

Localisation of the 2030 Agenda and its Sustainable Development Goals in Cape Town



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1. Introduction of the City and the Co-production Process

The City of Cape Town (City, CCT) has a population of about 4 million inhabitants which governs the jurisdictional area of Cape Town and all of its suburbs. It is located in the province of the Western Cape and is the second most populous city in the country after Johannesburg. The City is one of eight metropolitan municipalities that were created in 2000 as part of a series of municipal government reforms that took place after the end of apartheid in 1994. Like all local governments in South Africa the City is responsible for the delivery of basic services such as water, sanitation, electricity and solid waste collection, but as a metropolitan municipality it has municipal executive and legislative authority in its area, giving it more powers than local and district municipalities. However, primary responsibility for social services (education, health and welfare) and the built environment (human settlements) lies with the provincial and national governments, while national government departments have the mandate for water and electricity (energy) infrastructure.

The City of Cape Town is South Africa's second-largest economic center, producing about 10% of South Africa's GDP and accounting for almost two thirds of economic activity in the Western Cape province with finance, manufacturing and tourism representing some of the biggest economic sectors. However, its challenges include a fast-growing urban population, high levels of unemployment, crime and socio-economic and spatial inequality.

The City has over 26,000 staff members and is governed by a City Council whose 231 members are elected at the ward level and from party lists. Since the local elections of 2006, 2011 and 2016 the majority of the Council is formed by the opposition party Democratic Alliance (DA), while the African National Congress (ANC) rules at national government level. The executive authority for the city is held by an Executive Mayor, who appoints the 10 members of the Mayoral Committee that each manage a different portfolio of the local government, ranging from Human Settlements to Spatial Planning and Environment. A City Manager represents the non-political head of the city's administration, and manages with an executive management team of Executive Directors mirroring the Mayoral Committee portfolios.

Co-production process

Research on the comparative research project 'Implementing the New Urban Agenda (NUA) and the Sustainable Development Goals: comparative urban perspectives' in Cape Town has taken place under the auspices of the Memorandum of Agreement between the City of Cape Town and the African Centre for Cities (ACC) at the University of Cape Town under the Mistra Urban Futures (MUF) Knowledge Transfer Partnership (KTP), which has been running since 2016.

Under this Agreement, the Research Branch of the Policy and Strategy (P&S) Department hosted an embedded researcher, Sylvia Croese, between 2017 and 2019. A Terms of Reference was developed and finalized and signed in November 2017 which outlined the scope of work and terms of the working arrangement between the City, the ACC and the researcher. These included the following:

- Work closely with and be guided by the CCT Research Branch for the implementation of the project.

- Establish working relations with relevant local, provincial and national authority counterparts as well as external stakeholders, with and through the Research Branch, P&S
- Closely follow the City's engagement with the Urban-related Sustainable Development Goals (USDGs) and NUA. This will include: assist in mapping current activities related to USDGs and NUA, attend relevant City meetings; if possible, join relevant SDG and NUA related committees. Assess how local authorities perform and engage with different aspects of the USDGs and NUA, and identify who is leading and participating in the process. This may include carrying out semi-structured interviews and/or focus groups with local, regional and national authority representatives.
- Make inputs to and support the alignment and institutionalisation of the NUA and SDG processes with CCT strategic objectives, programmes and processes, in particular the City's Resilience Programme and related monitoring and indicator processes (with short, medium and longer term time frames)
- Collect, map and analyse relevant data and documentation.
- Assess capacity building needs and prepare respective training sessions in collaboration with City partners.
- Facilitate (as needed) NUA, SDG and Resilience related engagements and processes
- Contribute to the comparative analysis across cities involved in the project and facilitate cross-City learning and sharing of experiences.

Progress was reviewed on a quarterly basis by the KTP Steering Committee. In addition, weekly progress meetings were held within the Research Branch of the P&S Department to reflect on content and learnings and to inform planning and activities and to report back from the monthly Skype calls between the embedded researcher and the researchers from the other cities.

Activities undertaken as part of the research project include:

- Inputs to and assistance with the preparation of CCT's Preliminary Resilience Assessment and Index during the first half of 2018.
- An internal workshop and engagement session was organised on 27 September 2018 with 32 members of/participants in the CCT Research Community of Practice who participated in the session to share information and understand the extent to which and how CCT departments seek to or are currently aligning their departmental and/or transversal projects to the SDGs, specifically to SDG 11.
- A knowledge exchange event on the SDGs was hosted by CCT on 8 November 2018 as part of the Mistra Urban Futures conference that took place in Cape Town, bringing together 56 participants, to enable comparative lessons and learnings on SDG engagement across different cities and countries.
- A knowledge exchange event was hosted by CCT on 17 April 2019 with the IDP Manager of the South African metropolitan municipality eThekweni (Durban) as a speaker, bringing together 17 participants to hear about e-Thekweni's experience in localizing the SDGs and the first time that IDP managers from both cities came together (see photo).
- A city to city peer review exercise was conducted where CCT reviewed and gave input into work of the cities of Gothenburg and Buenos Aires and received input from Kisumu in February 2019.



Knowledge exchange event City of Cape Town-eThekweni municipality 17 April 2019

In addition, the embedded researcher conducted interviews and facilitated meetings with relevant actors at national, provincial and city level and participated in a series of events across the country related to the SDGs and NUA, including: the National Urban Conference in Johannesburg in October 2018, the Cape Town Partnering Think Tank for Urban Sustainability in Cape Town in March 2019, the SDG symposium in Durban in July 2019 and the UCLG World Summit in Durban in November 2019.

