

Gap Analysis Report for ICAT South Africa Phase 2 Project

Initiative for Climate Action Transparency - ICAT

Gap Analysis Report

Deliverable B

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Presidential Climate Commission

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Abbreviations

APPs	Annual Performance Plans
DFFE	Department of Forestry, Fisheries, and the Environment
DPME	Department of Planning, Monitoring and Evaluation
JET-IP	Just Energy Transition Implementation Plan
JET PMU	Just Energy Transition Project Management Unit
JTF	Just Transition Framework
ICAT	Initiative for Climate Action Transparency
MTDP	Medium-Term Development Plan
NDC	Nationally Determined Contribution
PCC	Presidential Climate Commission
SETs	Sectoral Emissions Targets
SPs	Strategic Plans
UNOPS	United Nations Office for Project Services

Introduction

Background on the National Just Transition Process

South Africa's just transition agenda emerged in response to the challenges of addressing climate change and development issues, including deep structural inequalities, unemployment, and poverty. The Presidential Climate Commission (PCC) was established to support a coordinated and socially inclusive transition toward a low-carbon and climate-resilient economy.

The Just Transition Framework (JTF), developed by the PCC and adopted by cabinet in 2022, provides the overarching national policy framework for ensuring that climate action advances social justice, specifically through procedural, distributive and restorative justice. The JTF recognises that climate policies and decarbonisation pathways will have differentiated impacts across sectors, workers, and communities. Consequently, government planning and implementation systems must ensure that vulnerable groups are protected and that transition opportunities are distributed equitably.

The implementation of the JTF requires integration across multiple layers of government planning and reporting. This includes alignment with the Medium-Term Development Plan (MTDP), Strategic Plans (SPs), Annual Performance Plans (APPs), Sectoral Emissions Targets (SETs), fiscal frameworks, and departmental monitoring and evaluation systems.

The PCC's partnership with the Initiative for Climate Action Transparency (ICAT) and the United Nations Office for Project Services (UNOPS), aims to support this integration process by strengthening monitoring, evaluation, and learning systems for the just transition. A key initial step in this work was to assess the current state of integration of climate change and just transition priorities across government departments.

Objectives of the Gap Analysis

The PCC, with support from ICAT, initiated a process to mainstream just transition indicators into South Africa's national planning systems. The project forms part of broader efforts to strengthen institutional coordination, policy coherence, and accountability for the implementation of South Africa's JTF and climate commitments. A central component of this work was a gap analysis of government departments' Strategic Plans (SPs) and Annual Performance Plans (APPs). The purpose of the analysis was to assess the extent to which climate change and just transition outcomes are currently integrated into the work of government.

The analysis was undertaken against the backdrop of increasing recognition that the just transition cannot remain confined to environmental policy alone, it must be embedded into the developmental, fiscal, institutional, and governance architecture of the state. The findings from the analysis provide an important evidence base for improving the integration of climate resilience, equity, inclusion, and sustainability into national development planning.

The gap analysis sought to achieve the following objectives:

1. Assess the extent to which climate change and just transition imperatives are integrated into government departments' SPs and APPs.
2. Evaluate whether departmental situational analyses adequately recognise climate-related risks, vulnerabilities, and opportunities.

3. Assess whether departmental outcomes, impacts, targets, and indicators reflect the principles and objectives of a just transition.
4. Provide evidence for the support for the development of common indicators and implementation approaches that can be mainstreamed across departments and aligned with national climate and development objectives.

Methodology

The first step in undertaking the gap analysis was to identify the relevant departments to conduct a qualitative review of their SPs and APPs for the 2025–2030 planning period. In all, 20 departments were identified by the Department of Planning, Monitoring and Evaluation (DPME) as key departments to implement parts of the just transition. These departments were chosen based on their role in the implementation of climate or just transition policies and programmes. In some cases, these departments govern sectors that are directly or indirectly impacted by climate change or will be required to act to minimise the negative impacts from the transition. It is critical to monitor their impact on social, economic and environment as well as justice-related aspects.

The next step was to conduct outreach to these key stakeholders to gather the draft SPs and APPs for the 2025–2030 planning period (which would be finalised by March the following year in anticipation of the new financial year). Several departments responded and shared their relevant documents, but almost one-third did not as the departments missed the deadline for submission to the DPME at the time of analysis.

Following is the list of departments whose SPs and APPs were assessed:

1. Agriculture and Rural Development
2. Cooperative Governance
3. Employment and Labor
4. Forestry, Fisheries and the Environment
5. Higher Education
6. Human Settlements
7. National Treasury
8. Science and Innovation
9. Social Development
10. Trade, Industry, and Competition
11. Transport
12. Water and Sanitation
13. Office of the Presidency
14. Health

As noted above, documents from the departments listed below could not be assessed in time due to internal submission delays at the time of the analysis:

1. Electricity and Energy – documents from this department were obtained later and are included in the table in Annex 1
2. Mineral Resources - documents from this department were obtained later and are included in the table in Annex 1
3. Basic Education
4. Infrastructure and Public Works
5. Communications and Information Services
6. Tourism

Once the draft documents were gathered, a gap analysis was conducted that sought to assess the degree to which climate change and just transition principles were integrated into both strategic and operational planning instruments. The analysis reviewed the departmental plans for the following dimensions:

- Climate-related risks and opportunities;
- Integration of climate change and just transition considerations into impacts and outcomes;
- Alignment of performance measures including targets and indicators with just transition principles (While analysing the indicators, attention was also paid to the presence of indicators related to areas considered key for measuring just transition progress and outcomes);
- Evidence of procedural justice, inclusivity, and stakeholder participation; and
- Alignment with national climate policy instruments, such as the Just Transition Framework, Nationally Determined Contributions (NDCs), and the Just Energy Transition Investment Plan (JET-IP).

Each policy was qualitatively assessed to determine the degree of integration of climate and just transition considerations. The review combined document analysis with policy interpretation and assessment against the core principles of the JTF, including distributive justice, procedural justice, social inclusion, sustainability, resilience, and economic transformation. The initial assessment indicated if there was any mention of the just transition in the situational analysis and then the outcomes or impacts. In both cases, gaps were then identified and recommendations provided to address these gaps. The recommendations were consolidated and were shared with the Director-General of the DPME.

