



► South Africa's social and solidarity economy

Alignment of the policy with
national, regional and international frameworks

November 2021

Assessment: Research EQ
Copy editing and graphic design: Lemonade Hub

With thanks to

Dr Molefe Pule (*Former Acting Deputy Director-General, dtic*)
Aldene Appolis (*National Coordinator, dtic*)
Stuart Bartlett (*Manager: Regional Programmes, IDC*)
Jens Dyring-Christensen (*Senior Enterprise Specialist, ILO*)
Chriselda Tabane (*Finance & Admin Assistant, ILO*)
Kerryn Krige (*Chief Technical Adviser, SSE Policy project, ILO*)

Copyright © International Labour Organization 2021

First published 2021

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publishing (Rights and Licensing), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: rights@ilo.org. The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with a reproduction rights organization may make copies in accordance with the licences issued to them for this purpose. Visit www.ifrro.org to find the reproduction rights organization in your country.

To cite this document:

ILO and Research EQ. 2021. South Africa's social and solidarity economy: Alignment of the policy with national, regional and international frameworks. November 2021.

ISBN: 9789220358337 (web PDF)

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

Information on ILO publications and digital products can be found at: www.ilo.org/publns.

Published in South Africa



► Table of contents

► Forewords	4
Deputy Minister Nomalungelo Gina, dtic	4
Joni Musabayana, Director: ILO DWT/CO Pretoria	6
► Executive summary	7
► Background of the Social and Solidarity Economy Policy	10
► Methodology and qualitative analysis	13
► Results: Alignment with frameworks	18
National frameworks	18
Regional frameworks	37
International framework	49
► Conclusion	54
► Abbreviations and acronyms	56
► Sources consulted	57
► List of figures	
Figure 1. The Social and Solidarity Economy Policy at a glance	11
Figure 2. Social and Solidarity Economy Policy intervention recommendations	12
Figure 3. SSE Policy's positioning regarding developmental frameworks and focus areas	13
Figure 4. SWOT analysis	16
Figure 5. National Development Plan alignment	19
Figure 6. New Growth Path alignment	24
Figure 7. Medium-Term Strategic Framework alignment	28
Figure 8. Decent Work Country Programme alignment	34
Figure 9. Agenda 2063 alignment	38
Figure 10. Abidjan Declaration alignment	44
Figure 11. The 2030 Agenda for Sustainable Development alignment	50
► List of tables	
Table 1. PESTELE analysis – SSE Policy	14
Table 2. SSE Policy's alignment with the National Development Plan	21
Table 3. SSE Policy's alignment with the New Growth Path	26
Table 4. SSE Policy's alignment with the Medium-Term Strategic Framework	31
Table 5. SSE Policy's alignment with the Decent Work Country Programme	36
Table 6. SSE Policy's alignment with the African Union's Agenda 2063	41
Table 7. SSE Policy's alignment with the Abidjan Declaration	47
Table 8. SSE Policy's alignment with the 2030 Agenda for Sustainable Development	52

Foreword



**Deputy Minister
Nomalungelo Gina**
dtic

In 2017, the government of South Africa began a process to develop an overarching policy for the social and solidarity economy (SSE) as a response to an urgent need to situate it at the heart of our economic trajectory. Simply put, the approach in the policy is integrating and mainstreaming the SSE so that it can thrive sustainably. It acknowledges the work that has come before it, such as other policies that have articulated SSE elements. The policy recognizes what is currently being implemented by various role-players and seeks to enhance these efforts. The plan is to acknowledge what was, harness what is and build towards what can be – a sector that maintains its core identity, while addressing social and environmental challenges, and sustainably contributing to economic inclusion and growth.

An extensive multisectoral consultative process was undertaken, with government working hand in hand with its strategic partners, the International Labour Organization and the government of Flanders.

The consultation process included engagement with organizations that are active in the SSE sector, as well as provincial governments, the SA Local Government Association (SALGA) and organized labour. We set up a citizens panel, and delivered seminars and public meetings, shifting to virtual platforms to work around Covid-19 disruptions.

Parallel to the consultation processes, we convened advisory structures to consolidate, test and review inputs. We established a Project Steering Committee (PSC) for strategic direction as well as an Intergovernmental Advisory Committee (IGAC) of senior government officials from different departments responsible for programmes related to SSE empowerment. A number of expert reference sessions provided technical inputs from government, labour, business, the legal fraternity and academia. While these committees were hermetically sealed from each other, they operated with a robustness that allowed us to constantly test and improve the draft Green Paper.

The extensive policy work which began at a conceptual level in 2017 has therefore evolved through a combination of thorough multistakeholder engagements, public participation and technical input, and resulted in the submission of the policy paper for approval in late 2020. This focused policy seeks to provide an overarching umbrella for the SSE, stimulating growth and employment, while furthering its social causes and solidarity objectives. The SSE is a vital strategy to build back better following Covid-19, a source of employment, opportunity and skills development. It addresses inequality, strengthens our communities and builds social cohesion.

As an international economic type, the SSE is expanding in various countries and is gaining recognition across the African continent. We have taken a leaf from the ILO's commitment to the advancement of the SSE, highlighted in documents such as the Declaration of Social Justice for a Fair Globalization (2008) and the Declaration for the Future of Work (2019). In the latter, the ILO champions the need to promote "an enabling environment for entrepreneurship and sustainable enterprises, in particular micro, small and medium-sized enterprises, as well as cooperatives and the social and solidarity economy, in order to generate decent work, productive employment and improved living standards for all."

During the legislative process, we have ensured that this SSE Policy

framework promotes the principles of collaboration and cooperation. The policy recognizes the role of the SSE in delivering sustainable solutions to persistent problems, while generating long-term social, environmental and financial value. The SSE is built on principles of solidarity, reciprocity, mutualism, as well as social cohesion and connectedness. The economic setbacks in the country, exacerbated by Covid-19 and its impact on escalating unemployment levels, poverty and hunger, have put the SSE at the core of responses towards mitigating these complex challenges. The social and solidarity economy is a crucial mechanism to realizing inclusivity in our society and a human-centred approach, and the SSE Policy is an important tool as we strive to build a new economy built on social justice and decent work.

▀▀ "The policy recognizes the role of the SSE in delivering sustainable solutions to persistent problems, while generating long-term social, environmental and financial value."



Foreword



Joni Musabayana
Director: ILO DWT/CO Pretoria

The International Labour Organization has a long history promoting the social and solidarity economy (SSE) as an approach to reduce poverty and inequality that dates back to our founding in 1919 and establishing the ILO Cooperative Branch. Our work in South Africa is particularly important, as the description of the SSE was adopted at the regional SSE conference in Johannesburg in 2009.

At this conference, the South African government affirmed its commitment to develop a policy for the social and solidarity economy as one of the critical means to address the high levels of unemployment, poverty and inequality in the country. Since then we have seen various SSE-related activities that led to the launch of a policy process and a draft Green Paper for the social and solidarity economy in 2019 by then Economic Development Minister Ebrahim Patel and ILO Director-General Guy Ryder.

Since then, the Department of Trade, Industry and Competition has delivered a comprehensive policy development process in which many people who ongoingly operate in the SSE as well as technical teams, constituency groups and other

stakeholders were engaged to give their views and opinions on the shape the policy should take. The goal was always to be transparent and inclusive in the policy development process and listen to the voices of people across South Africa.

In this spirit, this study series was commissioned and published. In these two reports, researchers benchmark the process followed in developing the SSE Policy in South Africa against international good practice. The policy is reviewed in terms of how it meets important national, regional and international frameworks such as the Sustainable Development Goals and the Decent Work Country Programme. In this way, we hope to not only document the work done, but also to ensure that we can fairly reflect on the quality of this work and draw lessons from it.

On behalf of the ILO, I thank the South African government for their commitment to strengthening the social and solidarity economy and for seeing its enormous potential in addressing persistent socio-economic challenges. I thank the government of Flanders for the trusted and long partnership with South Africa and with the ILO and for their financial support, without which the SSE Policy could not have been developed.

Executive summary

Objectives of the report

This report evaluates South Africa's Social and Solidarity Economy (SSE) Policy against national, regional and international frameworks on which the South African government is committed to delivering, or to which it is a signatory.

The SSE Policy draft Green Paper provides a coherent approach towards the development of this sector, which encompasses the spectrum of economic activities that build solidarity, social inclusion and cohesion while addressing social and environmental needs. The organizations that make up the social and solidarity economy range from stokvels, societies, cooperatives (including cooperative finance institutions) and social enterprises.

The SSE Policy embodies the values and principles of the sector through a focus on solidarity, social cohesion and reciprocity. In particular, it aims to grow the impact of the social and solidarity economy regarding reduced inequalities and redistribution. The SSE sector supports people who are often marginalized from society, including women, young people, long-term unemployed people and people with disabilities.

Because of its cross-cutting nature that stretches over social, environmental and economic dimensions, the social and solidarity economy relates to a range of important frameworks to which the South African government is committed. This analysis focuses on how the SSE Policy is aligned to these frameworks, and to what degree. The assessment aims to strengthen South Africa's contribution to these national, regional and international goals.



Relevant frameworks

National

- The **National Development Plan (NDP)** mainly focuses on reducing poverty, unemployment and inequality through inclusive and sustainable growth and development.
 - The **New Growth Path (NGP)** was founded on restructuring the South African economy to improve its performance in terms of labour and growth.
 - The **Medium-Term Strategic Framework (MTSF)** tackles the triple challenge of poverty, inequality and unemployment through higher rates of economic growth, job creation and providing better services to the people of South Africa.
 - The **Decent Work Country Programme (DWCP)** is the main vehicle for delivering ILO support to countries. It promotes more and better jobs, broadens social protection coverage and promotes strong and representative employers' and workers' organizations.
-

Regional

- The **African Union's Agenda 2063 (AU 2063)** is a shared framework for inclusive growth and sustainable development for Africa to be realized over the next four decades. It seeks to accelerate the implementation of past and existing continental initiatives for growth and sustainable development.
 - The **Abidjan Declaration (AD)** builds on the human-centred approach to the future of work, making decent work a reality for all and strengthening synergies between the ILO and institutions in Africa.
-

International

- The **2030 Agenda for Sustainable Development (Sustainable Development Goals/SDGs)** is a blueprint for peace and prosperity for all people. The SDGs recognize that initiatives to end poverty and other deprivations must be accompanied by strategies to reduce inequality, boost economic growth and improve education and health.

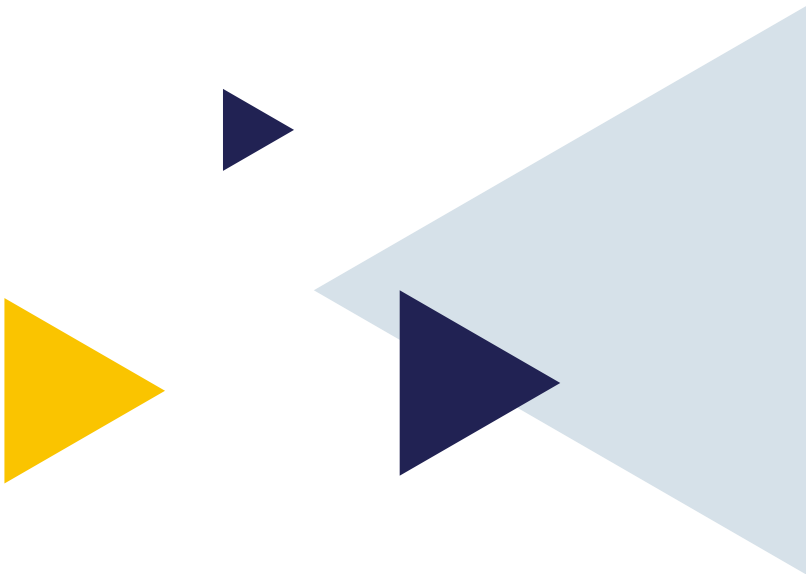
Summary of main findings

The Social and Solidarity Economy Policy draft Green Paper has strong and partial areas of alignment with the frameworks that were evaluated. All the frameworks, including South Africa's SSE Policy, have shared principles and values, and address similar target populations. There is also strong alignment around drivers of economic transformation and growth.

Alignment between the frameworks is further reinforced by the shared appreciation for innovation, partnerships and human capital in achieving the objectives. Similarly, there is a shared recognition of the important role non-governmental stakeholders can play in achieving the goals of reduced poverty and inequality.

