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PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

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Readiness Report

Climate Change Act implementation support to Gauteng Province, Metros, and Districts

Readiness Assessment for
Gauteng.

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1 Introduction

1.1 Background

In July 2024, South Africa promulgated the Climate Change Act 22 of 2024 (Act), which builds on the comprehensive National Environmental Management Act by establishing a robust legal framework aimed to enable the development of an effective national climate change response and a long-term just transition to a low-carbon and climate-resilient economy and society in South Africa. The Act recognises the country's international commitments, such as its status as one of the 196 signatories to the Paris Agreement. Over the last few years, countries have been submitting their national climate action plans, known as nationally determined contributions (NDCs). South Africa has committed to a 31% reduction in greenhouse gas (GHG) emissions, with a fixed target of 350–420 MtCO₂e by 2030. Therefore, the Climate Change Act sets out the legal mandate for a countrywide climate change response, to enable the alignment of South Africa's climate change response policy and actions, including mitigation and adaptation actions, which also constitute our country's fair contribution to the global climate change response.

In 2024, the National Planning Commission (NPC) conducted a study to assess the current constraints, capacity gaps, and limitations facing provinces and municipalities in complying with the Act. The study concluded that provincial, district, and municipal governments lack institutional capacities to comply with the provisions of the Act. The study noted that those institutions need to be strengthened to enhance their readiness to comply with the Act. The NPC therefore recommended that “implementing bodies should be provided with the requisite tools and knowledge” to meet the requirements of the Act.

Subsequently, there is a need to mainstream the climate change response into sectoral plans and across multiple levels and actors. This should be driven by a strong oversight function that aligns plans, policies, and strategies, sets and ensures standards and accountability, identifies and coordinates cooperation, and streamlines monitoring and reporting. A wide range of sectors are, and will continue to be, impacted by climate change, and so a rapid socio-economic transformation is required in order to reduce vulnerability and the effects of climate change.

The current project will focus on measures or programmes relating to climate change mitigation. Moreover, the assessment also considers the Act's provision for a financing mechanism to support climate change response planning and implementation. This is important because climate finance is not only an explicit consideration in the Act through the provision for a finance mechanism but is also an implicit enabling condition for implementation more broadly. In practice, the ability of provinces, metros, and district municipalities to meet the Act's planning and implementation requirements will depend in part on whether they have the institutional capability to identify, mobilise, allocate, and manage funding for climate-related priorities. Climate finance is therefore treated in this assessment as a practical delivery anchor. It provides the link between statutory planning requirements and the ability to implement climate responses in practice. On this basis, climate finance readiness is assessed not as a peripheral issue, but as a core dimension of whether these spheres of government are positioned to give effect to the Act.

1.2 Study area

This study and project cover the Gauteng province (Figure 1). The province has three metros (City of Johannesburg, City of Ekurhuleni, City of Tshwane), two districts (Sedibeng and West Rand), and six local municipalities (Lesedi, Midvaal, Emfuleni, Merafong City, Mogale City and Rand West City).

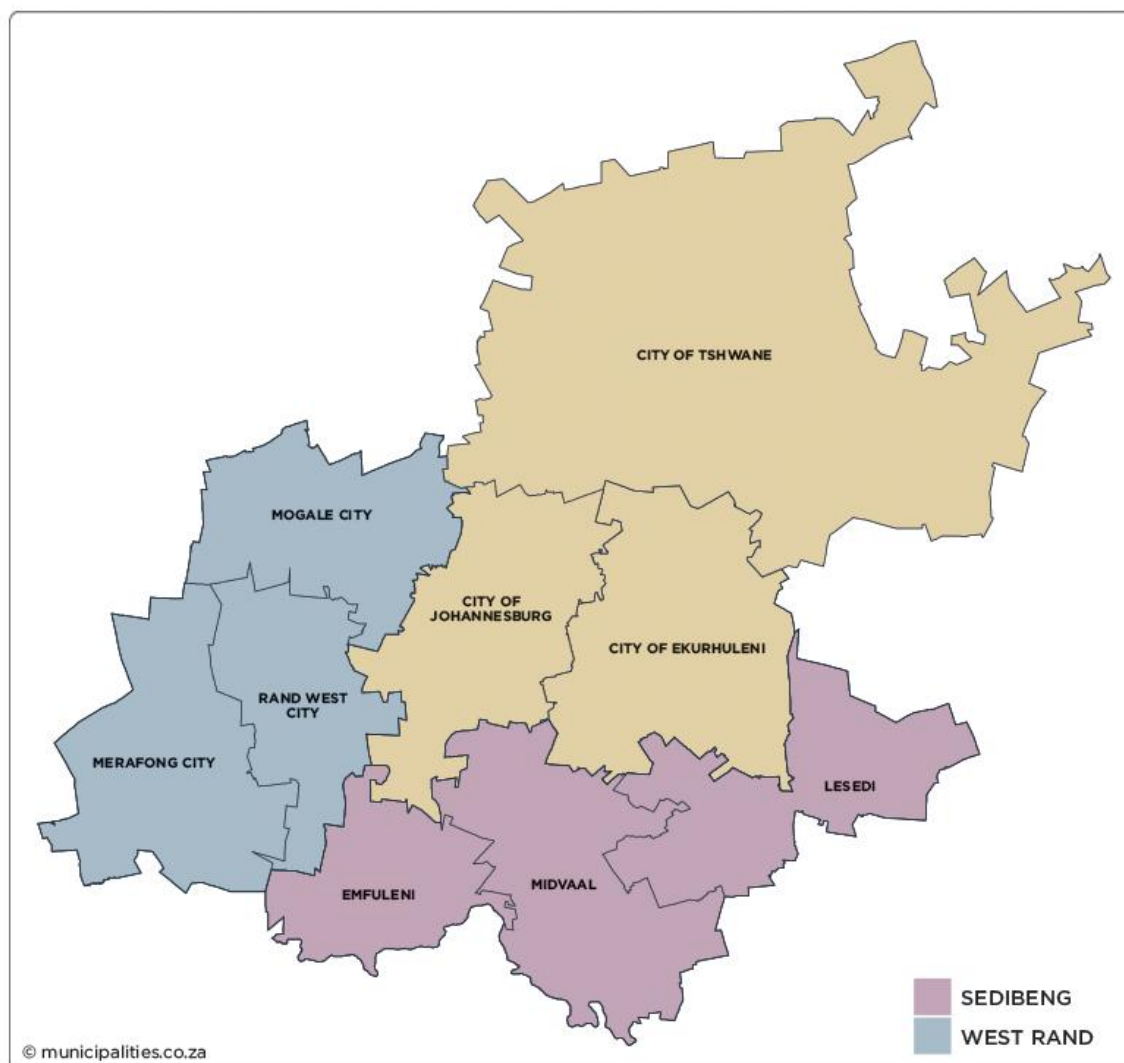


Figure 1: Map of Gauteng with districts, metros, and local municipalities.

1.3 Objectives

To implement policies that give effect to South Africa's global commitment to reducing GHGs and ensuring a just transition, the National Planning Commission has introduced legislation that outlines a range of policy requirements across the province, districts, and metros. This project seeks to support Gauteng Provincial, metros, and district governments to build their readiness for the implementation of the Climate Change Act, with a focus on:

- a. Understanding their state of readiness for implementation of the Act, including understanding their needs and gaps, and understanding the statutory obligations created by the Act.
- b. Technical support to identify and articulate priority mitigation actions and develop climate change mitigation response implementation plans and mainstreaming of the mitigation actions into sector plans and strategies.

- c. Supporting the province, its metros and districts to establish and enhance their Measurement, Reporting and Verification (MRV) frameworks (including GHG inventory systems).
- d. Capacity building, knowledge sharing, networking, information exchanges, and institutional strengthening to enhance climate governance capacities for the implementation of the Act, and
- e. Support the province, its metros, and districts with leveraging, mobilizing, and accessing the requisite resources and climate finance towards implementation of the Act.
- f. Assess how the province, its metros and districts are affected by climate change on their constitutionally mandated functions.
- g. Determine the extent of integration of the Act into existing planning frameworks such as Municipal Integrated Development Plans (IDPs).

2 Climate Change Act key provisions and requirements related to provinces, districts and metros.

The Act is arranged into six chapters, with three schedules. The following are key explicit and implicit provisions and requirements related to provinces, districts and metropolitan municipalities (metros):

2.1 Chapter 1 – Interpretation, objects and application

Chapter 1 states that the ACT is applicable within the borders of the Republic and that it binds all organs of state as defined in section 239 of the Constitution of the Republic of South Africa, 1996. It places a legal obligation on every organ of state to coordinate and harmonise their various policies, plans, programmes, decisions and decision-making processes relating to climate change, to ensure that the risks of climate change impacts and associated vulnerabilities are taken into consideration and give effect to the principles and objectives set out in the envisaged Act.

The chapter concludes by giving guidance that in the event of a conflict between a provision of this Act and other legislation in relation to climate change issues, the Climate Change Act prevails.

