SOUTH AFRICA: Country Case Study

Establishing a Just Transition Monitoring, Evaluation and Learning Framework

August 2024

ABOUT THIS CASE STUDY

This case study covers the development of a Just Transition Monitoring, Evaluation and Learning (JT MEL) Framework in South Africa and is the second phase of an ICAT project in the country. This case study was compiled by the World Resources Institute and draws from the deliverables produced under the project by Sustainable Energy Africa and Palmer Development Group. This case study describes the outcome of a process led by the Presidential Climate Commission's Monitoring and Evaluation Working Group to develop an approach to monitor, evaluate and learn from the impacts of the just transition, and to share such insights with stakeholders as they develop.

PREPARED UNDER

The Initiative for Climate Action Transparency (ICAT) is supported by Austria, Canada, Germany, Italy, the Children's Investment Fund Foundation, and the Climate Works Foundation.

The ICAT project is managed by the United Nations Office for Project Services (UNOPS).

BACKGROUND

Country Context

South Africa is home to 64.7 million people, located on the Southern tip of Africa bordering the Indian Ocean to the Southeast and the Atlantic Ocean to the Southwest (Britannica 2024). Inland, the country is bordered by Namibia, Botswana, Mozambique, Zimbabwe, and Lesotho (Britannica 2024). South Africa is in the top 15 of most carbon-intensive countries in the world (Ge, Friedrich, and Vigna 2020), with 86% of its electricity generation produced by coal (IEA 2021). As a result, the country is heavily reliant on fossil fuels to meet most of its energy demands.

South Africa is currently in the top twenty greenhouse gas (GHG) emitting countries, with emissions that continue to grow similar to many other low and middle-income nations. As mentioned in South Africa's Fourth Biennial Update Report, the country's GHG emissions have increased by 14.2% (excl. FOLU) and by 10.4% (incl. FOLU) since 2000 (Department of Forestry, Fisheries and the Environment 2021). The energy sector, which produces over 80% of the country's emissions, has been the main contributor to this increase, followed by agriculture (6.23%), industrial emissions (5.06%) and waste (5.03%) (Climatewatch 2021).

Energy emissions have increased over time due to increased demand for liquid fuels in the transportation, manufacturing, construction, civil aviation, residential and commercial sectors. There has also been a slow but increasing trend in emissions from the Industrial Processes and Product Use (IPPU) sector, with the exception of the global economic recession in 2008 (Department of Forestry, Fisheries and the Environment 2022). The main drivers of emissions in the IPPU sector are from metal industries, particularly iron and steel production and ferroalloy production. Agriculture emissions have declined slightly due to a minor reduction in the livestock population, particularly cattle.

South Africa continues to experience the legacy of colonialism and apartheid, along with the triple challenge of poverty, inequality and unemployment. Social inequality in South Africa is consistently ranked as the highest of any country in the world (Chancel et al. 2022; Centre for Development and Enterprise 2017),. In response to public pressure to overcome these challenges, the South African government has committed to achieving a just transition to respond to both the climate crisis and advance its economic and social development objectives.

Nationally Determined Contributions (NDCs)

South Africa's Updated First NDC commits to reducing its GHG emissions to 398-510 Mt CO2-eq by 2025 and 350-420 Mt CO2-eq by 2030 (Republic of South Africa 2021). By comparison to South Africa's first NDC submitted in 2015, this update represents a significant change. The update now reflects a 17% reduction to the upper end of the 2025 target range, a 32% reduction to the upper end of the 2030 target range and a 12% reduction from the lower range. To meet these targets, the NDC states South Africa will need to implement a variety of policies and measures, notably by pursing a just transition to shift development pathways to increase sustainability, foster climate resilience, lower GHG emissions and provide a better life for all South Africans (Republic of South Africa 2021).

National Climate Action

In recent years, the concept of a just transition has gained significant momentum in South Africa. While civil society groups have long advocated for such a transition, it has recently become a national priority, as evidenced by the establishment of the Presidential Climate Commission (PCC) in December 2020. This commission, initiated by President Cyril Ramaphosa, emerged from the 2018 Presidential Jobs Summit. There social partners agreed on the necessity of a statutory body to oversee South Africa's transition towards a low-carbon, inclusive, and climate-resilient society.