In areas the SSE Policy does not specifically deal with, such as education, health, social protection and cohesion as well as safe communities, sectors are likely to be reinforced because a more favourable environment will be created in which they can operate. This demonstrates partial alignment.

Overall, the SSE Policy is well-positioned to provide a rational approach towards developing the social and solidarity economy sector. This consists of economic activities that build solidarity, social inclusion and cohesion, while addressing social and environmental needs.



Background of the Social and Solidarity Economy Policy

The purpose of the Social and Solidarity Economy Policy draft Green Paper is to provide a coherent approach towards developing this sector. The aim is to stimulate economic activities that build solidarity, social inclusion and cohesion, while addressing social and environmental needs. The SSE includes non-profit organizations (among them non-profit trusts, non-profit companies and other associations of people), stokvels, social enterprises and cooperatives such as cooperative finance institutions.

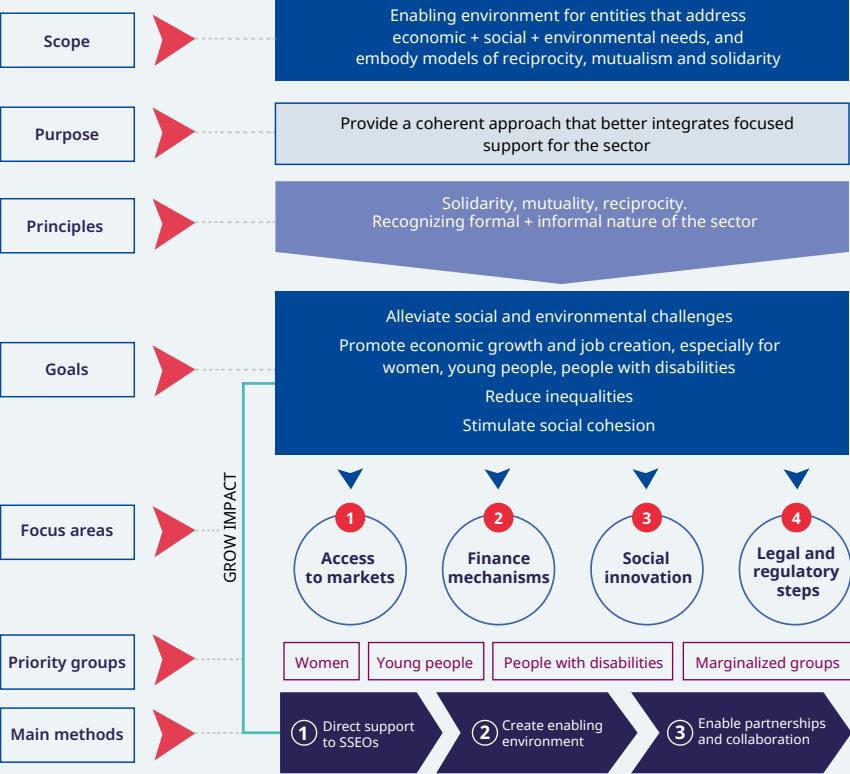
The SSE sector has been active in South Africa for decades. As such, the SSE Policy aims to support the growth and sustainability of the existing SSE as a driver of sustainable solutions to social and environmental challenges in South Africa, while not overregulating it. This can be achieved by creating a more enabling environment for social and solidarity economy organizations (SSEOs) and through supporting them directly.

The social and solidarity economy is recognized as playing an innovative role in meeting some of society's social and environmental challenges, while also producing financial value. This enables long-term, sustainable impact.

The SSE is rooted in the values of solidarity, social cohesion and inclusion. One of the key principles underpinning the sector is collaboration, with impact being achieved through partnerships between civil society, the private sphere and government. Figure 1 illustrates key aspects of the SSE Policy.



► **Figure 1: The Social and Solidarity Economy Policy at a glance**

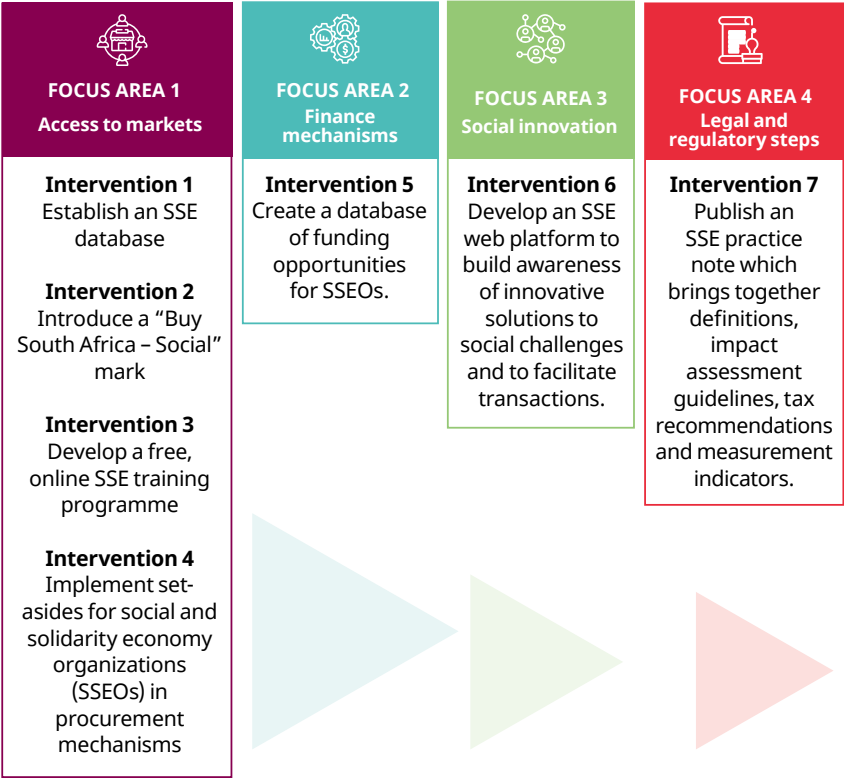


►► "The purpose of the Social and Solidarity Economy Policy draft Green Paper is to provide a coherent approach towards developing this sector."



The SSE Policy draft Green Paper makes seven policy intervention recommendations which are grouped into four main pillars. These are illustrated in Figure 2.

► **Figure 2:** Social and Solidarity Economy Policy intervention recommendations



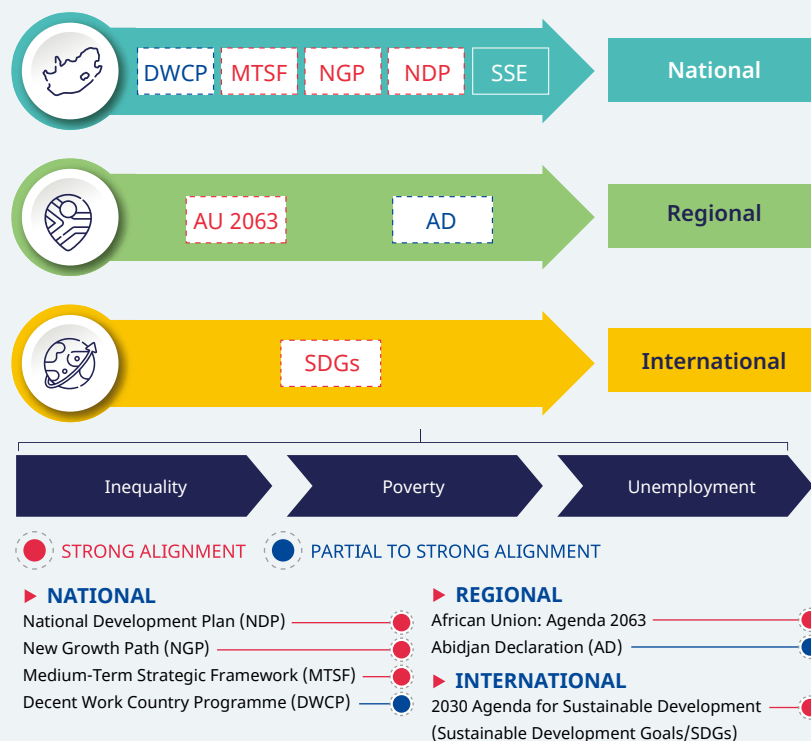
Methodology and qualitative analysis

The predominant guiding frameworks that set and guide the policy agenda are the 2030 Agenda for Sustainable Development (Sustainable Development Goals/SDGs), the African Union's Agenda 2063 (AU 2063) and the Medium-Term Sustainability Framework (MTSF). These determine high-level goals and priority areas, with commitments to peace, prosperity and partnerships.

Reflecting the principles of the guiding frameworks are the rest of the frameworks, which map out commitments to realize these ambitions. In addition to the guiding frameworks, these frameworks all address South Africa's triple challenges of inequality, poverty and unemployment.

How this research visualizes the ways in which the draft Green Paper for the social and solidarity economy interacts with these frameworks is depicted in Figure 3.

► **Figure 3: SSE Policy's positioning regarding developmental frameworks and focus areas**



The qualitative analysis was done in three stages. For rigour, the research team conducted their assessments independently, and then compared results from which conclusions were drawn.






Stage 1 – PESTELE analysis

Stage 1 involved a PESTELE analysis to identify high-level themes and commonalities. The macroeconomic categories – political, economic, sociological, technological, legal, environmental and ethical – offered a relevant and common framework through which policy goals and priorities could be compared. This was important because the context of each policy under evaluation differed: global, regional or national orientation, date of adoption, focus areas and objectives.

In this thematic analysis, the emerging themes per framework around background, goals, priorities, stakeholders, target audiences and so forth were sorted into the PESTELE categories. As demonstrated in Table 1, the SSE Policy addresses the categories mentioned above, with particular attention paid to economic, environmental and social categories.

► **Table 1.** PESTELE analysis – SSE policy

CATEGORY	THEMES
 POLITICAL	Partnerships are a key principle in the social and solidarity economy. The SSE Policy views the following as partners: provincial, national and international government departments and structures, social and solidarity entities, NPOs, community-based organizations, stokvels, cooperatives and organized labour.
 ECONOMIC	<p>The SSE Policy aims to develop a South African economy that is characterized by meaningful economic transformation, broadened economic participation, inclusive growth, decent employment and equity across micro, small, medium and large enterprises, and in formal as well as informal sectors.</p> <p>It strives to improve alignment between economic policies, plans of the state and its agencies as well as government's political and economic objectives and mandate. It also wants to ensure inclusive access to finance.</p>

CATEGORY	THEMES
 SOCIAL	<p>The social and solidarity economy embodies the principles of solidarity, social cohesion and inclusive growth and shared development. The sector supports and integrates marginalized members of society, particularly women, young people, long-term unemployed people and people with disabilities.</p> <p>The SSE Policy describes new responses to unmet social and environmental needs and reframes current responses. Innovation that drives many SSEOs plays a significant role in helping the state deliver more efficient and cost-effective interventions, given their flexibility, innovative thinking and entrepreneurial approach.</p>
 TECHNOLOGICAL	<p>The SSE Policy is open to using technology and applying online technology in interventions.</p>
 ENVIRONMENTAL	<p>The SSE Policy focuses on both focuses on social as well as environmental goals.</p>
 LEGAL	<p>The SSE Policy contains legislative and regulatory steps that directly and indirectly impact the sector.</p>
 ETHICAL	<p>Ethical factors are not directly addressed in the SSE Policy, but the values and principles of the SSE with its reciprocity, mutualism and solidarity approach frame ethical decision-making for the common good.</p>

Stage 2 – SWOT analysis

The SSE Policy was compared against each of the other seven frameworks through a SWOT analysis. Each framework’s merging themes – goals, priorities, interventions, principles, values and target audiences – that were identified in Stage 1 were then evaluated from the standpoint of how the draft Green Paper aligns to them.

