

CLIMATE CHANGE POLICY ABSTRACT: CKZNCCC MANDATE TO IMPLEMENT CLIMATE CHANGE ADAPTATION PROGRAMS.

Background

There are numerous climate change related policies that have been developed. Some of these policies provide local governments with a mandate to respond to climate change. Mitigation has been at the forefront of climate change priorities, whilst adaptation has historically taken a back seat. As a result, challenges are encountered by local governments when motivating for the implementation of adaptation work. This document aims to provide a summary of important climate change adaptation related policies that local governments should align with. This should provide implementation and policy development guidelines for climate change practitioners when developing climate change adaptation programmes. This document has extracted various key indicators from the following documents (*also see the link to the full version documents*):

- *The Paris Agreement 2015,*
- *Sustainable Development Goals,*
- *National Development Plan,*
- *The National Climate Change Response Policy, and*
- *The Disaster Management Amended Act 16 of 2015.*

International Policies

- **Paris Agreement of 2015**

The agreement calls for adaptation advancement and implementation at a local level. Municipalities should align their plans with the Intended Nationally Determined Contributions and start reporting on their implementation (e.g. cCR). Municipalities are then encouraged to take an opportunity and develop transformative adaptation projects with an intention to gain access to funding. The agreement gives rise to an opportunity to establish institutional arrangements and capacity building.

The Paris Agreement was adopted on 12 December 2015 at the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change held in Paris. The Paris Agreement is the approved agreement by the UNFCCC parties to deal with climate change and accelerate the actions and the investments needed for a sustainable future. South Africa is an official signatory to this Agreement. The agreement brings all nations (from both the developed and developing world) into common cause to undertake ambitious efforts to combat climate change and adapt to its impacts. The central aim of the Agreement is to strengthen the global response to the threat of climate change by keeping a global temperature rise well below 2°C above pre-industrial levels and to pursue efforts to limit the temperature increase even further to 1.5°C. The Paris Agreement requires that all

Parties put forward their best efforts through nationally determined contributions (NDC's) and to strengthen these efforts in the years ahead. Provisions for reporting requirements for all parties on their emissions and on their implementation efforts are stipulated within the Agreement, through a global stocktake, which will take place in 2023 and every five years thereafter to assess collective progress.

The key aspects of the agreement, in terms of adaptation rest in Article Seven of the Agreement. This article highlights the importance of significantly strengthening national adaptation efforts to enhancing adaptive capacity, strengthening resilience and **reduction of vulnerability** to climate change through support and international cooperation. The article also acknowledges that adaptation is a global challenge faced by all local, subnational, national, regional and international organisations, and that it encompasses a key component to the long-term global response to climate change to **protect people**, livelihoods and ecosystems. The article requires that all parties submit and update periodically an adaptation communication on their priorities, implementation and support needs, plans and actions. In addition, because of the difference in economic and social statuses of parties, developing countries will receive enhanced support for adaptation actions.

Article Five encourages all parties to acknowledge the important role that natural ecosystems, including forests play in improving climate change **resilience of communities**. It states that parties should take action to conserve and enhance greenhouse gases sinks and reservoirs and to implement and support alternative policy approaches such as joint mitigation and adaptation approaches for the sustainable **management of natural ecosystems**, including forests.

Article Two defines a long-term temperature goal. It seeks to strengthen the global response to the threat of climate change and reaffirms the goal of limiting global temperature increase to well below 2°C, while pursuing efforts to limit increase of 1.5 °C. The article also notes global response to climate change in the context of sustainable development efforts to **eradicate poverty**, increase adaptability to climate change impacts and foster climate resilience and lower greenhouse gas emissions. The article highlights the need for making **finance flow consistent** with climate resilient development.

- **Sustainable Development Goals (2015)**

“Leave no one behind”. Climate change practitioners should collaborate and strengthen working partnerships with their municipal line functions and other sectors. The policy promotes a holistic approach to cities’ resilience and disaster risk reduction while ensuring economic sustainability. Climate practitioners now have an opportunity to align and influence their municipal policies, strategies and IDPs to address needs of climate change and build resilient cities through the SDD. Platforms like the CKZNCCC will play a fundamental role to advocate partnerships, peer learning and knowledge exchange.