Summary of Gap Analysis Results

Results from the analyses reveal that at a broad level, most departments acknowledge climate change as a strategic challenge. However, this acknowledgement is rarely translated into measurable outcomes, institutional responsibilities, implementation mechanisms, or performance indicators. See Annex I for the complete analysis for all departments for which SPs and APPs could be obtained.

Departments with just transition principles in plans

Only a handful of departments demonstrated partial integration of just transition principles into their SPs and APPs. These included:

- The **Department of Transport**, which showed some integration of climate and just transition considerations in their SP and APP through transport decarbonisation, and infrastructure targets. However, the plans lacked sufficiently detailed indicators on equity, worker transitions, green job creation, affordability, and climate resilience.
- The **Department of Human Settlements**, which incorporated climate resilience and sustainable housing imperatives. However, the integration of just transition principles, particularly climate-resilient infrastructure, alternative building technologies and community empowerment, into the department's outcomes and targets was limited.
- The **Department of Water and Sanitation**, which included more advanced integration of climate change considerations, particularly in relation to hydrological risks, droughts, floods, and water security. The assessment highlighted positive recognition of resilience and sustainability imperatives.
- The **Department of Agriculture and Rural Development**, which demonstrated comparatively stronger alignment with just transition principles, particularly regarding climate adaptation, water use efficiency, sustainable agriculture, and rural livelihoods.

Indicator Analysis

This subsection notes the findings from analysing the indicators related to the different areas — these areas were shortlisted at the August 2025 workshop with PCC, DFFE, JET-PMU and research organizations — understood to be critical for measuring the achievement of just transition progress. A general finding is that these indicators are not yet standardised, coordinated, or systematically embedded across departments. Most departments still approach climate and development indicators per sector rather than through an integrated just transition framework. High-level findings for each critical area are noted below:

- **Energy / Emissions Reduction:** Indicators related to greenhouse gas emissions reduction, reduced carbon intensity, renewable energy uptake, energy efficiency improvements, modal shifts in transport, and Sectoral Emissions Targets (SETs) are among the most common climate-related indicators currently reflected in departmental plans. These indicators are particularly prominent within the Department of Transport, and the Department of Forestry, Fisheries and the Environment.
- **Energy and Material Use:** Several departments include indicators linked to energy efficiency, energy diversification, and sustainable resource use. In sectors such as energy, water, and agriculture, indicators relating to sustainable agriculture, ecosystem management, and efficient infrastructure use demonstrate an emerging focus on more sustainable patterns of energy and material consumption.
- **Energy Security:** Energy security indicators are reflected in the Strategic Plans (SPs) of several departments and are primarily associated with electricity access, grid stability, energy availability, infrastructure expansion, and diversification of energy sources.
- **Accessibility:** A number of departments include indicators associated with access to services and infrastructure, including improved public transport, housing provision, rural development, and access to basic services, which are key to ensuring equitable development outcomes.
- **Human Health:** Just transition specific health indicators that address air quality, environmental health risks, public health, and community wellbeing are less developed

across departmental plans. The review found that these indicators are not yet systematically integrated into departmental monitoring and evaluation systems.

- **Livelihoods and Resilience:** Departments such as Water and Sanitation and Agriculture include indicators related to climate resilience, drought mitigation, water security, disaster preparedness, sustainable agriculture, and ecosystem management. These areas represent some of the stronger examples of climate integration identified in the review. However, the analysis found that resilience-related indicators remain fragmented and insufficiently coordinated across departments.
- **Inclusivity:** Indicators relating to inclusivity remain limited across government planning systems. Some departments include developmental indicators associated with equitable service delivery and rural development but greater integration of equity and procedural justice considerations into departmental planning is needed.
- **Jobs / Employment:** Socio-economic indicators relating to job creation, employment programmes, skills development, livelihood support, and economic participation appear in several departmental plans. However, the review found that these indicators are rarely explicitly linked to just transition or green economy objectives, limiting their contribution to coordinated just transition implementation.
- **People Have Power:** Participation and governance indicators were identified as one of the weakest areas across departmental plans. Very few departments currently include indicators related to stakeholder participation, social dialogue, procedural justice, community engagement, or citizen empowerment. This remains a critical area for future indicator development and governance reform.
- **Economic Diversification and Resilience:** Some departments include indicators related to industrial development, local economic development, regional development, investment mobilisation, and support for small, medium, and micro enterprises (SMMEs). These are necessary to support long-term sustainable and inclusive economic transformation.

Based on this analysis, the following table provides the list of existing indicators as well as recommendations for complimentary indicators where appropriate (Other departments whose documents were analysed did not include indicators):

Department	Existing indicators	Complimentary indicators
Agriculture and Rural Development	Climate Change Mitigation and Adaptation plan for the agricultural sector approved.	Annual report of sustainable land management practises adopted.
Employment and Labor	No explicit target or indicator.	A National Labour Migration Policy and Employment Services Amendment Bill finalised and approved by the Minister for submission to Cabinet.
Science and Innovation	Number of skills development initiatives which are linked to the Just Energy Transition Investment Plan.	No explicit target or indicator.
Social Development	No explicit target or indicator.	Policy on Basic Income Support Approved.
Trade, Industry and Competition	Trade instruments deployed to promote South Africa's just transition to a low carbon economy.	Increased % of global market share for processed critical minerals.