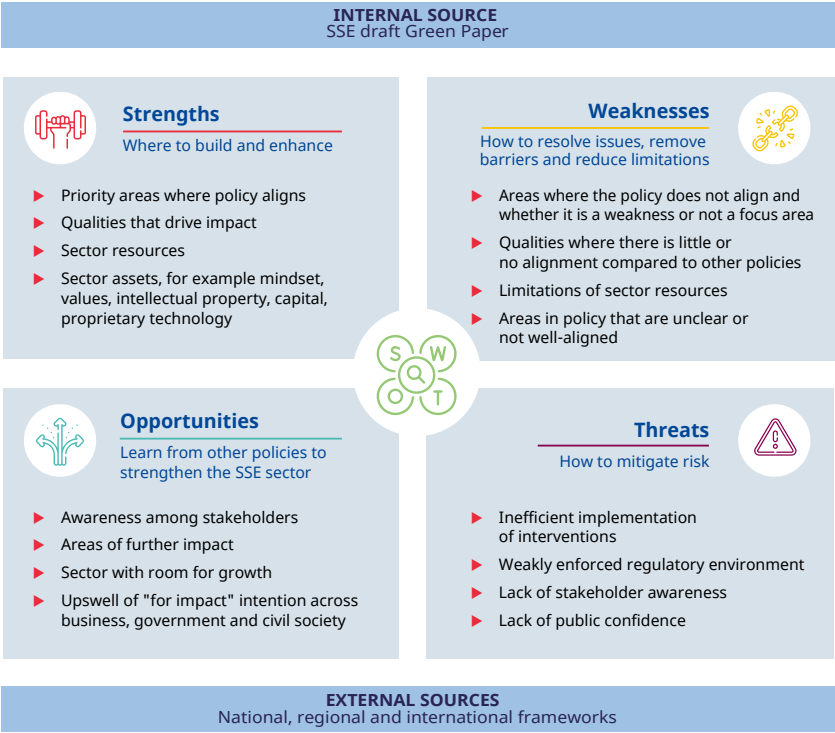
Themes in the SSE draft Green Paper were classified as follows:

- Strength – an area that supported a framework priority
- Opportunity – a strong area that could be further leveraged
- Weakness

areas in which the SSE Policy did not align with other frameworks but should have were classified as weaknesses or threats
- Threat

aspects where the draft Green Paper did not have a clear mandate, for example capacity of the state, were not analysed

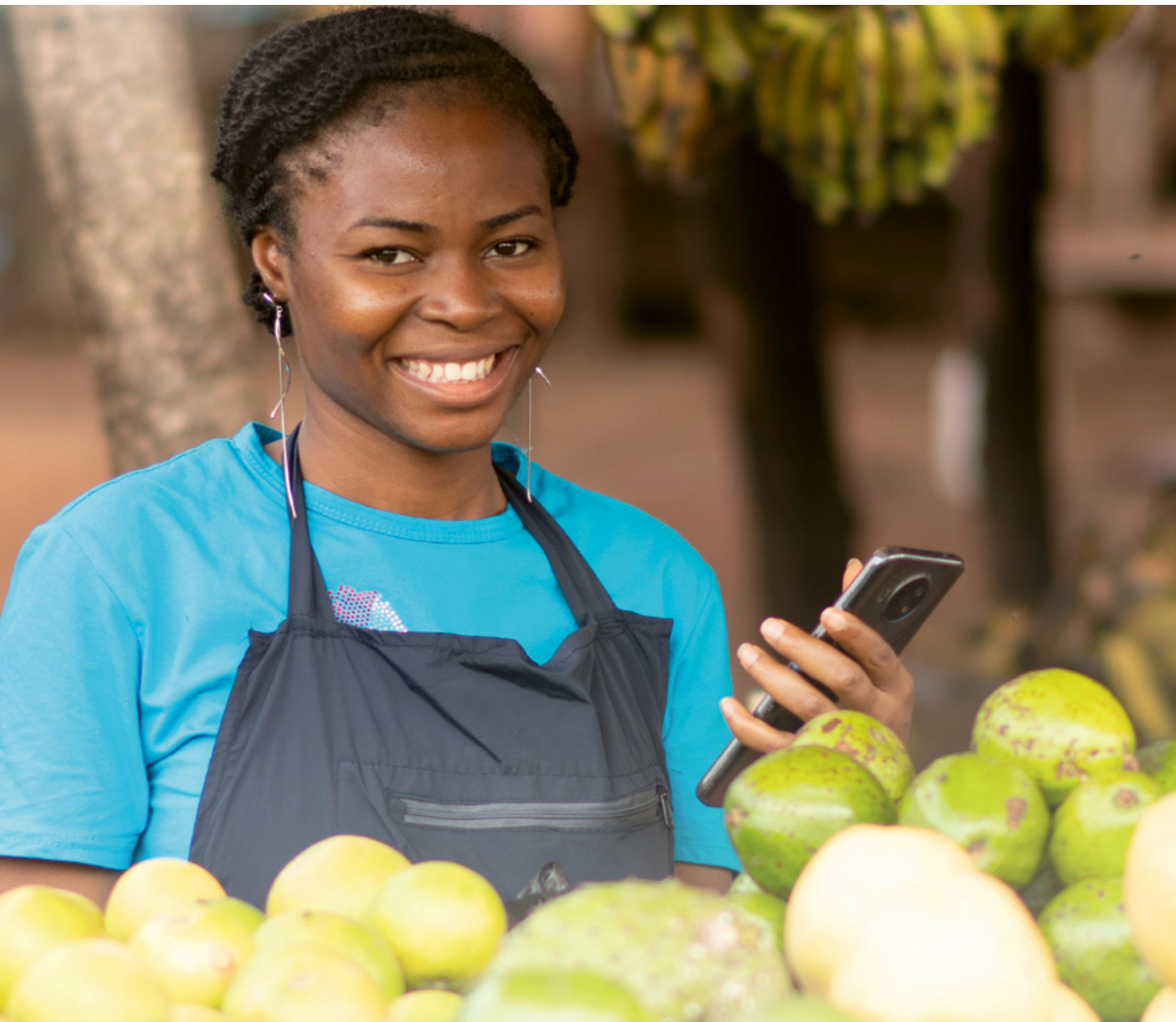
► **Figure 4: SWOT analysis**



Stage 3 – Thematic analysis

The research team compared results and drew conclusions on the policy alignment. Visual maps were created for each policy to demonstrate how key themes in the SSE Policy draft Green Paper aligned to individual frameworks' goals and priorities, around which the narrative of key findings was written.

Alignment was assessed and coded in four categories: strong alignment, partial alignment, weak alignment and non-focus areas. Themes coded as strongly aligned (green) match the frameworks in terms of goals, principles and approach, with clearly articulated actions to realize these. If a theme of the SSE Policy shows some alignment and contributes partially to a goal, it is coded as partially aligned (yellow). If a theme falls in an area that can be strengthened, it is coded as weak (red). If a theme is not a priority to be actioned via the SSE Policy, it is coded as a non-focus area (blue).



Results: Alignment with frameworks

National frameworks

National Development Plan (NDP)

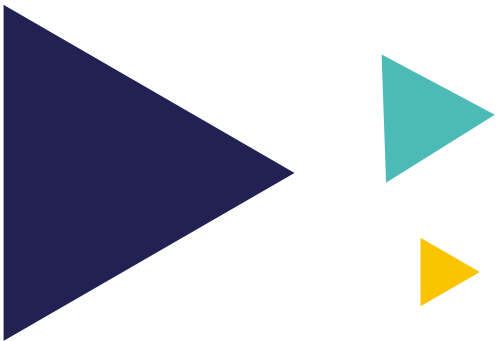
To accelerate the progress already achieved and build a more equal and inclusive society with reduced levels of poverty, the National Planning Commission (NPC) was appointed in 2010 as an advisory committee to draft a new vision for the country – the National Development Plan (NDP).

Cabinet adopted the NDP in 2012 as a vision for the country – Vision 2030. It contains three core observations:

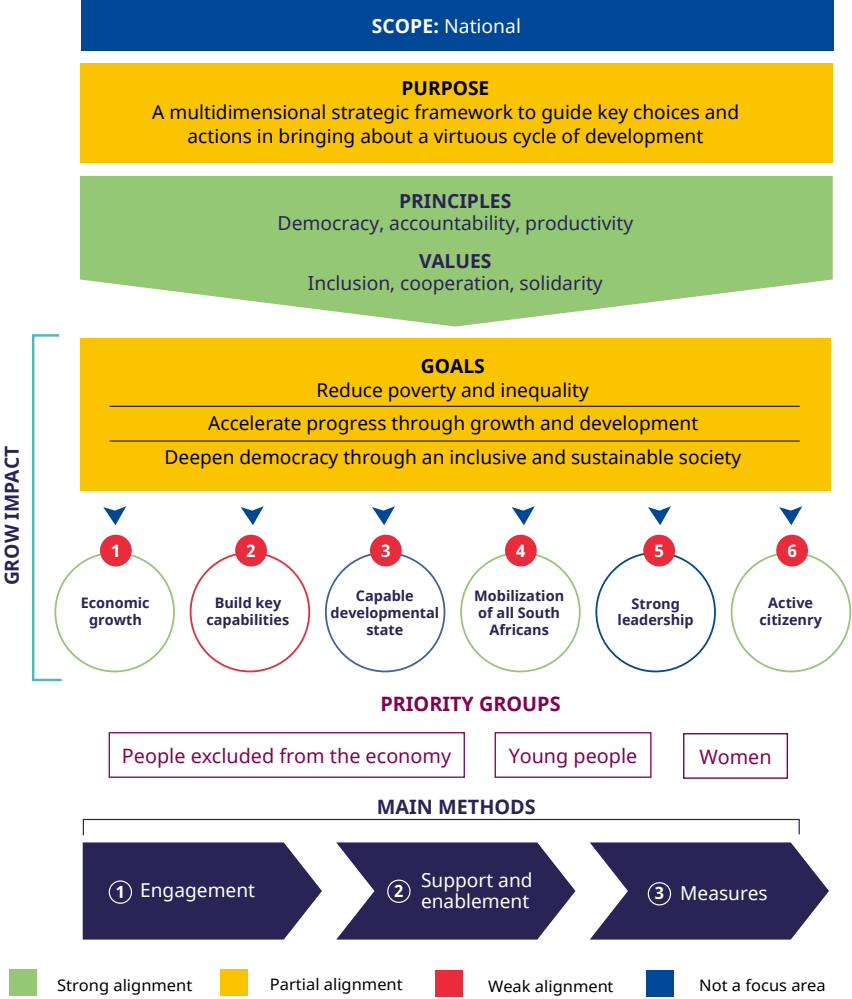
- South African society remains highly unequal, with too many people living in poverty and too few employed.
- Most black learners' quality of education is poor.
- A large proportion of young people feel that the odds are stacked against them.

The guiding principle, as captured in the NDP, is that “no political democracy can survive and flourish if the mass of our people remain in poverty, without land, without tangible prospects for a better life. Attacking poverty and deprivation must be the first priority of a democratic government” (NDP, p 13). The NDP posits that to raise living standards to the minimum required level will involve various mechanisms, such as increasing employment, incomes and productivity, as well as through social protection and quality public services.

The principles that drive the NDP include democracy, accountability and productivity. These are underpinned by the values of inclusion, cooperation, transparency and solidarity.



► **Figure 5: National Development Plan alignment**



Underlying goals

The NDP outlines an integrated framework with the following underlying goals to be achieved by 2030:



A coherent, holistic approach to the implementation of this long-term plan was designed around six interlinking priorities:

1. Bringing about faster economic growth, higher investment and greater labour absorption.
2. Focusing on key capacities of people and the state.
3. Building a capable and developmental state.
4. Uniting all South Africans around a common programme to achieve prosperity and equity.
5. Encouraging strong leadership throughout society to work together to solve problems.
6. Promoting active citizenry to strengthen development, democracy and accountability.

► "The [National Development] Plan draws extensively on capabilities emerging from development literature that include, among others, an open society, transparency, disclosure and a culture of accountability. A developmental state builds the capabilities of people to improve their own lives, while intervening to correct historical inequalities. Citizens have the right to hold leaders accountable for their actions. They also have responsibilities to other citizens, including mutual respect, tolerance and abiding by the laws of the land."

National Development Plan, p 17

Alignment of the SSE Policy with the NDP

Table 1 summarizes the results, which show **strong alignment in values and principles**, and **partial alignment in building key capacities** through training. Areas where alignment is regarded as weak are out of scope for the SSE Policy, for example the capacity of the state and poor leadership.

The SSE Policy has strong alignment with the NDP in terms of their shared principles of unity, inclusion and support for community partnerships, as well as in addressing target populations of people who are often excluded from the economy.

There is also strong alignment with the NDP's drivers of economic growth and the mobilization of all South Africans. Both frameworks are committed to transformative economic solutions in growth areas where SSEOs are well-positioned to participate and contribute to growing basic infrastructure, public sector support and new economies.

Community-driven solutions and promoting an active citizenry to drive development overlap with SSEOs’ approach of working across civic, public and private sectors. An overarching goal of the SSE Policy is that communities should deliver social and environmental goods and services, with active citizenship, social cohesion and social capital. This shows strong alignment with the NDP.

Areas that are partially aligned include capacity building, which is addressed indirectly in the SSE Policy and through a recommendation for a sector-specific training programme.

