relevant government sectors (DSD amongst others) and Private sector (i.e. insurance companies) would have owned the process, will adopt and scale, thus increasing financing.

## **2.5 Partnerships and stakeholder engagement**

### **How will the government lead the implementation of the joint programme?**

The government chairs the Steering Committee for the programme and presides over all the main strategic and tactical decisions. The government is represented by a senior official, who will also have delegated some of the responsibilities to officials that are familiar with social protection work in South Africa. Some of the more specific government leadership modalities include

- Facilitating the UN's access to fringe departments or departments that are not directly involved in the implementation of the Social Protection JP.
- Review all aspects of the draft TOC and make considered suggestions and changes based on its practical knowledge and understanding of the policy and political context.
- In central coordinating forums (national Cabinet meetings etc.), the government introduces the JP, what it wants to achieve and how the UN and the government are working together to achieve similar goals.
- Using initial results of the JP and make considered pitches for specialized funding to test certain models etc.

## The unique contribution of PUNOs and the broader UNCT

### *Contributions from the broader UNCT*

- The broader UNCT has given its approval for this JP and wants to be actively involved and apprised of progress in implementing the JP.
- The South African country team have made positive steps towards one UN and this JP is seen as an important test case for how well UN agencies can work together and achieve SDG goals.

### *Contributions from individual PUNOs*

- UNICEF participates in both upstream policy work and downstream community-level work.
- This gives UNICEF a unique national, provincial and local level footprint. This allows UNICEF to access knowledgeable partners who themselves are part of a much bigger network of service providers.
- UNICEF has already committed to track the public finance situation of social welfare budgets at provincial level and similarly, has already started work on the cash and care model and the need for a digitized follow-up application that tracks the well-being of children. The JP will strengthen and provide further impetus to both pieces of work.
- UNICEF has formed strategic relationships with the following entities. These entities are critical in enabling the JP to move its agenda of expanded social protection and a better-funded social welfare system:
  - National Parliament: a technical Memorandum of Understanding to support work related to children over the next five years.
  - The Office of the Child Commissioner, South African Human Rights Commission to craft a child-focused agenda and to help with promoting the National Plan of Action for Children (NPAC)
  - The Presidency: both in terms of work done on Violence against Children and the establishment of an Office for the Rights of the Child in the Presidency to give greater clout and cohesiveness to this structure
  - DSD: instrumental in supporting the production of the new National Plan of Action for Children (NPAC).
- OHCHR will provide research, analysis, technical support and capacity building support on integration of the multiple human rights dimensions of social protection in the implementation of the joint programme, including in terms of alignment with recommendations of UN human rights mechanisms to South Africa and more generally on social protection including in relation to the national, regional and international human rights legal and policy framework.
- OHCHR will also support integration of the principle of leaving no one behind, identification of international good practices on social protection from a human rights perspective, focusing on key human rights aspects of social protection, including dignity and autonomy, equality and non-discrimination, inclusion of vulnerable groups, transparency and access to information, meaningful and effective participation, accountability mechanisms and effective remedies, privacy, legal and institutional framework, accessibility, adaptability and acceptability.
- UNWOMEN has been working with women in informal economy, as well as empowerment of women owners of small entrepreneurial enterprises. It is from this work that one realizes the necessity of having social security coverage. For this work, UNWOMEN has partnered with DoW, DSD, Trade and Industry, Ministry of Agriculture, Treasury and other relevant Departments, private sector and civil society. This JP will

complement this work as well as make this work more sustainable at the same time, the competencies gained in working with women in informality will enhance the work of this PJ.

- Moreover, UNWOMEN as part of national gender machinery, will add to the understanding of gender inequality as it relates to Social Protection in South Africa.
- ILO will ensure complementarity and take advantage of the existing ILO project on Social protection in South Africa with the same Department (Department of Social Development" aiming at providing a "Technical support to comprehensive social security reform in South Africa ZAF/17/01/ZAF" with a focus on an actuarial valuation of the options for the National Social Security Fund and providing advice on its regulation, institutionalization and delivery mechanism.
- ILO technical and capacity support will assist Government and the Social Partners to design a more comprehensive, inclusive and effective gender sensitive social security system and to support a process of engagement for expanding contributory and non-contributory social protection to the informal and rural economy.
- ILO will technical support the dialogue within NELDAC on the option for a social assistance scheme to protect long-term unemployed and youth who did not contribute to social insurance
- ILO will also assist the preparation and discussion around the feasibility of social assistance scheme (Basic income grant) for 18 to 59 years old modelled through different designs; different provinces and districts according to their demographics; Finally, the ILO will share best practises for the Unemployment assistance scheme in context of social dialogue (including civil society) through documenting international experiences and good practices.

Social partners (Workers and Employers) are active members of the NEDLAC task force on Social protection within NELDAC; in their respective duties, they will work together toward a consensual social protection floor.

- UNDP worked together with the National Planning Commission and the Department of Planning, Monitoring and Evaluation on options of extending social protection to the informal economy.
- UNDP together with the South African Social Security Agency, National Treasury and the Department of Social Development are currently implementing a programme promoting financial inclusion of social grants beneficiaries and exploring options of digital payment system to improve efficiency of the social grants payment system with specific focus on women.

### **Strategic contributions from other partners**

Other partners in South Africa involve the international Finance Institutions, namely the World Bank and the International Monetary Fund (IMF). The World Bank has a wealth of experience in designing social safety nets and could be a helpful partner in assessing the various social protection options. The IMF has also joined this debate, although belatedly and would have access to databases of similar interventions.

We have CSO partners who are deeply knowledgeable about the issues and are also participating in NEDLAC. They bring a different perspective, which would enable us to build better connections among the government, labour and CSOs.

Given the nature of the programme, there are many actors that are willing to get involved without demanding any financial reward from the UN. One such instance is around the piloting of the Child Well-Being Tracking Tool where local CSO partners in different Districts will act



as implementing agents. They are well placed to do so because of their work and their understanding of the local context.

**The involvement of other stakeholders (in particular, the target group/s), including eventual tools/methods for participatory dialogue, co-design, and co-delivery.**

The JP has as one of its objectives to strengthen the meaningful and effective participation of rights-holders in the design and monitoring of social protection schemes and services that are intended to benefit them. It will achieve this through explicit consultative processes under each of the outcome areas, including consultations with all the social partners through the National Economic Development and Labour Council on proposals in relation to the basic income grant and social protection for unemployed 18-59 years older in South Africa, a consultative working group that engages women who live in rural and peri-urban settings and who are excluded from social insurance, active engagement and partnerships with providers of social assistance services and consultations with adolescent children on the social protection system and proposals advanced by the joint programme, through the South Africa children’s annual parliament.

The project will pay a specific attention to ensure the participation of the right holder in the adequate forum, which include the steering committee. The project will also ensure that the existing dialogue mechanisms (NEDLAC) through its Community constituency pay a specific attention to the most vulnerable groups identified in this project.