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Health	No explicit target or indicator.	Facilitate compliance of municipalities to national environmental health norms and standards.
Mineral Resources	No explicit target or indicator.	Number of mining rights; prospecting right and mining permits application finalised.
Infrastructure and Public Works	No explicit target or indicator.	No explicit target or indicator.
Forestry, Fisheries and the Environment	Number of mitigation instruments developed; Climate Change Response Plans Guideline Developed; proposals on Climate Change Response Fund submitted for approval; number of Climate Change Positions developed for negotiation.	Number of sector and provincial just transition plans implemented; percentage of climate programmes benefiting vulnerable groups; number of work opportunities created; percentage of atmospheric emission license applications issued within legislated timeframes.
Transport	Approval of the Transport Just Transition Plan and revision of the Green Transport Strategy and reducing transport-sector greenhouse-gas emissions.	Number of EV charging stations installed; proportion of public transport fleets converted to low-emission technologies;
Electricity and Energy	A Just Energy Transition Skills Desk established.	Number of workers supported in coal-transition areas; percentage of new generation capacity linked to local employment and skills targets; number of low-income households gaining access to affordable clean energy; grid investment directed to renewable energy and energy-poor regions.
Higher Education and Training	Green skills and green hydrogen economy research and workforce preparation.	Number of learners completing accredited green skills programmes.
Cooperative Governance and Traditional Affairs	Support for disaster-management plans and measures intended to strengthen climate protection and municipal resilience.	Number of municipalities with funded just transition plans; percentage of high-risk municipalities integrating climate and transition risks into IDPs.
Human Settlements	No explicit target or indicator.	Number and percentage of subsidised homes meeting energy efficiency and climate-resilience standards; number of informal settlements upgraded using climate-resilient infrastructure.
Water and Sanitation	No explicit target or indicator.	Number of vulnerable communities gaining climate-resilient water access; reduction in water-service interruptions in high-risk municipalities.
National Treasury	No explicit target or indicator.	Percentage of public expenditure tagged as climate and just transition-related; value of tax and fiscal incentives supporting green jobs and industrial diversification.
The Presidency	Framed as coordination and oversight rather than just transition indicators.	Depth of involvement of wider society in key national decisions relating to the NDC.

Gaps Identified

The gap analysis identified several major weaknesses in the integration of just transition principles into government Strategic Plans (SPs) and Annual Performance Plans (APPs). It found that integration of climate change and just transition considerations across government departments remains uneven and, in many cases, superficial. These gaps are institutional, policy-related, technical, and governance-oriented rather than simply environmental. Key themes related to identified gaps are outlined below:

1. Cross-Cutting Findings

Across departments, several trends emerged, which included, but were not limited to:

- Climate change is often recognised rhetorically but not operationalised;
- Just transition principles are rarely linked to measurable outcomes or indicators;
- Interdepartmental coordination mechanisms are largely absent;
- Social justice and equity dimensions are inconsistently addressed and not linked to climate indicators;
- Monitoring and evaluation systems remain fragmented or absent;
- Limited reference is made to justice, particularly procedural justice;
- Existing indicators focus primarily on technical or sectoral outputs rather than socio-economic transition outcomes.

The analysis also found that many departments lack dedicated just transition implementation mechanisms or integrated reporting systems capable of tracking climate and socio-economic outcomes simultaneously. Most government departments do not yet have fully developed “just transition indicators” in their SPs and APPs. Instead, departments tend to use climate-related, infrastructure, economic, or social development indicators that partially align with just transition objectives.

2. Lack of Explicit Just Transition Priorities

One of the most significant gaps is that the just transition itself is not adequately embedded as a formal strategic priority within departmental planning systems. Although the draft MTDP recognises just transition and environmental sustainability conceptually, these priorities are not translated into clear departmental objectives, measurable outcomes, and implementation responsibilities or performance indicators.

3. Superficial Integration of Climate Change

Most departments acknowledge climate change as found in the situational analyses, but this is largely descriptive or rhetorical in nature. Departments generally fail to explain how climate risks will affect operations, how departments will adapt programmes or how planning systems will support transition outcomes. Climate and just transition considerations are rarely integrated into strategic outcomes, APP targets, measurable indicators, or institutional reporting frameworks. Where climate indicators exist, they are usually isolated within specific programmes rather than embedded across the department functions.

4. Lack of Institutional Alignment

In addition, departments use fragmented and inconsistent indicators with no shared national framework for measuring just transition progress. This creates problems for coordination, aggregation of data, accountability, and national reporting. There is also limited coherence between

targets and fiscal allocation. Without alignment to budgeting processes and Sectoral Emissions Targets (SETs), implementation risks remaining unfunded or symbolic.

5. Limited Interdepartmental Coordination

The analysis found little evidence of coordinated planning or reporting between departments on climate or just transition outcomes. Departments continue to operate in silos despite the cross-cutting nature of climate resilience, energy transition, economic restructuring, labour transitions, and social protection. The review also showed that climate governance remains overly fragmented between departments and institutions. The absence of central coordination mechanisms, integrated reporting systems, shared methodologies, and institutional accountability structures

undermines whole-of-government implementation proposed by best practice and the PCC.

6. Weak Justice, Participation and Socioeconomic Indicators

One of the clearest gaps is the absence of indicators relating to public participation, worker inclusion, social dialogue, community engagement, and or procedural justice. This is significant because participation is a core principle of South Africa's Just Transition Framework. And most existing indicators focus on technical or sectoral outputs rather than broader socioeconomic transition outcomes. Departments generally lack indicators related to livelihood protection, reducing inequality, worker retraining and retention, local economic diversification, and distributive justice.

In addition, where climate issues are included, they are often framed narrowly around environmental sustainability or emissions reduction. There is little or no focus on equity, labour transitions, social vulnerability, cross-cutting issues, regional economic impacts and broader development issues.

7. Limited Monitoring and Evaluation Capacity

Many departments lack dedicated just transition monitoring systems, technical MEL expertise, integrated climate data systems, and institutional capability to track transition outcomes effectively. This creates implementation and reporting risks and does not allow for course correction.

8. Limited Operationalisation of South Africa's Just Transition Framework

Although the Just Transition Framework exists nationally, there is little evidence that departments have operationalised it into planning systems, institutional mandates, indicators or implementation programmes. This is one of the most important systemic gaps identified by the analysis.

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Recommendations to Address Gaps

Based on the findings of the gap analysis, the following recommendations are proposed:

- **Mainstream Just Transition Indicators into National Planning Systems:** Climate change and just transition indicators should be formally integrated into the Medium-Term

Development Plan, Strategic Plans, Annual Performance Plans, and departmental monitoring systems.