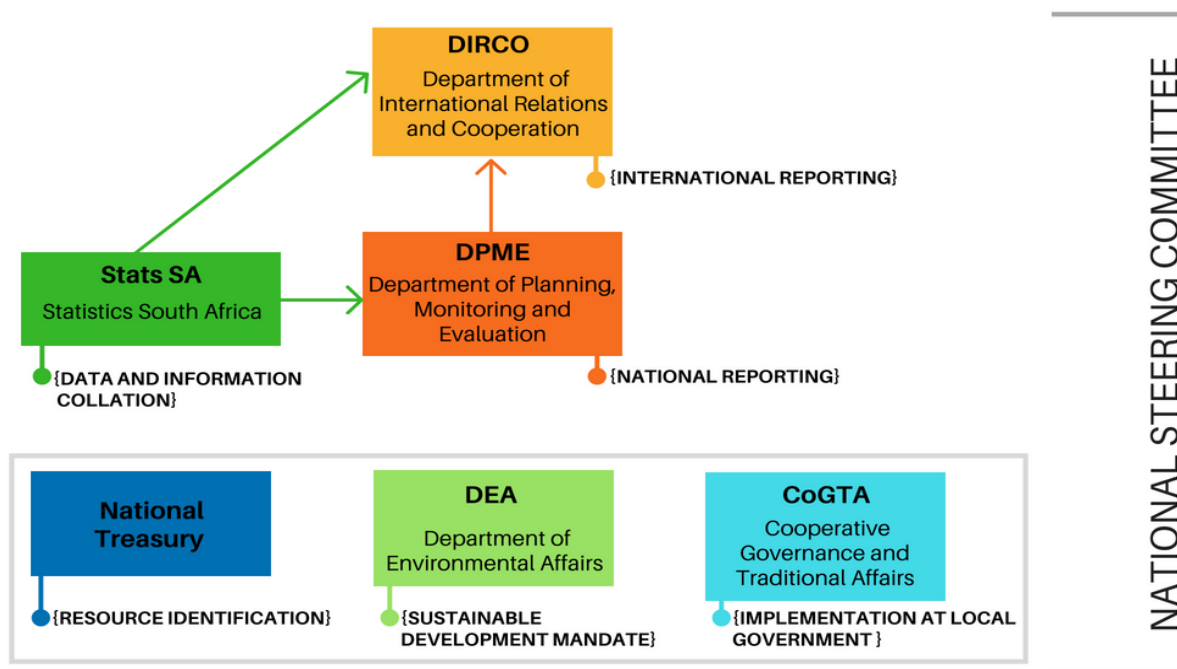
2. Main actors and activities in SDG localisation

From 2015 to 2019, the main actors involved in SDG localisation in South Africa at national government level were part of a National Steering Committee (see Figure 1), which consisted of: the Department of International Relations and Cooperation (DIRCO), responsible for international reporting; the Department of Planning, Monitoring and Evaluation (DPME), responsible for national reporting; Statistics South Africa (Stats SA), responsible for data and information collation; National Treasury (NT), responsible for resource identification; Department of Environmental Affairs (DEA), with a sustainable development mandate; and the Department of Cooperative Governance and Traditional Affairs (CoGTA), responsible for the implementation of the SDGs at local government level.

The activities of these different actors during this time were mainly exploratory, consisting of high level data and policy alignment exercises with a view of SDG domestication in preparation for implementation. They resulted, amongst others, in a national SDG indicator baseline report and a baseline report just for SDG 11 indicators, produced by Stats SA for South Africa (Stats SA 2017a; 2017b). The general baseline report showed that South Africa is able to report on 63% of the SDG indicators. DPME in turn conducted an assessment of the convergence between South Africa's

National Development Plan, the SDGs and the African Union’s Agenda 2063¹ with support of UNDP which showed that the level of convergence between the NDP objectives and SDG targets stands at 74% (DPME, 2018).

Figure 1. National Steering Committee for SDGs



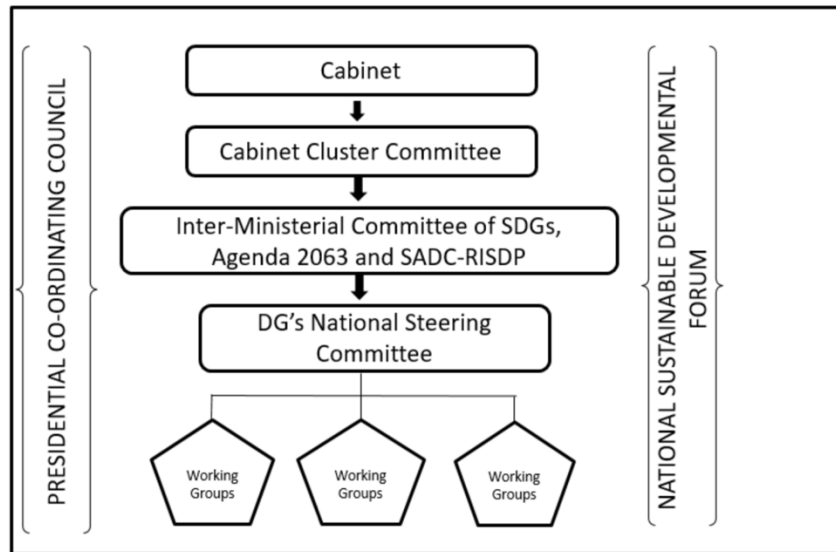
Source: ICLEI 2018

In March 2019, the South African government approved the creation of new institutional mechanisms for internal coordination to ensure that all stakeholders are involved in monitoring the achievement of the SDGs and evaluating related policies, and to improve coherence between global, regional, national and sub-national development plans.² This national coordination mechanism, included on the one hand the existing National Steering Committee, now led by DPME. In addition, an Inter-Ministerial Committee for the implementation of the SDGs, Agenda 2063 and SADC-Regional Indicative Strategic Development Plan (RISDP) was created (see Figure 2). This new structure was designed to obtain high-level guidance from the top political leaders, to strengthen administration through committees that bring together political authorities and civil service managers, and to integrate the views of government and social partners. In addition to national government, other groups of key stakeholders are included in the national coordination mechanism are the following: provincial and local governments; Parliament; civil society, the private sector and academia; and the United Nations, the AU, SADC and development partners, to generate resources to support the programme and obtain information on lessons learned from international experience (RSA, 2019: 19-20).