Alignment is weak in terms of the NDP’s focus on strengthening leadership, while the SSE Policy’s focus is directed at community mobilization. The SSE Policy also has no focus on a capable developmental state, as this falls outside its area of activity and is coded as a non-focus area.

► **Table 2.** SSE Policy’s alignment with the National Development Plan

Strong alignment				Partial alignment				Weak alignment				Not a focus area			
KEY POINTS				ALIGNMENT				INDICATORS							
VALUES AND PRINCIPLES								Both hold solidarity, inclusion and reciprocity as important values to build an accountable, productive, democratic culture through which the NDP can achieve its targets. Both focus on strengthening community partnerships that create innovative solutions for social and environmental challenges.							
AUDIENCE/ TARGET								Both target people who are often excluded from the formal economy, such as rural populations, young people and women.							
PRIORITY 1: Economic growth								An ethos of driving economic growth and transformation is aligned. Transformative SSEO solutions contribute towards growth areas the NDP prioritized, such as basic infrastructure, public sector support and service. The NDP profiles cooperatives as linked to the growth of new economies, namely rural, green and technology. They can also play a strong role in driving food security through capacitating small-scale agriculture.							

KEY POINTS	ALIGNMENT	INDICATORS
PRIORITY 2: Building key capacities		While the SSE Policy recommends online training for the sector, it does not specifically speak to capacity building as a driver of economic growth.
PRIORITY 3: Capable developmental state		The SSE Policy focuses on supporting community-owned solutions for socio-economic challenges. There is no focus on strengthening state developmental capacities, nor was there intended to be.
PRIORITY 4: Mobilization of all South Africans		SSEOs across civil, public and private sectors integrate people who are excluded from the formal economy into community-driven solutions. This is a strong mobilizing force that aligns with the NDP.
PRIORITY 5: Strong leadership		The SSE Policy does not focus on leadership, but on community mobilization. This is not considered an area that should be further aligned.
PRIORITY 6: Active citizenry		An active citizenry is embodied in the social and solidarity economy, which as a sector supports people to act in response to community needs that are not met by the market or state.
OVERALL ASSESSMENT		Overall, there is strong alignment between the two frameworks, both directly and in terms of related goals in core areas.

New Growth Path (NGP)

The New Growth Path (NGP) reflects government's commitment to prioritizing job creation in all economic sectors. It identifies strategies that aim to enable South Africa to grow more equitably and inclusively, in line with the country's developmental agenda.

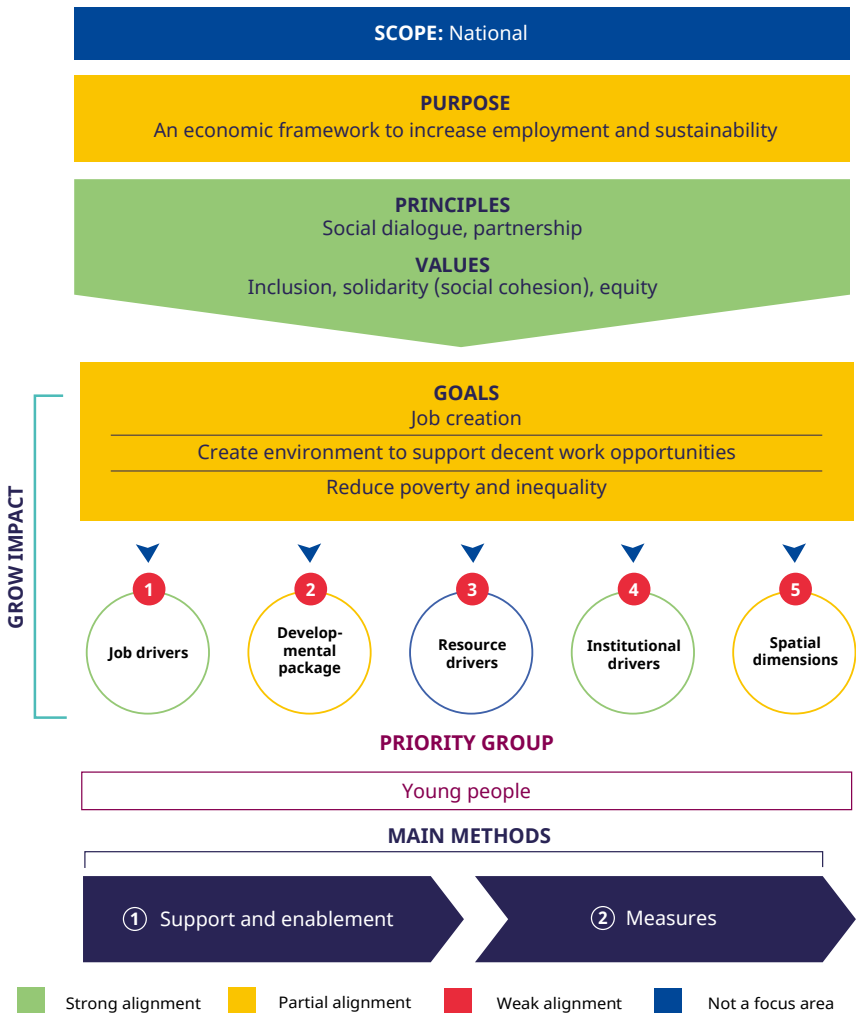
The NGP was adopted in 2010 and has six priority areas linked to job creation: infrastructure development, agriculture, mining, manufacturing, the green economy and tourism, and it includes a focus on the social economy.

▀▀ "Achieving the New Growth Path requires that we address key trade-offs. Amongst other decisions, government must prioritise its own efforts and resources more rigorously to support employment creation and equity; business must take on the challenge of investing in new areas; and business and labour together must work with government to address inefficiencies and constraints across the economy and partner to create new decent work opportunities."

The New Growth Path, p 13



▶ **Figure 6:** New Growth Path alignment



Underlying goals

The New Growth Path has three key goals:



The NGP identifies a broad set of coordinated actions that outline macroeconomic strategies, microeconomic measures and stakeholder commitments to drive employment and economic growth:

- ▶ job drivers
- ▶ a development policy package for growth, decent work and equity
- ▶ resource drivers
- ▶ institutional drivers
- ▶ implications for provinces and localities, the spatial dimension of the growth path

Alignment of the SSE Policy with the NGP

The SSE Policy and the NGP are well-aligned, particularly in their shared values of equity, inclusion, cohesion and sustainability. Both frameworks regard partnerships as a fundamental principle for achieving their objectives. Strong alignment is evident across two core dimensions: job drivers and institutional drivers.

The NGP is an economic framework that aims to increase employment opportunities through decent work and is strongly aligned with the SSE Policy in the shared focus on job creation, investment in social capital, the green economy, cooperatives, small and micro-enterprises. In terms of institutional drivers, the significance of state, market and civil society relationships intersect both frameworks, drawing attention to the importance of social mobilization and dialogue.

There is partial alignment around target populations, with clear support for people who have been marginalized and excluded from the economy and society, specifically young people and people in rural areas. There is less direct alignment in terms of industry focus, where the NGP focuses on specific industries while the SSE Policy classifies the social and solidarity economy as a sector that spans all industries.

Partial alignment is evident across two core drivers. Firstly, the NGP's development policy package driver includes macroeconomic and microeconomic measures that overlap in terms of sustainable and equitable decent work opportunities, even though they are more high-level than the recommendations in the SSE Policy. Secondly, in terms of spatial dimensions, the SSE Policy does not have a specific focus on spatial and rural development. It does however acknowledge that spatial inequality exists in South Africa and that specific efforts must be made to reach people in outlying areas. There is weak alignment concerning the NGP's resource drivers, where the SSE Policy does not speak to the efficient use of public resources.

► **Table 3.** SSE Policy’s alignment with the New Growth Path

<div><div></div> Strong alignment</div> <div><div></div> Partial alignment</div> <div><div></div> Weak alignment</div> <div><div></div> Not a focus area</div>			
KEY POINTS	ALIGNMENT	INDICATORS	
VALUES AND PRINCIPLES		The frameworks have a shared focus on the values of equity, inclusion, solidarity and sustainability. Both rely on partnerships as an underlying principle to achieve their aims.	
AUDIENCE/ TARGET		There is a shared focus on people who have been marginalized and excluded from the economy and society, specifically young people and people in rural areas. The NGP focuses on specific industries, while the SSE Policy looks at the social and solidarity economy as a sector that spans all industries.	
DRIVER 1: Job drivers		Both frameworks have a strong focus on job creation and a shared focus on the green economy, cooperatives and small and micro-enterprises. The NGP acknowledges the social and solidarity economy, and the importance of investing in social capital.	
DRIVER 2: Developmental package		Creating sustainable and equitable decent work opportunities is key in both frameworks. The NGP includes macroeconomic and microeconomic measures that are more “big picture” than the recommendations in the SSE Policy. For example, macroeconomic measures necessitate a careful balance of more monetary policy interventions to achieve growth and job targets, while microeconomic measures include controlling inflationary pressures, supporting competitiveness and increasing equity. The success of the macroeconomic measures rests on the microeconomic measures that are put into place.	

KEY POINTS	ALIGNMENT	INDICATORS
DRIVER 3: Resource drivers		The SSE Policy does not cover the efficient use of public resources.
DRIVER 4: Institutional drivers		The NGP recognizes the importance of partnerships between the state, the market and civil society. It specifically takes note of the importance of social mobilization and dialogue, which are key features of the social and solidarity economy.
DRIVER 5: Spatial dimensions		The SSE Policy recognizes the community nature of the social and solidarity economy. It encourages a focus on rural and township economies as well as underserved communities. Both acknowledge South Africa’s inequality, which manifests spatially, and note that specific effort must be made to reach people in outlying areas.
OVERALL ASSESSMENT		Overall, there is strong alignment between the two frameworks, both in terms of fundamental principles and identified areas of coordinated action.

Medium-Term Strategic Framework (MTSF)

The Medium-Term Strategic Framework (MTSF) 2019–2024 is the second of three frameworks that serve as a roadmap to achieving the NDP’s Vision 2030. The MTSF is a five-year implementation plan as well as an integrated monitoring framework (Department of Planning, Monitoring and Evaluation 2019, p 24).

The MTSF is built on three foundational pillars:



A capable developmental state



A strong and inclusive economy



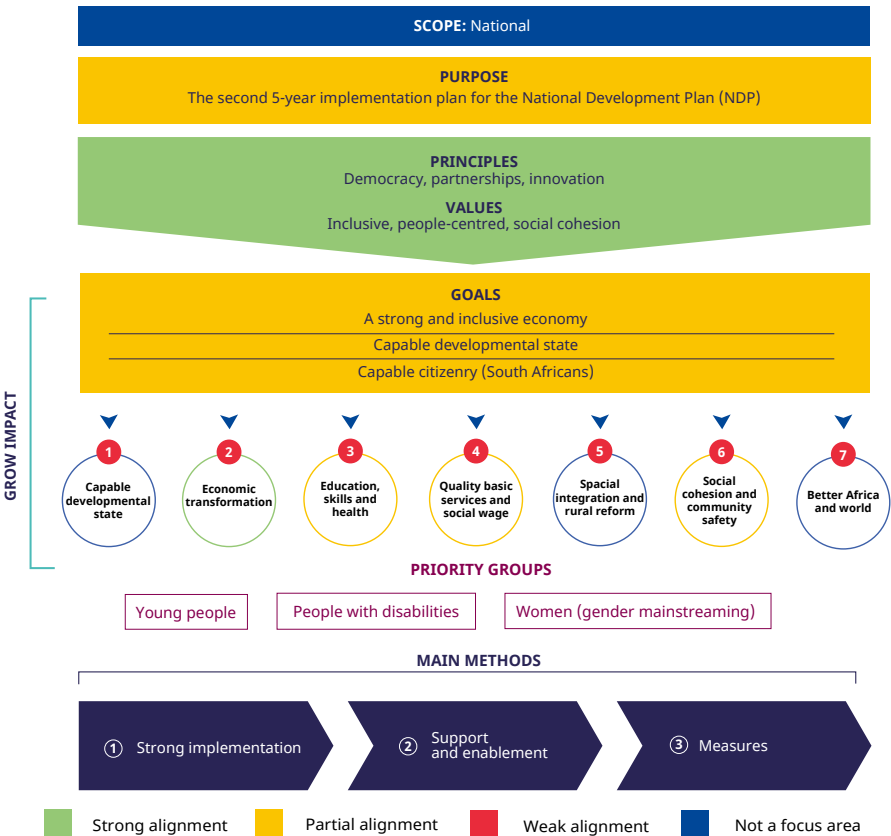
Capable South Africans

The framework is people-centred and cross-cutting priority areas focus on the significant role of women, young people and people with disabilities. It also outlines the vital roles and responsibilities of non-government stakeholders, including the private sector, the labour movement and civil society.

