

# Implementation Framework of the Durban Climate Change Strategy

## 1. INTRODUCTION

Climate change poses a serious threat to human existence, presenting both environmental and socio-economic challenges. Recognising this, world leaders have rallied in response to support the Paris Agreement, which aims to curb carbon emissions (which cause climate change) and take action to adapt to the now-unavoidable impacts of climate change. Unlike the cities of the global north, who were direct beneficiaries of carbon-intensive development pathways, the global south has yet to fully develop. This presents an opportunity to convert to a sustainable development pathway that will not contribute significantly to carbon emissions and thereby contribute towards increasing the cost of global adaptation, and which will ensure resilience. It is important that cities are able to address both adaptation and mitigation in their development pathways.

The eThekweni Municipality has developed a progressive climate change Programme contained within the Municipal Integrated Development Plan (IDP), and in 2015 developed a city-wide mitigation and adaptation strategy. Between 2020 and 2022, the undertook the first five-year review of the strategy and, as a part of this process, developed an integrated implementation plan (drawn from the reviewed DCCS (2022) and the Durban Climate Action Plan (2019)). In this Durban Climate Change Implementation Plan (DCCIP) you can find all programmes and their projects, with progress monitored through a bespoke monitoring and evaluation framework.

## 2. DEVELOPMENT OF THE DURBAN CLIMATE CHANGE STRATEGY

Following the successful hosting of COP17/CMP7 in 2011, and building upon previous climate change-focussed work, the eThekweni Municipality Council approved a city-wide climate change adaptation and mitigation strategy in 2015, known as the Durban Climate Change Strategy ([DCCS](#)). The Strategy, which was developed, through an inclusive and participatory process, acknowledges that we live in a world with finite and diminishing natural resources. This means that Durban needs to convert to a low carbon, resilient and green economy that prioritises the sustainable use of ecosystem services whilst still overcoming the development challenges faced by the majority of the City's residents. The DCCS remains the overarching policy for climate change planning and implementation in the city, contributing significantly to integration and mainstreaming of climate change into city operations.

The DCCS was developed in partnership between the Climate Protection Branch (CPB) and the Energy office (EO) and as such, outlines a city-wide approach to integrating climate change mitigation and adaptation responses into city functions and operations. The strategy was approved by Council in June 2015 and was organised into 10 inter-related themes of which five had an adaptation focus, namely Biodiversity, Water, Health, Food security and Sea-Level Rise; three a mitigation focus, namely Energy, Waste and Pollution and Transport; and the two remaining themes, namely Economic Development and Knowledge Generation and Awareness were considered to be cross cutting. Each theme had a respective goal, objectives and suggested responses.

Following its approval, the DCCS was implemented within line functions through a range of projects associated with the ten themes. Some of these projects can be found, along with a detailed description of implementation of the DCCS in early editions of the DCCS annual report, produced for the first time during the 2018/19 financial year. A popular version of the DCCS document can be

found [here](#). A key marker of progress was the development of the DCCS Implementation Framework, which sets out roles and responsibilities for implementation of the DCCS.

During the 2021/22 financial year, the City's Climate Change Department worked closely with its service provider, Urban Earth, to finalise the first five-year review of the DCCS for approval by Council, which was secured in June 2022. The process to review the DCCS included public consultation events to update the DCCS vision and content. This started in February 2020 with in-person events, but with the onset of Covid-19, the process had to convert to electronic formats, where stakeholder engagements on themes of the Strategy were convened.

Following the public consultation events, more detailed consultation with municipal line functions were convened to develop programmes and projects within sectors responsible for implementation of themes of the DCCS. This included setting of targets consistent with the [Durban Climate Action Plan](#) and developing baseline information from which to monitor progress. This paved the way for planning to use the City's Enterprise Performance Management Application (EPMA) to monitor implementation of the DCCS Integrated Implementation Plan, which continues to date.

The DCCS (2022) has four themes: enabling, cross-cutting, adaptation and mitigation. Within the Enabling theme, the following sectors will focus on implementing projects that will increase capacity or prepare City line functions for implementing projects within the DCCS: Legislation, policy and planning; Governance; Research, Communication and Capacity Building; and Climate Finance. There are two sectors within the Cross-cutting Theme, Economic Development and Risk management. The Adaptation Theme covers Biodiversity, Water and Sanitation, Sea Level Rise and Coastal Protection, Food Security and Health, and the Mitigation theme covers Energy, Transport and Waste and Pollution.

#### THE STRUCTURE OF THE DURBAN CLIMATE CHANGE STRATEGY



26

Upon approval of the implementation plan, there were 121 projects spread across three timescales for implementation (near = 0 – 3 years, medium = 3 -10 years and future > 10 years) in the Integrated Implementation Plan, of which 57 projects are being implemented (and reporting on, see below) as near-term projects. A copy of the approved DCCS and implementation plan, as well as a description of the process outlined above, can be found [here](#).