¹ Agenda 2063 is Africa’s own development agenda adopted by the African Union in 2015 and available here: <https://au.int/en/agenda2063/overview>

² See <https://www.gov.za/speeches/statement-cabinet-meeting-27-march-2019-28-mar-2019-0000>

Figure 2: National Coordination Mechanism for the SDGs



Source: RSA 2019

In July 2019, South Africa submitted its first Voluntary National Review (VNR) to the UN High Level Political Forum, a process that was led by DPME (RSA, 2019). This report drew on data that was compiled by Stats SA for the country’s first SDG country report, launched in September 2019. This report includes an updated overview of the indicators that Stats SA can report on – which now amounts to 64% or 128 out of 199 indicators classified as Tier 1 or 2 or domesticated indicators – which refers to the process of developing national proxies or indicators that are aligned to a country’s national context - in addition to a further 26 additional indicators (Stats SA, 2019: 2).

According to the UN, South Africa’s monitoring and evaluation efforts can be seen as being “at the forefront of Africa” [...] one of the nine country movers of the SDGs, leading and showcasing the way that SDG domestication is being implemented” (Bekele-Thomas 2018: 4). However, the government’s efforts have been less strong when it comes to involving local governments in these activities. For instance, while the VNR reports to have conducted ‘extensive consultations’ to integrate views of provincial and local governments, amongst other stakeholders, there is little evidence of this in the report. Local government consultation is not included in the calendar with key milestones in drafting the VNR (RSA 2019: 18) and the review itself only includes the example of eThekweni that has integrated the SDGs into city development planning, which was largely the result of its membership of the United Cities and Local Governments Association (UCLG). Overall, local governments are expected to ‘formulate their own integrated development plans to achieve the SDGs’ (RSA 2019: 25), but so far little guidance has been given to support this.

As a result, SDG localisation efforts at the local level remain incipient and largely uncoordinated. So far, few provincial governments have actively engaged with the SDGs. Relevant to Cape Town have been the efforts of the Western Cape Town government in aligning their 2018 State of Environment Outlook Report (SEOR) and Provincial State of Development Planning Report to the SDGs and relevant indicators.

At the municipal level, a number of cities in South Africa make reference to or have done a high level alignment with the SDGs to the goals of their current 5 year Integrated Development Plans (IDP). However, except for the City of eThekweni (Durban) which has aligned its capital budget expenditure to the SDGs, few cities have effectively localized the SDGs to date (ICLEI, 2018).

A number of municipal associations have started working on supporting cities in their SDG localisation efforts. This includes the South African Local Governments Association (SALGA) and ICLEI who in 2019 signed a Memorandum of Understanding to start to work together on this in collaboration with the Department of Cooperative Governance and Traditional Affairs (COGTA).³

Amongst the non-state stakeholders in South Africa that have been involved in SDG localisation, the NGO African Monitor stands out as coordinating efforts of South African civil society around the SDGs as part of the South African Civil Society Working Group on Agenda 2030 and produced a Citizen's Report on the SDGs for the UN High Level Political Forum in 2019 (African Monitor 2017; 2019).

Within the private sector the adoption of the National Business Initiative, a voluntary coalition of South African and multinational companies in South Africa, has adopted the SDGs as a strategic framework to guide their work.⁴ According to a study conducted by the consultancy firm PricewaterhouseCoopers, SDG awareness among the South African business community is high (87%) compared to the general population (28%), however almost half of the business participants surveyed believe the government has prime responsibility for achieving the SDGs. Moreover, only 3% had identified the tools they need to assess which SDGs they impact while 39% said that they would embed SDGs into their strategy and the way they do business within the next five years.⁵

Cape Town's approach to SDG localisation

In a context of little national guidance on SDG localisation, the City of Cape Town's approach to SDG localisation has been largely informed by its own strategic focus areas, partnerships and initiatives. Cape Town is a member of various global alliances, networks and initiatives such as the C40 Cities Climate Leadership Group and the 100 Resilient Cities network and has been involved in previous indicator programmes and projects such as the Mistra Urban Futures SDG indicator pilot project (2014/2015), as well as the ISO 37120 certification process (2016/2017).

These experiences contributed to including reference to the SDGs in the City's current 2017-2022 Integrated Development Plan (IDP), specifically with reference to urban resilience, which is one of the six guiding principles of the City's IDP: "The City views urban resilience as a core factor in achieving its strategic objectives of building a safe, caring, opportunity, inclusive and well-run city" and understands urban resilience as "the capacity of individuals, communities, institutions,

³ See <http://africa.iclei.org/news-events/news-details/article/iclei-africa-and-salga-sign-memorandum-of-understanding.html> and <http://www.cogta.gov.za/?tag=memorandum-of-understanding-between-the-department-of-cooperative-governance-dcog-and-iclei-africa>

⁴ See <https://www.nbi.org.za/focus-areas/integrating-strategic-projects/sustainable-development-goals-implementation-2/>

⁵ See <https://www.pwc.co.za/en/press-room/sustainability-development-goals.html>

businesses and systems in a city to survive, overcome, adapt and grow, no matter what chronic stresses and acute shocks they experience. Building resilience forms part of goal 11 of the UN SDGs, namely making cities inclusive, safe, resilient and sustainable” (CCT, 2017: 30).

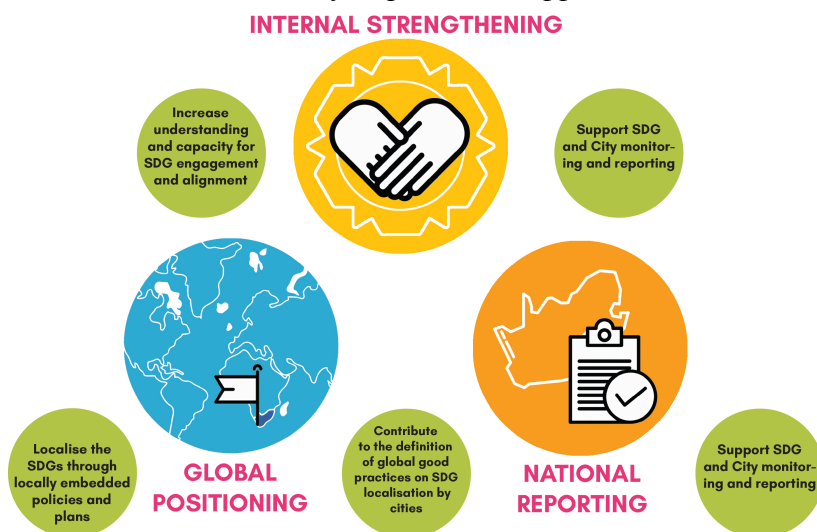
Through the City’s participation in the Mistra Urban Futures comparative research project on the SDGs efforts were subsequently undertaken to develop a localisation approach. To prepare for this approach from December 2018 to February 2019 the P&S Department held a series of exploratory meetings, consultations and work sessions with City officials, including those managing the IDP, the City’s policy process, the Environmental Management Strategy and the Resilience Strategy to discuss possible modalities of CCT policy alignment with and localisation of the SDGs.