- **Develop a Common National Indicator Framework:** Government should establish a shared set of key just transition indicators that can be applied consistently across departments while allowing for sector-specific adaptation. Indicators should align with the agreed upon criteria for measuring just transition progress, which include monitoring for the following:
 - Energy/ Emissions reduction;
 - Energy and material use;
 - Energy security;
 - Accessibility;
 - Human health
 - Livelihoods and resilience;
 - Inclusivity;
 - Jobs/ employment;
 - People have power
 - Economic diversification and resilience
- **Strengthen Interdepartmental Coordination:** Implementation of the just transition requires stronger coordination between central institutions, particularly the Department of Planning, Monitoring and Evaluation, National Treasury, and the Department of Forestry, Fisheries and the Environment. Dedicated coordination mechanisms and joint reporting structures should be established to reduce siloed implementation.
- **Strengthen Monitoring, Evaluation and Learning Capacity:** Departments require technical support and institutional capacity building to develop, implement, and report on just transition indicators. This should include training on climate-responsive planning, support for data collection systems, indicator development methodologies, integrated monitoring and evaluation systems.
- **Strengthen Procedural Justice and Participation:** Government planning processes should place greater emphasis on participatory governance, community engagement, and inclusion of workers and vulnerable communities in decision-making processes. Procedural justice indicators should be integrated into departmental performance systems.
- **Align Planning with Fiscal and Budgeting Processes:** Just transition implementation should be linked to fiscal planning and budgeting frameworks to ensure that priorities are adequately resourced. This includes stronger alignment with Sectoral Emissions Targets and climate budget tagging processes.
- **Improve Data Integration and Reporting:** A coordinated national reporting framework should be developed to enable integrated tracking of climate, economic, and social transition outcomes. This supports transparency, accountability, and evidence-based policymaking.

Conclusion

The gap analysis demonstrates that while awareness of climate change and the just transition is growing across government departments, integration into planning, implementation, monitoring, and reporting systems remains inconsistent and underdeveloped. Most departments continue to treat climate change as a sectoral or environmental issue rather than as a cross-cutting developmental and governance challenge. As a result, climate and just transition priorities are often reflected in theory but are not translated into measurable institutional commitments, targets, or indicators.

The findings highlight the urgent need for a more coordinated and systemic approach to mainstreaming just transition principles into national development planning. Central institutions such as the Department of Planning, Monitoring and Evaluation, National Treasury, and the Department of Forestry, Fisheries and the Environment will play a critical role in enabling policy coherence, institutional alignment, and accountability.

The support provided through the ICATpartnership has created an important foundation for strengthening South Africa's just transition monitoring architecture. The gap analysis provides a critical evidence base for future reforms aimed at embedding climate resilience, social justice, and sustainability into the core functions of government planning and implementation. Moving forward, the development of common indicators, stronger interdepartmental coordination, enhanced monitoring systems, and participatory governance mechanisms will be essential to achieving an inclusive, equitable, and climate-resilient transition in South Africa.

Annex 1

Table 1: PCC Recommendations to the DPME on Government Department's Strategic Plans and Annual Performance Plans

Government Department	Strategic Plan				Annual Performance Plan			
	<u>Situational Analysis:</u> Do the challenges and opportunities consider climate change and the JT? (Yes/Somewhat/No)	<u>Situational Analysis:</u> How could the situational analysis better integrate the imperatives and policies in the JT Framework? (1-2 paras)	<u>Measuring Results:</u> Do the impacts and outcomes consider climate change and the JT? (Yes/Somewhat/No)	<u>Measuring Results:</u> How could the impacts and outcomes better integrate the imperatives and policies in the JT Framework (1-2 paras)	<u>Situational Analysis:</u> Do the challenges and opportunities consider climate change and the JT? (Yes/Somewhat/No)	<u>Situational Analysis:</u> How could the situational analysis better integrate the imperatives and policies in the JT Framework? (1-2 paras)	<u>Measuring Performance:</u> Do the targets and indicators consider climate change and the JT? (Yes/Somewhat/No)	<u>Measuring Performance:</u> How could the narrative, targets, and indicators better integrate the imperatives and policies in the JT Framework (1-2 paras)
Department of Energy and Electricity ¹	Somewhat	The situational analysis already foregrounds a just energy transition, but it should deepen the justice analysis. It does not identify affected coal workers, coal-dependent municipalities, low-income households, women, youth, SMMEs and energy-intensive firms as vulnerable or affected stakeholders and the need for quantified risks and support. It should link grid expansion, renewables, nuclear, gas, green hydrogen and localisation to reskilling, local procurement, affordability and community diversification.	Somewhat	The strategic plans should add indicators for jobs created or displaced, workers reskilled, transition finance, municipal impacts, energy poverty, and benefits flowing to affected communities.	Somewhat	The situational analysis of the APP addresses the just energy transition but has a limited equity lens. It should quantify risks for coal workers, coal-dependent municipalities, low-income households, women, youth, SMMEs and energy-intensive firms. It should link renewables, nuclear, gas, green hydrogen, grid expansion and localisation to reskilling, affordable electricity, local procurement and community diversification.	Somewhat	An outcome of the DEE includes "A just energy transition enabling industrialisation and job creation" with indicators including renewable capacity, green hydrogen, local renewable-energy components and 200,000 cumulative JET jobs by 2030. Missing indicators include those for jobs created/displaced, workers reskilled, energy poverty, municipal revenue impacts, transition finance, and benefits reaching affected communities.

¹ The SP and APP for this department was not received on time; therefore, the analysis findings were not shared with the DPME.