The new Sustainable Development Agenda is made up of 17 Sustainable Development goals with 169 associated targets, which came in to effect on the 1 January 2016, and will guide

decision making for the next 15 years. The new goals are different in that they call for action by under developed, developed and developing countries to promote development while protecting the planet. The Agenda makes provisions for less resourced countries noting that they will need to be provided with support to meet their obligations. The Agenda highlights the aim of accelerating the reduction of global greenhouse gas emissions and addressing adaptation to climate change impacts as a priority. Implementation of the Agenda will follow a framework of partnerships at global, national, regional and sub-regional levels. Responses, which build on existing planning instruments, such as the National Development Plan and sustainable development strategies, are encouraged. **Regular** follow ups and reviews will be conducted regularly to monitor progress at regional and sub-regional levels through regional and sub-regional commissions or organisations. These follow ups and reviews will allow for opportunities of *peer learning* and sharing of best practices. At a global scale, the high-level political forum will oversee the network follow up and review processes. It will facilitate the sharing of experiences and provide *political leadership* with guidance and recommendations for the follow-up.

The key goals in terms of climate change (in the context of sustainable development and the creation of *resilient communities*) and adaptation is set out in most of the goals within the Agenda. However, they are strongly emphasised in Goal 13 that states “take urgent action against climate change and its impacts”, the goal outlines the need to improve resilience and adaptive capacity in response to climate change related hazards. It notes the need for the integration of climate change measures into *strategies and planning policies*. Goal 11 is the urban goal within the agenda and requires the development of building climate resilient communities by increasing the number of cities and *human settlements* adopting and implementing integrated policies and plans towards the inclusion of *resource efficiency*, mitigation and adaptation to climate change. Goal 17 talks to the implementation of global *partnerships* for sustainable development.

National Policies

- **The National Development Plan 2030 (2013)**

The most obvious call for local governments is the reduction of inequality and poverty. Job creation opportunities can be realised through the green economy within the municipal sector plans such as Integrated Waste Management Plan, Energy Plan and Local Economic Development Plan. The NDP also provides a mandate for municipal line functions to implement climate change programs that are aligned to their roles and responsibilities. The Plan provides climate change practitioners with an opportunity to create awareness and recognition by Political Leadership through the creation of green jobs.

The National Development Plan is the overarching planning document guiding development in South Africa. The plan provides the framework within which all government *line functions* across the three tiers will need to operate, and as such, the development of the local government work will need to be in alignment with the Plan. Given that the plan was finalised in 2013, it is understandable that there is very little planning for climate change adaptation,

and as such, the plan needs to be updated to be congruent with the Paris Agreement and the National Government's commitments in its Nationally Determined Contributions.

A key focus area for the NDP is **reducing poverty and inequality**. The Plan aims to **create jobs** through achieving economic growth whilst improving skills of South Africans and developing the state to meet the needs of the growing economy. This presents a number of opportunities for alignment by local government.

- **The National Climate Change Response Policy (NCCRP)**

The policy places emphasis on implementation and integration of climate change programs, as well as mainstreaming of the work at an operational level. The policy provides for the alignment of as well as the roles and responsibilities for the three spheres of government. It promotes the expansion of existing poverty alleviation job creation programmes, such as the Expanded Public Works Programme (EPWP) and the National Youth Service. One of the EPWP program objectives is to promote community-based natural resource rehabilitation and management as well as protection of biodiversity. The program is aligned with Community and Ecosystem Based Adaptation work and is accessible to municipalities.

The NCCRP calls for all national and provincial sector departments in government to address climate change through the development of **strategies and plans**. It highlights water, agriculture and **forestry**, health, **biodiversity** and **human settlements** as the prime sectors. The Policy provides for the inclusion of a cross-cutting climate change response by the relevant **National, Provincial and/or Local Government** planning departments, as well as coherent alignment with relevant policies and legislation. While local government is not mandated to develop response strategies, it will be critical to align their sector plans and incorporate their climate change responses into the IDPs.