During this time the P&S Department was also assisting the Resilience Department with the preparation of the development of its Resilience Strategy which provided an important and strategic entry point for the localisation of the SDGs. In collaboration with the Resilience Department, the goals and actions of this Strategy were subsequently aligned to the SDGs.

Two major milestones resulted from these processes. Firstly, the submission and approval of a report outlining an approach and implementation plan for the City of Cape Town on the SDGs approved by the City Manager and Executive Management Team of CCT in April 2019. Secondly, following an alignment review of the draft Strategy conducted in February 2019, the final Resilience Strategy was approved by City Council in August 2019 with all of its goals and actions aligned with the SDGs down to the target level (CCT 2019).

The CCT approach to localising the SDGs is multi-pronged. This allows for a phased alignment of CCT’s policy-ecosystem to the SDGs in line with its existing needs and priorities, and the monitoring and implementation of the SDGs at policy, sectoral, programme/project as well as data level while building internal awareness and capacity for transversal engagement, as well as sharing and showcasing the City’s work at the national and international level. Three dimensions to SDG localisation can therefore be distinguished: internal strengthening, national reporting and global positioning (see Figure 3).

Figure 3. The three dimensions of Cape Town’s approach to SDG localisation



Going forward, at the policy level alignment between the City’s Water Strategy and SDGs is being sought, as well as with the draft Integrated Human Settlements Strategy and draft Inclusive Economic Growth Strategy. The City is also in the process of reviewing its Climate Change policy and in this context the alignment of the SDGs and the current City reporting on Climate Change indicators has been initiated with P&S supporting the CCT Climate Change Coordination Unit in the Environmental Management Department. Through this process, possibilities will be explored of the alignment with other relevant strategies like the CCT Coastal Management and Biodiversity Strategy implementation plans. The City will also in the near future review its Waste Management Strategy. While nascent, a probable “whole of society” or multi-stakeholder approach to waste management presents opportunities for engagement and alignment with the SDGs across different sectors.

To support this work, the City is in the process of institutionalizing the implementation of the CCT’s approach and plan through the transition and transfer of the project execution to the CCT and the establishment of a small cross-department technical SDG task team to guide and ensure the implementation of the CCT approach and actions. Importantly, the Research Branch of the P&S Department has assigned dedicated human resources to advance SDG localisation in the City of Cape Town and lead the engagement with other departments. Moreover, in September 2019 the Mayor of the City Cape Town signed a commitment to prepare a Voluntary Local Review to the UN High Level Political Forum on its progress to achieve the SDGs as part of a group of 20 cities across the world.⁶

Engagement of the City of Cape Town with other actors outside of government so far has been limited, mainly because SDG localisation efforts are still in an incipient stage. However, City officials have actively participated in relevant SDG events such as monthly SDG seminars organised by the embedded researcher at UCT where representatives from the private sector, academia and civil society have participated and pursued relevant contacts with local government associations and academia.⁷ These engagements led to a meeting with the chair and head of the Department of Medicine, the largest Department of the University of Cape Town, in May 2019 to deepen existing intersectoral collaborations and forge closer links between the Department and the City of Cape Town and City Health with a view of jointly exploring collaborative approaches to health system strengthening. Planned actions as part of the implementation of the City’s Resilience Strategy and other related strategies present further opportunities for the engagement of communities and civil society.

3. Engagement with the New Urban Agenda

There is some knowledge and awareness around the New Urban Agenda in the City of Cape Town, however little active engagement with or active, specific integration of the NUA in itself. The national government of South Africa’s instrument for localizing the New Urban Agenda is the country’s Integrated Urban Development Framework (IUDF) which was approved in 2016.⁸ The process of developing the IUDF was led by the Department of Cooperative Governance and

⁶ See <https://www1.nyc.gov/site/international/programs/voluntary-local-review-declaration.page>

⁷ More information on the SDG seminars can be found on the ACC website: www.africancentreforcities.net