The PCC's primary objective is to offer independent expert advice on South Africa's climate change strategies. They aim is to create a unified vision for achieving a net-zero, climate-resilient economy and society by 2050. This involves detailed planning for both climate change mitigation and adaptation, engaging a wide range of stakeholders. One of the PCC's first significant achievements was the development of the Just Transition Framework, a cornerstone document that outlines a shared vision, guiding principles, and key policies for the country's climate transition. The framework was built on strong evidence and extensive stakeholder engagement and adopted by South Africa's Cabinet in August 2022. The framework marked a crucial step towards coherent and coordinated just transition planning.

Central to the framework is the Climate Change Bill, which underscores the importance of a cooperative, intergovernmental approach to addressing the socio-economic impacts of climate change. The Bill acknowledges the principles of the National Environmental Management Act and emphasizes the necessity of a just transition, particularly in light of the multifaceted challenges posed by climate change. It mandates the creation of climate change forums at provincial and municipal levels and requires the development of Climate Change Response Implementation Plans aligned with the National Adaptation Strategy.

The Just Transition Framework serves as a comprehensive planning tool, detailing the actions that the government and its social partners will undertake to ensure a just transition. It outlines short, medium, and long-term goals aimed at minimizing the social and economic impacts of the climate transition, particularly for those most vulnerable. The framework also integrates policy measures designed to balance energy security with environmental protection, as outlined in the Integrated Resource Plan (IRP) by the Department of Mineral Resources and Energy. This plan includes the decommissioning of power stations, the adoption of more efficient coal technologies, and the promotion of renewable energy through private investment, supported by recent changes to the Electricity Regulation Act.

As South Africa's vision for a just transition becomes increasingly clear, the need to monitor progress towards these objectives has become paramount. Since the establishment of a monitoring and evaluation (M&E) system in 2011, initially focused on mitigation, the system has expanded to include adaptation and finance tracking. South Africa's M&E system is designed to be flexible and dynamic, aligning with international reporting standards and adapting to new climate policies, such as the carbon tax and carbon budgets. The system includes provisions for regular review and ensures that South Africa remains responsive to both national and international climate action requirements. Through these efforts, South Africa is developing a robust framework to guide its national climate action.

THE ICAT PROJECT

The development of a Just Transition Monitoring, Evaluation and Learning Framework for South Africa was the second project that the Initiative for Climate Action Transparency (ICAT) supported in South

Africa. The first ICAT project focused on establishing a Monitoring and Evaluation (M&E) Framework for disaster risk reduction actions and included the development of tools for M&E, identification of relevant indicators and capacity building of identified stakeholders. Building off of the first phase of work, the second phase set out to build the parameters for an evaluation of South Africa's Just Transition Framework in order to monitor and learn from the social, economic and environmental implications of just transition policies.

The overall aim of this project was to create a Just Transition Monitoring, Evaluation, and Learning (JT MEL) Framework for South Africa that is sufficient to support policy makers to make informed decisions related to the just transition and to monitor national and subnational progress towards the just transition. This project was supported by the Initiative for Climate Action Transparency and the Presidential Climate Commission and developed by Sustainable Energy Africa (SEA) and Palmer Development Group (PDG) with technical review provided by the World Resources Institute (WRI). The framework was developed from February 2023 to March 2024 and overseen by the PCC Working Group for Monitoring and Evaluation**.** Development of the framework drew on academic literature and international/domestic best practice processes, and consultation.

The key objectives of this project were:

- To track progress towards a just transition in South Africa, guided by the "Framework for a Just Transition in South Africa." The JT MEL Framework should track progress across all levels of government (national government, provincial government, and local government), as well as the private sector, include dimensions of justice (procedural, distributive and restorative) and encapsulate qualitative and quantitative transitional impacts.
- To develop a JT MEL Framework that encompasses elements of mitigation, adaptation, and finance—with the central objective to track the progress of how lives and livelihoods are being improved (or harmed) in the transition towards zero-emissions and climate-resilient development.
- To develop a monitoring process that answers "how goes the battle?" and an evaluation process to provide policy-relevant advice on where progress is going well and could be strengthened, and where progress is not going as well, and course corrections are required.
- To develop the JT MEL Framework in consultation with key stakeholder groups in South Africa and in line with procedural justice elements outlined the Just Transition Framework.