2.2 Chapter 2 – Policy Alignment and Institutional Arrangements

Chapter 2 demands that every organ of state that performs a function that is affected by climate change or a function related to a sustainable environment review, revise, amend, coordinate and harmonize their relevant policies, laws, measures, programmes and decisions as necessary to ensure alignment with this Act. It then goes on to mandate the existing Premiers' intergovernmental forums established in terms of the Intergovernmental Relations Framework Act, 2005 (Act No. 13 of 2005), to also serve as Provincial Forums on Climate Change.

A Provincial Forum on Climate Change is charged with coordinating climate change actions in the relevant province and reports to the President's Coordinating Council in terms of section 20(a) of the IGRFA. At district level, the chapter mandates all district intergovernmental forums, established in terms of the IGRFA, to also serve as Municipal Forums on Climate Change. These forums are charged with coordinating climate change actions in the relevant municipalities and report back to the relevant Provincial Forum on Climate Change.

2.3 Chapter 3 – Climate Change Response: Provinces and Municipalities

This chapter is dedicated to provincial governments, district municipalities and metropolitan municipalities. It makes the following key requirements on provincial MECs and mayors of metropolitan or district municipalities:

2.3.1 Climate Change Needs and Response Assessments

It requires each of them to undertake a climate change needs and response assessment for the province, metro or district municipalities, as the case may be, within one year of the publication of the National Adaptation Strategy and Plan.

Based on the best available science, evidence and information, such a needs and response assessment must:

- a) Identify climate change response considerations and options;
- b) Analyze the nature and characteristics of the province or metro or district municipality, as the case may be, and the particular and unique climate change needs and risks;
- c) Identify and spatially map, within the sphere of operations of the province, district or metropolitan municipality, as the case may be, risks, vulnerabilities, areas, ecosystems and communities that will arise, or that are vulnerable to the impacts of climate change;
- d) Identify and determine measures and mechanisms to manage and implement the required climate change response.

It further requires that these needs and response assessments be reviewed, updated as necessary and published in the Gazette once every five years.

2.3.2 Climate Change Response Implementation Plans

Informed by the climate change needs and response assessment, the MECs and mayors of district municipalities or metros are then required to develop, implement and publish in the Gazette climate change response implementation plans for their respective areas of oversight, within two years of undertaking their climate change needs and response assessments.

These climate change response implementation plans must include measures or programmes relating to both mitigation of and adaptation to climate change. They also need to comply with any requirements that may be prescribed by the Minister responsible for environmental affairs (Minister), including any relevant technical guidelines that the Minister may develop.

The Act further requires that:

- a) Every provincial climate change response implementation plan forms a component of the respective province's environmental implementation plan developed in terms of the National Environmental Act (NEMA), while
- b) Every metro or district municipal climate change response implementation plan forms a component of the relevant metro or district's integrated development plan (IDP).

Similar to the needs and response assessments, these climate change response and implementation plans are also to be reviewed, updated as necessary and published in the Gazette every five years.

3 Methodology

This chapter outlines the approach followed to evaluate and assess the province, metros, and districts' state of readiness for implementation of the Act, including understanding their needs and gaps, and understanding the statutory obligations created by the Act.

The assessment was carried out in four steps as follows:

1. Developed a gap and needs assessment framework, after which we
2. Collected data as required by the framework, and finally
3. Assessed the state of the province, and each district and metro against the requirements of the Act as disaggregated in the assessment framework
4. Presented, discussed and verified the results with the stakeholders.

Each of these steps is described in detail below.

3.1 Climate Change Act requirements disaggregated – Assessment Framework

This section disaggregates the Climate Change Act requirements for provinces, districts and metros into a framework that can be used to evaluate and assess the readiness of the provinces, districts and metros to implement the requirements of the Act. A table below shows the Climate Change Act requirements disaggregation, which was used as the readiness assessment for implementing the Climate Change Act by the provinces, districts and metros.

Table 2: Climate Change Act requirements disaggregation-Assessment framework

Theme		Pillar		Core Parameters
A	Governance and Strategic matters	1	Climate Change Needs and Response Assessment	1.1 Existence of a Climate Change Needs and Response Assessment, not older than 5 years
				1.2 Availability of staff with knowledge and skills to undertake a climate change needs and response assessment
	This theme assesses institutional arrangements and appropriate coordination at the provincial, metro, and district levels that can enable the implementation of the Climate Change Act.	2	Institutional architecture, leadership, and coordination (Governance)	2.1 Presence of dedicated climate change government officials in the province, district, or metro
				2.2 Existence of operational internal climate change coordination structure among departments in the province, district or metro (e.g. climate change committees)
				2.3 Use of climate change key performance indicators (KPIs) in the province, district or metro
				2.4 Provincial, district or Metro climate change forum operational

Theme		Pillar		Core Parameters	
				2.5 Existence of structured engagements with public, private sector, civil society and other stakeholders	
				2.6 Operational partnerships with research institutions and other technical bodies in climate change response	
B	Mitigation Planning and Implementation	3	Development and implementation of climate change mitigation strategies and response action plans	3.1 Existence of a climate change strategy and/or action or implementation plan, with mitigation chapter, not older than 5 years	
	3.2 Existence of climate change mitigation or net-zero goal(s) and target(s), not older than 5 years.				
	3.3Climate change projects included in the latest provincial environmental management plan or district/metro IDP				
	3.4Evidence of integration of Climate change mitigation activities into departmental plans				
	3.5 Integration of climate change considerations in other provincial, district and metro projects, programmes and strategies				
	3.6 Availability of staff with skills in calculating the mitigation impact of projects				
	3.7 Availability of staff with skills in mitigation project identification, planning and setting of mitigation targets				
	The theme assesses whether the province, metro, and district can quantify emissions, and have set their targets to reduce their emissions and identify the mitigation response priorities.				
C	Climate finance	4	Resourcing the climate change mitigation strategy and action plan	4.1 Existence of a financing strategy for climate action, not older than 5 years	
	4.2 Integration of climate change projects in provincial, district and metro budgets and financial management processes				
	4.3 Presence of government personnel with skill and knowledge to package projects in a form suitable for different funders and financing instruments.				
	4.4 Presence of government personnel with knowledge to undertake pre-feasibility, feasibility and costing of climate change projects.				
	4.5 Structured cooperation with project preparation institutions, facilities and technical advisers				
	The theme assesses whether the province, metros, and districts have sufficient fiscal space, viable financing pathways, and the capability to mobilise resources to move from climate commitments to funded action				
D	Monitoring and Evaluation (Aka Measurement, reporting and verification - MRV)	5	Greenhouse Gas inventories	5.1Avaliability of a GHG inventory tracking tool or system for data collection and compilation of GHG inventories	
	5.2 Availability of staff with skills in the compilation of GHG inventories or carbon footprints				
	5.3 Existence of a published GHG inventory, not older than 5 years				
	This theme assesses whether the province, metros, and districts can effectively track and report progress and results on implementing climate change mitigation	6	Tracking and reporting on mitigation measures	6.1 Existence of a register, database or system to track ongoing and implemented mitigation projects in the province/districts	
				6.2 Availability of staff with knowledge to track and report progress on mitigation measures and goals	
		7	MRV of climate finance	7.1 Availability of staff with climate finance capabilities	
				7.2 Systems/processes/ tools for monitoring and reporting on own budget used for climate change response	

Theme	Pillar	Core Parameters
		7.3 System/process/tools for monitoring and reporting on other funding from within South Africa used for climate change response
		7.4 Systems to track and report on international climate financial flows into the province, district or metros

3.2 Data collection approach

This information was obtained from workshops, interviews with provinces and districts, and the review of documents and materials provided for the assignment. Zutari, together with the provincial officials, had an inception meeting in February 2026, whereby initial data for this assignment were collected, followed by interviews and ad-hoc meetings. Some of the key documents reviewed includes the climate Action Plan/ Response strategy, Greenhouse gas inventories, Net-Zero guidelines, and climate change mitigation strategies. A figure below illustrates the data collection approach followed.