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Transport	Somewhat	The strategic plan can better integrate the imperatives and policies of the just transition by explicitly aligning its impacts and outcomes with social equity, sustainability, and climate resilience. To achieve this, the strategy should include measurable targets for green job creation, emissions reductions, and climate-resilient infrastructure. It should also prioritize affordable and accessible transport options, particularly for low-income and rural communities, while providing retraining and social protection for workers displaced by decarbonization efforts. Strengthened monitoring, accountability mechanisms, and alignment with national and international commitments, such as the Just Energy Transition Investment Plan (JET-IP) and Nationally Determined Contributions (NDCs), are also critical. To ensure a truly just and inclusive transition, the strategy should emphasize pro-poor investments, participatory planning processes, and public-private partnerships (PPPs) to fund low carbon transport initiatives. Outcomes should focus on addressing disparities in transport access and resilience between urban and rural areas, ensuring that vulnerable communities benefit equitably. Enhancing transparency, collaboration across sectors, and regular progress reporting will bolster implementation and public	Somewhat	To better integrate the JTF into the impacts and outcomes of the SP should explicitly align its goals with the framework's imperatives of social equity, inclusion, and sustainability. This requires clear, measurable targets for reducing emissions, creating green jobs, and ensuring affordable and accessible transport for all, especially marginalized and vulnerable groups. For instance, outcomes should include quantified metrics for retraining workers from carbon-intensive sectors, increasing the share of low-carbon public transport options, and building climate-resilient infrastructure. Additionally, the strategy should emphasize participatory planning processes, ensuring affected communities and stakeholders are involved in decision-making. It should also prioritize pro-poor investments, such as extending green transport systems to rural areas, and explicitly address socio-economic vulnerabilities. Strengthening the link between transport decarbonization and existing policies like the Just Energy Transition Investment Plan (JET-IP)	Somewhat	The situational analysis in the Draft APP could more explicitly integrate the imperatives and policies outlined in the JTF by clearly aligning its strategic priorities with the framework's principles of inclusivity, equity, and sustainability. For example, while the APP emphasizes modal shifts (e.g., road-to-rail), modernization, and decarbonization, it could further detail how these actions will equitably address potential job losses and support skills transitions for workers and communities dependent on high-carbon transport sectors. Specific commitments, such as developing retraining programs or leveraging green jobs in electric vehicle manufacturing, could solidify alignment with the JTF. Additionally, the APP could strengthen its focus on collaboration with affected stakeholders, including workers, businesses, and vulnerable communities, to ensure participatory decision-making. This could include references to partnerships with unions or community organizations to design and implement equitable solutions, such as subsidized access to low-carbon public transport for	Somewhat	To better align with the JTF, the Department of Transport's APP could enhance its narrative, targets, and indicators by explicitly addressing equity, inclusivity, and sustainability. The narrative should emphasize how transitioning to low-carbon transport systems will generate green jobs, reduce inequality, and improve affordability. It could also outline stakeholder engagement processes to ensure that workers, businesses, and communities are part of the decision-making and implementation of climate-resilient transport initiatives. Additionally, the narrative should include examples of how infrastructure is being climate-proofed to protect vulnerable regions and populations. Targets and indicators should clearly reflect JTF imperatives. This includes setting measurable goals for retraining workers in green skills, creating green jobs, and improving access to affordable, sustainable public transport, especially for marginalized communities. Indicators could track the social impacts of the transition, such as the number of workers retrained and the distribution of benefits across socio-economic
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		trust. By embedding these improvements, the strategy can effectively drive South Africa's transition to a low-carbon, socially equitable transport system while contributing to global climate goals.		and Nationally Determined Contributions (NDCs) would create a cohesive approach. Regular monitoring, transparent reporting, and enhanced accountability mechanisms will further ensure alignment with the JTF and foster equitable and inclusive outcomes.		disadvantaged groups. By embedding such policies into the situational analysis, the APP could reflect a holistic approach that balances economic transformation, environmental sustainability, and social inclusion.		groups, alongside environmental outcomes like GHG emission reductions.
Mineral and Petroleum Resources ²	No	The situational analysis should better integrate a just transition by linking mining, petroleum, critical minerals and decarbonisation to distributional outcomes. It should identify workers, mining communities, women, youth, HDIs, small-scale miners and coal-dependent regions exposed to transition risks. It should connect critical minerals, beneficiation, green hydrogen, ESG, Social and Labour Plans and mine rehabilitation to reskilling, local procurement, community ownership and alternative livelihoods.	No	Indicators are needed for jobs created/displaced, community benefits, rehabilitation outcomes, transition finance, local beneficiation and support to affected workers and municipalities.	No	The situational analysis should better integrate a just transition by linking critical minerals, petroleum security and decarbonisation to social outcomes. It should identify affected workers, mining communities, women, youth, HDIs, small-scale miners, coal-dependent regions and municipalities facing transition risks. It should connect beneficiation, green hydrogen, ESG, mine rehabilitation, Social and Labour Plans, and petroleum infrastructure to reskilling, local procurement, community ownership and alternative livelihoods.	No	It should also add indicators for jobs created or displaced, rehabilitation outcomes, transition finance, community benefits and support to vulnerable workers and regions.

² The SP and APP for this department was not received on time; therefore, the analysis findings were not shared with the DPME.