Project Results and Takeaways

The development process for the JT MEL Framework was undertaken in four distinct phases and culminated in the following deliverables:

1. **Project preparation**: Scoping report based on literature review and key informant interviews.
    - A 10–20-page literature review
    - A list of key actors in South Africa whose views could helpfully inform the development of the JT M&E framework
2. **Framework design**: Evaluation approach design: objectives, questions, indicators and data approach and methods. Consultation with future evidence users.
    - A record of views of the stakeholders consulted
    - A theoretical framework/methodology for the JT M&E Framework

- A list of indicators for tracking a just transition in South Africa and tracking progress towards the objectives of the Just Transition Framework
- A proposed evaluation approach

3. **Apply the approach/MEL Framework report**: clarify data collection methods and sources (various), develop operationalisation of the framework (who leads, learning spaces, adaptive management impact). Consultation with evidence generation ecosystem.

    - A draft report of that proposes the design of a JT M&E Framework for South Africa

4. **Communication and outreach**: building on continuous stakeholder engagement throughout, ensuring the framework is understood and adopted.

    - A final report of the design of a JT M&E Framework for South Africa
    - Communications materials on the JT M&E Framework
    - Shared lessons with a range of actors

The Just Transition Monitoring, Evaluation and Learning Framework

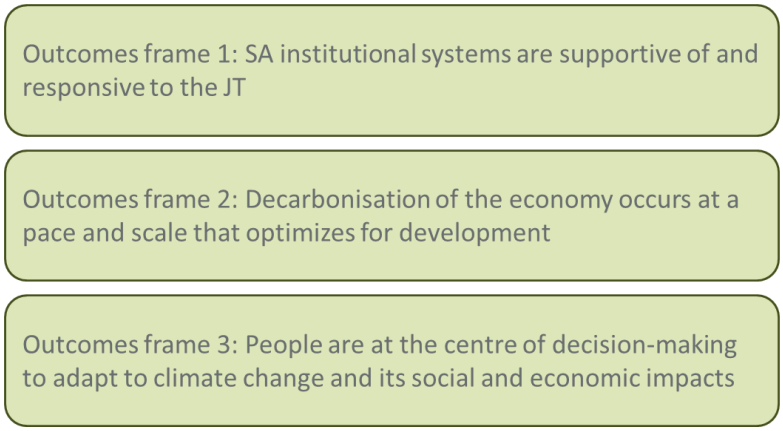
The JT MEL Framework is intended to be principles-led, rather than a methodology-prescriptive approach. The JT MEL Framework and evidence it generates are intended to be *socially owned* by all levels of government, civil society, business, labour and communities. The MEL Framework sets out to *complement existing monitoring efforts* rather than duplicate or provide a summation of other monitoring exercises. It aims to enhance transparency and accountability by making the evidence generated widely accessible, and to direct resources to civil society and community-driven monitoring, while tracking compliance with commitments and accountability mechanisms. The JT MEL Framework proposes an approach that is *justice driven and transformative* - political rather than technocratic, driven by all of society and deliberately situated outside of the statutory, legal, regulatory or compliance approaches. The JT MEL Framework is designed to enable *adaptive management* in a context of great uncertainty, providing useful feedback to improve policy-/decision-making. This requires that the evidence generated be *practical* and easy to understand, allowing users to evaluate JT goals. The JT MEL Framework should provide an overview of the issues and results that matter for *understanding progress and where course corrections are needed*.

To guide the JT MEL Framework, a Theory of Change was developed that can be simplified into a series of "if" and "then" statements. This can be used to describe the causal relationships and the changes that social partners are working towards.

- "If South African institutional systems can be transformed to be supportive and responsive to the Just Transition, while…
- …decarbonising the economy at a pace and scale that optimizes for development, by…
- …placing procedural, distributive and restorative justice at the centre of decision-making, then…
- …South Africa will transition to a low-carbon economy and a just, climate resilient society with an improved quality of life for all by mid-century."

The TOC organizes results into outcomes frames (Figure 1), which are used to group outcomes that are dependent on each other and interrelated. Each align with the specific components of the "if-then" statement described above.