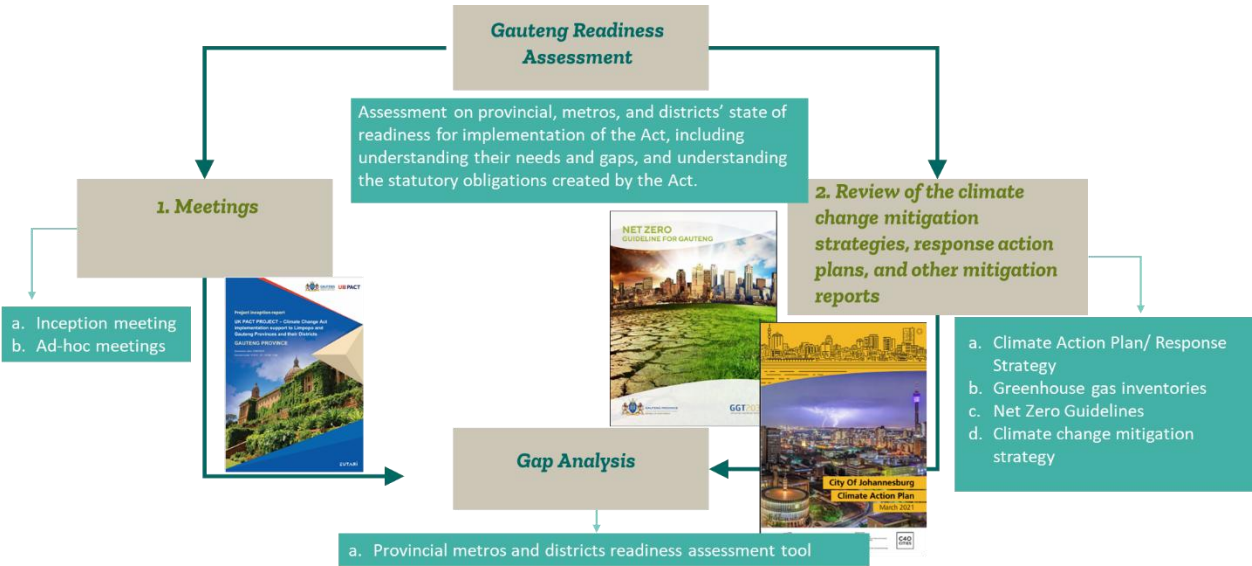


Figure 2: Data collection approach

3.3 Gap Assessment process

The identified gaps were scored and prioritised using the framework below, based on the review of documents and materials provided. A simple 0–5 scale was selected to assess readiness across the framework. The scale is intended to distinguish between areas where no meaningful evidence exists, areas where systems or reports need review and update, areas where systems or practices are only emerging, areas where they are partially established, areas where they are in place, and areas where readiness appears mature and institutionalised. This approach provides enough differentiation to support comparative assessment while remaining practical and transparent.

Table 3: Gap analysis matrix

Score	Meaning	Interpretation
0	Not in place	No evidence that the element or parameter exists.
1	Nascent	Early signs, but mostly ad hoc or incomplete
2	Partially in place	Some evidence of progress, but important gaps remain
3	Needs update	Parameter exists but is due for updates.
4	Substantially in place	Mostly established and functioning, with only limited gaps
5	Mature / institutionalised	Clearly established, embedded in systems, and operating consistently

3.4 Verification process

The final phase of assessing the province, as well as each district and metro to respond to the requirements of the Climate Change Act, involved validating the findings with stakeholders. Preliminary results were presented, discussed, and verified during a stakeholder workshop. Participants reviewed and refined pre-populated assessment frameworks for the province, districts and metros. The assessment results were subsequently updated and finalised based on the verified information provided by stakeholders.

4 State of Climate Change Act Implementation Readiness

4.1 Province's state of readiness

Gauteng plays a pivotal role in advancing the transition to a low-carbon, resilient future as South Africa's economic hub. Gauteng has implemented several initiatives to mitigate climate change, focusing on reducing GHG emissions and transitioning to a low-carbon economy, including the development of an overarching strategy to guide its transition and curb emissions. In line with this commitment to inclusive climate action, Gauteng has launched several educational initiatives. One standout program is the Climate Change School Awareness Program, which emphasizes climate literacy in disadvantaged schools. The table below highlights the needs and the response for Gauteng province towards implementing the Climate Change Act.

Table 4: The province's needs and response assessment towards implementing the Climate Change Act.

Theme	Pillar	Core Parameters	Comments	Rating
A	Governance and Strategic matters	1	Climate Change Needs and Response Assessment	
		1.1 Existence of a Climate Change Needs and Response Assessment, not older than 5 years	Climate Change Needs and Response Assessment updated annually	4
		1.2 Availability of staff with knowledge and skill to undertake a climate change needs and response assessment	- Staff with the knowledge and skills required to undertake a climate change needs and response assessment are available; however, capacity is limited. - Requires further training	3
	2	Institutional architecture, leadership, and coordination (Governance)		
		2.1 Presence of dedicated climate change government officials in the province, district or metro	- There are dedicated climate change government officials, but there is a lack of capacity, skills, and champions to coordinate Climate Change activities in some districts, metros, and other provincial governments. - There is a need to recruit more staff at the provincial level.	4
		2.2 Existence of operational internal climate change coordination structure among departments in the province, district or metro (e.g. climate change committees)	The province, metros, and districts have the Environmental Coordination Committees, and the Premier's Experts Advisory Committee on Climate Change (PEACCC); the committees are functioning well.	4

Theme		Pillar		Core Parameters	Comments	Rating
				2.3 Use of key performance indicators (KPIs) in the province, district or metro	- The Climate Action Plan provides evidence of integration of the key performance indicators with departmental plans. - There are Annual Performance Plans and operational targets and specific KPI that are adhered to and updated annually, from the MEC downwards.	4
				2.4 Provincial, district or Metro climate change forum operational	- The province has a Premier's experts advisory forum comprising SANBI, NBI, SANEDI, and other stakeholders, as well as experts from various fields. - Gauteng holds a climate change Indaba annually. - The Climate Change Action Forum (CCAF) is held quarterly - Climate Change Action Plan Steering Committee (CCAP SC).	4
				2.5 Existence of structured engagements with public, private sector, civil society and other stakeholders	- The province hosts the Climate Change Indaba annually. - The GDEnv hosts the Climate Change School Awareness Programme - The province holds a series of workshops that include schools, surrounding communities, and society. - Gauteng has an MoU with the University of Johannesburg, the Green Buildings Council of South Africa, and the National Cleaner Production Centre.	4
				2.6 Operational partnerships with research institutions and other technical bodies in climate change response	- Gauteng has an MoU with the University of Johannesburg, the Green Buildings Council of South Africa, and the National Cleaner Production Centre. - There is a need for more university collaboration and financial institutions.	3
B	Mitigation Planning and implementation	3	Development and implementation	3.1 Existence of a climate change strategy and/or action or implementation plan, with mitigation chapter, not older than 5 years	The Gauteng Climate Action Plan (2020) is due for an update.	3

Theme	Pillar	Core Parameters	Comments	Rating
		of climate change mitigation strategies and response action plans		
		3.2 Existence of climate change mitigation or net-zero goal(s) and target(s), not older than 5 years.	- The pathways were developed in the Net Zero Guideline for Gauteng (2023) to outline how each sector will contribute to the transition to net-zero emissions by 2050, with the analysis across the six sectors framed around enabling inputs and policies. - The climate change mitigation opportunities were modelled following three scenarios. The targets need implementation	3
		3.3 Climate change projects included in the latest provincial environmental management plan or district/metro IDP	- Each provincial department is mandated to include climate change activities in its integrated development plan. - Climate change projects are included in the provincial management plan; GDEnv coordinates the process	3
		3.4 Evidence of integration of Climate change mitigation activities into departmental plans	- The CAP provides evidence of integration of the key performance indicators with departmental plans. - There is a need for more coordination with the climate change steering committee and the MTEC process with climate participation in the IDP process.	3
		3.5 Integration of climate change considerations in other provincial, district and metro projects, programmes and strategies	The provincial climate change team supports the teams in the districts and metros to coordinate the provincial climate change response with district activities and plans.	3
		3.6 Availability of staff with skills in calculating the mitigation impact of projects	- There are limited skills and capacity to calculate the mitigation impact of projects; however, there are officials who have some skills. - There is a need for more training for provincial and other department officials.	2
		3.7 Availability of staff with skills in mitigation project identification, planning and setting of mitigation targets	Human resources and skills are limited. There is a need for training on calculating the mitigation impact of projects.	2

Theme	Pillar	Core Parameters	Comments	Rating
C Climate finance	4 Resourcing the climate change mitigation strategy and action plan	4.1 Existence of a financing strategy for climate action, not older than 5 years	There is no existing financing strategy for climate action; however, the ESG parameters are incorporated.	1
		4.2 Integration of climate change projects in provincial, district and metro budgets and financial management processes	- Partial integration of climate change projects in provincial, district and metro budgets and financial management processes. Some departments are better than others. - Green Procurement Guidelines are being developed with the guidance of DFFE and Treasury. Workshops are planned in the short term.	3
		4.3 Presence of government personnel with skill and knowledge to package projects in a form suitable for different funders and financing instruments.	- The climate change team has basic knowledge, but it is insufficient to package projects in a form suitable for different funders and financing instruments. However, the finance department does incorporate climate change projects for possible funding. - There is a need for the Gauteng Infrastructure Funding Agency to assist.	1
		4.4 Presence of government personnel with knowledge to undertake pre-feasibility, feasibility and costing of climate change projects.	- Not available. However, climate change staff have skills in climate change and not climate change finance. - Part of the province's climate capability is being institutionalised through systems, coordination platforms, and technical processes, rather than residing only with individual officials or short-term studies. - There is a need for the Gauteng Infrastructure Funding Agency to assist.	1
		4.5 Structured cooperation with project preparation institutions, facilities and technical advisers	There is a lack of capacity to develop a Project Management Office (PMO); there is a need for the Universities to assist	2