**Explain how the joint programme will pool and mobilize expertise from across the UNDS at country, regional and global levels. Then explain how it will pool and mobilize expertise and/or support from beyond the UNDS at country, regional and global levels.**

The South African team has a number of unique advantages in that three of the four core partners already operate as regional hubs (ILO, UNWOMEN, OHCHR) and have access to sub-regional and regional (ESAR) expertise. The three agencies have excellent relationships with their global entities and this could involve global specialists or accessing an expert at a country level to offer support to the social protection team in South Africa. UNICEF has an excellent relationship to the ESAR Child Protection and Social Policy teams and have access to relevant professionals at that level. Furthermore, because of the ground-breaking nature of the South African budget process (and its social assistance achievements), UNICEF is in constant contact with UNICEF global as well as our global ILO partners. The UN team has access to some of the senior most officials in the IMF and the World Bank and will use these collegial relationships to access a much bigger pool of social protection specialists and expertise.

**Explain how you plan to engage global Joint SDG fund donors, in case they are present in the country and/or related to the joint programmes.**

There will be a joint Steering Committee established for the planning, implementation and oversight of this Fund between the Government and the UN. Global Fund donors will be invited as observer to such Steercom meetings as well as to key one UN meetings and visits in the country to monitor progress of the work in the field. In doing so, the JP will comply with the guidelines that state that annually, at least one donor event ought to take place. As per the programme’s monitoring and reporting obligations, donors will receive the reports and oversight on financial implementation. The key donors will be invited to the launch of the joint programme with the Minister of Social Development and the UN Resident Coordinator, and thereafter, the JP will schedule another event somewhere (possible February-March 2021).

### **3. Programme implementation**

#### **3.1 Governance and implementation arrangements**

##### **The implementation arrangements, roles and responsibilities of RC/RCO, each PUNO, national partner and other formally involved organizations**

###### *Resident Coordinator Office (RC)*

The RC provides leadership and strategic direction on the JP by coordinating meetings of the core team and act as the first line of communication with New York. The RCO ensures that the programme has internal coherence and that externally, the core UN team is aware that the government leads this programme. The RCO also drives the deliberations within the UNCT and uses the UNCT as a focal platform to discuss teething issues or emerging bottlenecks that may staunch progress in the programme. It is the responsibility of the RCO to ensure that the core team remains on task and that important deadlines are honoured and that the core team remains respectful and professional in executing the joint tasks thought the lifecycle of the programme. The RCO coordinates responses across PUNOs in preparation for the submission of annual reports, monitoring and evaluation reports, and any other ad-hoc requests that NY may have.

###### *Participating UN Organisations (PUNOs)*

Although the JP has one lead UN agency, each PUNO must take a share of the coordination and management responsibilities. This includes making sure that all PUNOs have provided critical information, verifying the quality of that information, and sharing written drafts in instances where formal communication with the external world has to happen. Each PUNO must also take care and responsibility in its relationship with the various national partners, strategic and implementing partners. PUNOs must also communicate clearly if there are any bottlenecks in implementation because the sequenced nature of implementation means a certain level of co-dependency among PUNOs in the achievement of results. Each PUNO must cooperate in getting vital information to the RCO for submission of mandatory reports. In making use of the services of implementing partners, PUNOs have to ensure that these organisations adhere to the UN's Code of Conduct and that no historical or present harm has been committed by any of the organisations that could harm the reputation of the UN.

###### *The steering committee*

As part of the new Strategic Cooperation Framework, this joint program (even if designed before the SCF is finalized) will be guided by the yet to be established SCF steering committee. Meanwhile, the Department of Social Development will lead the steering Committee with representation from the identified stakeholders. Specific attention will be given to the representation of the targeted vulnerable groups. Efforts will be made to use existing forums, whenever available, such as the existing NEDLAC social dialogue forum, instead of creating new ad-hoc committees.

The JP will facilitate the drafting of the Terms of Reference of the Steering Committee, which will outline/define

1. Role of the JP Fund Committee
2. Responsibilities of the JP Steering Committee
3. Obligations and Powers of the Committee



4. Membership – DSD, NEDLAC, UN Agencies, right holders representatives.
5. Expertise – management, social protection, child protection, women’s rights, human rights, and others considered able to add value and approved by the JP
6. Chair – DSD Social Protection Executive Manager (DDG)
7. Functions and Operation of the Committee – execution of the proposals within the ambit of UNSCF.

*National partner (National Coordinating Authority)*

The national partner who leads this programme has core coordinating functions. It would call important meetings of the Steering Committee to establish the extent of progress, any challenges that the programme experiences, and any instances where the leading national partner can intercede on behalf of the JP. The national partner is justified in checking on progress on the achievement of targets annually and may request that adjustment be made to the target-setting process, pending a review of contextual information. The national partner, because of its involvement in the national government can help interpret the mood of the national executive and make recommendations on the likelihood of undertaking certain actions within the JP. This is both useful internal intelligence and due diligence as the JP pushes into more precarious policy territory.

*Other formally involved organisations*

The JP has a range of “other formally involved organisations” that participate in the activities of the programme. Strategic partners such as the National Planning Commission (NPC) and the Presidency have overarching responsibilities to ensure the implementation of national planning processes while the South African Human Rights Commission (SAHRC) has overarching responsibility for monitoring the human rights situation and the implementation of South Africa’s human rights commitments. These organisations are required to keep the lead national partner informed so that the PUNOs and the UN as a whole can keep abreast of subtle changes and administrative decisions that may impact implementation of the JP etc.

Implementing partners are vital for the overall success of the JP. They have to ensure that the infrastructure is in place to support pilots (and other consultative meetings) and ensure that whoever participates understands the human rights orientation of the UN. External partners need to sign up the UN’s integrity policies and especially those that protect anyone who performs or participates in a UN programme from any physical and mental harm.

**Government strategic leadership of the Joint Programme**

The UN in South Africa has built a solid relationship with the South African government. The work in the JP has a direct relationship with ongoing work that PUNOs have been working on with the Government of South Africa. These include

- Following the successful completion of the first multidimensional poverty tool, which measures the poverty at children at the individual (instead of at the household level), the fully-developed tool (in essence a key number of survey questions) will be integrated into all follow-up surveys. Naturally, many of these questions are already there, but the government has identified missing questions that should form part of one survey tool.

- Related to the above is the commitment of the Government of South Africa to regularize the measurement of poverty. Our results in the JP depend on fresh data on poverty and inequality and right now, due to the excessive costs of doing Income and Expenditure Surveys, these surveys are only produced every five year. This is not good enough in a country with such high rates of poverty and inequality.
- The cash (transfers) care and protection model, of which the UN has been a firm believer, is presently taken up by government via the development of an initial Theory of Change.
- As mentioned earlier, this JP will work in compliment of the work UNWOMEN is doing for Women Economic Empowerment in the informal economy. The Government, through DSD, will steer the work especially in the selection of sites and target groups, as well as selecting the priority sectors of the informal economy.