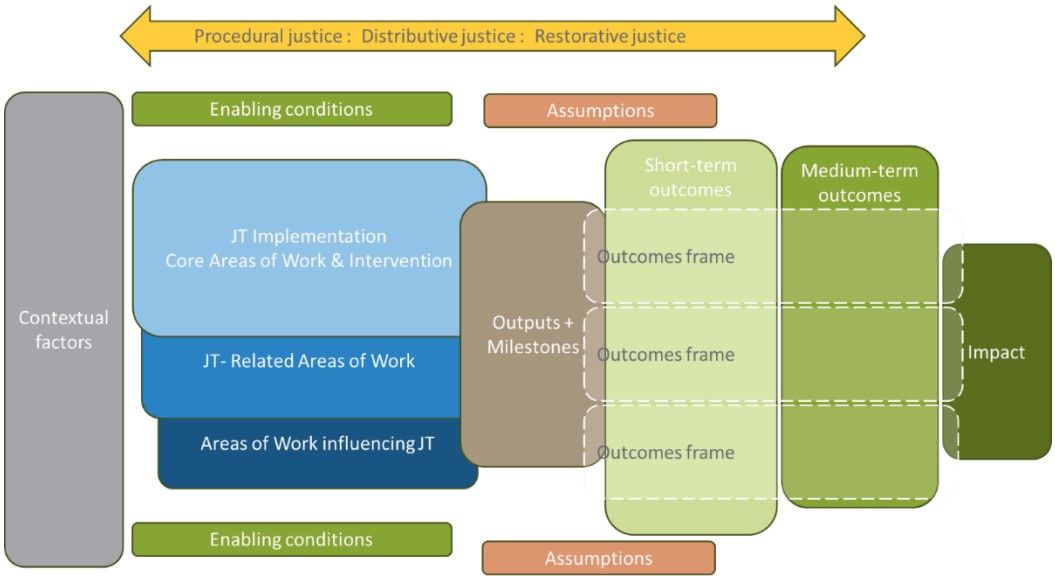
Figure 1: Outcome frames for the Theory of Change.



Source: (Euston-Brown et al. 2024).

These outcome frames provide a thematic clustering of results into 'outcomes'. To better understand how the various components of the TOC interact with each other, Figure 2 shows a high-level version of the TOC illustrating multiple interventions and the overlay of the outcome frames as organizing mechanisms. For a more detailed and tabular form of the TOC, see Figure 3.

Figure 2: High-Level Theory of Change.



Source: (Euston-Brown et al. 2024).

Figure 3. Theory of Change in Tabular Form

Just Transition Impact	Transition to a low-carbon economy and a just, climate resilient society with an improved quality of life for all by mid-century					
Outcomes	SA institutional systems are supportive of and responsive to the JT		Decarbonisation of the economy occurs at a pace and scale that optimizes for developmental benefit		People are at the centre of decision-making to adapt to climate change and its social and economic impacts	
	Finance for the Just Transition is mobilised, deployed and implemented rapidly and effectively	Transitional policy and institutional reforms strenghten capabilities and systems integration	Growth of new, low carbon economic sectors supported	Managed decline of emissions intensive sectors through social, economic & environment support mechanisms	Improved education and skills development addresses JT socio-economic opportunities	Community buy-in and voice(s) shape adaptation measures and strengthen accountability for justices in the transition
Outputs	Finance commitments to JT	Transition legislation, regulation and policies & plans	Enabling economic policy, incentives & support	Labour market support packages	Graduates, trainees and certifications	JT champions, leaders and activists conduct citizen-monitoring
	JT projects designed & impl. ready	Institutional forums integrate/mainstream JT-related decisions	Renewable energy infrastructured developed	Transition incentives for businesses	Re-skilling and trainee support	Participation in JT project & consultation platforms
	JT projects implemented & completed	Communication and info systems reflect JT-related content	New types of jobs and work opportunities	Rehabilitation of land	Educational and skills curriculum revisions	Social compacts forged across communities, sectors & institutions
Activities/ Core Areas of Work	Leadership, governance, partnerships and implementation capacity					
		Economic diversification				
		Skills development and capacity building to enable a JT				
				Fostering inclusive development and building community resilience mechanisms		
	Mobilising resources for a Just Transition					
Critical enablers	Political will and commitment to the JT					
	Effective institutional governance					
	Trust in public institutions				Trust in public institutions	
	Commonality of agendas for a coherent, coordinated response					
	State has the capabilities to meet existing basic service commitments					
			Private and non-state actors prioritise JT related actions and engagements			
Contextual factors	Human-induced activities accelerate shifts in our climate that impact all aspects of life in SA, the region and & world. The economy produces a concentration of wealth, inequality, poverty and unemployment in South Africa					

Assumptions-
Capital can be sourced for the JT
JT finance may address transformative justice
Shifts in the global political economy don't significantly affect opportunities; and
Environmental system change don't exceed tipping points

JT-Related Areas of Work

JT-Influencing Areas of Work

Source: (Euston-Brown et al. 2024).