▀▀ "Key attributes of a developmental state include a capable, autonomous bureaucracy; political leadership oriented towards development; a close, often mutually beneficial symbiotic relationship between some state agencies and key industrial capitalists; and successful policy interventions that promote growth."

Medium-Term Strategic Framework 2019–2024, p 22

▶ **Figure 7:** Medium-Term Strategic Framework alignment



Underlying goals

The MTSF's three foundational pillars underpin its seven priority areas.

1. A capable, ethical and developmental state

Includes improved leadership, governance and accountability, improved service delivery, and support for professional and ethical public administration.

2. Economic transformation and job creation

Includes long-term goals of addressing unemployment, inequality and poverty with medium-term goals that aim to accelerate inclusive growth, innovation and competitive and accessible markets and investment.

3. Education, skills and health

Includes investment in all stages of the education and skills system to build South Africans' capabilities and develop their social assets. Also includes improvements to the health sector to strengthen its management, financing and delivery.

4. Consolidating the social wage through reliable and quality basic services

Includes the role of social protection in ensuring a standard of living below which no one falls, with key elements addressing early childhood development, fostering productive inclusion (public employment programmes), nutritional and food security and social welfare interventions to reach and care for vulnerable groups.

5. Spatial integration, human settlements and local government

Includes integrated spatial planning and development, responsible and sustainable use of natural resources, transformation of human settlements into equitable and efficient spaces and incorporation of the rural economy.

6. Social cohesion and safe communities

Includes strengthening criminal justice platforms, police services and promoting social cohesion, an active citizenry and leadership.

7. A better Africa and world

Includes leveraging tourism as a growth driver, encouraging investor confidence and accelerating the pace of inward direct investment.

Alignment of the SSE Policy with the MTSF

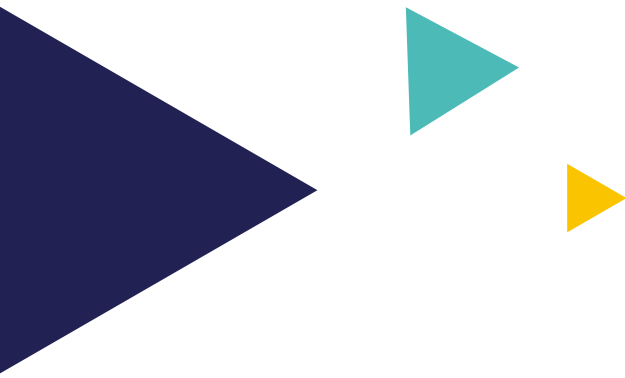
The SSE Policy draft Green Paper is strongly aligned with the MTSF, particularly in terms of their shared foundational principles of inclusivity, people-centredness and social cohesion. Alignment is further reinforced by the shared focus on innovation, partnerships and human capital in achieving the objectives.

There is strong alignment across target populations, as both frameworks value community partnerships, and recognize people who are often excluded from the formal economy (people in rural areas, young people, women and people with disabilities). Similarly, there is a shared recognition of the important role to be played by non-government stakeholders in achieving the overarching goals of reduced poverty and inequality.





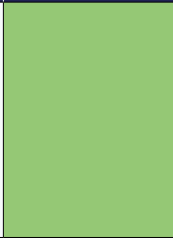
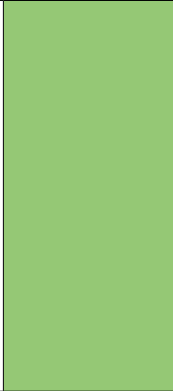
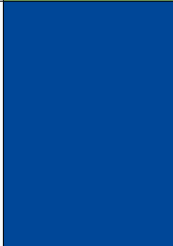
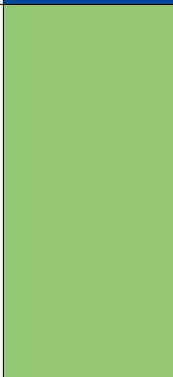
The SSE Policy also has strong alignment with the MTSF's priorities of economic transformation and job creation, which seek more inclusive economic growth. Both frameworks are aligned in their support for competitive and accessible markets for SMMEs, and specifically SSEOs in the draft Green Paper.

The SSE Policy is partially aligned on three of the MTSF's priority areas. Firstly, in terms of the MTSF's priority of education, skills and health, the SSE Policy's sector-neutral approach means that it does not specifically deal with education or health. However, data from the policy consultations shows that these are dominant sectors in the SSE, pointing to strong alignment. Secondly, in terms of consolidating the social wage through the provision of reliable and quality basic services, the SSE Policy does not speak to social protection directly, but there are complementary elements as they both relate to social welfare, improved service provision and less vulnerability. Thirdly, in terms of social cohesion and safe communities, the SSE Policy is strongly aligned, because the solidarity that underpins the SSE implies social cohesion, social capital, trust and networks.

The SSE Policy is not aligned with the MTSF concerning elements that fall outside its scope. It does not address topics related to a capable developmental state, spatial integration, the role of local government, tourism development or crime and increased policing.



► **Table 4.** SSE Policy's alignment with the Medium-Term Strategic Framework

 Strong alignment	 Partial alignment	 Weak alignment	 Not a focus area
KEY POINTS	ALIGNMENT	INDICATORS	
VALUES AND PRINCIPLES		The SSE Policy as well as the MTSF hold inclusivity, people-centredness and social cohesion as foundational values. These are further strengthened through a focus on innovation, partnerships and human capital.	
AUDIENCE/TARGET		Both frameworks target SMMEs broadly and SSEOs specifically in the SSE Policy, focusing on people who are often excluded from the formal economy – young people, women, people in rural areas and people with disabilities. There is a shared recognition of and focus on the role of non-government stakeholders to achieve the overarching goals of reduced poverty and inequality.	
PRIORITY 1: A capable, ethical and developmental state		The SSE Policy supports the social and solidarity economy as a citizen-driven effort to meet social and environmental challenges, sustainably. It does not attempt to strengthen the state.	
PRIORITY 2: Economic transformation and job creation		Both documents seek to create a more inclusive economy through job creation and decent work. There is a shared focus on the importance of innovation in creating inclusive economic growth. Both frameworks highlight the importance of supporting competitive and accessible markets for SMMEs broadly and SSEOs specifically in the SSE Policy.	

KEY POINTS	ALIGNMENT	INDICATORS
PRIORITY 3: Education, skills and health		Education, skills development and healthcare are all sectors that will be strengthened because of supporting and creating a more favourable environment for SSEOs. While the SSE Policy does allow for sector-specific online training, it does not specifically speak to ongoing skills development.
PRIORITY 4: Consolidating the social wage through reliable and quality basic services		The SSE Policy does not address social protection, although its focus is on lessening vulnerability by increasing access to localized goods and services that respond to local needs. As a result, social welfare – including early childhood development, food security and employment programmes – is improved through strengthening the social and solidarity economy.
PRIORITY 5: Spatial integration, human settlements and local government		While recognizing the spatial connection to inequality in South Africa, the SSE Policy does not address spatial integration at an institutional level, nor does it look at the role of local governments.
PRIORITY 6: Social cohesion and safe communities		The concept of social cohesion features strongly in the SSE Policy, where principles of reciprocity and mutualism that underpin social cohesion are emphasized. It does not directly address safe communities – the ethos of the social and solidarity economy is stronger communities, of which safety is an element.

KEY POINTS	ALIGNMENT	INDICATORS
PRIORITY 7: A better Africa and world		The SSE Policy does not focus on tourism or building investor confidence as drivers of a better world.
OVERALL ASSESSMENT		While some areas are not aligned, overall there is strong alignment between the two frameworks, directly in terms of priorities and concerning related goals of work in priority areas.

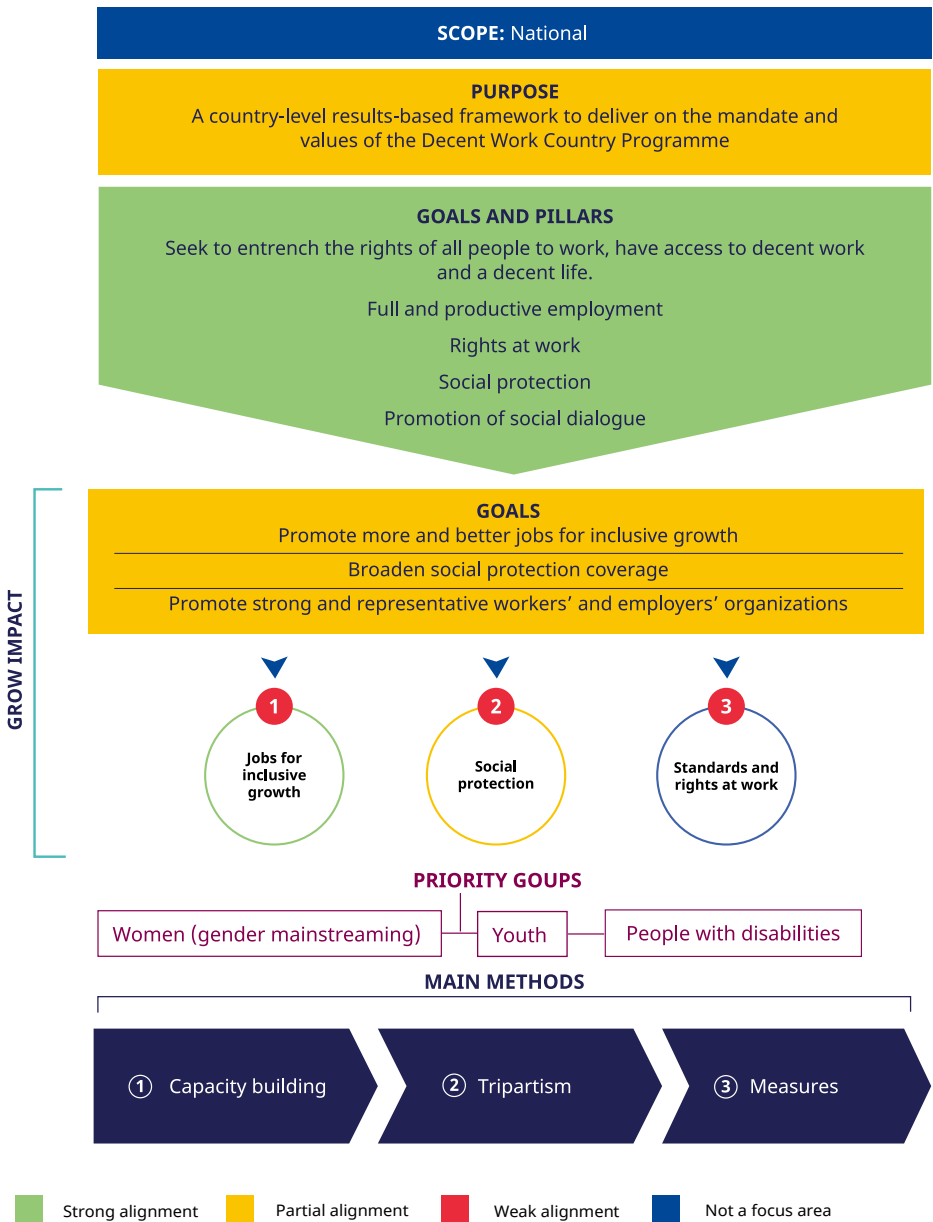
Decent Work Country Programme (DWCP)

Decent Work Country Programmes (DWCPs) are the ILO’s main vehicle of delivering support to countries. DWCPs are aimed at promoting decent work as a major component of national development strategies and providing support and service to tripartite constituents through a results-based framework focused on advancing the Decent Work Agenda. Tripartism and social dialogue are key implementation components (ILO 2020; ILO 2014).

The priorities of the South African DWCP 2018–2023 are aligned to other national frameworks, including the NDP (Vision 2030) and the MTSF 2019–2024, which have the objectives of reducing poverty and inequality. It is also aligned to regional/continental and international frameworks, such as the AU’s Agenda 2063, which pursues inclusive growth and sustainable development, and the 2030 Agenda for Sustainable Development (ILO 2018).