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Human Settlements	Somewhat	To better align the situational analysis with JT principles and policies a clear connection between the National Development Housing Strategy (NDHS) and the JT Framework's goals must be established. This involves articulating the role of housing in facilitating a Just Transition and conducting a thorough climate risk assessment to identify specific threats and map regions that are most vulnerable to climate impacts. Additionally, integrating low-carbon and resilience imperatives while aligning with Nationally Determined Contributions (NDCs) is crucial. Emphasizing the potential for green job creation through climate-resilient housing developments will further support sustainable construction practices, highlighting the economic benefits of such initiatives. It is also important to align housing strategies with national and international climate policies, thereby linking spatial transformation to JT goals. Enhancing collaboration and partnerships among stakeholders will facilitate a more comprehensive approach to addressing housing challenges within the context of climate change. Finally, incorporating mechanisms for monitoring and reporting on the progress of Just Transition efforts will ensure accountability and continuous improvement, fostering a more resilient and equitable future in housing and settlement strategies.	No	To integrate impacts and outcomes with the Just Transition (JT) Framework, it is essential to prioritize principles that emphasize equity and inclusion. This approach ensures that all communities, particularly marginalized groups, benefit from the transition towards sustainable practices. By fostering an inclusive environment, stakeholders can address disparities and promote fair access to resources and opportunities, thereby enhancing social cohesion and community resilience. Additionally, focusing on low-carbon development, climate resilience, and the transition to a green economy is vital for sustainable progress. Low-carbon development strategies will reduce greenhouse gas emissions and mitigate climate change impacts, while climate resilience initiatives will help communities adapt to environmental challenges. By integrating these principles, the transition can stimulate economic growth through green jobs and sustainable practices, ultimately paving the way for a more sustainable and equitable future.	No	To align the situational analysis with the Just Transition (JT) Framework, it is crucial to integrate principles that focus on climate resilience and low-carbon development. Climate resilience ensures that communities can withstand and adapt to the impacts of climate change, safeguarding their livelihoods and infrastructure. Simultaneously, low-carbon development strategies are essential for reducing greenhouse gas emissions and promoting sustainable practices, which play a pivotal role in combating climate change. In addition to these environmental considerations, prioritizing equity and inclusion is vital for ensuring that all community members benefit from the transition to a greener economy. By fostering an inclusive approach, marginalized and vulnerable populations can have their needs addressed, ensuring fair access to resources and opportunities. The transition to a green economy not only promotes sustainable growth but also creates job opportunities, further enhancing social and economic equity. Together, these integrated principles will	Yes	To integrate the Just Transition (JT) Framework into the NDHS Annual Performance Plan (APP) for 2025-2026, several strategic adjustments are necessary. These include setting clear targets for adopting Sustainable Alternative Building Technologies and implementing energy-efficient, green housing solutions to promote environmental sustainability. Indicators for job creation and skills development should focus on empowering local communities while enhancing their participation in housing projects. Emphasizing spatial justice and accessibility will ensure equitable distribution of resources, better integration of well-located land, and improved access to economic and social infrastructure. Additionally, integrating resilience measures such as flood-resistant housing designs and disaster-preparedness programs will help mitigate climate risks and ensure sustainable development. Strengthened monitoring and evaluation frameworks are critical to tracking progress toward these goals. This requires robust tools for assessing the integration of JT-aligned imperatives
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						support a comprehensive and just approach to sustainability.		and ensuring effective interdepartmental coordination. Expanding partnerships with stakeholders specializing in sustainable housing and urban development will enhance collaboration and resource mobilization. Furthermore, regular review and adaptation of policies, such as the Human Settlements Development Grant (HSDG), are essential.
Water and Sanitation	Yes, explicitly climate change aspects, i.e. Temperature and hydrological cycles and La Nina and El Nino associated climate events.	The plan is very clear about building resilience and sustainability and explicitly addresses two principles of Justice, except for Distributive justice in its entity (Risk + Opportunities), as it only focuses on opportunities. This is more especially important for risk sharing by water users, especially those who enjoy bulk allocation from the system. Outcome 2 should also look at programmes that are community driven for restoring the rivers and other streams, as a double-edged measure for community empowerment and ecological restoration at the same time.	Yes	More procedural justice measures need to be integrated. This is especially important for activating citizen-based monitoring approaches and participation in the delivery of these outcomes in order to measure as many impacts as possible.	Yes	The situational analysis does align with the JT transition framework by focusing more on social equity that ensures the basic right for all people to have access to water. Focusing on disadvantaged communities with high poverty prevalence and limited resources	Somewhat.	Even though the targets speak to economic efficiency such as water allocation as well as cost efficiency needed across the water value chain. There needs to be more targets in terms of ecosystem sustainability, this means sectors with high impact on human wellbeing need to be transformed to enable human welfare
Agriculture and Rural Development	Yes	The situational analysis has a focus on the carbon tax and its potential impact on the sector is that the tax is extended to agriculture and the need for interventions to safeguard the sector from any negative impacts. The situational analysis could be further included. The situational analysis does focus on the Climate-induced changes in water availability. Agriculture accounts for over sixty percent	Yes	There is a need to significantly increase the productivity of small-holder farmers to ensure long-term food security. This can be achieved by among others encouraging black producers to pursue sustainable intensification of production through improved inputs. The labour force surveys	Yes	The situational analysis has a focus on the carbon tax and its potential impact on the sector if the tax is extended to agriculture and the need for interventions to safeguard the sector from any negative impacts. The situational analysis focuses on the Climate-induced changes	Yes	There are opportunities to stimulate new and decent work in agriculture, while at the same time reducing greenhouse gas emissions, more efficiently using water resources, and improving rural livelihoods. For example, the restoration of degraded lands, the improvement

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		of all water usage in South Africa. The extent to which farmers can more		suggest that around a quarter of formal farm owners are black and black farmers account for just five percent of water use. Addressing these existing inequalities within the sector must be considered as part of the just transition.		in water availability. Agriculture accounts for over 60 percent of all water usage in South Africa. The extent to which farmers can more efficiently use water and adopt other climate adaptive practices and technologies will significantly influence impacts on the sector		of biodiversity, and/or the implementation of climate-smart agriculture are job creators, while bringing important climate and environmental benefits. The empowerment of community-based organizations to implement micro-projects will also support climate and broader societal resilience, particularly in rural or labour-sending regions. The agriculture sector will also benefit enormously from successful global climate change mitigation, since the most severe impacts of climate change on agriculture will be avoided if global warming can be restricted to well below 2°C.
National Treasury	Somewhat	The strategic plan frames climate action as an infrastructure, energy and growth reform issue rather than from a just transition lens. It should assess who is vulnerable: coal workers, poor households, carbon-intensive regions, municipalities and small firms. It should link renewable energy, transmission expansion, disaster-risk financing and climate budget tagging to jobs, social protection, skills development and regional diversification.	No	Indicators on a just transition are limited. It should also add indicators for transition finance, affected communities, worker support and distributional impacts, so the fiscal strategy supports both decarbonisation and equity. Just transition metrics in green taxonomy are also needed.	Somewhat	The situational analysis should integrate a just transition more explicitly by treating decarbonisation as a fiscal, labour-market and distributional issue, not only an energy-reform agenda. It should assess risks for coal workers, affected municipalities, low-income households, Eskom-dependent communities and carbon-intensive industries. It should also include spatial analysis of transition-exposed regions, link energy reforms to skills, social protection and industrial policy, and incorporate climate-related fiscal	No	The APP tracks the JET but should provide clearer tracking targets for broader just transition impacts related to climate finance. Treasury should introduce just-transition budget tagging, stakeholder engagement mechanisms and measurable indicators for employment, finance mobilization and community resilience.