While Figure 2 shows the relationships between these components and results, Figure 3 articulates them in much greater detail by showcasing the outputs, activities, critical enablers and contextual factors critical to the just transition. However, Figure 3 should still be considered a simplified linear representation, since it reflects a high level, national theory of change and is meant to represent changes that interact in complex ways.

Logical Framework (Indicators)

The logical framework for the theory of change is based on Figure 3 and outlines a set of prioritized indicators. The JT MEL Framework is designed for the medium-term horizon up to 2030, focusing on what's crucial for decision-making and feasible in terms of evidence generation during the period, rather than covering the entire duration of the just transition. Indicators were identified based on key concepts and practical considerations like data availability and integration with other tracking processes. The indicators are formulated to be applicable across priority sectors such as those identified in the Just Transition Framework put forward by the PCC (for example, tourism, the auto value chain, the coal value chain and agriculture) as well as future or emergent areas of intervention. Indicators were not formulated at a sectoral level, except where sector elements are cross-cutting in their relationships (e.g. energy-related indicators).

The selection of indicators involved detailed review of and consultation on current proposed indicators identified by other stakeholders for related monitoring, reporting and evaluation systems. This included consideration of indicators identified in the Just Transition Implementation Plan, the Department of Forestry, Fisheries and the Environment's (DFFE) climate change indicators and the State of Climate Action Report by the PCC, among other international benchmarks and reviews. The integration and coordination of data collection across a variety of data systems allows the JT MEL Framework to increase efficiencies between institutional actors and strengthen communication.

Table 1. High-level Logical Framework

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
1	**Impact**	**Transition to a low-carbon economy and a just, climate resilient society with an improved quality of life for all by mid-century**	Low-carbon economy	**South Africa achieves the Nationally Determined Contribution target of 350-420MtCO2e (incl. LULUCF) by 2030**	DFFE	Routine Monitoring	Annual	Sector; Province	Distributive
2	**Impact**	**Transition to a low-carbon economy and a just, climate resilient society with an improved quality of life for all by mid-century**	Low-carbon economy	**Net JT-related sector employment rate increases (new jobs vs losses) meet or exceed the national employment rate increase**	Statistics South Africa + PCC (TBC)	Routine Monitoring + Concept	Annual	Sector (Race & Gender); Province; Youth; Disability	Distributive, Procedural
3	**Impact**	**Transition to a low-carbon economy and a just, climate resilient society with an improved quality of life for all by mid-century**	A more just, climate resilient society	**Racial and gender disparities in employment rates in JT-related sectors decline**	Statistics South Africa + PCC (TBC)	Routine Monitoring + Concept	Annual	Sector (Race & Gender); Youth; Disability	Distributive
4	**Impact**	**Transition to a low-carbon economy and a just, climate resilient society with an improved quality of life for all by mid-century**	A more just, climate resilient society	**Cost per capita of climate related disasters stabilises or declines**	National Disaster Management Centre	Evaluation + Concept	Every 2-5 years	Disaster type	N/A
5	**Impact**	**Transition to a low-carbon economy and a just, climate resilient society with an improved quality of life for all by mid-century**	Improved quality of life	**Multi-dimensional poverty levels improve in JT targeted communities (e.g. Mpumalanga)**	JET-IP M&E Reports	Evaluation	Every 2-5 years	Province + Designated Municipalities	Distributive, Restorative