Theme		Pillar	Core Parameters		Comments	Rating
D	Monitoring and Evaluation (Aka Measurement, reporting and verification - MRV)	5	Greenhouse Gas inventories	5.1 Availability of a GHG inventory tracking tool or system for data collection and compilation of GHG inventories	- The province doesn't have a GHG emission tracking system; it is still in the development stage. - The province uses an Excel-based tool to input data and calculate the emissions. - Energy and IPPU data were obtained from the South African Greenhouse Gas Emissions Reporting System (SAGERS) and the Department of Mineral Resources and Energy. There is a challenge with data quality from SAGERS and data suppliers	3
				5.2 Availability of staff with skills in the compilation of GHG inventories or carbon footprints	- Some provincial officials have received training on GHG inventory compilation and mitigation assessment. - There are limited capacity and skills in the compilation of the GHG inventory. - There is a need for the GHG compilation tool to assist with the compilation.	2
				5.3 Existence of a published GHG inventory, not older than 5 years	Gauteng GHG inventory (2024) covers Scope 1 for the years 2021 and 2022.	3
		6	Tracking and reporting on mitigation measures	6.1 Existence of a register, database or system to track ongoing and implemented mitigation projects in the province/districts	- The CSIR is developing Gauteng's Climate Monitoring, Reporting and Verification (MRV) System. The system is still at the developmental stage. - The province is developing a registry to record climate actions implemented in the city, including those led by non-governmental actors, to enhance reporting to provincial and national governments. - In addition, the province is establishing a climate change monitoring and evaluation (M&E) framework aligned with the province's overarching M&E system. - The Climate Change Register serves as an inventory of Climate Change responses in the province; the register need to be electronic and align with the NCCRD. The register lists climate change projects and initiatives in the province that have	4

Theme	Pillar	Core Parameters	Comments	Rating
			- positive climate change implications and will help reduce its carbon footprint or help the province adapt to the negative impacts of climate change. - Gauteng has a register of research conducted on air quality & Climate Change within the Faculty of Health Sciences, Department of Environmental Health, University of Johannesburg.	
		6.2 Availability of staff with knowledge to track and report progress on mitigation measures and goals	There are limited skills and capacity to track and report progress on mitigation measures and goals. There is minimal need to extend.	3
		7 MRV of climate finance		
		7.1 Availability of staff with climate finance capabilities	- There is no staff with climate finance skills; however, the PEACCC has a finance sub-section with finance experts from the private sector. - There is a need for help from the SCM officials.	1
		7.2 Systems/processes/ tools for monitoring and reporting on own budget used for climate change response	- The tool is not dedicated to climate change actions; there is a need for improvement in coordination. - The Gauteng MTDP highlights a broader implementation and accountability framework within which climate-related delivery could be tracked through annual performance reporting, district and municipal monitoring through the District Development Model.	3
		7.3 System/process/tools for monitoring and reporting on other funding from within South Africa used for climate change response	Done by the DFFE. The climate budget tagging system is not operational yet.	1
		7.4 Systems to track and report on international climate financial flows into the province, district or metros	Not available. The climate budget tagging system is not operational yet.	0

4.2 Individual District and Metros' state of readiness

4.2.1 City of Johannesburg

City of Johannesburg (CoJ) joined the C40 Cities Climate Leadership Group in 2006, one of the first African cities to do so. The CoJ hosted the C40 Summit in 2014 and became the first African city to issue a green bond. Developed its first emissions inventory in 2014, with ongoing improvements. The city committed to the following C40 Declarations in its efforts to achieve its targets of reducing GHG emissions and improving climate resilience:

- To develop a Climate Action Plan.
- To achieve Net Zero Carbon Buildings by 2050, and to advance towards Zero Waste by 2050.
- Achieving an Equitable Low Carbon Transformation, geared towards pro-poor development.

Furthermore, Johannesburg received a high score from the CDP (global climate reporting platform) for the first time. The table below highlights the City of Johannesburg's readiness to implement the Climate Change Act.

Table 5: City of Johannesburg's readiness towards implementing the Climate Change Act.

Theme	Pillar	Core Parameters	Comments	Rating
A	Governance and Strategic matters	1 Climate Change Needs and Response Assessment	1.1 Existence of a Climate Change Needs and Response Assessment, not older than 5 years	3
		1.2 Availability of staff with knowledge and skill to undertake a climate change needs and response assessment	• Staff with knowledge and skills to undertake a climate change needs and response assessment are available; however, there is a lack of capacity.	2
	2 Institutional architecture, leadership, and coordination (Governance)	2.1 Presence of dedicated climate change government officials in the province, district or metro	• There are dedicated climate change government officials, but there is a lack of capacity, skills, and champions to coordinate Climate Change activities within a metro	2
		2.2 Existence of operational internal climate change coordination structure among departments in the province, district	• The province, metros, and districts have the Environmental Coordination Committees	4

Theme		Pillar	Core Parameters	Comments	Rating	
				or metro (e.g. climate change committees)		
				2.3 Use of climate change key performance indicators (KPIs) in the province, district or metro	The city has allocated some roles and responsibilities within the climate change units and other departments. However, there is still a need for some champions to coordinate the Climate Change activities within the metro.	2
				2.4 Provincial, district or Metro climate change forum operational	Environmental Coordination forum	4
				2.5 Existence of structured engagements with public, private sector, civil society and other stakeholders	Information not available	0
				2.6 Operational partnerships with research institutions and other technical bodies in climate change response	Information not available	0
B	Mitigation Planning and implementation	3	Development and implementation of climate change mitigation strategies and response action plans	3.1 Existence of a climate change strategy and/or action or implementation plan, with mitigation chapter, not older than 5 years	The City of Johannesburg’s Climate Action Plan (CAP) (2021) outlines the mitigation plans. The CAP is due for an update. Similarly, the CoJ Climate change response plan (2012) is outdated.	3
				3.2 Existence of climate change mitigation or net-zero goal(s) and target(s), not older than 5 years.	- The City of Johannesburg’s Climate Action Plan (CAP) (2021) outlines pathways to reach Net Zero by 2050. - The CoJ CAP also highlights the action plans with timelines and roles.	3
				3.3 Climate change projects included in the latest provincial environmental management plan or district/metro IDP	Metros/districts are not mandated to include climate change activities in their integrated development plan. However, climate change projects are included in the City's IDP.	4
				3.4 Evidence of integration of Climate change mitigation activities into departmental plans	Multi-sectoral programmes have been identified in the City's IDP, including the following: Green Economy Projects: Build waste-to-energy plants to convert municipal waste into electricity.	4

Theme	Pillar	Core Parameters	Comments	Rating
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Theme	Pillar	Core Parameters	Comments	Rating	
D Monitoring and Evaluation (Aka Measurement, reporting and verification - MRV)	5	Greenhouse Gas inventories	5.1 Availability of a GHG inventory tracking tool or system for data collection and compilation of GHG inventories	- The CoJ doesn't have a GHG emission tracking system. - The city uses a specialized Excel-based tool developed by C40 (a network of major cities) to input data and calculate emissions. There is a challenge with data quality from SAGERS and data suppliers	2
			5.2 Availability of staff with skills in the compilation of GHG inventories or carbon footprints	There is still limited capacity and skills in the compilation of the GHG inventory.	4
			5.3 Existence of a published GHG inventory, not older than 5 years	- City of Johannesburg (CoJ) compiled the 2016 GHG inventory. - There were no emissions estimates for the Industrial Processes and Product Use (IPPU) and Agriculture, Forestry and Other Land Use (AFOLU) sectors due to insufficient data.	3
	6	Tracking and reporting on mitigation measures	6.1 Existence of a register, database or system to track ongoing and implemented mitigation projects in the province/districts	No information available.	0
			6.2 Availability of staff with knowledge to track and report progress on mitigation measures and goals	There are limited skills and capacity to track and report progress on mitigation measures and goals.	2
	7	MRV of climate finance	7.1 Availability of staff with climate finance capabilities	The CoJ's Climate Action Plan indicates the presence of an established climate function within the Environment and Infrastructure Services Department, with defined responsibilities for monitoring, evaluation, and reporting, and with climate targets intended to cascade into business plans and staff scorecards.	0
			7.2 Systems/processes/ tools for monitoring and reporting on own budget used for climate change response	The city/districts have a broader implementation and accountability framework within which climate-related delivery could be tracked through annual performance reporting, district and municipal monitoring through the District Development Model.	1

Theme	Pillar	Core Parameters	Comments	Rating
		7.3 System/process/tools for monitoring and reporting on other funding from within South Africa used for climate change response	No information available. The climate budget tagging system is not operational yet.	0
		7.4 Systems to track and report on international climate financial flows into the province, district or metros	No information available. The climate budget tagging system is not operational yet.	0

4.2.2 City of Tshwane

The City of Tshwane hosted the second C40 Cities Regional Sustainability Masterclass from 20 to 21 November 2025. City of Tshwane is actively collaborating with the UCAP CAI programme to integrate climate goals into its core policy and finance structures, with a particular focus on addressing its highest-emitting sectors. The city is actively addressing its major challenges, guided by its current emission profile. While reliance on coal-generated electricity and growing energy insecurity remain key issues, the City of Tshwane is adopting an approach aimed at accelerating sustainable solutions in high-impact sectors. The table below highlights the City of Tshwane's readiness to implement the Climate Change Act.

Table 6: City of Tshwane's readiness towards implementing the Climate Change Act.