► **Figure 8:** Decent Work Country Programme alignment



Underlying goals

The Decent Work Country Programme 2018–2023 that the ILO adopted in June 2018 drives a social dialogue structure that advances the Decent Work Agenda through tripartism represented by workers, employer organizations and labour, to:



Promote more and better jobs for inclusive growth



Expand social protection coverage and make it more effective



Build strong and representative workers' and employers' organizations

Implementation of the DWCP strategic pillars is inseparable, interrelated and mutually supportive (ILO 2018).

▀ "The South African informal economy is characterized by decent work deficits that include work that is largely unregulated, work often with inadequate and unsafe working conditions, poor or no access to social security benefits that are designed around standard work, precarious employment, low pay, long working hours, little or no inspections to ensure compliance with labour law, an absence of collective bargaining and representation rights and often ambiguous or disguised employment relationships."

Decent Work Country Programme 2018–2023, p 11

Alignment of the SSE Policy with the DWCP

The SSE Policy aligns with the DWCP in relation to the **shared values of inclusion and equity, as achieved through social dialogue**. While both frameworks target women, young people and people with disabilities, the DWCP has a specific focus on steps to realize decent work while the SSE Policy refers to achieving decent work.

There is strong alignment with regards to the DWCP's goal of jobs for inclusive growth. Both frameworks mention the green economy, SMMEs and stokvels. However, the SSE Policy does not focus on labour standards, conditions of work and social protection.

► **Table 5.** SSE Policy’s alignment with the Decent Work Country Programme

<div><div></div> Strong alignment</div> <div><div></div> Partial alignment</div> <div><div></div> Weak alignment</div> <div><div></div> Not a focus area</div>		
KEY POINTS	ALIGNMENT	INDICATORS
VALUES AND PRINCIPLES		The SSE Policy and the DWCP share the foundational values of inclusion and equity. These should be achieved through social dialogue and by promoting accountability.
AUDIENCE/ TARGET		Both policies focus on decent work for all, including women, young people and people with disabilities.
GOAL 1: Jobs for inclusive growth		Both frameworks strongly focus on addressing inequality and reducing poverty through job creation, especially for marginalized people. There is a shared focus on green and social economies.
GOAL 2: Social protection		The SSE Policy does not specifically account for social protection. However, a strengthened and supported social and solidarity economy has the potential to meet social and environmental challenges (through SSEOs with different social and environmental impact objectives), reducing the burden on the social security system. This includes improved access to services such as unemployment benefits, universal healthcare, pensions and social assistance.
GOAL 3: Promote workers’ and employers’ organizations		The SSE Policy does not directly focus on promoting or strengthening workers or employers’ organizations, although the principle of association and organizing underpins the social and solidarity economy.

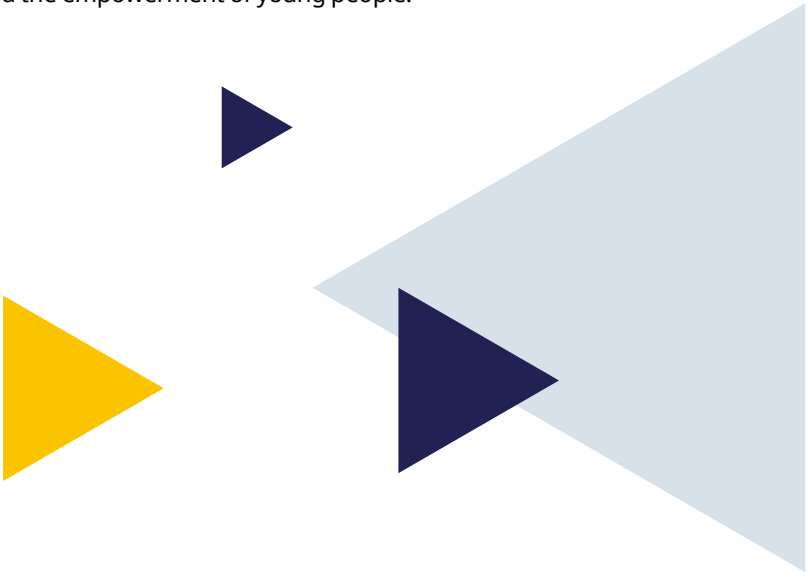
KEY POINTS	ALIGNMENT	INDICATORS
OVERALL ASSESSMENT		The SSE Policy partially aligns with the DWCP. This is because the SSE Policy does not directly focus on social protection and strengthening workers’ and employers’ organizations.

Regional frameworks

African Union: Agenda 2063

The African Union’s Agenda 2063 was adopted in 2015 and embodies a Pan-African vision for equitable and people-centred social, economic and technological transformation. The 50-year development strategy (it was initially agreed upon in 2013) prioritizes inclusive social and economic development, continental and regional integration, democratic governance and peace and security aimed at repositioning Africa to become a dominant player in the global arena (African Union Commission 2020, p 1).

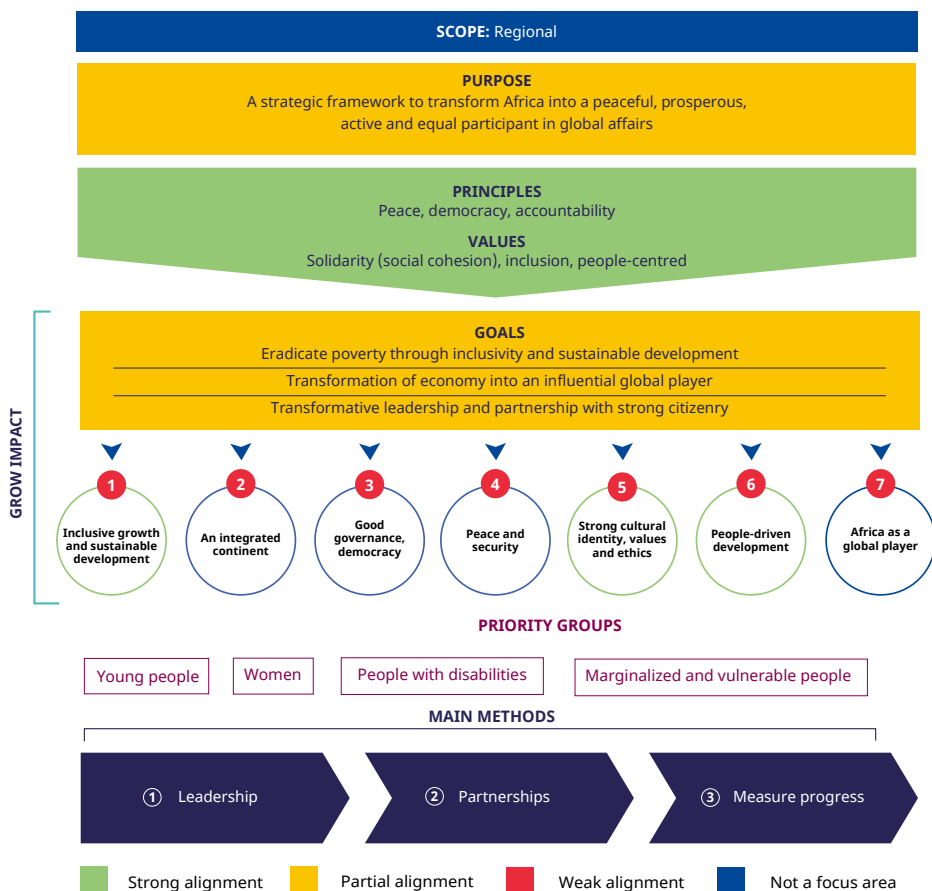
Agenda 2063 builds on past achievements and considers the regional and global context of Africa’s transformation. This common agenda focuses on emerging development and investment opportunities in areas such as agribusiness, infrastructure development, health and education as well as the value addition in African commodities (African Union Commission 2015, pp 3–4). The vision focuses on people-centred development, gender equality and the empowerment of young people.



► "We, the people of Africa and her Diaspora, united in diversity, young and old, men and women, girls and boys from all walks of life, deeply conscious of history, express our deep appreciation to all generations of Pan-Africanists. In particular, to the founders of the Organisation of African Unity for having bequeathed us an Africa with exemplary successes in the fight against slavery, colonialism and apartheid. Agenda 2063, rooted in Pan Africanism and African Renaissance, provides a robust framework for addressing past injustices and the realisation of the 21st Century as the African Century."

Agenda 2063 (The Africa We Want), p 1

► **Figure 9: Agenda 2063 alignment**



Underlying goals

This collective vision for Africa's future identifies seven aspirations to be achieved by Agenda 2063 (African Union Commission 2015, pp 6–7):

1. A prosperous Africa based on inclusive growth and sustainable development.
2. An integrated and politically united continent, based on the ideals of Pan-Africanism and the vision of Africa's Renaissance.
3. An Africa of good governance, democracy, respect for human rights, justice and the rule of law.
4. A peaceful and secure Africa.
5. An Africa with a strong cultural identity, common heritage, values and ethics.
6. An Africa whose development is people-driven, relying on the potential of African people, especially its women and young people, and caring for children.
7. Africa as a strong, united, resilient and influential global player and partner.



Determination, leadership, participation, self-reliance and the solidarity of Africa's people are identified as essential preconditions for success. The following are recognized as critical enablers of regional transformation (African Union Commission 2015, p 18):

- Prioritize people-centred ownership and mobilization and include African people and the diaspora in social dialogue.
- Grow African resources to finance its development and accelerate transformation, integration and industrialization.
- Develop accountable leadership and responsive institutions through democratic transparent planning, implementation, and monitoring and evaluation mechanisms at all levels.
- Build capable and democratic developmental states and institutions: revitalize planning capacities and rebuild career, professional and public services.
- Foster Pan-African values of self-reliance, solidarity, hard work and collective prosperity: build on best practices and experience to forge an African model of development and transformation.
- Encourage a Pan-African perspective through solidarity, integration and implementation of programmes and pooled sovereignty on continental and global challenges.
- Own the African narrative and brand to ensure that it reflects continental realities, aspirations and priorities and Africa's position in the world.
- Take an African approach to development and transformation, learning from other regions' diverse, unique and shared experiences and best practices.

Alignment of the SSE Policy with Agenda 2063






The SSE Policy is strongly aligned with Agenda 2063, particularly in terms of their common principles of inclusivity, people-centredness and solidarity. Both frameworks focus on marginalized communities, including young people, women, people with disabilities and other vulnerable groups.

Agenda 2063's goals of inclusive growth and sustainable development are also strongly aligned with the SSE Policy. Both frameworks support the green economy and value inclusivity and sustainability in meeting social challenges. The social and solidarity economy is inherently rooted in the values of solidarity, inclusion, connectedness and people-centredness, and as such the SSE Policy is well-aligned with Agenda 2063's goals of a strong cultural identity, values, ethics and people-driven development.

This approach to development is encompassed by the social and solidarity economy as people-driven initiatives to address social and environmental challenges.

There are areas of non-alignment between the two frameworks, and these generally fall outside the scope of the SSE Policy. The draft Green Paper does not deal with cross-border relations and does not attempt to address state capability, systems of governance or democracy. The social and solidarity economy is not focused on peacekeeping or security and does not deal with Africa as a global player.

► **Table 6.** SSE Policy's alignment with the African Union's Agenda 2063

KEY POINTS	ALIGNMENT	INDICATORS
VALUES AND PRINCIPLES	 Strong alignment	The SSE Policy and Agenda 2063 share the foundational values of inclusivity, people-centredness and solidarity. Agenda 2063 has a particular focus on the principles of democracy, peace and accountability. These are more specific than the SSE Policy's drivers of innovation, humanity and partnership.
AUDIENCE/ TARGET	 Strong alignment	There is a shared focus on marginalized people, including young people, women, people with disabilities and other vulnerable groups.
ASPIRATION 1: Inclusive growth and sustainable development	 Strong alignment	Both frameworks support the green economy. Inclusivity and sustainability in meeting social challenges is a strong motivation behind the SSE Policy.
ASPIRATION 2: An integrated continent	 Not a focus area	The SSE Policy does not address cross-border relations.
ASPIRATION 3: Good governance and democracy	 Not a focus area	The SSE Policy supports the social and solidarity economy as a citizen-driven effort to meet social and environmental challenges, and to do so sustainably. It does not attempt to strengthen the state, systems of governance or democracy.