### **3. THE DCCS IMPLEMENTATION FRAMEWORK**

The aim of the DCCS is the realisation of its vision, which effectively means successful implementation of an integrated mitigation and adaptation climate change response. The implementation framework has been developed along three themes: governance, implementation and strategic development (Figure 1). The three themes are based upon guidance contained within the Durban Adaptation Charter Implementation Guidance Workshop Report, held in March 2013. Implementation of the DCCS is, therefore, aligned with the Ten Principles of the Durban Adaptation Charter.

#### **The DCCS Implementation Framework**

##### **A. Governance theme:**

Political oversight of the response is entrusted to the eThekweni Municipality Climate Change Committee (EMCCC), which sits quarterly and has, until recently, been chaired by His Worship, Mayor Kaunda. In May 2024, Mayor Kaunda was recalled and the incoming Mayor will be requested to reconvene the EMCCC, under a re-imagined framework that aligns with the requirement of the Climate Change Act (once that is promulgated).

Implementation of the DCCS is overseen by the DCCS Technical Task Team (DCCS TTT), which is a coordinating body of Heads of Units responsible for the implementation of programmes within the four themes in the Strategy. It is the responsibility of this body to ensure that implementation of the DCCS is achieving its stated aims, and that gaps in implementation are identified and addressed. A key aim is that line functions coordinate across municipal silos for effective implementation of the Strategy and in driving climate appropriate development in the City. Currently, the TTT is not able to convene, so this role has been transferred to the City Executive Management Committee, chaired by the City Manager. The review of the governance framework will consider the most efficient model for climate change governance in the City.

The DCCS TTT is supported by the DCCS Subcommittee consisting of Senior Managers and Deputy Heads responsible for the implementation of projects identified within an integrated implementation plan for the DCCS. The DCCS Subcommittee convened for its inaugural meeting on 22nd January 2018, whereat it began the process of developing its terms of reference and an interim dashboard. It has subsequently met at regular quarterly intervals, driving implementation of the Durban Climate Change Implementation Plan.

Secretariat support for the DCCS TTT and Subcommittee is provided by the DCCS Secretariat, consisting of the two branches, Climate Adaptation and Climate Mitigation within the Climate Change Department.

##### **B. Implementation theme:**

An overview of the City's climate change response can be found in the peer review publications above. Of particular interest in Roberts and O'Donoghue (2016) is the flow chart showing the development of the City's climate change programme on page 102 (updated in the 2018/19 annual report below). The response was based on the Municipal Climate Protection Programme for climate

change adaptation, of which the Municipal Adaptation Plans for the Water, Health and Disaster Management sectors were the flagship, and the Energy Strategy for mitigation, amongst others.

These plans were superseded with by the DCCS 2015, which itself was replaced by the Durban Climate Action Plan and the DCCS 2022. The latter two strategic documents formed the nucleus of the Durban Climate Change Implementation Plan. Quarterly reporting is summarised and presented through the governance framework.

### **C. Strategic development, Monitoring and Evaluation, and Research theme:**

Having completed the review of the DCCS in 2022, the next full five-year review of the DCCS will be in 2027. On an annual basis, the projects within the Implementation Plan are reviewed and updated using information provided through reporting processes. Progress with implementing projects is summarised in each annual edition of the DCCS Annual Report and is presented within the governance framework.

During the 2024/ 25 financial year, the Durban Climate Action Plan will be subjected to its first five-year review. The Climate Change Department will use the opportunity of this review to bring the two strategic documents for climate change into a single unified document.

#### *Monitoring and Evaluation*

In order to understand how effective the DCCS and CAP are in preparing Durban for the impacts of climate change, and in reducing our greenhouse gas emissions, it will be necessary to monitor progress through city-based reporting. During the financial year, the DCCS Secretariat worked with the Subcommittee to report progress in implementing projects and programmes in sectors of the four themes. Progress was reported through the DCCS governance structures (see above) and will be posted on the City's Climate Portal once issues with updating that platform are resolved.

Another component of this theme is research support provided by the Durban Research Action Partnership, which is the vehicle that drives climate and environmental change knowledge development in the city. It is important that research provides the City with knowledge for appropriate decision-making processes and synthesises learning outcomes from the M&E framework and reporting process. The M&E framework and DRAP will be managed by the DCCS Secretariat. The city funds the core Global Environmental Change research programme around which the partnership is built. There have been three 3-year programmes completed, focussed on KZN Sandstone Sourveld grasslands, D'MOSS and Rivers: Source to Sea respectively. In 2024, the fourth 3-year phase started. More information on GEC P4 can be found [here](#).