Theme	Pillar	Core Parameters	Comments	Rating
A	Governance and Strategic matters	1	Climate Change Needs and Response Assessment	
		1.1 Existence of a Climate Change Needs and Response Assessment, not older than 5 years	- The Climate Action Plan (CAP) is available and still within the 5 years. - The CAP was approved in 2022 and was informed by the CRVA and GHG inventory.	4
		1.2 Availability of staff with knowledge and skill to undertake a climate change needs and response assessment	Staff with knowledge and skills to undertake a climate change assessment are available; however, there is a lack of capacity.	2
	2	Institutional architecture, leadership, and	2.1 Presence of dedicated climate change government officials in the province, district or metro	2

Theme	Pillar	Core Parameters	Comments	Rating		
		coordination (Governance)		Change Act activities; however, there is still limited capacity and skills		
			2.2 Existence of operational internal climate change coordination structure among departments in the province, district or metro (e.g. climate change committees)	The province, metros, and districts have the Environmental Coordination Committees	4	
			2.3 Use of key performance indicators (KPIs) in the province, district or metro	- The CoT aimed to have 100% of departmental heads' key performance indicators and job descriptions reflect climate action by 2025. - However, the 2025 target was not met.	2	
			2.4 Provincial, district or Metro climate change forum operational	CoT is still in the process of establishing a forum that includes external stakeholders; however, the internal forum exists, and the Environmental Coordination Forum exists	3	
			2.5 Existence of structured engagements with public, private sector, civil society and other stakeholders	- The City's leadership engages with local communities through visible green projects such as Tshwane House and green buses, as well as partnerships such as the Tshwane Green Outreach Programme and the Food and Energy Centre. - The city aims to raise awareness of climate change and its impacts among residents, to mobilise their support for its climate response. - The CoT aimed to train graduates annually on climate change-related thematic areas by 2030.	4	
			2.6 Operational partnerships with research institutions and other technical bodies in climate change response	- The CoT aimed to sign MoUs annually with research institutions and/or think tanks (covering different sectors) for climate action research by 2030. - There are existing relationships with Wits, Green Building Council, and others	2	
B	Mitigation Planning and implementation	3	Development and implementation	3.1 Existence of a climate change strategy and/or action or implementation plan, with mitigation chapter, not older than 5 years	The City has CAP (2022)	4

Theme	Pillar	Core Parameters	Comments	Rating	
		of climate change mitigation strategies and response action plans	3.2 Existence of climate change mitigation or net-zero goal(s) and target(s), not older than 5 years.	4	
			3.3 Climate change projects included in the latest provincial environmental management plan or district/metro IDP	4	
			3.4 Evidence of integration of Climate change mitigation activities into departmental plans	4	
			3.5 Integration of climate change considerations in other provincial, district and metro projects, programmes and strategies	4	
			3.6 Availability of staff with skills in calculating the mitigation impact of projects	2	
			3.7 Availability of staff with skills in mitigation project identification, planning and setting of mitigation targets	2	
C	Climate finance	4	Resourcing the climate change mitigation strategy and action plan	4.1 Existence of a financing strategy for climate action, not older than 5 years	1
			4.2 Integration of climate change projects in provincial, district and metro budgets and financial management processes	1	
			4.3 Presence of government personnel with skill and knowledge to package projects in a	1	

Theme	Pillar	Core Parameters	Comments	Rating		
		form suitable for different funders and financing instruments.	the finance department does incorporate climate change projects for possible funding.			
		4.4 Presence of government personnel with knowledge to undertake pre-feasibility, feasibility and costing of climate change projects.	- Not available. However, climate change staff have skills in climate change, not in climate change finance. - Part of the province's climate capability is being institutionalised through systems, coordination platforms, and technical processes, rather than residing only with individual officials or short-term studies	0		
		4.5 Structured cooperation with project preparation institutions, facilities and technical advisers	The city has been receiving technical assistance from organisations such as C40 on building business cases for projects that would ultimately lead to pre-feasibility and feasibility studies.	3		
D	Monitoring and Evaluation (Aka Measurement, reporting and verification - MRV)	5	Greenhouse Gas inventories	5.1 Availability of a GHG inventory tracking tool or system for data collection and compilation of GHG inventories	There is no GHG inventory tracking tool. The city uses a specialized Excel-based tool for inventory compilation.	2
				5.2 Availability of staff with skills in the compilation of GHG inventories or carbon footprints	There are currently human capacity challenges for the compilation of the inventory. Training is required.	2
				5.3 Existence of a published GHG inventory, not older than 5 years	The city has the 2022/23GHG inventory	4
	This theme assesses whether the province, metros, and districts can effectively track and report progress and results on implementing	6	Tracking and reporting on mitigation measures	6.1 Existence of a register, database or system to track ongoing and implemented mitigation projects in the province/districts	There is no monitoring and evaluation system for climate change mitigation implementation progress in place.	0
				6.2 Availability of staff with knowledge to track and report progress on mitigation measures and goals	There are limited skills and capacity to track and report progress on mitigation measures and goals.	2
		7	MRV of climate finance	7.1 Availability of staff with climate finance capabilities	Officials in the city sustainability unit, finance and economic intelligence have been attending courses on climate finance provided by C40 as part of capacity building for climate budgeting.	2

Theme	Pillar	Core Parameters	Comments	Rating
climate change mitigation		7.2 Systems/processes/ tools for monitoring and reporting on own budget used for climate change response	The city/districts have a broader implementation and accountability framework within which climate-related delivery could be tracked through annual performance reporting, district and municipal monitoring through the District Development Model.	3
		7.3 System/process/tools for monitoring and reporting on other funding from within South Africa used for climate change response	The city had started the climate budget tagging process, which the internal budget system change has now slowed down. However, this is still pursued under climate budget initiatives.	2
		7.4 Systems to track and report on international climate financial flows into the province, district or metros	Systems to track and report on international climate financial flows were designed but not implemented.	2

4.2.3 City of Ekurhuleni

The City of Ekurhuleni Metropolitan Municipality (CoE), home to an estimated 3.8 million people, is an important industrial and logistics hub in Gauteng Province, South Africa. Like other cities, it has prioritised responding to climate change through various initiatives, including the development of a Green City Action Plan. The plan outlines city-level policies, investments, and planning strategies that can be implemented to reduce the city's carbon footprint in high-emitting sectors and ensure a greener and more resilient future. In addition, the CoE remains committed to being a carbon-neutral (net-zero) city by 2050. This is evident in its involvement with the C40 Cities Climate Leadership Group, ICLEI - Local Governments for Sustainability, and the Global Covenant of Mayors. The table below highlights the CoE's readiness to implement the Climate Change Act.

Table 7: City of Ekurhuleni's readiness towards implementing the Climate Change Act.

Theme	Pillar	Core Parameters	Comments	Rating
A	Governance and Strategic matters	1 Climate Change Needs	1.1 Existence of a Climate Change Needs and Response Assessment, not older than 5 years Climate Change Needs and Response Assessment is available and not older than 5 years	4

Theme	Pillar	Core Parameters	Comments	Rating
		and Response Assessment	1.2 Availability of staff with knowledge and skill to undertake a climate change needs and response assessment	2
	2	Institutional architecture, leadership, and coordination (Governance)	2.1 Presence of dedicated climate change government officials in the province, district or metro	3
			2.2 Existence of operational internal climate change coordination structure among departments in the province, district or metro (e.g climate change committees)	4
			2.3 Use of key performance indicators (KPIs) in the province, district or metro	4
			2.4 Provincial, district or Metro climate change forum operational	4
			2.5 Existence of structured engagements with public, private sector, civil society and other stakeholders	1
			2.6 Operational partnerships with research institutions and other technical bodies in climate change response	1
B	3	Development and	3.1 Existence of a climate change strategy and/or action or	5

Theme	Pillar	Core Parameters	Comments	Rating
Mitigation Planning and implementation	implementation of climate change mitigation strategies and response action plans	implementation plan, with mitigation chapter, not older than 5 years	The CoE's Climate Change Response Strategy (2025) detailed the city's mitigation actions and targets	
		3.2 Existence of climate change mitigation or net-zero goal(s) and target(s), not older than 5 years.	- The CoE's Climate Change Response Strategy (2025) and the Green City Action Plan (2022) build on the targets and actions in the Climate Change Response Strategy and create a roadmap that seeks to aid the City of Ekurhuleni in becoming resilient and achieving its 2050 carbon-neutral goals. - The targets aligned with the Ekurhuleni Challenge 2030 targets, relative to 2030 BAU levels. - The GCAP mitigation targets were extended to 2050 in the revised CCRS. Targets not older than 5 years exist.	5
		3.3 Climate change projects included in the latest provincial environmental management plan or district/metro IDP	Climate change projects are included in the SDBIP and provincial register. Metros/districts are not mandated to include climate change activities in their integrated development plan.	4
		3.4 Evidence of integration of Climate change mitigation activities into departmental plans	- The Energy and Climate Change Strategy (2023) is used as the management and performance monitoring tool for energy use within the Metro. - The strategy comprises targets designed to achieve specific goals aligned with the social, economic, and environmental priorities of the Ekurhuleni Metropolitan Municipality. - These targets include a reduction in transport, Increased energy efficiency in commerce & industry buildings, residential, agriculture, in the municipality, and CO2 emission 4reduction by 2020. - R2equire more coordination	3
		3.5 Integration of climate change considerations in other provincial, district and metro projects, programmes and strategies	The level of integration varies amongst sectors.	4