### **Why this JP's approach works best?**

The JP and this specific Call represents a unique opportunity to capitalise on synergies in the UN in South Africa. Because of the integrated nature of social protection, it makes more sense to combine efforts across government departments and across UN agencies with different mandates on social protection. If UNICEF continued working on developing a model with the government on the linkages between cash, care and protection, then it would not have benefited from the concentrated focus of the ILO colleagues that are trying to address the gaps in social protection provisioning. Also, given the ideological debates in the country about the primacy of economic growth and the “increasing dependency” of people on the resources of the government, having UNDP as one of the core partners helps to explain the complementary nature of poverty reduction and economic growth. The benefits of expanding the social protection system are largely domestic and should help to stimulate domestic consumption and other key economic variables. In fact, one of the tasks ahead is to estimate the individual and joint impact of social assistance and other forms of social protection on the local economy. In the same breath, the JP relies on the insights of UNWOMEN to help the programme “mainstream” gender into all aspects of the proposal. And finally, a similar argument for the valuable contributions of OHCHR, which has allowed us to present a proposal that explicitly considers human rights mechanisms and principles and how the NO One Left Behind (NOLB) framing can and has been integrated throughout the proposal.

The JP operates on the basis that the basic organizational infrastructure within the UN and between the UN and its partners already exist

- ✓ The UNCT has been engaged from the start due to the leadership of the RC and the RCO. The RC has taken personal responsibility to ensure that the right parties are convened around the table and used the UNCT to update PUNOs on the state of the concept note, results and the additional work that needs to be done.
- ✓ The UNCT will be used as a platform to discuss progress, work on identifying challenges and will have a decisive say in matters that require the highest level of attention in the UN
- ✓ The JP leverages the existing working relationship of the ILO team with their lead government partner as they had led the delegation to that department to get the buy-in for the programme. The Steering Committee leverages from the existing structures and has been instrumental in getting together a multi-stakeholder platform.
- ✓ Also vital for the JP is the element of consensus-building: NEDLAC exists to make the compromises among several stakeholders and by using as a key platform for the social protection work, the JP capitalizes on existing work that ILO has done with NEDLAC and uses NEDLAC as the vehicle to drive key programme goals over the next two years.

- ✓ All these institutions will continue to function after December 2021, which takes care of the sustainability issue and ensures that the UN team in South Africa can use similar structures for different calls from our NY colleagues.
- ✓ The approach of proceeding with an evidence-based needs assessment of the social insurance requirements of women in informal economy, the development of right fit products, as well as a tailor made service delivery model accompanied by an extensive and far reaching advocacy campaign will surely present a winning formula in as far as increasing social insurance uptake amongst women in informal economy.

### 3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>37</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent (ILO) will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

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And welfare spending <sup>37</sup> This will be the basis for release of funding for the second year of implementation.

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After completion of a joint programmes, a final, *independent and gender-responsive*<sup>38</sup> *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channelled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

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<sup>38</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UNWOMEN, 2015

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### **3.4 Legal context**

Agency name: ILO

Agreement title: Agreement between the Government of the Republic of South Africa and the International Labour Organization

Agreement date: June 5th 1995

Agency name: UNDP

Agreement title: Agreement between the Republic of South Africa and the United Nations Development Programme

Agreement date: 03 October 1994

Agency name: UNWOMEN

Agreement title: Agreement between the Republic of South Africa and the United Nations Development Programme

Agreement date: 03 October 1994

Agency name: Unicef

Agreement title: Basic Cooperation Agreement between the Government of the Republic of South Africa and the United Nations Children's Fund

Agreement date: 03 May 1996

Agency name: OHCHR

Agreement title: Agreement between the Republic of South Africa and the United Nations Development Programme

Agreement date: 03 May 1996

## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Social Protection Floor	1. Develop in a multi-stakeholder context, the elements and benchmarks of a comprehensive social protection floor 2. Conduct relevant research, and review existing research, around the various social protection floor options 3. Make final recommendations to the Presidency about the size and shape of a social protection floor in South Africa	Problematizing, benchmarking and developing consensus on a social protection floor	National Planning Commission (Government of the Republic of South Africa)	The Presidency, NEDLAC, CSOs	Government own funding	A new NPC will be appointed soon: we will await details and then provide such in final proposal
Expanding SASSA Grant Recipients (BIG)	1. Review current government and external research	Development of feasible options for the provision of	United Nations Development Programme	SASSA, DSD	Budget \$300 000 Funding source: UNDP Sustainable	Letsholo Mojanaga



	<p>on income security</p> <ol style="list-style-type: none"> <li>2. Undertake a fiscal-space analysis</li> <li>3. Convene a multi-stakeholder forum to review and discuss findings</li> <li>4. Present a set of recommendations for an incremental rollout of a basic income grant/income security</li> </ol>	<p>income security for 18-59-year olds</p>			<p>Development and Poverty Eradication Funding Window)</p>	<p>Email: Letsho lo.mojanaga@undp.org</p>
<p>Development of an effective social welfare service delivery model</p>	<ol style="list-style-type: none"> <li>1. Review the current delivery model, looking at the gap between funding and service demand</li> <li>2. Undertake consultancies with NGOs, CBOs and NPOs regarding financing and delivery constraints and proposals</li> <li>3. Review existing developmental frameworks and clearly define developmental approaches</li> </ol>	<p>Improved strategic financing and resourcing of social welfare services</p> <p>Strengthening social welfare policy and regulatory frameworks</p> <p>Developing better linkages between cash and care services</p>	<p>Department of Social Development</p>	<p>Provincial DSD, NPOs, NGOs, CBOs</p>	<p>Government own funding (more policy development initially)</p>	<p>Will source relevant details of government contact person in Department of Social Development</p>

	<p>4. Review TPA agreements between NPOs and DSD</p> <p>5. Develop financing options for a strategic medium-term budget that would increase human resources, infrastructure, ICT and equipment</p> <p>6. Review options and costing for an integrated model through cash+care linkages</p>					
Social Insurance for Women	<p>1. Review existing research on social insurance models and particular challenges faced by women in the informal sector</p> <p>2. Present and review proposals to and with stakeholders</p> <p>3. Present final recommendations to government for adoption</p>	Propose a social insurance package for women working in the informal sector	National Treasury	All sector departments NGOs	Government own funding: different mechanisms proposed	Will source relevant details of government contact person in Treasury

## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

**Joint SDG Fund Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>39</sup>	1	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>40</sup>	1	1

**Joint SDG Fund Output 3:** Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested <sup>41</sup> (disaggregated by % successful-unsuccessful)	1	1
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	1	1
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	1	1

#### Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>42</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery

<sup>39</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>40</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

<sup>41</sup>Each Joint programme in the Implementation phase will test at least 2 approaches.

<sup>42</sup> Annual survey will provide qualitative information towards this indicator.

- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”
- Joint programme featured gender results at the outcome level
- Joint programme undertook or draw upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

## **2.2. Joint programme Results framework**

<b>Result / Indicators</b>	<b>Baseline</b>	<b>2020 Target</b>	<b>2021 Target</b>	<b>Means of Verification</b>	<b>Responsible partner</b>
-					
<b>UNDAF Outcome- Increased access by vulnerable populations to Social Protection Services</b>  Indicator: % of population covered in at least one area of social protection	48% of population covered in at least one area of social protection	49%	50%	ILO International Database	ILO
<b>JP Outcome 1 - Social assistance scheme consensus is reached</b>	A NEDLAC task force is established	Dialogue is undertaken on various options	Consensus is reached on the most preferred options	NEDLAC communication	NEDLAC

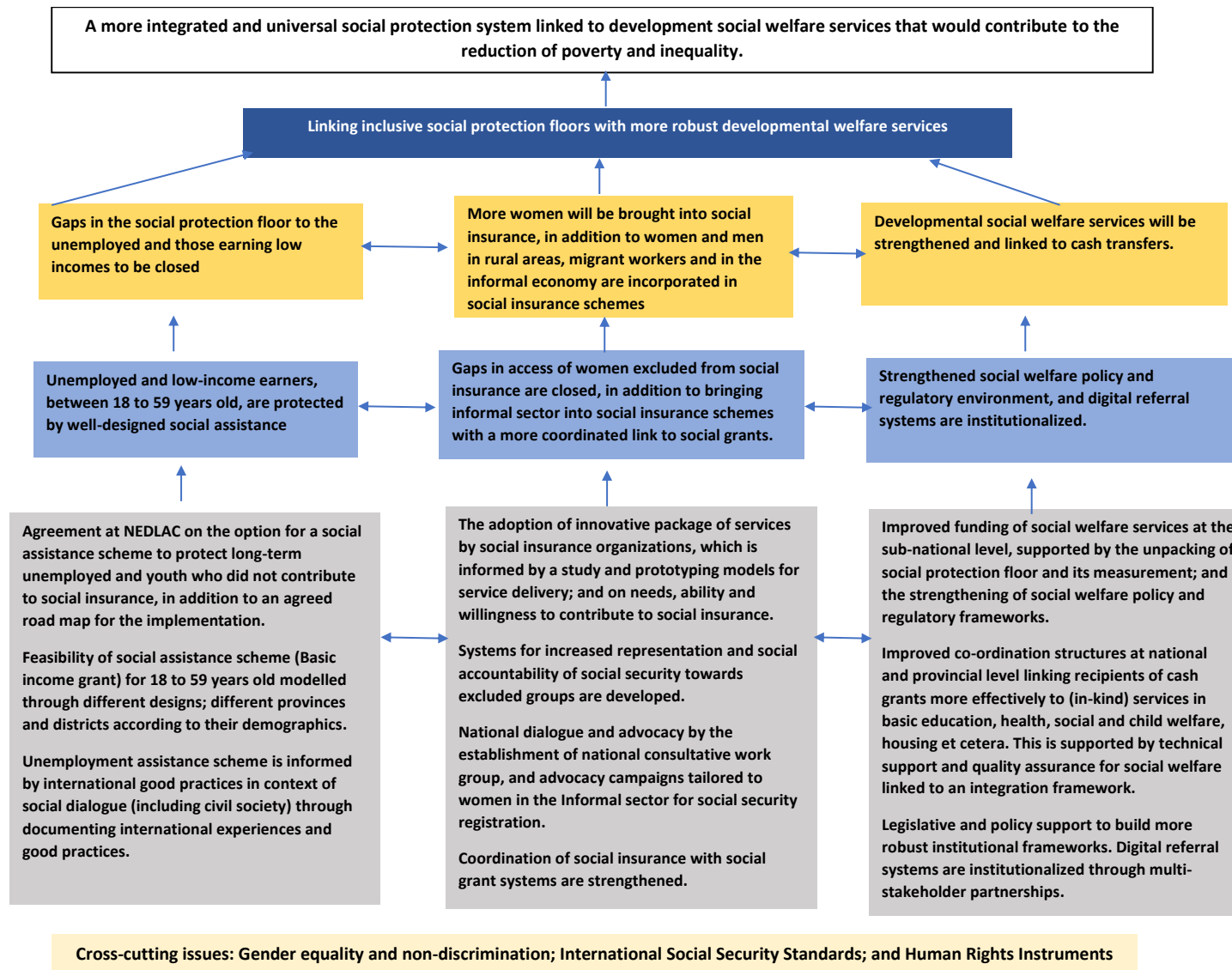
Indicator:	Actuarial studies are conducted already				
<b>JP Outcome 2- Options are formulated to address Gaps in access of women excluded from social insurance</b>	Only an estimated 5% of Women in informal economy covered by existing social Insurance schemes	40% of women in Informal Sector in selected settings reached for buy in of proposed Social Insurance Products	70% of women in Informal Sector in selected settings reached for buy in of proposed Social Insurance Products	JP, DSD and NEDLAC reports	UNWOMEN & UNDP
Indicator:					
<b>JP Outcome 3- Strengthened social welfare policy and regulatory frameworks</b>	6%	8%	10%	Estimates of National Expenditure and Provincial Revenue and Expenditure Estimates (published annually)	UNICEF
Indicator: Prevention and early intervention budgets increase from 6% in 2019 to at least 10% at the end of 2021					
<b>Output 1.1: Feasibility of social assistance scheme (Basic income grant) for 18 to 59 years old</b>					
<b>Indicator:</b>	N. A	Studies conducted	Various option discussed and consensus is reached	NEDLAC communication	NEDLAC
<b>Output 1.2: Consensus is reached on Social assistance scheme option, informed by international good practices in context of social dialogue (including right holders)</b>					
<b>indicator:</b>	N/ A	International experiences are shared	Recommendations for the South African social assistance scheme are	NEDLAC communication	NEDLAC

			shared for further dialogue		
<b>Output 2.1: Needs, ability and willingness to contribute to social insurance are identified</b>					
<b>Indicator: % of Studies completed and results disseminated amongst relevant stakeholders</b>	0%	100% study 50% Dissemination	100% Dissemination	Case Study report	UNWOMEN
<b>Output 2.2: Prototyping models for service delivery is conducted</b>					
<b>indicator:</b>	0%	100% Study completed. 50% of key stakeholder reached	100% Dissemination	Workshop reports and reports on service delivery models	UNDP
<b>Output 2.3: National dialogue and advocacy are conducted</b>					
<b>indicator: 0% dialogues of key stakeholders</b>	0%	50% of key stakeholders reached by advocacy campaigns	100% Key stakeholders reached by advocacy campaigns	Workshop and campaign reports	UNWOMEN
<b>Output 3.1: Evidence of broadened access to social protection services for children is made available</b>					
Indicator: % of studies completed, and results workshopped with relevant sector department	0%	60%	100%	Official workshop reports and published studies referenced online	UNICEF
<b>Output 3.2: Technical support to DSD and government on social welfare policy and social protection floor is provided</b>					
indicator: Number of roundtables with DSD and	0	4	8	Official workshop reports	UNICEF