⁸ Available here: <http://www.cogta.gov.za/?p=4574>

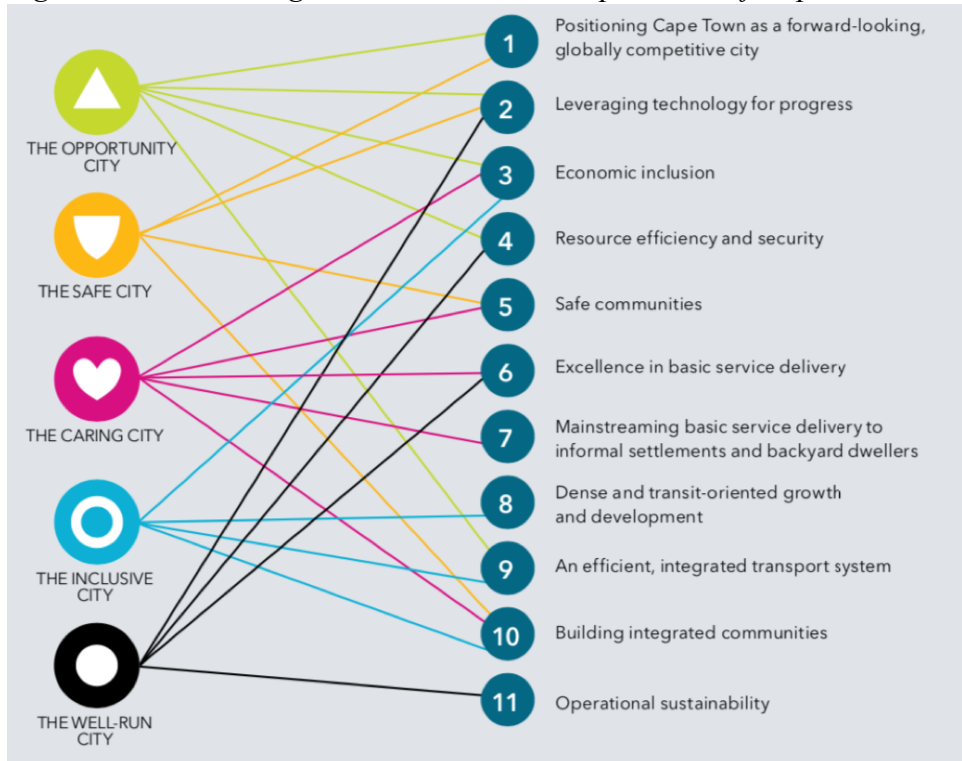
Traditional Affairs (COGTA) and the Department of Human Settlements (DHS), but despite the involvement of the South African Cities Network (SACN) engagement around the IUDF has largely taken place at national and provincial government levels. The implementation of the IUDF as an “all of society” approach to urban development was launched at the Urban Conference in October 2018.⁹ However, the link between the NUA, IUDF and the SDGs or a plan to guide the implementation of these different agendas in an integrated way at the local level is not actively promoted by national government.

4. Synergies and Conflicts between the City’s Main Local Strategies and the Achievement of the SDGs

The City’s developmental agenda is centered around its 5 year Integrated Development Plan (IDP) approved by Council in 2017 and reviewed every year, including its long-term Metropolitan Spatial Development Framework (MSDF), Economic Growth, Social Development and Environmental Strategies, Transit-Orientated Development Framework and Comprehensive Integrated Transport Plan. These plans have to be aligned to the country’s National Development Plan but also reflect the City’s concern with overcoming its apartheid legacy of spatial and socio-economic inequality through a focus on basic service delivery and transit-oriented development.

The IDP consists of five pillars or Strategic Focus Areas, which are connected to 11 priorities which transform into 11 objectives that are in turn operationalised to the programme and project level (see Figure 4).

Figure 4. The 5 Strategic Focus Areas and 11 priorities of Cape Town’s IDP



⁹ See more information here: <http://www.sacities.net/urban-conference-2018/>

Source: CCT 2017

Table 1 shows a preliminary high level analysis of how the different programmes and projects planned under the five areas align to the different SDGs. While all SDGs, especially SDG 11, are touched on through one or more of the IDP’s Focus Areas, it is notable that none of the areas focus explicitly on food security (SDG 2) or gender equality (SDG 5). While the importance of these issues is recognised by the City, this represents a possible gap as studies have shown that food security in one way or another relates to all of the SDGs (Pérez-Escamilla 2017), while gender equality can function as an accelerator for achieving the SDGs (UNDP 2019).

Table 1. Alignment between the programmes of the CCT IDP Strategic Focus Areas and SDGs

Sustainable Development Goals	Strategic Focus Areas				
	Opportunity city	Safe city	Caring city	Inclusive city	Well run city
1. No poverty	•			•	
2. Zero hunger					
3. Good health and well-being				•	
4. Quality education		•			
5. Gender equality					
6. Clean water and sanitation			•		
7. Affordable and clean energy	•		•		
8. Decent work and economic growth	•				
9. Industry, innovation and infrastructure	•		•	•	
10. Reduced inequalities				•	
11. Sustainable cities and communities	•	•	•	•	•
12. Responsible consumption and production	•				
13. Climate action	•				
14. Life below water	•				
15. Life on land	•				
16. Peace, justice and strong institutions		•		•	•
17. Partnerships for the goals	•				•

Table 2 shows the extent to which the goals and actions of the five pillars of the City’s Resilience Strategy align with the SDGs. All SDGs are represented in the different pillars and there are specific actions related to the area of food security and gender, thereby filling a possible gap in the IDP. However, there are no specific actions with a sole focus on biodiversity (SDG 15), which are instead separately included in the City’s Environmental Strategy.

Table 2. Alignment between the goals and actions of the pillars of the CCT Resilience Strategy and SDGs

Sustainable Development Goals	Pillars				
	Compassionate, holistically-healthy city	Connected, climate-adaptive city	Capable, job-creating city	Collectively, shock-ready city	Collaborative, forward-looking City
1. No poverty				•	
2. Zero hunger	•				
3. Good health and well-being	•				
4. Quality education			•		
5. Gender equality	•				
6. Clean water and sanitation		•		•	
7. Affordable and clean energy				•	
8. Decent work and economic growth			•		
9. Industry, innovation and infrastructure			•	•	
10. Reduced inequalities	•				
11. Sustainable cities and communities		•		•	•
12. Responsible consumption and production			•		
13. Climate action		•		•	
14. Life below water		•			
15. Life on land					
16. Peace, justice and strong institutions	•				
17. Partnerships for the goals			•		

Some of the identified gaps in the SDG alignment with the City’s policies and strategies may be a result of the limitations in its mandate. For instance, the City has no or a more limited mandate to address issues around social development, education, health, safety and security, as well as some aspects of transport (eg. rail) – all of which fall under national and provincial government mandates. This is what the City in its IDP refers to as the distinction between what is within the City’s mandate and therefore its *control*, versus what it can *influence* and what it is *concerned about*.

For the functions under its *legal control*, such as basic service delivery, the City holds responsibility and accountability, for matters that fall under the City’s *area of influence*, such as housing provision and public transport, it relies on partnerships, agreements and co-operation with other government departments, state-owned enterprises and other role players, while for matters within its *areas of concern*, such as for instance substance abuse, the City wants to encourage further collaboration and partnerships with communities, residents and business (CCT, 2017: 55).