Theme		Pillar		Core Parameters	Comments	Rating
				3.6 Availability of staff with skills in calculating the mitigation impact of projects	The0re are limited skills and capacity to calculate the mitig1ation impact of projects; however, there are officials who have s1ome skills.	2
				3.7 Availability of staff with skills in mitigation project identification, planning and setting of mitigation targets	The clim1ate change specialist and senior manager have the skills, but additional skilled staff is required.	4
C	Climate finance	4	Resourcing the climate change mitigation strategy and action plan	4.1 Existence of a financing strategy for climate action, not older than 5 years	There is no existing financing strategy for climate action	0
				4.2 Integration of climate change projects in provincial, district and metro budgets and financial management processes	- There is limited integration of climate change projects in metro budgets and financial management processes. - The Green Procurement Guidelines are being developed with the guidance of DFFE and Treasury. Workshops are planned in the short term. Integration needs to be improved.	1
				4.3 Presence of government personnel with skill and knowledge to package projects in a form suitable for different funders and financing instruments.	The climate change team has basic knowledge, but it is insufficient to package projects in a form suitable for different funders and financing instruments.	1
				4.4 Presence of government personnel with knowledge to undertake pre-feasibility, feasibility and costing of climate change projects.	Limited capacity. However, climate change staff have skills in climate change and not climate change finance.	1
				4.5 Structured cooperation with project preparation institutions, facilities and technical advisers	A significant amount of technical support is from the C40 Cities as well as SALGA.	2
11D	Monitoring and Evaluation (Aka Measurement, reporting and	5	Greenhouse Gas inventories	5.1 Availability of a GHG inventory tracking tool or system for data collection and compilation of GHG inventories	- The CoE doesn't have a GHG emission tracking system. - The CoE uses an Excel-based tool to input data and calculate the emissions. - There is a challenge with data quality from SAGERS and data suppliers	3

Theme	Pillar	Core Parameters	Comments	Rating
verification - MRV)		5.2 Availability of staff with skills in the compilation of GHG inventories or carbon footprints	- The latest GHG inventory is dated 2022-2023 and was compiled with the assistance of C40 cities. - There is still limited internal capacity and skills in the compilation of the GHG inventory.	1
		5.3 Existence of a published GHG inventory, not older than 5 years	The latest GHG inventory is dated 2022-2023. The latest GHG inventory is not older than 5 years.	4
	6	Tracking and reporting on mitigation measures	6.1 Existence of a register, database or system to track ongoing and implemented mitigation projects in the province/districts	4
		6.2 Availability of staff with knowledge to track and report progress on mitigation measures and goals	- There are limited skills and capacity to track and report progress on mitigation measures and goals. - The CoE has 2 officials with the knowledge to track and report progress on mitigation measures and goals	3
	7	MRV of climate finance	7.1 Availability of staff with climate finance capabilities	1
		7.2 Systems/processes/ tools for monitoring and reporting on own budget used for climate change response	- The city has a broader implementation and accountability framework within which climate-related delivery could be tracked through annual performance reporting, district and municipal monitoring through the District Development Model. - Requires attention	1
		7.3 System/process/tools for monitoring and reporting on other funding from within South Africa used for climate change response	No system in place, requires attention	1
		7.4 Systems to track and report on international climate financial flows into the province, district or metros	No system in place, requires attention	1

4.2.4 Sedibeng District Municipality

The Sedibeng Municipality has focused on climate change mitigation through renewable energy adoption, specifically by installing solar water geysers in low-to-middle-income households and launching air quality monitoring networks. The district has developed a Climate Change Mitigation Strategy and integrated green initiatives, such as exploring potential solar farms and renewable energy to transition toward a lower-carbon economy. The table below highlights the Sedibeng District Municipality's readiness to implement the Climate Change Act.

Table 8: Sedibeng District Municipality's readiness towards implementing the Climate Change Act.

Theme	Pillar	Core Parameters	Comments	Rating
A	Governance and Strategic matters	1 Climate Change Needs and Response Assessment	1.1 Existence of a Climate Change Needs and Response Assessment, not older than 5 years	0
			1.2 Availability of staff with knowledge and skill to undertake a climate change needs and response assessment	1
	2 Institutional architecture, leadership, and coordination (Governance)	2.1 Presence of dedicated climate change government officials in the province, district or metro	• There is a lack of capacity, skills, and champions to coordinate Climate Change activities within a district. While technical climate work has been undertaken, the institutional base needed to sustain and implement that work remains incomplete.	1
		2.2 Existence of operational internal climate change coordination structure among departments in the province, district or metro (e.g. climate change committees)	• The district has the Environmental Coordination Committees	4
		2.3 Use of climate change key performance indicators (KPIs) in the province, district or metro	• The Sedibeng district has allocated some roles and responsibilities within the climate change units and other departments. • However, there is still a need for some champions to coordinate the Climate Change activities within the district.	2
		2.4 Provincial, district or Metro climate change forum operational	• The Sedibeng district has an Environmental Coordination forum	4

Theme		Pillar		Core Parameters	Comments	Rating
				2.5 Existence of structured engagements with public, private sector, civil society and other stakeholders	Information not available	0
				2.6 Operational partnerships with research institutions and other technical bodies in climate change response	Information not available	0
B	Mitigation Planning and implementation	3	Development and implementation of climate change mitigation strategies and response action plans	3.1 Existence of a climate change strategy and/or action or implementation plan, with mitigation chapter, not older than 5 years	Sedibeng's Climate Change Response Plan (2016) is now due for an update. The plan covers climate change adaptation, not mitigation	0
				3.2 Existence of climate change mitigation or net-zero goal(s) and target(s), not older than 5 years.	There are no climate change mitigation or net-zero goals and targets	0
				3.3 Climate change projects included in the latest provincial environmental management plan or district/metro IDP	There is some evidence that climate-related technical functions intersect with existing operational structures.	1
				3.4 Evidence of integration of Climate change mitigation activities into departmental plans	The IDP links climate issues to sectors such as engineering, energy and electricity, integrated development planning, environmental management, waste management, transport, disaster management, air quality management, and municipal health.	3
				3.5 Integration of climate change considerations in other provincial, district and metro projects, programmes and strategies	Information not available	0
				3.6 Availability of staff with skills in calculating the mitigation impact of projects	There are limited skills and capacity to calculate the mitigation impact of projects; however, there are officials who have some skills.	2
				3.7 Availability of staff with skills in mitigation project identification,	Human resources and skills are limited. There is a need for training on calculating the mitigation impact of projects.	2

Theme	Pillar	Core Parameters	Comments	Rating
			planning and setting of mitigation targets	
C	Climate finance	4 Resourcing the climate change mitigation strategy and action plan	4.1 Existence of a financing strategy for climate action, not older than 5 years	0
			4.2 Integration of climate change projects in provincial, district and metro budgets and financial management processes	1
			4.3 Presence of government personnel with skill and knowledge to package projects in a form suitable for different funders and financing instruments.	0
			4.4 Presence of government personnel with knowledge to undertake pre-feasibility, feasibility and costing of climate change projects.	0
			4.5 Structured cooperation with project preparation institutions, facilities and technical advisers	0
D	Monitoring and Evaluation (Aka Measurement, reporting and verification - MRV)	5 Greenhouse Gas inventories	5.1 Availability of a GHG inventory tracking tool or system for data collection and compilation of GHG inventories	0
			5.2 Availability of staff with skills in the compilation of GHG inventories or carbon footprints	0

Theme	Pillar	Core Parameters	Comments	Rating
	6	5.3 Existence of a published GHG inventory, not older than 5 years	The district doesn't have a GHG inventory	0
		6.1 Existence of a register, database or system to track ongoing and implemented mitigation projects in the province/districts	There is no monitoring and evaluation system for climate change mitigation implementation progress in place.	0
		6.2 Availability of staff with knowledge to track and report progress on mitigation measures and goals	There are limited skills and capacity to track and report progress on mitigation measures and goals.	2
	7	7.1 Availability of staff with climate finance capabilities	There is no staff with climate finance skills	0
		7.2 Systems/processes/ tools for monitoring and reporting on own budget used for climate change response	It remains unclear if Sedibeng has completed climate-financed projects that can evidence disbursement performance, expenditure execution, or verified climate outcomes delivered at the district scale.	1
		7.3 System/process/tools for monitoring and reporting on other funding from within South Africa used for climate change response	No system in place.	0
		7.4 Systems to track and report on international climate financial flows into the province, district or metros	No system in place.	0

4.2.5 West Rand District Municipality

The district is investigating converting landfill waste (methane) into energy, aiming to address both waste management and greenhouse gas emissions. A table below highlights the West Rand District Municipality's readiness towards implementing the Climate Change Act.

Table 9: West Rand District Municipality's readiness towards implementing the Climate Change Act.