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
6	**Impact**	**Transition to a low-carbon economy and a just, climate resilient society with an improved quality of life for all by mid-century**	Improved quality of life	**Levels of respiratory illness decline in JT-affected communities (e.g. Mpumalanga)**	JET-IP M&E Reports	Evaluation	Every 2-5 years	Province + Designated Municipalities	Restorative
7	**Outcome**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Transitional policy and institutional reforms strengthen capabilities and systems integration	**Just Transition overall policy and regulatory alignment qualitative assessment results (inclusive of key policies and statutory plans)**	PCC policy and implementation qualitative assessments	Evaluation	Annual	Sector	N/A
8	**Outcome**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Transitional policy and institutional reforms strengthen capabilities and systems integration	**% of JT national outcome and impact indicators that can be disaggregated to municipal level**	PCC	Routine Monitoring + Concept	Annual	Municipal	N/A
9	**Outcome**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Transitional policy and institutional reforms strengthen capabilities and systems integration	**% of state organs making GHG emissions reporting submissions per annum**	DFFE	Concept	Annual	Provincial + Sector	N/A
10	**Outcome**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Transitional policy and institutional reforms strengthen capabilities and systems integration	**% of the working population with an employer with documented GHG emission targets**	Company Reports & PCC	Evaluation + Concept	Every 2-5 years	Sector	Procedural
11	**Outcome**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Transitional policy and institutional reforms strengthen capabilities and systems integration	**% of district and metropolitan municipalities with evidence of demonstrable progress implementing**	DCoG	Evaluation	Annual	None	Procedural

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
				Climate Change Response Implementation Plans					
12	**Outcome**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Transitional policy and institutional reforms strengthen capabilities and systems integration	**% of identified sector departments with evidence of demonstrable progress implementing Sector Adaptation Strategies and Plans**	Departmental reports	Evaluation	Annual	Province	Procedural
13	**Outcome**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Finance for the Just Transition is mobilised, deployed and implemented rapidly and effectively	**Average R-value of climate finance available per annum**	PCC reports	Routine monitoring	Annual	Type of finance	Distributive
14	**Outcome**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Finance for the Just Transition is mobilised, deployed and implemented rapidly and effectively	**Total climate finance expenditure on climate and JT-related interventions by SA government as a % of national budget**	PCC reports	Routine monitoring	Annual	None	N/A
15	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Managed decline of emissions intensive sectors through social, economic & environment support mechanisms	**SA's Green House Gas emissions per annum (in Gigaton of CO2 emissions)**	DFFE GHG Emissions Inventory	Routine Monitoring	Annual	Sector + Province	Restorative
16	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Managed decline of emissions intensive sectors through social, economic & environment support mechanisms	**Coal power capacity (in GW)**	Eskom Reports	Routine Monitoring	Quarterly	Power station	N/A

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
17	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Growth of new, low carbon economic sectors supported	**Renewable energy capacity (in GW)**	National Business Initiative Reports	Routine Monitoring	Annual	Type of renewable energy (by province + Munic)	Distributive
18	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Growth of new, low carbon economic sectors supported	**Total power grid capacity (in GW)**	National Business Initiative Reports	Routine Monitoring	Annual	Type of energy	Distributive
19	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Growth of new, low carbon economic sectors supported	**Battery storage capacity (in GW)**	National Business Initiative Reports	Routine Monitoring	Annual	Province	Distributive
20	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Managed decline of emissions intensive sectors through social, economic & environment support mechanisms	**Natural gas consumption (in Terajoule)**	International Energy Agency	Routine Monitoring	Annual	Province	N/A
21	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Managed decline of emissions intensive sectors through social, economic & environment support mechanisms	**% of companies with emissions reduction targets for 2030 reporting to be 'on track' to achieve their targets**	Company Reports (Carbon Disclosure Project)	Concept	Every 2-5 years	Sector	Restorative
22	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Growth of new, low carbon economic sectors supported	**Number of jobs created or maintained through Just Transition related projects**	JET-IP M&E Reports + Designated reports	Routine Monitoring + Concept	Quarterly	Age, Sex, Race, Disability, Location	Distributive