The Policy promotes public to private and local to international coordination and collaboration towards **knowledge sharing**, research, technology investment and the mobilisation of funds and resources. The NCCRP suggests that **community resilience** should be built on sector-based communication and awareness initiatives. The NCCRP mandates the biodiversity sector with the role of monitoring, **conservation, expansion and rehabilitation of natural systems** and their ecosystem services to respond effectively to existing anthropogenic pressures together with the additional pressures that climate change presents. The Policy further mandates the biodiversity sector with the responsibility of developing **vulnerability assessments** to inform adaptation planning. The Policy calls for sectors to establish and **intensify partnerships** for research to inform a climate response and effective management of protected areas. The NCCRP advocates a **sector based approach** to climate change action. Research and technology will be required to implement the policy. The NCCRP suggests that **community resilience** should be built on sector-based communication and awareness initiatives.

- **The Disaster Management Amendment Act 16 of 2015 results**

The Act put emphasis on resilience and risk reduction through ecosystem and community-based adaptation. It is a strong guideline for institutional arrangement with line functions and reporting protocols. The Act has the power to enforce municipal line functions to conduct risk and vulnerability assessments, develop adaptation plans and allocate budget adaptation programs.

The Act is disaster *risk reduction* orientated. The Act stipulates that all organs of states must develop disaster management plans that include risk reduction through *ecosystem and community-based adaptation*, amongst other approaches. While its implementation is *sector-based*, Sections 52 and 53 further necessitates for coordination through integrated planning. The Act also requires sector-based risk and *vulnerability assessments* and the development of early warning systems to *improve resilience*. The two chapters also stipulate that all organs of state must *allocate funding* to climate adaptation and risk reduction programs.

Section 24 of the Act stipulates that these programs will be monitored on a quarterly basis through participating and reporting to relevant Inter-Governmental Relation GR structures. In alignment to this section, climate change practitioners should then participate and report in their Municipal Disaster Management Advisory Forums. The practitioners should provide support to the line functions in terms of providing relevant climate change information and expertise. They should also support the line functions to develop their sector-based vulnerability assessments and adaptation plans, in compliance with the Act.

Conclusion

The policies have highlighted a few common elements for a coherent approach to the implementation of adaptation work. The highlighted thematic areas are reflected in these policies and are illustrated in the table below. Practitioners are encouraged to develop strategies and implement programs that are governed by these principles, amongst other legislative policies. These will also guide municipalities in developing their climate change response monitoring and evaluation systems.

Glossary

DRR and vulnerability: risk & vulnerability reduction, protection of people, vulnerability assessment

Resilience: resilient communities

Adaptation: EBA, CBA

Loss and Damage: compensation

Mitigation: resource efficiency, energy efficiency, renewable energy

Organisational structure: sector based response, line function

Service delivery:

Economic: poverty and inequality reduction, job creation, financial flows, fund mobilisation and access,

Capacity building: peer learning, formal knowledge exchange platforms, community awareness

Cooperation: partnerships, across tiers of governance,

Appendix

A table illustration common indicators from the policies.

INDICATORS	INTERNATIONAL		NATIONAL			Local
	PA 2015	SDG 2015	NDP 2013	NCCRP 2011	DM Amend ACT 2015	IDP By-laws
<ul style="list-style-type: none"> • Risk & vulnerability reduction • Protection of people 	✓	-	-	-	✓	✓
<ul style="list-style-type: none"> • Resilient communities 	✓	✓	-	✓	✓	✓
<ul style="list-style-type: none"> • Management, conservation, rehabilitation of natural systems and ecosystem 	✓	-	-	✓	✓	✓
<ul style="list-style-type: none"> • Reduce poverty & inequality • Create jobs 	✓	-	✓	✓	-	
<ul style="list-style-type: none"> • Consistent financial flow, • Resources efficiency, • Mobilisation and allocation of funds 	✓	✓	-	✓	✓	✓
<ul style="list-style-type: none"> • Peer learning, • Knowledge sharing • Community awareness 	-	✓	-	✓	✓	✓
<ul style="list-style-type: none"> • Integration through policies, strategies and plans 	-	✓	-	✓	✓	✓
<ul style="list-style-type: none"> • Attention to human settlement Forestry and Biodiversity sectors 	-	✓	-	✓	-	
<ul style="list-style-type: none"> • Partnerships 	-	✓	-	✓	-	
<ul style="list-style-type: none"> • Line functions & sector based approach 	-	-	✓	✓	✓	✓
<ul style="list-style-type: none"> • Three tiers of government sphere 	-	-	✓	✓		
<ul style="list-style-type: none"> • Vulnerability assessment 	-	-	-	✓	✓	✓