Theme	Pillar	Core Parameters	Comments	Rating
A	Governance and Strategic matters	1 Climate Change Needs and Response Assessment	1.1 Existence of a Climate Change Needs and Response Assessment, not older than 5 years	3
			1.2 Availability of staff with knowledge and skill to undertake a climate change needs and response assessment	1
	Institutional architecture, leadership, and coordination (Governance)	2	2.1 Presence of dedicated climate change government officials in the province, district or metro	1
			2.2 Existence of operational internal climate change coordination structure among departments in the province, district or metro (e.g climate change committees)	0
			2.3 Use of climate change key performance indicators (KPIs) in the province, district or metro	1
			2.4 Provincial, district or Metro climate change forum operational	0
			2.5 Existence of structured engagements with public, private sector, civil society and other stakeholders	0
			2.6 Operational partnerships with research institutions and other technical bodies in climate change response	1

Theme	Pillar	Core Parameters	Comments	Rating
03B	Mitigation Planning and implementation	3 Development and implementation of climate change mitigation strategies and response action plans	3.1 Existence of a climate change strategy and/or action or implementation plan, with mitigation chapter, not older than 5 years	1
			3.2 Existence of climate change mitigation or net-zero goal(s) and target(s), not older than 5 years.	0
			3.3 Climate change projects included in the latest provincial environmental management plan or district/metro IDP	2
			3.4 Evidence of integration of Climate change mitigation activities into departmental plans	0
			3.5 Integration of climate change considerations in other provincial, district and metro projects, programmes and strategies	1
			3.6 Availability of staff with skills in calculating the mitigation impact of projects	1
			3.7 Availability of staff with skills in mitigation project identification, planning and setting of mitigation targets	1
C	Climate finance	4 Resourcing the climate change mitigation strategy and action plan	4.1 Existence of a financing strategy for climate action, not older than 5 years	0
			4.2 Integration of climate change projects in provincial, district and metro budgets and financial management processes	0
			4.3 Presence of government personnel with skill and knowledge to package projects in a form suitable for different funders and financing instruments.	2
			4.4 Presence of government personnel with knowledge to undertake pre-feasibility,	1

Theme		Pillar		Core Parameters		Comments	Rating
				feasibility and costing of climate change projects.			
				4.5 Structured cooperation with project preparation institutions, facilities and technical advisers	More support is required, although the three officials (MCLM) are qualified.		1
2D	Monitoring and Evaluation (Aka Measurement, reporting and verification - MRV)	5	Greenhouse Gas inventories	5.1 Availability of a GHG inventory tracking tool or system for data collection and compilation of GHG inventories	None		0
				5.2 Availability of staff with skills in the compilation of GHG inventories or carbon footprints	MCLM has one principal Air Quality officer with a relevant qualification and experience. Three more air quality officers are needed.		1
				5.3 Existence of a published GHG inventory, not older than 5 years	None		0
		6	Tracking and reporting on mitigation measures	6.1 Existence of a register, database or system to track ongoing and implemented mitigation projects in the province/districts	There is no existing register, database or system to track ongoing and implemented mitigation projects in the districts; the district feeds to the provincial register.		0
				6.2 Availability of staff with knowledge to track and report progress on mitigation measures and goals	None		0
		7	MRV of climate finance	7.1 Availability of staff with climate finance capabilities	- No staff with climate change-specific knowledge and skills to undertake a climate change needs and response assessment at the district office. - MCLM has three dedicated officials, i.e., the Manager, Assistant Manager and Principal Officer. These officials have relevant knowledge and skills.		1
				7.2 Systems/processes/ tools for monitoring and reporting on own budget used for climate change response	None		0

Theme	Pillar	Core Parameters	Comments	Rating
		7.3 System/process/tools for monitoring and reporting on other funding from within South Africa used for climate change response	The donor funding that has been acquired always comes with reporting tools/ condition that MCLM must comply with	2
		7.4 Systems to track and report on international climate financial flows into the province, district or metros	No system in place	0

5 Consolidated Gap Analysis findings

5.1 Identified gaps

This section presents the consolidated results across the province, metros, and districts, highlighting key strengths, gaps, and priority areas for action. It also supports the prioritisation of interventions and the identification of institutional, technical, and capacity-related needs. The table below provides a gap analysis assessing the readiness of Gauteng Province, its districts, and metros to implement the Climate Change Act.

Table 10: Identified gaps per core parameters in the province, districts, and metros

Pillar		Core Parameters	Provincial	CoJ	CoT	CoE	SDM	WRM
1	Climate Change Needs and Response Assessment	1.1 Existence of a Climate Change Needs and Response Assessment, not older than 5 years	4	3	4	4	0	3
		1.2 Availability of staff with knowledge and skill to undertake a climate change needs and response assessment	3	2	2	2	1	1
2	Institutional architecture, leadership, and coordination (Governance)	2.1 Presence of dedicated climate change government officials in the province, district or metro	4	2	2	3	1	1
		2.2 Existence of operational internal climate change coordination structure among departments in the province, district or metro (e.g. climate change committees)	4	4	4	4	4	0
		2.3 Use of climate change key performance indicators (KPIs) in the province, district or metro	4	2	2	4	2	1
		2.4 Provincial, district or Metro climate change forum operational	4	4	3	4	4	0
		2.5 Existence of structured engagements with public, private sector, civil society and other stakeholders	4	0	4	1	0	0

Pillar		Core Parameters	Provincial	CoJ	CoT	CoE	SDM	WRM
		2.6 Operational partnerships with research institutions and other technical bodies in climate change response	3	0	2	1	0	1
3	Development and implementation of climate change mitigation strategies and response action plans	3.1 Existence of a climate change strategy and/or action or implementation plan, with mitigation chapter, not older than 5 years	3	3	4	5	0	1
		3.2 Existence of climate change mitigation or net-zero goal(s) and target(s), not older than 5 years.	3	3	4	5	0	0
		3.3 Climate change projects included in the latest provincial environmental management plan or district/metro IDP	3	4	4	4	1	2
		3.4 Evidence of integration of Climate change mitigation activities into departmental plans	3	4	4	3	3	0
		3.5 Integration of climate change considerations in other provincial, district and metro projects, programmes and strategies	3	0	4	4	0	1
		3.6 Availability of staff with skills in calculating the mitigation impact of projects	2	2	2	2	2	1
		3.7 Availability of staff with skills in mitigation project identification, planning and setting of mitigation targets	2	2	2	4	2	1
4	Resourcing the climate change mitigation strategy and action plan	4.1 Existence of a financing strategy for climate action, not older than 5 years	1	0	1	0	0	0
		4.2 Integration of climate change projects in provincial, district and metro budgets and financial management processes	3	1	1	1	1	0
		4.3 Presence of government personnel with skill and knowledge to package projects in a form suitable for different funders and financing instruments.	1	0	1	1	0	2
		4.4 Presence of government personnel with knowledge to undertake pre-feasibility, feasibility and costing of climate change projects.	1	0	0	1	0	1
		4.5 Structured cooperation with project preparation institutions, facilities and technical advisers	2	0	3	2	0	1
5	Greenhouse Gas inventories	5.1 Availability of a GHG inventory tracking tool or system for data collection and compilation of GHG inventories	3	2	2	3	0	0
		5.2 Availability of staff with skills in the compilation of GHG inventories or carbon footprints	2	4	2	1	0	1
		5.3 Existence of a published GHG inventory, not older than 5 years	3	3	4	4	0	0
6	Tracking and reporting on mitigation measures	6.1 Existence of a register, database or system to track ongoing and implemented mitigation projects in the province/districts	4	0	0	0	0	0

Pillar		Core Parameters	Provincial	CoJ	CoT	CoE	SDM	WRM
		6.2 Availability of staff with knowledge to track and report progress on mitigation measures and goals	3	2	2	3	2	0
7	MRV of climate finance	7.1 Availability of staff with climate finance capabilities	1	0	2	1	0	1
		7.2 Systems/processes/ tools for monitoring and reporting on own budget used for climate change response	3	1	3	1	1	0
		7.3 System/process/tools for monitoring and reporting on other funding from within South Africa used for climate change response	1	0	2	1	0	2
		7.4 Systems to track and report on international climate financial flows into the province, district or metros	0	0	2	1	0	0

The gap analysis per pillar is the average scoring per pillar. A table below highlights the gap analysis per pillar and comments on the identified gaps and needs at the provincial, metros and district level.