5. Localisation of SDG Indicators

In its baseline report on SDG 11 of 2017, Stats SA reported not to have data to report on indicators 11.2.1; 11.3.1; 11.5.1; and 11.5.2 (Stats SA 2017b). In the SDG Country Report of 2019 Stats SA reports that it still does not have data available to report on 6 indicators out of the total of 11 SDG 11 indicators, which also includes 11.4.1 and 11.7.1 and 11.7.2 (Stats SA 2019). Table 3 shows the progress on SDG 11 indicators as reported by Stats SA. These include indicators that have been domesticated (referred to with upper case D which represents a proxy for a SDG indicator) as well as additional indicators (referred to with upper case A).

Table 3 SDG 11 indicator progress

Indicator	Key data points
11.1.1D1: Percentage of urban population living in informal dwellings (domesticated indicator)	11.3% (2014), 12.7% (2016), 12.2% (2017)
11.1.1D2: Percentage of urban residents having access to basic services within informal dwellings (domesticated indicator)	<i>Electricity</i> 77.6% (2014), 78.4% (2016), 78.4% (2017)
	<i>Refuse removal</i> 62.2% (2014), 60% (2016), 60.6% 2017)
	<i>Improved sanitation</i> 64.3% (2014), 59.8% (2016), 59.3% (2017)
	<i>Improved water</i> 95.8% (2014), 92.4% (2016), 92.7% (2017)
11.1.1A: Number of home-loans granted by development finance institutions (DFIs) to households in the affordable housing market (additional indicator)	51 669 (2015)
11.3.1: Ratio of land consumption rate to population growth rate	0.809 (1996–2001), 0.359 (2001–2011)
11.6.1D: Percentage of municipal waste generated and recycled (domesticated indicator)	1.3% (2015), 1.6% (2016), 7.5% (2017)
11.6.2: Annual mean levels of fine particulate matter (e.g. PM2.5 and PM10) in cities (population weighted)	<i>National PM10 annual average</i> 40.2 (2013), 37.2 (2014), 35.2 (2015)
	<i>NAAQS</i> 50.2 (2013), 50 (2014), 40 (2015)
11.b.2D: Number of national and local disaster risk reduction strategies adopted by South Africa (domesticated indicator and duplicate indicator)	13 (2019)

SDG 11 Indicators City of Cape Town

The City of Cape Town in 2014/2015 participated in a project to pilot the draft SDG Goal 11 indicators. The data were collated with multiple engagements with City officials on the indicator definitions – with multiple modifications proposed to the calculation of the City of Cape Town indicators. Subsequent to this, the City also had its data certified as ISO 37120 compliant and completed the 100 Resilient Cities' City Resilience Index (CRI) in the lead up to its development of a Resilience Strategy for the City. There was therefore deep engagement around City indicator data, making the City very well positioned to monitor SDG implementation.

That said, there are some gaps remaining in the City's ability to report on SDG 11. In part this is impacted by some significant changes from the initial draft SDG 11 indicators (as well as departures from the other indicator data sets listed above). Also, the finalisation of the SDG 11 indicators has been significantly changed, with many more national level indicators included, which may limit the value of the SDG 11 indicators at the sub-national level. Moreover, a number of indicators are still classified as Tier 3, with no internationally established methodology or standards yet available and methodology/standards still being developed or tested. This is the case of indicators 11.4.1; 11.7.2; 11.a.1; 11.c.1.¹⁰

Table 4 was compiled by the Research Branch of the P&S Department and provides an overview of data available to report on the indicators of SDG 11 by CCT. The key remaining reporting gaps for Cape Town revolved around the Disaster Risk Management (DRM) indicators, the indicators linked to spatial (e.g. consumption rate, public space), as well as reporting disaggregated by demographic variables (sex, age, disability etc.). Some of the indicators, such as 11.2.1 on the proportion of the population that has access to safe, affordable, accessible and sustainable transport systems for all, notably by expanding public transport systems, pose limitations for reporting as they do not acknowledge the role of informal transport systems, such as mini-bus taxis which in Cape Town provide a significant level of service. Similarly, in its current definition there is no data available to monitor progress on indicator 11.3.1 Ratio of land consumption rate to population growth rate, but this could be useful to the City if defined and measured appropriately. On the other hand indicators such as indicator 11.a.1 Proportion of population living in cities that implement urban and regional development plans integrating population projections and resource needs, by size of city are of little use to the City itself, but could be useful for international comparison.

There is also still some need for clarification and refinement of definitions in the City. In some cases, the calculations are quite expensive to conduct on an annual basis, where they are dependent on new data being collected via large scale surveys – such as the ones for transport planning – which can realistically only be updated around every 5 years.

¹⁰ The most recent classification is from 26 September 2019 and can be found here: https://unstats.un.org/sdgs/files/Tier%20Classification%20of%20SDG%20Indicators_26%20September%202019_w eb.pdf

Indicator	Feasible to assess baseline and track progress?/Data source	Modifications of indicator to make it relevant and feasible to city <i>(or similar indicator already used by city to track progress on relevant issues)</i>	Baseline and year of modified indicator	Collection frequency of modified indicator	Scale/level at which modified indicator is available	Additional comments
11.1.1 Proportion of urban population living in slums, informal settlements or inadequate housing	Statistics South Africa: – Census 2011; Community Survey 2016 Collated and presented for Cape Town by Research Branch, Policy and Strategy Dept., CCT		Performance-10.12% (2016)	A census is conducted every ten years, with the Community Survey undertaken at the halfway mark between Census years	For census years, data are available at household level	The total population used would be population of the whole metropolitan municipality, not a smaller geographic scale. CCT has a population estimate methodology for formal, informal and backyard dwellings and population. Due to availability of data it is usually 1 – 2 years behind the current year. The City is continually aiming to improve its data gaps and a number of different projects are underway to improve the data related to this indicator.
11.2.1 Proportion of population that has convenient access to public transport, by sex, age and persons with disabilities	Provided by the City of Cape Town, Transport Planning Branch	Formal and informal dwellings within 500m of stops for all formal scheduled public transport. The Built Environment Performance Plan (BEPP) 2018/2019 modification is for the integration	Performance - 83% (2014) Data provided by Transport Planning		Data due for a planned update by Transport Planning function by December 2019	Focus is on scheduled public transport services, including busses and rail public transport modes, but excluding mini---bus taxis (which provides a significant level of service in Cape Town, but is not scheduled) Not able to disaggregate by the different demographic variables.