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						risks such as stranded assets, grid costs and municipal revenue losses. It is also crucial to provide an integrative perspective on tracking climate finance for just transition outcomes.		
Trade, Industry and Competition	Somewhat	The strategic plan already de-carbonisation, green industrialisation and has a dedicated “Just Transition” section, but it could integrate justice more analytically. It should assess who gains and loses across sectors, regions and firms; link green hydrogen, EVs, critical minerals and renewable-energy value chains to worker reskilling, SMME participation, localisation and community benefits; and identify risks for carbon-intensive industries, vulnerable workers and trade-exposed firms facing CBAM-style barriers.	No	It should also include measurable indicators for green jobs, transition finance, affected communities, worker ownership and inclusion of women, youth and black industrialists.		The situational analysis already links de-carbonisation to industrial policy, green jobs and transformation. It could better integrate a just transition by explicitly assessing distributional impacts: which workers, regions, SMMEs and carbon-intensive sectors face transition risks, and who benefits from green industrialisation. It should connect critical minerals, green hydrogen, SEZs, renewable components and NEVs to reskilling, local procurement, worker ownership, women/youth inclusion and township/rural enterprise participation.	Somewhat	It should add measurable indicators for green jobs, affected communities, transition finance, localization and support for vulnerable firms. Hyper-focused on JET, consider broader JT imperatives, especially around livelihoods, climate resilience and climate finance
Science and Innovation	Somewhat	The situational analysis should make the just transition more explicit by linking STI investments to who benefits and who is at risk. It should assess impacts on workers in carbon-intensive sectors, poor communities, municipalities, SMMEs and historically disadvantaged institutions. DSTI should connect hydrogen, renewable energy, circular economy, space-based climate services and grassroots innovation to reskilling, local enterprise development, climate adaptation and	No	Enabling finance flows for commercialization of green technologies. It should also add indicators for green jobs, community innovation, transition technologies, women/youth participation and support for vulnerable regions.	Somewhat	The situational analysis should better integrate a just transition by explicitly linking STI investments to distributional outcomes. It should identify workers, regions, SMMEs and communities exposed to carbon-intensive sectors, and show how DSTI programmes will support reskilling, local innovation, green enterprise development and climate adaptation.	Somewhat	Focusses on JET in context of supporting research (PhDs and Masters). It is crucial to start developing innovative, context relevant innovation targets. It should also add indicators for green jobs, vulnerable regions, transition technologies and community-level benefits.

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		inclusive industrial opportunities.				Hydrogen, battery, fuel cell, renewable, space-based disaster-response and grassroots innovation initiatives should be tied to inclusive job creation, women/youth participation and historically disadvantaged institutions.		
Higher Education	No	The situational analysis should better integrate a just transition by linking PSET planning directly to climate and labour-market transitions. It should assess which workers, regions and sectors face displacement, then align TVET, CET, SETA and university programmes with green hydrogen, electricity, new energy vehicles and climate-resilient infrastructure. The JET Skills Desk and Skills Development Zones should include clear targets for reskilling, workplace-based learning, artisan production, women, youth, persons with disabilities and NEET groups.	No	It should also track outcomes such as green jobs, placements, regional benefits and employer partnerships.	No	Quantifying occupations in demands emanating from the just transition must be quantified by locality to guide local skills demand. Resource or incentivize Universities and TVETs close to demand locations to produce and supply the skills. The situational analysis should better integrate a just transition by moving beyond skills supply to analyse who is affected by the transition: workers, youth, women, persons with disabilities, NEET groups and regions linked to carbon-intensive sectors. It should connect the JET Skills Desk and Skills Development Zones to measurable reskilling, workplace-based learning and placement outcomes in electricity, green hydrogen and new energy vehicles. It should also align TVET, CET, SETA and university programmes with green-economy demand, climate-resilient infrastructure and local employer partnerships.	Yes	The current focus is the just energy transition. This scope is limited and should encompass the broader skills required for the just transition the covers all sectors of the economy. Skills for the circular economy should be prioritized.

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Employment and Labour	Somewhat	Skills development and education is essential to respond to the transition risk and support people in becoming more climate resilient. Recommendations in the just transition framework are focused on three broad areas: (1) reskilling and upskilling existing adult workers so that they are better equipped to navigate the transition; (2) aligning the skills development system with the anticipated labour force needs of the future, particularly focused on green jobs to support a just transition; and (3) ensuring foundational skills through the education system to improve the adaptative capacity of the broader workforce	No	Strengthening the mechanisms (such as the Organizing Framework for Skills and List of Occupations in High Demand) for identifying future skills needs by improving the flow of information between these mechanisms and providing more disaggregated and actionable data. Investing in the skills development capacity to develop and deliver new occupational standards, curricula, and training programs at scale, with strong private sector participation. Making targeted investments in the skills ecosystem where the workforce lacks the technological competencies needed for green jobs.	Yes	Amendments required to the current labour regimes as it relates to climate change and working conditions needs to be lifted. Heat Stress impact on construction and farm workers should be flagged, likewise social protection measures for workers who lose wages due to other climate impacts such as flooding, etc.	Somewhat	Engagement at NEDLAC on amendments to the current labour regimes as it relates to climate change and working conditions to be prioritised on issues such as impact of heat stress on construction and farm workers. Similar discussions on social protection for workers who lose wages due to other climate impacts such as flooding, etc. A work programme to amend legislation to be included in the APPs.
Social Development	No	The situational analysis should integrate a just transition by linking climate shocks to social protection, poverty and livelihoods. It already notes that extreme weather threatens food security, livelihoods and access to benefits. It should go further by identifying vulnerable groups such as poor households, women, children, older persons, persons with disabilities and informal workers, and explaining how grants, food relief, psychosocial support, sustainable livelihoods and	No	It should include indicators for climate-vulnerable households, adaptive social protection, food security and community resilience.	No	The situational analysis should better integrate a just transition by linking climate shocks, poverty and livelihoods more explicitly. It already notes pandemics, climate change, floods, food prices, fuel costs and load shedding as pressures on vulnerable households. It should identify who is most exposed—poor households, women, children, older persons, persons with disabilities, informal workers and	No.	It should include indicators for adaptive social protection, climate-vulnerable households, food security and community resilience.