NPC with defined action plans					
<b>Output 3.3: Technical work and research on the development of an "integrated" modality linking cash transfers and complementary services is provided</b>					
<b>indicator:</b> Number of pilots completed, and results workshopped with DSD	0	2	3	Official report on pilots and action oriented research report	UNICEF

### Annex 3. Theory of Change graphic



#### **Annex 4. Gender marker matrix**

<b>Indicator</b>		<b>Score</b>	<b>Findings and Explanation</b>	<b>Evidence or Means of Verification</b>
<i>N°</i>	<i>Formulation</i>			
1.1	Context analysis integrate gender analysis	<b>3</b>	The context analysis takes into consideration the gender inequality dimension of the identified gaps in the Social Protection floor in South Africa. It highlights data indicative of gender divide in coverage.	Highlighted in the Prodoc
1.2	Gender Equality mainstreamed in proposed outputs	<b>3</b>	Two of the three major outcomes of the proposal have a strong focus on women and girls who were previously marginalized by the existing social protection floor. Outcome 1 which focuses on Basic income grant seeks to cover the unemployed (which in South Africa is define by level of income) the majority of whom are women. Whilst outcome two is solely focused on women and young women in the informal sector, as they present the majority of those left behind by existing coverage.	Prodoc, ToC and annexes
1.3	Programme output indicators measure changes on gender equality	<b>2</b>	Indicators of outcome 1 and 2 will explicitly measure gender equality progress, whilst outcome 3 will measure the same implicitly	Prodoc, ToC and results framework
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	<b>3</b>	At the consultation phase, PUNO engaged both DSD (including the gender unit) and NEDLAC (which includes civil society comprising of CSOs representing women). In implementation, the Gender Department (coordinating the national gender machinery) is to be part of stakeholders as well as the gender commission and other relevant women specific CSOs which are not part of NEDLAC. The Human Rights commission (as it monitors exclusion nationally) will also be engaged in order to ensure LNOB	Stakeholders mapping
2.2	PUNO collaborate and engages with women's/gender equality CSOs	<b>3</b>	Generally, NEDLAC, which comprises of representatives of gender equality, has been and continues to be part of the stakeholders for the JP. More predominantly on outcome 1 and 2.	Prodoc and stakeholders mapping

			Women equality CSOs, including the gender commission and the human rights commission, do constitute an integral part of the reference group.	
3.1	Program proposes a gender-responsive budget	<b>2</b>	At least 60% of the budget will cover work on gender equality directly, whereas there may be more indirect coverage	Budget.
<b>Total scoring</b>		<b>2.6</b>		

## **Annex 5. Communication plan**

### **Overall coordination of the communication Plan**

Under the overall coordination of the Resident Coordinator Office, the UN system in South Africa, will use the existing United Nation Communication Group (UNCG) to monitor the communication plan. This group was already involved from the beginning of the project formulation to design the appropriate communication plan.

### **Overall narrative of the joint programme**

Millions of vulnerable South Africans are excluded from social programmes that cushion them from falling deeper into extreme poverty. These include unemployed adults, women, youth, children and persons with disabilities. The Joint Programme is designed to address this deficiency in the provincial government's allocation of social grants.

The communication plan will seek to address three key issues highlighted by the Joint Programme:

1. How vulnerable groups are excluded from social protection programmes;
2. How they could be assisted from falling deeper into abject poverty through the Joint Programme;
3. The impact of the programme in achieving its goals and objectives.

The target audience for the plan will include beneficiaries (unemployed adults, children and youth, especially young women), UN partner organizations and donors, the media, the private and informal sectors and members of the public. Outreach, awareness and promotional activities will be carried out using both traditional media outlets and digital platforms.

### **Strategic approach to key audiences**

The objectives of the communication strategy of the UNCT is to demonstrate an understanding of the development needs of South Africa and its people and how the UN can respond to these needs in the prevailing context. The UN needs to be clear and specific about its intention, mandate and value-add to the country and its people. In so doing, the UN in SA needs to position itself as a global, trusted, established expert in social protection programmes.

For each primary and secondary target audience, the UN Communications Group (UNCG) will adopt and implement an appropriate communication strategy. In some instances, the UN will develop strategies that emphasize communication for development with a focus on community advocacy, targeting beneficiaries of social protection programmes. i.e. vulnerable groups that include unemployed adults, children and youth, especially young women who work in the informal sector. Other communication strategies will involve engagement through the media as well as other outreach or promotional outlets using both traditional (radio, TV and print media) and digital platforms (social media, the UNCT website, etc.). The target audience for this approach will consist mainly of the government, particularly at the provincial level, the private sector (both formal and informal) as well as the public.

The following channels could be used effectively to convey strategic messages on social protection programmes targeting different and specific types of audiences:

- **Radio:** Remains the dominant media channel in South Africa. It has the ability to reach beyond urban centres and deep into the poorest and most remote rural areas, as well as townships, where most of the beneficiaries of the social protection programmes reside. Radio overcomes the barriers of distance, illiteracy and language diversity better than any other medium and has a vast listenership, with community radio stations catering for the needs of specific communities, while regional and national stations attract broader audiences. Public, commercial and community radio stations operating across the country present the UN with the opportunity to communicate its messages on a range of issues including the SDGs.
- **Television:** South Africa has one of the largest television audiences in Africa with more than four million licensed television households. Television, especially the public broadcaster, is ideal for national communications campaigns targeting development partners as well as urban and peri-urban populations. One such campaign is to promote the social protection programmes on the various channels of the South African Broadcasting Corporation (SABC).
- **Newspapers:** Print media is a popular medium in South Africa and the UN is able to reach out to a range of newspapers (in English and a few of the country's 11 official languages) that appeal to readers within vulnerable social groups.
- **Social Media/Digital platforms:** Mobile and online platforms are reaching larger audiences across the country. Due to its instantaneous and accessible nature, these platforms are increasingly used to convey messages to individual users. It is a cost-effective and efficient way of sharing information and engaging with target audiences. The UN online presence will be utilized to disseminate content from social protection programmes in the form of news articles, research findings and reports and stories through the website, social media platforms, such as Facebook, Twitter, Flickr, Instagram, as well as SMS campaigns.
- **Face-to-face communication:** This includes workshops, training sessions, seminars, educational outreach, exhibitions, commemorative events, conferences, debates, panel discussions, briefings and other public events. The UN can target specific audiences in order to facilitate meaningful and more substantive interactions with target audiences.



### **Objectives of strategic communication plan**

The objectives of the strategic communication plan will include the following:

- To ensure that we communicate as one by identifying shared messaging and opportunities for collaboration.
- To raise awareness about the rights of children, youth, women, migrants, people with disabilities and the poor
- To support the relevant stakeholders by proactively sharing information
- To promote a cohesive advocacy agenda while highlighting the role of the UN and its agencies in addressing these issues.
- To demonstrate an understanding of the development needs of the country and its people.