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
23	**Outcome**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Growth of new, low carbon economic sectors supported	**Number of households benefitting from livelihoods support through Just Transition related projects**	JET-IP M&E Reports + Designated reports	Evaluation	Annual	Age, Sex, Race, Disability, Location	Distributive
24	**Outcome**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Improved education and skills development addresses JT socio-economic opportunities	**Number of workers in all JT priority sectors reskilled, upskilled and/or retrained**	JET-IP M&E Reports + Designated reports	Routine Monitoring + Concept	Quarterly	Age, Sex, Race, Disability, Location	Distributive
25	**Outcome**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Improved education and skills development addresses JT socio-economic opportunities	**% of TVET (Technical Vocational Education and Training) graduates and trainees from JT-related offerings in employment 6 months after training**	TVET Tracer Survey	Concept	1-2 years	Age, Sex, Race, Disability, Location	Distributive
26	**Outcome**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Community buy-in and voice(s) shape adaptation measures and strengthen accountability for justices in the transition	**% of designated priority projects that have given expression to JT justice principles**	JET-IP M&E Reports	Concept	Annual	Age, Sex, Race, Disability, Location	Distributive
27	**Outcome**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Community buy-in and voice(s) shape adaptation measures and strengthen accountability for justices in the transition	**% of survey respondents who believe they have a voice in how public institutions adapt to Climate Change**	PCC/HSRC Survey	Concept	1-2 years	Age, Sex, Race, Disability, Location	Distributive
28	**Output**	**SA institutional systems are supportive of, and**	Finance commitments to JT	**R-value of new finance commitments for the JT**	PCC reports	Routine Monitoring	Quarterly	Type of finance	Distributive

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
		responsive to, the Just Transition							
29	**Output**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	JT projects designed & impl. ready	**Number of JT projects implementation ready**	JET-IP M&E Reports	Routine Monitoring	Quarterly	Type of project + Province + Municipality	N/A
30	**Output**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	JT projects implemented & completed	**Number of JT projects completed**	JET-IP M&E Reports	Routine Monitoring	Quarterly	Type of project + Province + Municipality	Distributive
31	**Output**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Transition legislation, regulation and policies & plans	**Priority JT legislation, regulation, policy & plan development/replacement**	PCC	Routine Monitoring	Quarterly	Sector + Sphere	N/A
32	**Output**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Institutional forums integrate/mainstream JT-related decisions	**Content review of designated institutional forum agendas + minutes**	PCC	Concept	Annual	Forum	N/A
33	**Output**	**SA institutional systems are supportive of, and responsive to, the Just Transition**	Communication and info systems reflect JT-related content	**GCIS content analysis**	PCC	Evaluation	Annual	Sector	N/A
34	**Output**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Enabling economic policy, incentives & support	**Estimated number of businesses benefiting from economic policy & support**	PCC	Evaluation	Annual	Sector	N/A
35	**Output**	**Decarbonisation of the economy occurs at a pace**	Renewable energy infrastructure developed	**Number of EV charging stations installed**	JET-IP M&E Reports	Routine Monitoring	Quarterly	Province + Municipality	Distributive

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
		and scale that optimizes for development							
36	**Output**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Renewable energy infrastructure developed	**KMs of distribution infrastructure upgraded or extended**	JET-IP M&E Reports	Routine Monitoring	Quarterly	Province + Municipality	N/A
37	**Output**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	New types of jobs and work opportunities	**Estimated demand for new types of jobs and work opportunities related to the JT**	PCC	Evaluation	Annual	Sector + Province	N/A
38	**Output**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Labour market support packages	**Number of individuals receiving labour market support packages**	JET-IP M&E Reports	Routine Monitoring	Quarterly	Age, Sex, Race, Disability, Location	Restorative
39	**Output**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Transition incentives for businesses	**R-value of transition incentives claimed by businesses**	JET-IP M&E Reports	Routine Monitoring	Quarterly	Sector	N/A
40	**Output**	**Decarbonisation of the economy occurs at a pace and scale that optimizes for development**	Rehabilitation of land	**Hectares of land rehabilitated**	JET-IP M&E Reports	Routine Monitoring	Annual	Province + Municipality	Restorative
41	**Output**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Graduates, trainees and certifications	**Number of graduates in JT-priority sectors**	DHET + PCC	Routine Monitoring	Quarterly	Age, Sex, Race, Disability, Location	Distributive