#### **DCCS Implementation during the 2021/22 financial year**

During the 2021/22 financial year, the City's Climate Change Department worked closely with its service provider, Urban Earth, to finalise the review of the DCCS for approval by Council, which was secured in June. The process to review the DCCS included public consultation events to update the DCCS vision and content. This started in February 2020 with in-person events, but with the onset of Covid-19, the process had to convert to electronic formats, where stakeholder engagements on themes of the Strategy were convened. Given the high cost of data and challenges with access to the internet, this made participation by residents of poorer communities difficult, and where possible, participation was secured through provision of data or through representation by organisations involved in projects with community members.

## **DCCS Implementation during the 2022/23 financial year**

### *Governance updates during 2022/23*

During the 2022/23 financial year, Mayor Kaunda successfully reconvened the EM Climate Change Committee in April 2023. The proportional representation of this committee, along voter lines established during the November 2021 local government elections, speaks of good governance. During the meeting the draft Terms of Reference for the EMCCC were presented to Committee members as well as an update on the process to review the Durban Climate Change Strategy and the development of the DCC Implementation Plan.

During the meeting, Mayor Kaunda expressed a desire to have representatives from a cross-section of eThekweni Municipality society present in EMCCC meetings. Do so, would help the City establish a multi-stakeholder forum for climate change, as will be required by the Act. To begin this process, Mayor Kaunda invited the DCC Secretariat to plan and host a climate change workshop to bring all stakeholders into a shared understanding of climate change challenges and opportunities in the City. This workshop was convened on 30<sup>th</sup> June 2023.

A further aim of the workshop was to bring Heads of Unit from the Technical Task Team back into a transversal conversation about implementing their Durban Climate Change Implementation Plan programmes integrating with their peers.

### *Implementation updates during 22/23*

#### *Overview of implementation*

The Durban Climate Change Implementation Plan was finalised and approved by the end of the 2021/22 financial year, so 2022/23 was the first year of implementation. The Plan is split into four themes: Enabling, Cross-cutting, Mitigation and Adaptation. Each theme is split into sectors that align with Municipal core functions, like Biodiversity, Water or Transport. This alignment was necessary to ensure that line functions that are mandated by the City's Integrated Development Plan are able to take ownership of corresponding sectors in the DCC Implementation Plan. Each sector contains programmes, and within programmes are projects that set out to achieve the targets contained within of the City's two key climate change strategic documents and encapsulated as a dashboard in the Implementation Plan. Programmes are typically owned by Unit Heads that sit in the Technical Task Team, and project contacts are officials from the Subcommittee.

During 2022/23, there are 120 projects across the four themes (see Figure 1). Some of these projects are long- or medium term, so are only scheduled to begin implementation in 2030 and 2025 respectively. There are currently 58 projects being implemented across the four themes: 10, 16, 18 and 14 respectively. At the end of the 22/23 financial year, a request for project updates for the new financial year was made and the DCC Secretariat received 21 updated plans. An account of reporting during 22/23 and outcomes are given in the next two sections respectively, with further details available in the DCCS Annual Report 22/23.

#### *Monitoring and Evaluation*

In order to reduce reporting burden on already over-stretched city officials, the Monitoring and Evaluation Framework uses the City's existing Enterprise Performance Monitoring Application (EPMA). This has the benefit of most DCC Implementation Plan project contacts already reporting on the application, so they were already familiar with the system, and wherever possible, reporting aligned with existing reporting commitments, so as not to duplicate effort.

The intention was to use 2022/23 as the pilot year for reporting on EPMA, but there were significant delays in uploading the DCCS projects onto EPMA, so it was not possible to complete any reporting in the first two quarters. A manual approach was used in Q3 with project contacts reporting progress in projects for 33% of projects being implemented during the year. This was in alignment with a reporting target set at the beginning of the year, understanding that this first year was about resolving teething issues with reporting.

By the Q4 reporting period, the projects were all uploaded onto EPMA and the first true reporting period began with a training session for any officials not familiar with the EPMA system. There were a number of issues with project contacts not being assigned to their correct projects on EPMA, and the one week reporting window meant that it was not possible to resolve these during reporting. These issues will be resolved when the 23/24 projects are uploaded onto EPMA. Notwithstanding these issues, there was a reporting response rate of 45% for Q4. This showed good improvement from Q3 and we will work to increase this up to around 70% during the 2023/24 financial year.