KEY POINTS	ALIGNMENT	INDICATORS
ASPIRATION 4: Peace and security		Peacekeeping and security are not addressed in the SSE Policy.
ASPIRATION 5: Strong cultural identity, values and ethics		A defining feature of the social and solidarity economy is that it is rooted in the values of solidarity, inclusion, connectedness and people-centredness. Bringing guiding values to the forefront of economic development is aligned with this way of working.
ASPIRATION 6: People-driven development		People-centredness, mutuality, reciprocity and solidarity are central to the SSE Policy. This approach to development is core to the social and solidarity economy and it reflects a people-driven focus on social and environmental challenges.
ASPIRATION 7: Africa as a global player		The SSE Policy does not focus on Africa's role in relation to the rest of the world, although the policy itself places South Africa on par with many other states.
OVERALL ASSESSMENT		Overall, there is strong alignment between the two frameworks in terms of foundational values and core goals. Areas where non-alignment is evident fall outside the scope of the SSE Policy.

Abidjan Declaration (AD)

The 14th African regional meeting took place in Abidjan, Côte d'Ivoire, in December 2019. This was also the ILO's centenary year and the 60th year of its presence in Africa. The aim of this meeting was to establish a regional framework to catalyse Africa's capacity for decent work and sustainable growth and to determine a future of work with social justice (Abidjan Declaration 2020, Appendix III p 1).

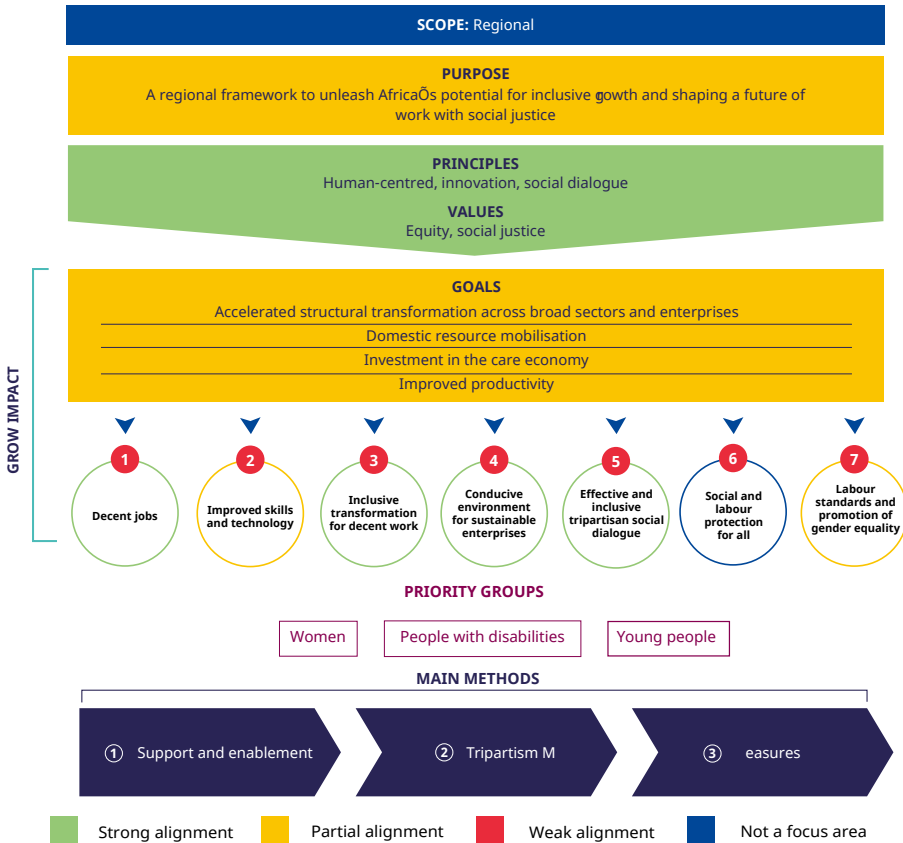
The Abidjan Declaration acknowledges Africa's achievements around economic development and highlights its promise in terms of growth potential, while recognizing the serious challenges of rising inequalities and unemployment. Priority target groups include young people (15 – 34 years), workers in the informal economy and migrant workers, as well as people in vulnerable situations. It was also recognized that climate change is a threat to sustainable development.

► "Through the Abidjan Declaration, the constituents on the African Continent committed themselves to 'making decent work a reality for Africa's youth, developing skills, technological pathways and productivity for a brighter future in Africa, transforming Africa's informal and rural economy for decent work, and respecting international labour standards, promoting social dialogue and ensuring gender equality'. Consequently, primary responsibility for the achievement of the priorities identified in the declaration lies with the constituents: the African governments, employers' organizations and trade unions."

Abidjan Declaration Implementation Plan, p 72



► **Figure 10.** SSE Policy's alignment with the African Union's Agenda 2063



Underlying goals

The Abidjan Declaration commits to a human-centred approach to the future of work and undertakes to contribute to delivering the priorities of the 2019 ILO Centenary Declaration for the Future of Work. This is positioned in the context of existing global and continental frameworks, including the 2030 Agenda for Sustainable Development (and the Sustainable Development Goals) and Agenda 2063.

In shaping an African Decent Work Agenda, the priorities are summarized as follows (Abidjan Declaration 2020, p 2):

- Making decent work a reality for Africa's young people, developing skills and productivity to transform the continent's informal and rural economy.
- Strengthening the capacities of all people to benefit from the opportunities of a changing world of work.

- ▶ Strengthening workplaces' efficiency to ensure adequate protection of all workers.
- ▶ Promoting inclusive and sustainable economic development and growth, full and productive freely chosen employment and decent work for all.
- ▶ Strengthening synergies between the ILO and institutions in Africa – the African Union Commission, regional economic communities and the three labour administration training centres.

Seven interrelated and mutually reinforcing work areas are identified to implement the framework (Abidjan Declaration 2020, Appendix III pp 67–79):

1. Create decent jobs for Africans, with a specific focus on employment for young people.
2. Improve skills and technology through establishing inclusive skills ecosystems.
3. Transform the informal and rural economy by furthering a move to the formal economy to achieve decent work for all.
4. Create a conducive environment for sustainable economic activity by strengthening and expanding enterprise promotion and support agencies and targeting traditional SMEs and micro-enterprises in the informal economy.
5. Forge effective and inclusive tripartism and social dialogue by encouraging and supporting trade unions and employers' organizations to assist in integrating informal enterprises into the formal economy.
6. Provide social and labour protection for all by developing national social protection strategies, by implementing gender- and HIV-sensitive schemes, and by building and improving the relevant financial and administrative governance.
7. Implement effective and up-to-date labour standards to create a human-centred development cycle that enhances productivity, raises living standards and supports a transformative agenda for gender equality and child labour.

Alignment of the SSE Policy with the AD

The SSE Policy is well-aligned with the Abidjan Declaration in that both embody the values of inclusivity, sustainability and equity, complemented by their shared focus on human-centredness and innovation. Both frameworks focus on creating inclusive growth with specific attention paid to women, the young people and people in the informal economy.

The Abidjan Declaration's work area on decent jobs for people who are often marginalized from the economy is strongly aligned with the SSE Policy. There is also strong alignment with the Abidjan Declaration's commitment to inclusive transformation for decent work and to create conducive environments for sustainable enterprise.

The SSE Policy's objectives of sustainable and inclusive growth are directly aligned with the Abidjan Declaration's commitment to decent work and strengthening the capacities of all people to benefit from the opportunities of a changing world of work.

The private sector is identified as a principal source of economic growth and job creation through promoting an enabling environment for entrepreneurship and sustainable enterprises. The Abidjan Declaration identifies SMMEs as well as cooperatives and the social and solidarity economy as vital avenues for generating and achieving decent work, productive employment and improved living standards for all.

The SSE Policy further contributes to the Abidjan Declaration's commitment to creating a conducive environment for sustainable enterprises through its focus on doing this specifically for SSEOs. The aim is to achieve this by creating better access to markets and by helping SSEOs navigate the legal, tax and impact measurement landscape through publishing a practice note.

Both frameworks demonstrate a commitment to social dialogue as a means to foster solidarity and achieve the goals of inclusive growth and job creation.

►► "The Abidjan Declaration identifies SMMEs as well as cooperatives and the social and solidarity economy as vital avenues for generating and achieving decent work, productive employment and improved living standards for all."



► **Table 7.** SSE Policy's alignment with the Abidjan Declaration

■ Strong alignment
 ■ Partial alignment
 ■ Weak alignment
 ■ Not a focus area

KEY POINTS	ALIGNMENT	INDICATORS
VALUES AND PRINCIPLES		The SSE Policy and the Abidjan Declaration share the driving values of inclusivity, sustainability and equity. The underlying principles are human-centredness, social justice and innovation.
AUDIENCE/TARGET		Both frameworks focus on creating inclusive growth in the region by targeting women, young people and the informal economy, and by promoting productivity.
WORK AREA 1: Decent jobs		There is a strong focus on decent work creation for people who are often marginalized from the economy, especially young people.
WORK AREA 2: Improved skills and technology		The SSE Policy does not specifically address skills development and increased access to technology, although it is implied in its support for SSEOs. It does allow for a freely accessible online training programme for SSE practitioners.
WORK AREA 3: Inclusive transformation for decent work in informal and rural economy		The SSE Policy commits to creating an enabling, inclusive environment for sustainable enterprises as a vehicle to achieve social, environmental and economic impact. There is strong alignment with the objective of structural transformation to enable an inclusive ecosystem for sustainable enterprises. The frameworks share a regional and national focus on creating decent work and economic participation, specifically mentioning the role of SMMEs and SSEOs, cooperatives and the broader social and solidarity economy.

KEY POINTS	ALIGNMENT	INDICATORS
WORK AREA 4: Conducive environment for sustainable enterprises		The social and solidarity economy is founded on the intersection between economic activity and meeting social needs, while fostering solidarity. Social dialogue is of key importance, and the entire SSE Policy shows commitment from government to participate in this conversation and support the social and solidarity economy. In particular, the SSE Policy provides for the establishment of an SSE Community of Practice that will facilitate social dialogue in the sector itself as well as with government, employers and labour.
WORK AREA 5: Effective and inclusive tripartisan social dialogue		The social and solidarity economy is founded on the intersection between economic activity and meeting social needs, while fostering solidarity. Social dialogue is of key importance, and the entire SSE Policy shows commitment from government to participate in this conversation and support the social and solidarity economy. In particular, the SSE Policy provides for the establishment of an SSE Community of Practice that will facilitate social dialogue in the sector itself as well as with government, employers and labour.
WORK AREA 6: Social and labour protection for all		The SSE Policy does not address labour protection.
WORK AREA 7: Labour standards and promotion of gender equality		There is a focus on women as people who are often marginalized from the economy, but the SSE Policy does not specifically address labour standards.

KEY POINTS	ALIGNMENT	INDICATORS
OVERALL ASSESSMENT		The SSE Policy partially aligns with the Abidjan Declaration. There is strong alignment in terms of sustainable enterprise and its micro-enterprise nature, meaning that it bridges entities with formal and informal characteristics. There is partial alignment regarding improving skills and technology. Likewise, the SSE Policy does not specifically address conditions of work or labour standards. The Abidjan Declaration’s commitment to social and labour protection is outside the scope of the SSE Policy.