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
42	**Output**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Re-skilling and trainee support	**Number of people benefiting from re-skilling and trainee support**	JET-IP M&E Reports	Routine Monitoring	Quarterly	Age, Sex, Race, Disability, Location	Distributive
43	**Output**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Educational and skills curriculum revisions	**New educational offerings relevant to the JT**	DHET + PCC	Routine Monitoring	Annual	Faculty + Subject Area	N/A
44	**Output**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	JT champions, leaders and activists conduct citizen-monitoring	**Number of JT-related citizen-monitoring products/reports**	PCC	Routine Monitoring	Quarterly	Province + Organisation	Procedural
45	**Output**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Participation in JT project & consultation platforms	**Number of individuals participating in JT planning processes, project and consultation platforms**	PCC	Routine Monitoring	Quarterly	Location	Procedural
46	**Output**	**People are at the centre of decision-making to adapt to climate change and its social and economic impacts**	Social compacts forged across communities, sectors & institutions	**Number of social compacts or agreements signed for JT-related initiatives**	PCC	Routine Monitoring	Quarterly	Province + Sector + Municipality	Procedural
47	**Enabling conditions**	**Achieving a commonality of agenda(s) for a coherent, coordinated response from private and public sectors**	Achieving a commonality of agenda(s) for a coherent, coordinated response from private and public sectors	**Ratio of just transition financial commitments by Grant funding: SA Public Sector Budget: Loans (Concessional +**	JET-IP M&E Reports	Routine Monitoring	Annual	None	Distributive

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
				commercial): Commercial finance					
48	**Enabling conditions**	**Achieving a commonality of agenda(s) for a coherent, coordinated response from private and public sectors**	Achieving a commonality of agenda(s) for a coherent, coordinated response from private and public sectors	**Public expressions of support for the JET-IP Implementation Plan by key unions and civil society organisations**	JET-IP M&E Reports	Evaluation	Annual	Industry	Procedural
49	**Enabling conditions**	**Achieving a commonality of agenda(s) for a coherent, coordinated response from private and public sectors**	Achieving a commonality of agenda(s) for a coherent, coordinated response from private and public sectors	**% of SAs that believe in human-induced climate change**	PCC/HSRC Survey	Evaluation	1-2 years	Province + Race + Gender + Age	N/A
50	**Enabling conditions**	**Private sector and non-state actors prioritise JT-related action and engagement**	Private sector and non-state actors prioritise JT-related action and engagement	**Public to private ratio of new Climate Finance commitments per annum**	PCC	Evaluation	Annual	Type of finance	Distributive
51	**Enabling conditions**	**State has capabilities to meet its existing basic service commitments**	State has capabilities to meet its existing basic service commitments	**% of municipalities classified to be dysfunctional**	Presidency & CoGTA	Evaluation	Annual	Municipal type	N/A
52	**Enabling conditions**	**Trust in public institutions**	Trust in public institutions	**% of citizens that have trust in SA public institutions**	Afrobarometer Survey + Edelman Trust Barometer	Routine Monitoring	1-2 years	Province + Race + Gender + Age	N/A
53	**Enabling conditions**	**Political will and commitment to a Just Transition**	Political will and commitment to a Just Transition	**Qualitative assessment of Just Transition policy alignment in political pronouncements of government and**	PCC policy and implementation qualitative assessments	Concept	TBC	Political party	N/A

#	Level	Theory of change component	Sub-component	Indicator(s) title	Source	Type (M/E/C)	Frequency	Level (Disaggregation)	Justice lens (P-D-R)
				non-government role-players					
54	**Enabling conditions**	**Political will and commitment to a Just Transition**	Political will and commitment to a Just Transition	**% of South Africans familiar with the term "just transition"**	PCC/HSRC Survey	Evaluation	1-2 years	Province + Race + Gender + Age	N/A

Source: (Euston-Brown et al. 2024).

CONCLUSION

Addressing the climate crisis and its transition demands collective action at an unprecedented rate and magnitude from all societal stakeholders. Achieving a just resolution to this crisis necessitates fair distribution of risks and opportunities, rectifying historical injustices, and offering support to the most vulnerable segments of society. Building trust among all stakeholders hinges on robust evidence and demonstrating commitment, while necessary course corrections rely on a clear understanding of whether the transition has achieved the required pace and scale to be just and fair to those impacted.

The JT MEL Framework contributes an evaluation approach that enables a comprehensive understanding of the just transition, allows for the adaptation of policies and programs to meet the diverse needs of stakeholders, and upholds procedural, distributive, and restorative justice at all scales. The Framework anticipates harnessing the rich ecosystem of evidence and extensive socio-economic data and research in South Africa. By embracing a wide spectrum of evaluation efforts, across levels and geographies, the Framework can enable a multi-dimensional view of the transition's progress.

As stakeholders implement the Framework and collaborate for standardization, exchange evidence, and learn, they enhance the JT MEL ecosystem. This integration and coherence promote mature JT MEL Framework practices, leading to better just transition outcomes not only for South Africa but also globally.

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