		<p>zones only – specifically for the Voortrekker Road Corridor (VRC) and Metro South East (MSE) Corridors: - with performance reported in terms of actual dwelling units: Number of dwellings within 500m to existing BRT (trunk and high order) and Rail stations: VRC: 11,954 & MSE: 78,096 Number of dwelling units within Integrated Zones: VRC: 66,871 & MSE: 320,192 $(11,954+78,096)/(66,871+320,192)*100=23\%$ Number of dwellings within 800m to existing BRT (trunk and high order) and Rail stations in VRC&MSE: 234,561</p>				
11.3.1 Ratio of land consumption rate to population growth rate	Poses definitional challenges – and different data types not	N/A	Performance N/A –	In its current definition this data is not readily available and land use information	N/A	Moderately useful if it can be defined and measured appropriately – defined on metadata sheet as: <i>Land consumption includes: (a) The expansion of built-up area which can be directly measured; (b) the absolute extent of land that is subject to exploitation by</i>

	easily integrated into a single ratio/indicator.			would have to be compiled from various sources. Population change would be annual population estimates		<i>agriculture, forestry or other economic activities; and (c) the over-intensive exploitation of land that is used for agriculture and forestry.</i> Indicator must be refined to include what spatial area to use for the measurement. The City of Cape Town Metropolitan Spatial development Framework (MSDF) uses the terms: Urban Inner Core Areas (“blue turtle”); Incremental Growth and Consolidation areas (Orange areas); Discouraged Growth Area; Critical Natural Areas; and Unique areas No current baseline to report against.
11.3.2 Proportion of cities with a direct participation structure of civil society in urban planning and management that operate regularly and democratically	This is a national level indicator		Performance N/A -	Annual reporting is possible but UN encourages reporting every 3-4 years cycle.	National Reporting	City-level analysis of responses to 4 questions, using a Likert scale (for which the guidelines are included). Analysis not yet undertaken for City of Cape Town on the level and quality of its civil society participation.
11.4.1 Total expenditure (public and private) per capita spent on the preservation, protection and conservation of all cultural and natural heritage, by type of heritage (cultural, natural, mixed and World Heritage Centre designation), level of government (national, regional and local/municipal), type of expenditure (operating expenditure/investment) and type of	Tier III indicator still to be developed; the data for this indicator are not currently available		Performance N/A -	N/A	N/A	Complex data set to collect and integrate into one indicator due to range of data and data sources, and multiple stakeholders, including three spheres of government. Data are also not easily available currently e.g. donations.

private funding (donations in kind, private non-profit sector and sponsorship)						
11.5.1 Number of deaths, missing persons and persons affected by disaster per 100,000 people	National level indicator, with City input	City not currently able to report against indicator in its full definition – especially with regard to “affected by”	N/A	N/A	Possibly updated annually by national DRM function	<p>City has designed its risk and resilience framework in line with Hyogo 2.</p> <p>In SA context – disasters declared by national government only – not all deep/unexpected urban challenges are declared disaster events,</p> <p>City currently unable to report against current definition of “affected by”: <i>The number of people who have suffered injury, illness or other health effects; who were evacuated, displaced, relocated or have suffered direct damage to their livelihoods, economic, physical, social, cultural and environmental assets. Indirectly affected are people who have suffered consequences, other than or in addition to direct effects, over time, due to disruption or changes in economy, critical infrastructure, basic services, commerce or work, or social, health and psychological consequences.</i></p>
11.5.2 Direct disaster economic loss in relation to global GDP, including disaster damage to critical infrastructure and disruption of basic services	National reporting	N/A	Performance - N/A	N/A	N/A	<p>Disasters are declared at national level – and every loss event is not necessarily declared as disaster.</p> <p>Economic loss analysis is not conducted after each disaster event.</p> <p>A national level indicator -requires the existence of a national disaster loss database consistent with the guidelines.</p> <p>South Africa has a technical forum which includes representatives from various disaster risk management structures – including local municipalities. Some loss reporting is happening at the national level - though intermittently – see https://www.preventionweb.net/countries/zaf/data/ .</p>

						CCT DRM needs to be engaged on City level data management and disaster loss reporting
11.6.1 Proportion of urban solid waste regularly collected and with adequate final discharge out of total urban solid waste generated, by cities	This is a national level indicator – calculated with City input	Modified for the City of Cape Town, with the focus on basic service delivery. (Trend Watch List), as follows: Percentage of informal settlements receiving a door to door refuse collection service.	Performance - 99.74% (2018/2019) Compiled by CCT Dept. of Solid Waste Management		Mix of units – i.e. households as well as informal settlement door counts	The numerator of this indicator is ‘municipal solid waste regularly collected with adequate final treatment and disposal’ and the denominator is ‘total municipal solid waste generated by the city’. Currently, outcome trend data monitored is for basic service delivery
11.6.2 Annual mean levels of fine particulate matter (e.g. PM2.5 and PM10) in cities (population weighted)			PM 2 .5: 8ug/m ³ PM 10 - 22ug/m ³ (2018) (Compiled by Environmental Health using data collected by Scientific Services Air Quality Monitoring Labs)			Measurements are site specific, many microclimates exist City collects numerous site specific measurements, which is then averaged for the City; will need to verify how aligned this is to SDG method
11.7.1 Average share of the built-up area of cities that is open space for public use for all, by sex, age and persons with disabilities		Modified for Cape Town: - need to state whether including the national park and reserves, or not	Performance - As of July 2019, conservation land in Cape Town (City, SANParks, CapeNature, Eskom and stewardship sites)			Definitional issues need to be addressed. Currently streets not included in CCT calculation; Need to also include updated data for sports fields. and if possible areas that are only open at certain times, and parks and public squares,