International framework

The 2030 Agenda for Sustainable Development

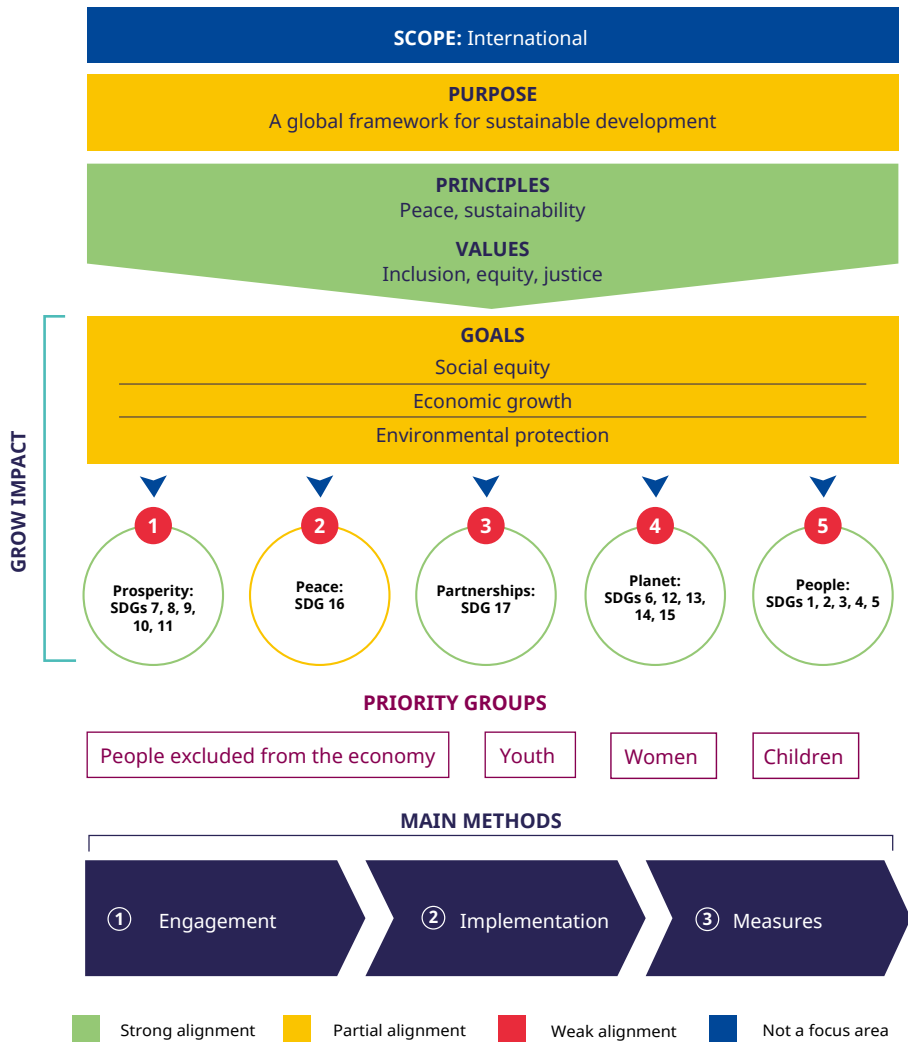
The 2030 Agenda for Sustainable Development is a universal call to action for prosperity for the planet and its people. The Sustainable Development Goals (SDGs) were set up in 2015 by the United Nations General Assembly and are intended to be achieved by 2030. The SDGs build on work achieved by the Millennium Development Goals.

The 17 SDGs and their associated 169 targets have human rights and gender equality entrenched into the three dimensions of sustainable development: economic, social and environmental. Poverty is acknowledged as the biggest global challenge that must be addressed to achieve sustainable development.

► "The SDGs give us the opportunity to collaborate more sharply, more effectively and more deliberately in ‘leaving no one behind’. We seek to eradicate poverty and create conditions for our people to resonate with the programmes of government as well as trust the objectives of multilateral fora of governance and international organisations like the United Nations and the African Union. As the SDGs are interlinked, their realisation requires an integrated policy response. Indeed, accelerating inclusive growth to deliver on the SDGs must be at the centre of all our actions."

Cyril Ramaphosa’s presidential message in the SDG Country Report 2019, p iii

▶ **Figure 11.** The 2030 Agenda for Sustainable Development alignment



Underlying goals

The people-centred development agenda is designed to end poverty and hunger, to combat inequalities in and among countries, to build peaceful, just and inclusive societies, to protect human rights and promote gender equality and empower women and girls, and to ensure the lasting protection of the planet (Statistics SA 2019, p 7).

For each of the goals, there are specific targets identified with indicators that measure progress. Our assessment looks at the higher-level elements which feed into the 17 goals. These are:



The goals attributed to each element:

Sustainable development goals (SDGs)		Core elements
	No poverty	People
	Zero hunger	People
	Good health and wellbeing	People
	Quality education	People
	Gender equality	People
	Clean water and sanitation	Planet
	Affordable and clean energy	Planet
	Decent work and economic growth	Prosperity
	Industry, innovation and infrastructure	Prosperity
	Reduced inequality	Prosperity
	Sustainable cities and communities	Prosperity
	Responsible consumption and production	Prosperity
	Climate action	Planet
	Life below water	Planet
	Life on land	Planet
	Peace, justice and strong institutions	Peace
	Partnerships to achieve the goals	Partnerships

The 2030 Agenda for Sustainable Development is the overarching roadmap world leaders adopted to which all other developmental and interrelated policies align. Global partnerships and engagement of governments, civil society and the private sector are necessary for implementation in reaching the universal goals.

Alignment of the SSE Policy with the SDGs

Given the scope of the SDGs, the SSE Policy **strongly aligns with the overarching themes. Both frameworks encompass the values of solidarity, inclusivity and reciprocity.** All demographics targeted by the SSE Policy are accounted for in the SDGs.

The SSE Policy supports the social and solidarity economy as it addresses social and environmental challenges. This focus on people and planet aligns with the SDGs about the environment and the green economy, as well as those that concern basic human rights and wellbeing. The SDGs also acknowledge the importance of partnerships to achieve the goals. The SSE Policy specifically mentions the importance of partnerships as the vehicle through which the values that underpin the social and solidarity economy – reciprocity, solidarity and connectedness – can be realized.

► **Table 8.** The SSE Policy’s alignment with the 2030 Agenda for Sustainable Development

<div><div></div> Strong alignment</div> <div><div></div> Partial alignment</div> <div><div></div> Weak alignment</div> <div><div></div> Not a focus area</div>		
KEY POINTS	ALIGNMENT	INDICATORS
VALUES AND PRINCIPLES		The 2030 Agenda for Sustainable Development, enclosing the Sustainable Development Goals, is the overarching, global developmental framework. The SSE Policy’s values of solidarity, inclusivity and reciprocity are included in the 2030 Agenda, but do not account for all the values and principles that underpin the SDGs.
AUDIENCE/TARGET		The SDGs encompass the full spectrum of the development agenda. As such, all targets of the SSE Policy are included in the SDGs, with specific alignment on social, economic and environmental development.

KEY POINTS	ALIGNMENT	INDICATORS
CORE ELEMENT 1: Prosperity Access to energy Economic growth Infrastructure/ Industrialization Reduce inequality Inclusive, safe, sustainable settlements		There is a strong focus on decent work creation for people who are often marginalized from the economy, especially young people.
CORE ELEMENT 2: Peace Peaceful, inclusive societies, justice, accountable institutions		The SSE Policy champions inclusive societies, but does not directly address peace, justice and institutional accountability.
CORE ELEMENT 3: Partnerships Implementation and revitalization of the Global Partnership for Sustainable Development		Partnership is at the heart of the social and solidarity economy. It embodies solidarity, reciprocity and connectedness to achieve social, environmental and economic aims. The SSE Policy specifically speaks to the importance of partnerships.
CORE ELEMENT 4: Planet Water and sanitation Access to energy Sustainable consumption and production Climate change and its impacts Oceans, seas and marine resources Terrestrial ecosystems, forests, and so forth		The SSE Policy provides support to the environment through including the green economy.

KEY POINTS	ALIGNMENT	INDICATORS
CORE ELEMENT 5: People End poverty End hunger Ensure health and wellbeing Inclusive, equitable education and lifelong learning Gender equality and empowerment of women and girls		When taken together, these SDGs represent elements of human wellbeing. In the SSE Policy, this is represented as the social impact SSEOs can achieve. In particular, the SSE Policy recognizes the importance of gender equality.
OVERALL ASSESSMENT		Overall, the SSE Policy addresses the core principles and philosophies of the 2030 Agenda for Sustainable Development.

Conclusion

It is evident that the Social and Solidarity Economy Policy draft Green Paper has strong and partial areas of alignment with seven prominent national, regional and international frameworks.

The SSE Policy exhibits strong alignment in terms of shared principles and values, such as solidarity, community partnerships, innovation, unity, equity, sustainability and inclusion. It also addresses similar target populations, including women, young people, people with disabilities and people who are

(and have been) excluded from the economy.

There is strong alignment among the various frameworks and the SSE Policy regarding the drivers of economic transformation and growth. The frameworks are committed to transformative economic solutions in areas where SSEOs are well-positioned to participate and contribute to the growth of basic infrastructure, public sector support and new economies.

Partnerships are regarded as the basis for achieving objectives, especially regarding employment

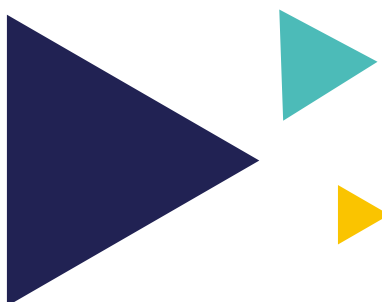
opportunities, investment in social capital, the green economy, cooperatives and SMMEs/SSEOs. In terms of institutional drivers, the significance of state, market and civil society relationships intersects all frameworks and draws attention to the importance of social mobilization and dialogue.

Alignment among the frameworks is reinforced by the appreciation for innovation, partnerships and human capital in achieving the objectives. Similarly, there is a shared recognition of the important role of non-government stakeholders, meaning the private sector, in achieving the goals of reduced poverty and inequality.

The SSE Policy does not specifically deal with areas such as education, health, social protection, social cohesion and safe communities, but these sectors are likely to be reinforced because a more favourable environment will be created within which they can operate. This indicates partial alignment. It lacks proposals to strengthen employers' and workers' organizations, but as above, these institutions are likely to be strengthened through the inclusive approach championed by the SSE Policy, as well as the alternative organizational models (such as worker cooperatives) it represents. An increased focus on training, either in the policy document or through its implementation, is recommended as a practical and meaningful way to strengthen the collective outcomes of the policy frameworks analysed.

In terms of fundamental principles and identified areas of coordinated action, the SSE Policy is well-positioned to provide a rational approach towards developing the social and solidarity economy sector, which consists of economic activities that build solidarity, social inclusion and cohesion, while addressing social and environmental needs.

The Social and Solidarity Economy Policy draft Green Paper is a significant and valuable document, as it supports South Africa's commitment to realizing the goals of national, regional and international frameworks. Its focus on playing an innovative role in meeting some of society's social and environmental challenges, while also producing financial value, allows for long-term sustainable impact. Collaboration is one of the social and solidarity economy's main philosophies, and is achieved through partnerships between civil society, the private sphere and government. Although some areas only partially align with other policy frameworks, the strong alignment in other areas indicates the possibility of measurable impact on economic, social and environmental challenges.



► Abbreviations and acronyms

4IR	Fourth Industrial Revolution
AD	Abidjan Declaration
ASGISA	Accelerated and Shared Growth Initiative for South Africa
AU 2063	African Union's Agenda 2063
DPWI	Department of Public Works and Infrastructure
dtic	Department of Trade, Industry and Competition
DWCP	Decent Work Country Programme
GEAR	Growth, Employment and Redistribution
IDC	Industrial Development Corporation
ILO	International Labour Organization
ITC	Information Technology and Communication
MTSF	Medium-Term Strategic Framework
NDP	National Development Plan
NGP	New Growth Path
NPC	National Planning Commission
OAU	Organisation of African Unity
SMME	small, medium and micro-enterprise
SSE	social and solidarity economy
SSEOs	social and solidarity economy organizations
SE	social enterprise
SADC	Southern African Development Community
SDGs	Sustainable Development Goals

► References

African Union Commission. 2020. *First Continental Report on the Implementation of Agenda 2063.*

African Union Commission. 2015. *Agenda 2063. The Africa We Want.*

Department of Planning, Monitoring and Evaluation. 2019. *Medium-Term Strategy Framework. 2019-2024.*

ILO. 2020. *14th African Regional Meeting (Final Report).*

ILO. 2020. *Appendix III – Implementation Plan supplementing the Abidjan Declaration adopted by the 14th African Regional Meeting*

ILO. 2020. *Decent Work Country Programmes (DWCPs).*

ILO. 2018. *Republic of South Africa Decent Work Country Programme 2018–2023.*

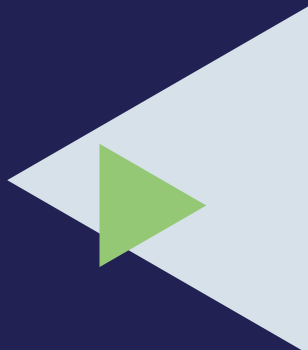
National Planning Commission n.d. *National Development Plan 2030. Our Future – Make it Work.*

SA Government. n.d. *The New Growth Path: The Framework.*

Statistics South Africa. 2019. *Sustainable Development Goals (SDGs) Country Report 2019 – South Africa.*

This report was commissioned by the International Labour Organization as part of the Social and Solidarity Economy Policy project. The project is led by the Department of Trade, Industry and Competition, with financial support from the government of Flanders. If you would like to know more about the Social and Solidarity Economy Policy, policy visit www.socialeconomypolicy.org.





www.socialeconomypolicy.org



www.idc.co.za



www.ilo.org/coop



www.vlaanderen.be/en
www.flanders.org.za