### **Evaluation**

The UN will use evaluation to measure the effectiveness and efficiency of communication activities around the social protection programmes. Each strategic activity will undergo an evaluation using a standard reporting template (results monitoring system). Each evaluation will focus on communication activities and on the outcomes of those activities. A report will be prepared to evaluate performance and to ensure corrective action to meet outstanding communications needs are addressed and lessons drawn for future activities by the UNCG.

The following methods will be used to evaluate communication effectiveness:

- Pre-and post-testing of messages;
- Opinion polls to measure changes in knowledge, attitudes and practices (KAPS Surveys);
- Content analysis to gauge media attitudes, tones and coverage (press clips, TV, radio, social media);
- Audience studies to gauge media outreach, readability, ratings, coverage;
- Communications audit to gauge the level of communication within the organization
- Perception survey to gauge stakeholder perception;
- Surveys to evaluate events and initiatives such as launches, briefings, etc.

Overall, the UNCG will conduct short-term monitoring and post-event evaluation of its interventions, events and activities surrounding the social protection programme.

### Main activities

Activity	Methods and communication channels	Responsible Org/Focal Point	Resources	Timeline
Launch of programme	<b>Method:</b> Publicity and promotion <b>Comms Channels:</b> press releases, radio/TV interviews, newspapers, press briefings, brochures, pamphlets, social media, face-to-face communications	UNCG	US\$12,000	1 month
Regular progress reports	<b>Method:</b> Publicity and promotion <b>Comms Channels:</b> press releases, interviews, press briefings, brochures, pamphlets, social media, face-to-face communications	UNCG	US\$37,000	22 months
Monitoring and evaluation	<b>Methods:</b> Opinion polls, content analysis, audience studies, surveys, audience studies. <b>Comms Channels:</b> Press releases, interviews, press briefings, brochures, pamphlets, social media, face-to-face communications	UNCG	US\$8,000	2 months

## **Annex 6. Learning and Sharing Plan**

### **Strategic approach to learning and sharing**

The scope of the learning plan will be to bring evidence to allow fact-based national *dialogue*, with a focus on using existing dialogue mechanisms (NEDLAC) and with the involvement of the key population, using a LNOB Approach. The plan will also target cultural and perception change where social protection is seen as a "social budget expenditure" rather than an investment. The plan will also be based on international best practises and lessons learned, to ensure sovereign dialogue can reflect and also take into account relevant international experiences, including the regional framework such as the SADC code of social protection (2008) and the relevant international standards on Social protection. When identifying relevant service providers, attention will be given to ensure participation of relevant South African think tanks, social protection consultative forums, including the NEDLAC social protection technical working group

### **Objectives of learning and sharing**

1. Better understanding of how to translate the LNOB approach into reality;
2. Social protection discussion is facilitated through technical studies; data collection, sharing best practises and different models to be considered for discussion
3. Capacity building and knowledge sharing activities will tend to bring together partners that often do not technically engage while working in their respective areas of work. It will also allow the programme to conduct capacity needs assessment and design appropriate capacity building initiative using a "learning to adult approach."

### **Main activities**

The UN in South Africa will be fully integrating the learning activities in the flow of the workshops. Therefore, there will be no, or limited dedicated activities to learning, to ensure the learning is received at the time when the stakeholders need to use it, otherwise, we have a risk to have institutions represented by different representatives at the capacity building and at the working session.

Two key areas of work will be targeted: i) learning on LNOB approach, and learning on Social protection

#### **A. Capacity need assessment on LNOB Approach and capacity building of relevant National stakeholders and selected UN technical staff**

### *Objectives*

- To ensure that all stakeholders have a concrete understanding of how to translate the LNOB approach into reality,
- And to build capacity among stakeholders on how to use adequate human right tools, reports and mechanisms.

### *Activities*

- A survey to conduct assessment and determine the existing expertise, and gap, training and capacity building with a view to break silo approach. This assessment will be mainstreamed in the following project activities: 1.1.1, 1.2.1, 1.2.2., 2.3.1 and 2.3.2.
- The capacity building will be mainstreamed by the Office of High Commissioner for Human Right in the activities of the project. This will be conducted with full involvement of the South African Human Rights Commission

### *Indicators*

- ✓ Number of beneficiaries which demonstrate appropriate understanding of LNOB approach
- ✓ Number of beneficiaries who demonstrate knowledge of using key tools, such as the Universal Human Right Index, etc.

## **B. Capacity building on Social protection, statistical and conceptual modelling and interpretation, as well as legal framework review**

### *Objectives*

- Ensure stakeholders have the correct understanding of different social grants and social outcomes
- Ensure stakeholders have a good understanding of the requirement for the implementation mechanisms to be working, and design robust risk registers and knowledge sharing strategy
- Feed the national discussion with examples from the world, including providing the pros and cons of specific approaches
- Ensure stakeholders have a good understanding of inclusive service delivery
- Create a forum to have national consultative dialogue on different issues related to foregrounding a gender-sensitive approach, with a focus on women in the informal economic sector and those who reside in rural areas
- Ensure that women in the informal sector have access to the relevant information, options and are provided with technical assistance when required
- Ensure that stakeholders and especially legal units have the right understanding of the relevant human right international commitments, social welfare options and the regulatory frameworks and mechanisms in the social welfare sector

Training will be conducted based on data, studies and model designed, to facilitate fact-based discussion and the determination of consensus, with full involvement of stakeholders.

## Annex 7. Budget and Work Plan

### Budget per UNSDG categories

4.1 Budget per UNDG categories												
UNDG BUDGET CATEGORIES	ILO		UNWOMEN		UNDP		UNICEF		OHCHR		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)			Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	239,206	300,000	60,000	0	0	0	146,000	200,000	131,857	0	577,063	500,000
2. Equipment, Vehicles, and Furniture (including Depreciation)	8,732	0	3,000	0	0	0	0	0	3,850	0	15,582	0
3. Contractual services	360,445	0	147,000	0	186,916	0	463,726	225,000	16,399	0	1,174,485	225,000
4. Travel	20,194	0	2,991	0	0	0	3,000	0	0	0	26,185	0
5. General Operating and other Direct Costs	42,344	0	30,000	0	0	0	0	0	3,500	0	75,844	0
<b>Total Direct Costs</b>	<b>670,921</b>	<b>300,000</b>	<b>242,991</b>	<b>0</b>	<b>186,916</b>	<b>0</b>	<b>612,726</b>	<b>425,000</b>	<b>155,606</b>	<b>0</b>	<b>1,869,159</b>	<b>725,000</b>
<b>TOTAL Costs</b>	<b>717,885</b>		<b>260,000</b>		<b>200,000</b>		<b>665,617</b>		<b>166,498</b>		<b>2,000,000</b>	<b>725,000</b>
<i>1st year</i>	406,341		158,797		100,000		395,165		100,000		<b>1,160,303</b>	
<i>2nd year</i>	311,544		101,203		100,000		260,452		66,498		<b>839,697</b>	
PUNO contributions												725,000
<b>GRAND TOTAL</b>											<b>2,725,000</b>	

### **Justification for approach to the budget**

The JP uses a mix of existing financing resources and new financing as per this SDG Social Protection Fund. What this allows the programme to do is to divert attention away from financing staffing costs and enabling the JP to focus on new activities as proposed in the programme. However, to give justice and coherence to the programme, it does require relatively senior levels of technical and managerial expertise, which is what the PUNOs volunteered as part of the co-funding arrangement. The approach is further reinforced in that substantial sums are being spent on partnership activities, including using existing forums to build consensus on the right social protection policy mix. By capitalizing on existing structures and institutional arrangements and building on momentum that exists on these issues, the programme minimizes costs and avoids starting afresh on several key issues. A third reason why this programming approach is better is that it enables access to both local and international expertise on building and expanding social protection programmes, thus allowing for a rich comparison between the host country and other middle-income countries that have undertaken similar reforms.