Figure 1 shows the total number (#) of projects in the DCC Implementation Plan, the number being implemented during 2022/23, reporting rates per theme including level of success and the number of project plans submitted for 2023/24. The Enabling theme had the best reporting response rate at 100%, whilst mitigation had a rate of zero. Equally impressive in the Enabling theme was an 80% success rate in achieving targets set out at the beginning of the financial year as well as the commitment showed in 9/10 projects submitting updated plans for 2023/24. The Cross-cutting and Adaptation themes managed to achieve 50 and 75% success rates respectively, for those projects where reporting was completed. Because no EPMA reporting was completed within the Mitigation Theme, it was not possible to determine the success rate of reporting there. The next section unpacks progress made with implementing programmes within the sectors of the DCC Implementation Plan

An update of the 2024/24 implementation will be posted once it is drafted from the DCCS Annual Report 2023/24.

## DCC Integrated Implementation Plan EPMA reporting Q4 2022/23:

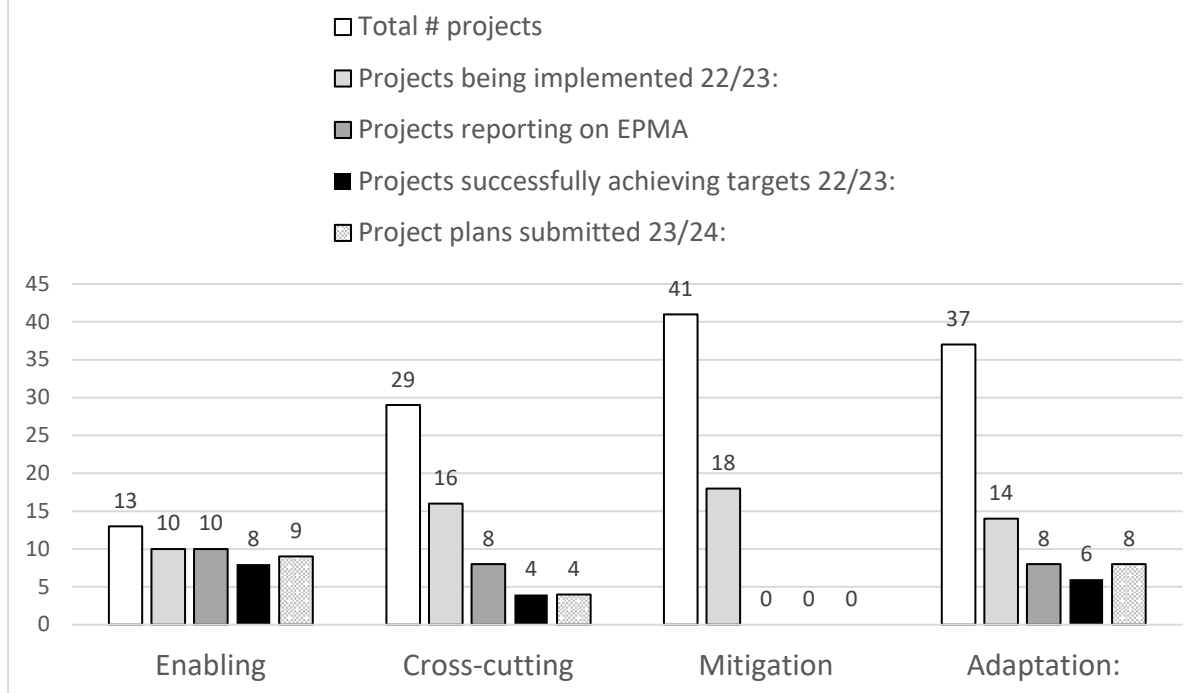


Figure 1. Reporting effort for the first pilot reporting on the City's Enterprise Performance Monitoring Application

### *DCCS Capacity Building and communication:*

During this financial year the Climate Secretariat has worked with administrators of the City's Strategic Hub to create the Climate Portal. This will be a one stop shop for all things climate in the City, including updates of implementation, updated every six months following DCCIP reporting.

During the 2022/23 financial year the Durban Climate Change Secretariat continued to engage with the city's Agro-Ecology Unit to adapt the Climate Emergency Course to be focused on Food Security. This was in line with the City's efforts to develop a Food Security strategy. Colleagues in the Sustainable and Healthy Food Systems research programme kindly provided materials for the course, and further information has been taken from the Intergovernmental Panel on Climate Change (IPCC) Sixth Assessment Report. Currently there is insufficient capacity within the Climate Adaptation Branch to run the workshop.

Following the review of the 2015 Durban Climate Change Strategy and the development of the DCC Integrated Implementation Plan, the Durban Climate Secretariat, along with Urban Earth, developed a peer review paper on the process. This was published in the *Journal of Town and Regional Planning* and can be accessed [here](#).

## Popular Services

- [Durban Climate Change Strategy](#)
- [Durban Climate Action Plan](#)
- [Environmental Planning & Climate Protection](#)
- [Energy Office](#)
- [Energy Office Policies](#)
- [Tourism Development Programme \(CTOS\)](#)
- [Rural & Township Development](#)

**DID YOU KNOW?**