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		disaster response will protect them during climate and economic transitions.				rural communities—and show how social grants, SRD, food relief, psychosocial support, sustainable livelihoods and disaster response will protect them.		
Cooperative Governance	Somewhat	Both the outcomes of the department and the technical indicator descriptions should have adaptation and resilience-building as goals. At present, this is only mentioned under disaster management. This is not integrated or holistic planning. The situational analysis should integrate a just transition by linking municipal governance, service delivery and climate resilience to distributional outcomes. It should identify municipalities and communities most exposed to climate shocks, energy insecurity, water stress, infrastructure collapse and poverty. It should connect disaster management, indigent policies, infrastructure grants and municipal recovery plans to green jobs, resilient services, local economic diversification and protection of vulnerable households.	No	There should be a just transition outcome or TID that speaks to holistic planning and adaptation. It should also add indicators for climate-ready municipalities, green work opportunities, energy and water affordability, disaster resilience and benefits to poor communities.	No.	All APP outcomes will be impacted by climate change but there is no mention of a JT. There should be greater outcomes, financial and impact focus on the JT. The APP's situational analysis should link local governance, service delivery and climate resilience to just-transition outcomes. It should identify municipalities and communities most exposed to climate shocks, energy insecurity, water stress, infrastructure failure and poverty. It should connect the DDM, disaster management, CWP, indigent policies, infrastructure grants and municipal recovery plans to green jobs, resilient services, local economic diversification and protection of vulnerable households.	Yes	Just transition imperatives should be mainstreamed into other outcomes and not just disaster management. It should also add indicators for climate-ready municipalities, green work opportunities, energy and water affordability, disaster resilience and benefits to poor communities.

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Forestry, Fisheries, and Environment	Somewhat	The SP discusses climate change as a significant challenge and highlights related opportunities but does not explicitly mention the term "just transition." The Department of Forestry, Fisheries, and the Environment (DFFE) acknowledges climate change as an existential threat and South Africa's vulnerability to its impacts, including extreme weather events and rising temperatures. The DFFE identifies a need for radical changes to respond effectively to climate change. The signing of the Climate Change Bill is noted as a significant step in managing South Africa's response to climate change. Limited funding for climate change mitigation is identified as a significant threat. While the SP does not explicitly discuss a "just transition," some initiatives, some of DFFE's initiatives and identified challenges and opportunities align with the principles of a just transition by emphasising community empowerment, job creation in green sectors, and sustainable resource management. The situational analysis could better integrate a just transition by highlighting the opportunities in addressing climate change, particularly vis-a-vis job creation, improvements in human health, and economic growth.	Somewhat	The SP demonstrates a strong focus on addressing climate change through its impacts and outcomes. The concept of a "just transition" is not explicitly named, but several elements align with JT principles. The SP could go further by setting measurable impacts and outcomes that support a just transition, including job creation, economic growth, prosperity, human health/lives saved, etc.	Somewhat	The APP extensively acknowledges climate change as a significant challenge while also identifying opportunities related to a green economy transition. While the specific term "just transition" is not directly used in the document, the APP demonstrates a commitment to addressing climate change through a lens of equity, community empowerment, and sustainable economic development. Several programmes and initiatives within the plan align with the principles of a just transition, promoting a fair and inclusive shift towards a green economy while acknowledging the need to address challenges and risks to ensure that no one is left behind. The situational analysis could better integrate the imperatives and policies in the just transition framework by defining and integrating just transition principles; enhancing a focus on "at-risk" groups; strengthening the consideration of distributive, restorative, and procedural justice; and enhance discussion of governance and finance for a just transition.	Somewhat	The APP presents various targets and indicators across different programmes. While climate change is a central theme in Programme 4: Climate Change and Air Quality, its integration into other programmes' targets and indicators is less pronounced. Similarly, the concept of a just transition, though not explicitly mentioned, is reflected in certain targets and indicators related to community empowerment, economic development, and sustainable resource management. The targets and indicators within the APP should be reviewed and, where necessary, revised to ensure they are aligned with the desired outcomes of a just transition, including through the following: Incorporate just transition language, which would reinforce the DFFE's commitment to a fair and equitable transition; Develop specific indicators for just transition outcomes (the current indicators primarily focus on environmental outputs and outcomes); Strengthen focus on "at-risk" groups by incorporating a more nuanced and comprehensive analysis of the potential impacts of climate change and the
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								transition; and Quantify potential impacts (this could include potential job losses, economic displacement, and health risks).
Presidency	No	The situational analysis should better integrate a just transition by linking climate change, JET, energy security and inclusive growth into one distributional framework. It should identify who bears transition risks—coal workers, poor households, energy-intensive firms, municipalities, youth and women—and specify how Presidency coordination, Operation Vulindlela, the PCCC, JET-IP, skills planning and social protection will manage these risks. Economic conditions and outlook should be cognizant of job losses and creation via a JT. SP3 - building a capable state, should include integrated and strategic JT planning.	No	It should also add indicators for green jobs, affected regions, transition finance, social compacting, reskilling, energy affordability and community benefits.	No.	The situational analysis should better integrate a just transition by connecting JET implementation to distributional outcomes, not only milestone tracking. It should identify affected workers, regions, municipalities, youth, women, poor households and energy-intensive firms, then show how Presidency coordination, Operation Vulindlela, the PMO, social partners and targeted procurement will manage transition risks. The APP should also add indicators for green jobs, reskilling, community benefits, transition finance, social compacting, energy affordability and support to vulnerable groups.	No.	A JT should be integrated across all APPs that it impacts.
Health	Somewhat: under articulation of SDGs.	The situational analysis should better integrate a just transition by linking climate, food insecurity, pollution and disease burden to health equity. It already notes that climate change, load-shedding, inflation and unemployment worsen food insecurity, especially for women and children. It should go further by identifying climate-vulnerable groups and regions, and showing how PHC, community health	No.	It should also add indicators for climate-resilient facilities, heat/flood-related health risks, food insecurity, air pollution and equitable access to care. By measuring the impact of emissions on health and the JT on health outcomes.	No.	By acknowledging the impact of climate change and emissions on health and of the JT on health outcomes. The situational analysis should better integrate a just transition by linking climate change, pollution, food insecurity and disease burden to health equity. It already notes that load-shedding, inflation, unemployment and	No.	The DoH should include indicators that assess the health of people exposed to high levels of pollution; and an indicator of the impact of access to healthcare for people impacted by the JT.

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		workers, NHI, health infrastructure, emergency preparedness and environmental health services will protect them.				climate change worsen food insecurity. It should identify climate-vulnerable groups and regions, and show how PHC, community health workers, NHI, infrastructure planning, emergency preparedness and environmental health services will protect them. It should also add indicators for climate-resilient facilities, heat/flood-related health risks, food insecurity, air pollution, vulnerable households and equitable access to care.		
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