		<p>50 637 hectares of public space in Cape Town (including National Park/Reserves</p> <p>2 444 square Kilometres of Cape Town municipality (Source: Environmental Resource Management And Parks Dept 2013/14)</p> <p>City definition used is as follows: Public space: “City owned land which is fenced off and has equipment on it, including parks (not cemeteries, not beaches”)</p>	<p>covers a total of 55 222,14 ha (64,97%) of the BioNet. The BioNet covers 85 000 ha (34,18%) of the municipality 248 700 ha. The current conservation land (55 222 ha) is 22,20% of the municipality.</p> <p>(Compared to - 20.72% performance reported in 2013/2014)</p>			<p>Good Comparator across Cities and for the City itself</p> <p>Not able to report for different demographic groups/variables</p>
11.7.2 Proportion of persons who are victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months	<p>Data is sourced from South African Police Services (SAPS)</p> <p>Tier III indicator: data not available or reported at this level of</p>	<p>SAPS reports on range of crimes including sexual assault/100,000 people for Cape Town, and at precinct level (place) but not at this level of demographic disaggregation – or specifically</p>	N/A	N/A	N/A	<p>Physical of sexual harassment data not widely collected by the City or the SA Police Services – and will need more clear definition.</p>

	disaggregation as yet.	for sexual harassment				
11.a.1 Proportion of population living in cities that implement urban and regional development plans integrating population projections and resource needs, by size of city	This is a national level indicator, with City-level input (Tier III)		Performance - City can report/confirm that it implements its integrated development plan (IDP), informed by population projections and resource needs		Possible to report by National Departments of Human Settlements and/or Cooperative Governance and Traditional Affairs (COGTA)	<p>This indicator is still classified as Tier III and has little use to the City, but could be useful for international comparison</p> <p>The presence of an indicator does not necessarily mean that it is being implemented.</p> <p>There is no mention of what the content of such a framework should contain.</p>
11.b.1 Number of countries with national and local disaster risk reduction strategies*	National level indicator, into which the City makes an input	N/A	N/A	N/A	N/A	<p>Computation Method: Member States count the number of local governments that adopt and implement local DRR strategies in line with the national strategy and express it as a percentage of the total number of local governments in the country.</p> <p>Global Average is calculated through arithmetic average of the data from each Member State.</p>
11.b.2 Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030*	National level indicator, reported with City input				Possible to report by City to national in line with Sendai Framework	This information is compiled by the national disaster risk management centre and related technical forum, into which the City of Cape Town is reporting.

<p>11.c.1 Proportion of financial support to the least developed countries that is allocated to the construction and retrofitting of sustainable, resilient and resource-efficient buildings utilizing local materials</p>	<p>National level indicator (Tier III)</p>	<p>N/A</p>	<p>Performance - N/A</p> <p>The City could not differentiate this type of expenditure in their systems, as this expenditure is not incurred in one departments alone</p>	<p>N/A</p>	<p>N/A</p>	<p>This indicator is still classified as Tier III and needs better definition, particularly of “sustainable, resilient and resource-efficient buildings”</p> <p>It is impossible currently to differentiate aspects of the cost of building construction to ‘green’ design vs ordinary design</p>
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6. The Role of Comparative Co-production in Localising the SDGs

The cross-city learning activities have been one of the most useful aspects of the comparative research project and it has given the City of Cape Town the opportunity to learn about the experience of other cities, for instance in the area of budget alignment (eg. Kisumu) or external communication (eg. Buenos Aires).

The way in which the project has allowed for comparative co-production amongst both researchers and practitioners has represented a unique opportunity for learning and exchange.

During the Mistra Urban Futures Conference of November 2018 the City of Cape Town organised a guided site visit to the informal settlement of Dunoon where issues such as access to basic services, housing and public infrastructure development were discussed. This visit provided the researchers and officials from the other cities with important insights into the challenges and commonalities between the different cities.

The City also hosted a knowledge sharing event at the City where researchers and practitioners shared their local approaches to the SDGs, followed by a roundtable and interactive discussion with CCT officials on the challenges and opportunities for integrated approaches to transformation for sustainability and resilience, which also brought together a wider audience of other interested stakeholders.¹¹

7. Contribution of SDG localisation to Realising Just Cities

A range of global agendas that have been adopted over the past few years, including but not limited to Agenda 2030 with its SDGs and the NUA, emphasize the need for equality, the right to the city and the protection of the most vulnerable in society, illustrated by Agenda 2030's call for 'not leaving anyone behind'. These link directly to the principles of Realising Just Cities, such as fairness, greenness and accessibility.

The research project has shown that while these are all issues that most cities already work on or have policies and plans in place for to address, the challenge is to implement them in a transversal manner and to achieve an equilibrium between both environmental, economic and especially social dimensions of development.

In order to achieve this there is a need for collaboration that cuts across disciplinary, sectoral as well as organizational boundaries. This includes partnerships between different departments and levels of government as well as academia, civil society organisations as well as the private sector. In doing so, the agendas provide a common vision, language and concrete goals to work towards together.

¹¹ More on this event see here: <https://www.mistraurbanfutures.org/en/news/sdgs-project-cross-city-learning-cape-town>

8. Conclusions

The research project has shown the value of comparative co-production and the benefits of university-city partnerships. Awareness and interest in the global agendas has grown over the course of the project and a number of champions that are interested and invested in SDG localisation in the City have started to emerge. The approval of the approach and implementation plan for the City and the alignment of the Resilience Strategy to the SDGs represent concrete outcomes of the work and a foundation for taking SDG localisation forward.

Work on the SDGs has also revealed some of the gaps in the city's existing work and the need for more engagement with actors outside of the City, whether other cities, provincial or national government for the purpose of knowledge engagement and sharing, but also actors at the community level as well as in private sector and civil society.

The next steps to contribute to the integration and institutionalization of SDG localisation in Cape Town include the preparation of a Voluntary Local Review on the SDGs and inputs into the next Integrated Development Plan which will cover the years 2022-2027.



City of Cape Town co-production team from left to right: Jameyah Armien-Ally, Cayley Green, Sylvia Croese, Natasha Primo, Carol Wright

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