The intention of this JP is to be catalytic in providing an understanding of the size of the problem as well as identifying best practices and models (for example, scaling social insurance for women in the informal economy). It is the assumption of this JP that relevant government sectors (DSD amongst others) and the private sector (i.e. insurance companies) would have owned the process, will adopt and scale, thus increasing financing. The strength of the programming approach is that all the social protection elements that are focused on are either part of an official policy and legislative agenda (social development sector trying to overhaul the social welfare regulatory framework) or the official national planning strategy (the National Development Plan). Whatever gains the JP will make over the next two years will be taken forward as part of the county's official agenda. In addition, apart from investing in technical expertise and technical assistance, the JP is contributing to innovation via its service delivery approach to social insurance and its work on tracking the well-being of children.

It is agreed, among UN Agencies to optimize the use of staff made available across agencies around similar thematic intervention (by outcomes for example) to facilitate synergies and complementarities.

## 7.2 Budget per SDG targets

4.2 Budget per SDG Targets				
SDG TARGETS			%	USD
1.1	by 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day		17%	463,440
1.2	by 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions;		17%	463,440
1.3	Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable		17%	463,440
5.4	Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate		15%	407,800
8.5	By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value		17%	463,440
10.4	Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality		17%	463,440
TOTAL			100%	2,725,000

### Justification for approach to financing SDG targets in the programme

The SDG targets focus on a reduction in poverty and inequality and the SDG targets that the JP chose are dominated by poverty and inequality indicators. On average, the JP plans to spend 17% on each of the main poverty and inequality targets. The guiding assumption of the JP is that although the focus is on expanding and strengthening the social protection system, the ultimate outcome, if positive gains are to be made, should reflect in reduced levels of national poverty and inequality.



## 7.3 Work plan

Outcome 1 - Social assistance scheme consensus is reached																			
Output	Annual target/s		List of activities	Time frame										PLANNED BUDGET			PUNO/s involved	Implementing partner/s involved	
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)				
<b>Result 1.1 Feasibility of social assistance scheme (Basic income grant) for 18 to 59 years old</b>	Unpacking of social protection floor its measurement and costing and feasibility options social assistance scheme (Basic income grant) for 18 to 59 years old	Once model is identified, assistance to design the implementation modalities (including mechanisms and risk register)	1.1.1 Analysis of the impact of different designs on existing grants and social outcomes (poverty and inequality) of different groups of the population (within the 18 to 59 years old) including the marginalized and vulnerable categories identified in the proposal	X	X									Studies, Workshop to present and share studies, modelisation of different options, study on feasibility and mechanisms	90,000	0	90,000	ILO,	DSD, NEDLAC
			1.1.2 Economic modelling of the impact of BIG on employment in different provinces and districts according to their demographic			X	X												
			1.1.3 Technical proposal on the option for the implementation				X												
			1.1.4 Document international experiences and good practices (for example, Finland, Canada – Ontario, Kenya experiments) on the assistance scheme options	X	X														
<b>Result 1.2 Consensus is reached on Social assistance scheme option, informed by international good practices in context of social dialogue (including right holders)</b>	International best practises are shared and recommendations formulated for the assistance scheme	NEDLAC consultation help determine the options for the assistance scheme	1.2.1 Facilitate consultations with NEDLAC members (social partners including right holder) and Government of South Africa on the assistance scheme options		X	X	X	X	X	X				Workshop to share international experience, Consultative process and capacity building,	30,000	100,000			DSD, NEDLAC

Outcome 2 - Option are formulated to address Gaps in access of women excluded from																			
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET			PUNO/s involved	Implementing partner/s involved			
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)		
Result 2.1 needs, ability and willingness to contribute to social insurance are identified	Studies available	options are identified and agreement is reached	2.1.1 Conduct scoping study in rural and peri-urban settings for understanding needs, willingness and ability to pay for different options of social insurance	X	X									Studies, Workshop for empowerment and sensitization	3,798	0	3,798	UNWOMEN	Civil society, local authorities
Result 2.2: Prototyping models for service delivery is conducted	Studies are delivered linked to informal sector	models are developed	2.2.1 Study of service delivery models to bring women in informal economy to social insurance building on existing/indigenous	X	X									Studies, models are designed	3,798	0	3,798	UNWOMEN, UNDP	Civil society, local authorities
			2.2.2 Support the development of working models adjusted to the			X	X												
Result 2.3: National dialogue and advocacy are conducted	National consultations take place	Partnership are identified and relevant service providers	2.3.1 Establishment of national consultative work group		X	X								Consultation is held, advocacy campaign and contract with service providers	129,481	0	129,481	UNWOMEN, UNDP	Civil society, local authorities
			2.3.2 Advocacy campaigns tailored to women in the Informal sector for social security registration		X		X		X										
			2.3.3 Creating meaningful partnerships with service providers and other relevant stakeholder						X	X									

Outcome 3 Strengthened social welfare policy and regulatory frameworks																		
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET			PUNO/s involved	Implementing partner/s involved		
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)	
<b>Result 3.1 Evidence generated of broadened access to social protection services for children</b>	Studies are available	Impact of evidence considered and worked into advocacy strategy for increased access to SP services	Update research on exclusion errors for recipients of child grants	X	X			X					Studies commissioned and workshops held to probe findings and implications	100,000			UNICEF	UNICEF and DSD
			Assessing poverty impact of cash transfers on children (ongoing)	X	X													
			Ongoing public finance work on social protection for children and social welfare services			X	X	X	X				Research and evidence generation and	45,000			UNICEF	UNICEF, National Treasury,
	Identification of partners and stakeholder is conducted	SCOPE of the partnership is agreed upon	Developing partnerships with stakeholders and service providers on expanding the reach and policy usefulness of multidimensional poverty work	X	X			X					Advocacy work on asset poverty and access to services, which are vital in fight against	70,000			UNICEF	UNICEF, Statistics South Africa, SPII
	Research are conducted	Research IS conducted	Research on impact of the proposed NHI on children's access to health care services	X	X								Roundtables, evidence generation and advocacy on impact of NHI on children's access	30,000			UNICEF	UNICEF and Department of Health
<b>Result 3.2 Technical support provided to DSD and government on social welfare policy and social protection floor</b>	Technical policy consultations done	Impact of policy consultations considered and revised proposals on social welfare	Technical and financial support to the National Planning Commission (NPC) on the finalisation of elements of social protection floor	X	X	X	X	X	X			Roundtables, consultations, technical expertise, and advocacy with relevant government organs	125,000			UNICEF	UNICEF, DSD and NPC	
			Technical assistance to DSD for development of a strengthened social welfare policy framework that links cash transfers to in-kind programmes and services	X	X													

	Technical support and training a conducted	Technical support and training a conducted	Technical support and training to DSD and the NPC on policy and human rights frameworks			X	X						Workshops on no one left behind and integration in emerging policy frameworks	50,000			UNICEF	UNICEF,DSD and NPC	
<b>Result 3.3 Support on technical work provided on the development of an "integrated" modality linking cash transfers and complementary services</b>	2 of 3 planned pilots on rolling out of the Child Well-Being Tracking Tool done	All pilots completed, evidence considered, and proposals for integration into	Three follow-up pilots on testing of the CWBTT in three districts in South Africa			X	X	X	X				Financing roll-out of technical pilots, methods etc.	129,730			UNICEF	UNICEF, Strategic Analytics, University of Johannesburg, g. DSD	
	Research are conducted	Research are conducted	Action-oriented research on the CWBTT on what works, challenges, etc.			X	X						Research on what works, how the tool can be implemented, and who are best	40,000			UNICEF	UNICEF	
<b>Outcome4: Join program Management</b>			<b>Join project management</b>																
<b>Output</b>	<b>Annual target/s</b>		<b>List of activities</b>	<b>Time frame</b>								<b>PLANNED BUDGET</b>				<b>PUNO/s involved</b>	<b>Implementing partner/s involved</b>		
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)				
<b>Result 4.1 Joint program is monitored</b>	Steering committee is established and functioning	Steering committee is taking place	Steering Committee meeting	X		X			X				X	Steering committee meetings	0	0	0	ALL	All steering committee
	Mid term review report is available		Mid term evaluation is conducted					X	X					Evaluation team and evaluation workshop	40,000		40,000	All , Led by Lead agency	All stakeholders + eco environment

		Final evaluation report is	Final evaluation is conducted							X	X		Evaluation team and evaluation	0		57,646		
	Annual meeting takes place	Annual meeting take place	Annual SDG Partner meeting	X				X					Workshop meeting					
<b>Result 4.2 Technical and human resources are made available</b>	1. Staff and other personnel	Staff is recruited in Q1		X	X	X	X	X	X	X	X	X	Staff cost	0		0	ILO	
	ILO -National Officer on Social Protection (NOB)	Staff is recruited in Q1		X	X	X	X	X	X	X	X	X	Staff cost	140,400		140,400	ILO	
	ILO-Finance Assistant (GS)	Staff is recruited in Q1		X	X	X	X	X	X	X	X	X	Staff cost	98,806		98,806	OHCHR	
	OHCHR - Program	Staff available		X	X	X	X	X	X	X	X	X	Staff cost	86,458	0	86,458	ILO	
	ILO P5- Social Protection specialist	Staff is recruited in Q1		X	X	X	X	X	X	X	X	X	Staff cost	0		0	UNICEF	
	UNICEF- National officer Social protection (social welfare policy)	Staff available		X	X	X	X	X	X	X	X	X	Staff cost	100,000	0	100,000	UNICEF	
	2. Supplies, Commodities, Materials				X	X	X	X	X	X	X	X		7,832		7,832	ALL	
	-Insurance( Equipment )				X	X	X	X	X	X	X	X		1,074,559		1,074,559	ALL	All stakeholders + eco

### Justification for approach to work plan

In recognition of the challenges of accelerating progress on the SDGs, implementation has been “front-loaded” (bulk of it done in year 1) to maximise the chances that we make an impact and for allowing our core messages to percolate in the social protection landscape. The success of the work plan is contingent upon expert management and using technical staff with a high level of understanding of social protection.

The budget for monitoring, reporting and communications is proportional to the total budget of the PUNO. To promote fairness and in line with the guidelines of the SDG Fund, similar pro-rata contributions were computed for each agency.

## **Annex 8. Risk Management Plan**

### **Risk management plan**

The risk management strategy includes the risk assessment, risk mitigation measures; the monitoring and reviewing of risks; and recording and reporting. It is in line with the UNDP Enterprise risk management policy (ERM).

### **Risk assessment and mitigation strategy**

The identification of risks is based on numerous sources which include lessons learnt from previous similar project and through the theory of change workshop which was involved the PUNO, where assumptions and risks were identified. This process also allowed for the discussion on potential mitigation measures to put in place for the identified risks as depicted in the table below.

<b>Risks</b>	<b>Risk Level:</b> (Likelihood x Impact)	<b>Likelihood:</b> Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	<b>Impact:</b> Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	<b>Mitigating measures</b>	<b>Responsible Org./Person</b>
<b>Contextual risks</b>					
Financial cuts in the social protection sector by government resulting in difficulties in advocating for increases in number of social grants and programmes. (The thinking here is that this would put further strain on the already diminished government resources)	8	2	4	Ongoing engagements with government about the importance of the social protection system and the LNOB in the country	National Treasury

<b>Programmatic risks</b>					
Lack of coherence in government, where political parties or coalition governments disagree on the proposed social assistance schemes for the sake of disagreeing resulting in contentious debates which could add an additional barrier and increase the time taken to attain buy-in and support.	12	3	4	Through the lead government department of social development begin advocacy efforts before the project commences to ensure that buy-in is ascertained	DSD
Lack of support by social partners and CSOs of the proposed social protection schemes/floor, especially around the valuation of the benefits	8	2	4	Work closely with Nedlac and through the studies/evidence support why the proposed scheme/floor is the most practical	NEDLAC and DSD
Smaller political parties oppose the proposed social assistance/BIG, and engage in the pursuance of the deepening of dependency debate, resulting in the creation of additional barriers and the decrease in the buy-in of the project.	12	3	4	Through the lead government department of social development begin advocacy efforts before the project commences to ensure that buy-in is ascertained	National Assembly
lack of departmental/ <i>agencies</i> co-ordination in the delivery of social protection programmes and services	4	1	4	Set up coordination mechanisms and accountability measures to guide coordination	The Presidency and DPME
<b>Institutional risks</b>					
New government District model requires closer cooperation, and this has never been easy in SA	6	3	2	Support the implementation of the district model/ include learning mechanisms and have good M&E systems in place to feedback lessons learnt	The Presidency, provincial and local government authorities



				and improve implementation	
<b>Fiduciary risks</b>					
Working with implementing partners in executing parts of the JP	2	2	1	Existing working relationships/track record of organisations that have delivered and integrity pacts between PUNOs and service delivery implementers	PUNOs and service delivery partners