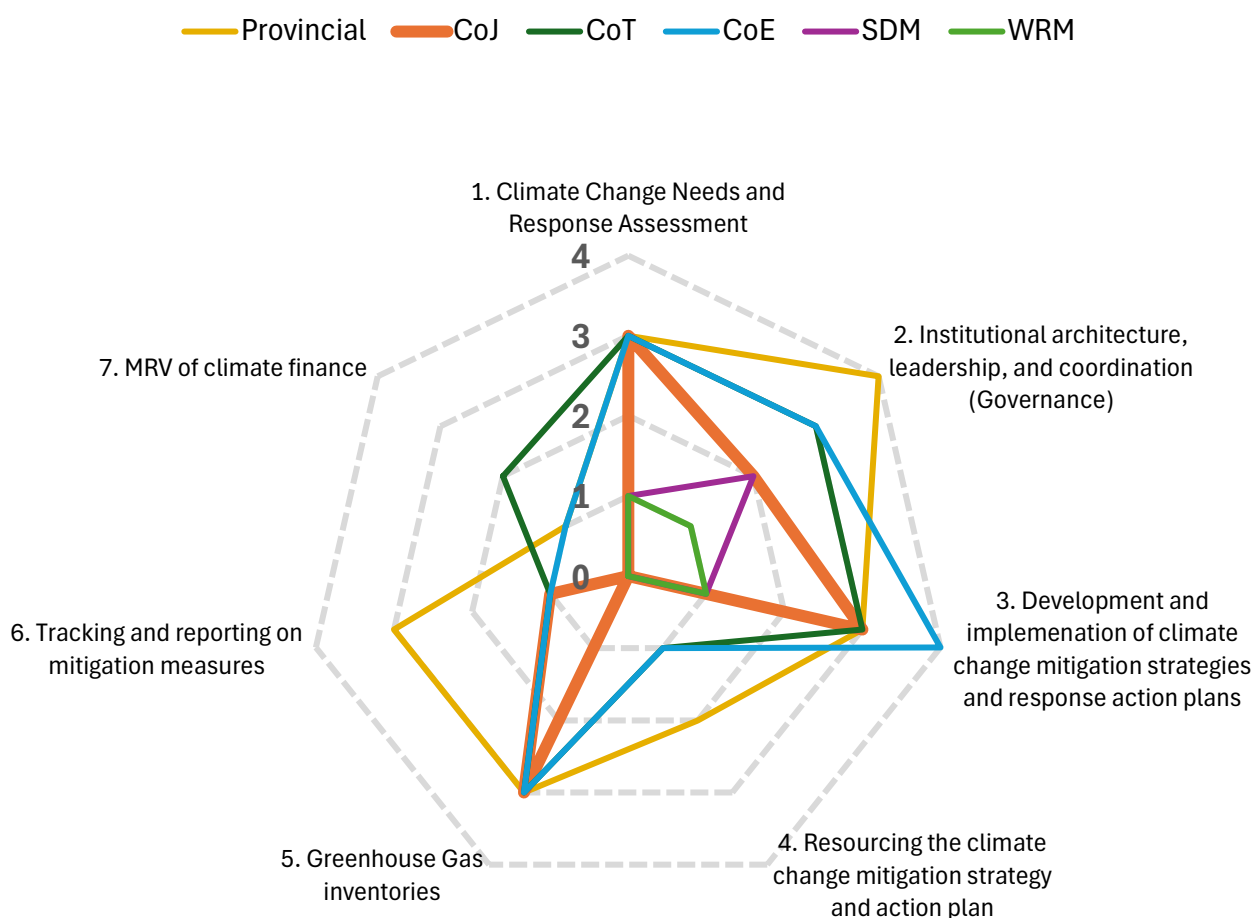
Table 11: Identified gaps per pillar in the province, districts, and metros

Pillar		Provincial	CoJ	CoT	CoE	SDM	WRM	Comments
1	Climate Change Needs and Response Assessment	3	3	3	3	1	1	There are limited staff with knowledge and skills to undertake a climate change needs and response assessment. The provincial, CoT and CoE climate change needs and response assessments are up-to-date. However, there is no existing Climate Change Needs and Response Assessment for Sedibeng, while there is a need for an update and review for the West Rand District Municipality.
2	Institutional architecture, leadership, and coordination (Governance)	4	2	3	3	2	1	A defined climate institutional home is clear in GP, CoT, and CoE. There is evidence of progress in the CoJ, but important gaps remain. SDM and WRDM climate change work is combined with general environmental work; the institutional home is weakly evidenced in institutional architecture. SDM shows intention but no institutional home; there are early signs of progress within the WRDM. MCLM has a memorandum of Understanding/ MoA with the following institutions: UNISA, University of Johannesburg, and WITS, and has a KPI adopted by the council.

Pillar		Provincial	CoJ	CoT	CoE	SDM	WRM	Comments
3	Development and implementation of climate change mitigation strategies and response action plans	3	3	3	4	1	1	Strategic alignment is strongest in the Province, CoJ, CoT, and CoE; however, the strategies for Province, CoJ, and CoT are due for review and updates, while CoE has recently developed the strategy. SDM is emerging but lacks completeness; the strategy covers adaptation components and not mitigation. WRDM is currently developing a climate change implementation plan. MCLM has a climate change strategy, but it requires review to align with the Climate Change Act. There are limited skills and capacity to calculate the mitigation impact of projects; however, there are officials who have some skills. There is evidence of integration of the key performance indicators with departmental plans at the provincial level, CoJ, CoE, and Sedibeng, while the CoT has integrated climate change in the city plan and policies, e.g., budget tagging for mitigation and adaptation projects. Comprehensive Integrated Transport Plan (CITP), Assets Management Strategy, and there is a climate change chapter in Tshwane's IDP. There is no evidence for the WRDM; however, MCLM provides evidence during the Service Delivery and Budget Implementation Plan (SDBIP) as part of proof of evidence (PoE)
4	Resourcing the climate change mitigation strategy and action plan	2	0	1	1	0	0	Financing pathways are understood at a provincial level, and there is an early sign at the Metro level, but fiscal constraints and limited own-revenue authority restrict district access to some climate finance instruments (such as debt). Metros all have strong track records in accessing climate finance debt markets. Districts have some evidence of accessing technical capacity support. However, it is not strictly climate finance related.
5	Greenhouse Gas inventories	3	3	3	3	0	0	All three spheres (province, metros, and districts) don't have a GHG emission tracking system. However, the province and the metros use an Excel-based tool to input data and calculate the emissions. Some provincial officials have done training on GHG inventory compilation and mitigation assessment, but there are limited capacity and skills in the compilation of the GHG inventory. The province and CoJ's latest GHG inventory are due for update and review, while CoT and CoE's GHG inventories are up-to-date. There is no GHG inventory for Sedibeng and West Rand district.

Pillar		Provincial	CoJ	CoT	CoE	SDM	WRM	Comments
6	Tracking and reporting on mitigation measures	3	1	1	1	0	0	The province is developing a climate change MRV system, and there is no existing register, database or system to track ongoing and implemented mitigation projects in the metros and districts. Gauteng seems to be relatively stronger on mitigation data and MRV. The data is also more compatible with existing global standardised methodologies that are UNFCCC and IPCC-aligned. This is perhaps because emissions can be quantified and are comparable with specific indicators. Moreover, there are limited skills and capacity to track and report progress on mitigation measures and goals.
7	MRV of climate finance	1	0	2	1	0	0	Climate finance monitoring and accountability systems are evidenced at the provincial, CoT and CoE. At the district level, the underlying foundations for monitoring, reporting, verification, and delivery exist within broader grant and public-sector reporting frameworks. However, there is little evidence of these being applied in a clearly established climate finance context.

Synoptic view of gap analysis is shown below



The findings of this assignment reflect the readiness of the province, metros, and districts to implement the Climate Change Act, including the identification of key gaps, needs, and statutory requirements. The assessment reveals limited capacity and skills to implement climate change interventions and climate finance activities, highlighting the need for strengthened capacity building, knowledge sharing, networking, information exchange, and institutional strengthening to improve climate governance for effective implementation of the Act.

It further indicates the need for support in identifying and prioritising mitigation actions, developing mitigation response implementation plans, and integrating these actions into sector plans and strategies, as well as enhancing the ability to leverage, mobilise, and access climate finance and other required resources. In addition, there is a clear need to establish and strengthen Measurement, Reporting and Verification (MRV) systems, including greenhouse gas inventory frameworks, to support effective tracking, reporting, and compliance.

6 Recommendations to close the gaps

This chapter presents recommendations to address the identified gaps and needs across the province, metros, and districts in relation to the implementation of the Climate Change Act. It also outlines how the current project will support the province, metros and districts in strengthening their climate governance, planning, reporting, and implementation capacities. Furthermore, the chapter highlights other ongoing initiatives and projects that are expected to contribute towards addressing some of the identified gaps and enhancing overall readiness for effective implementation of the Act.

The table below outlines the key recommendations aimed at addressing identified gaps and enhancing the readiness of the province, metros, and districts to implement the Climate Change Act.

Table 12: Recommendations to address the gaps

Pillar		Recommendations
1	Climate Change Needs and Response Assessment	Based on the identified gaps, there is a need to develop and implement training programmes for officials on climate change mitigation measures and Climate Change Act requirements. For Sedibeng District Municipality, there is a need for the preparation of a comprehensive Climate Change Needs and Response Assessment in line with the Climate Change Act. In addition, a need to undertake a review and update of the West Rand District Municipality Climate Change Needs and Response Assessment to reflect climate change mitigation responses, greenhouse gas emissions profiles, and legislative requirements.
2	Institutional architecture, leadership, and coordination (Governance)	To address the identified gaps on institutional architecture, leadership, and coordination, SDM and WRDM need to establish a formal and dedicated climate change coordination structure with clearly defined mandates and dedicated personnel to strengthen accountability and coordination. Climate change functions need to be elevated beyond general environmental management and integrated into key performance indicators, strategic planning processes, and performance management systems. Effective collaboration between the province, universities, and other stakeholders needs to be expanded and replicated across all metros and district municipalities to enhance climate governance and strengthen institutional capacity.
3	Development and implementation of climate change mitigation strategies and response action plans	Climate change mitigation strategies for the province, the City of Johannesburg (CoJ), and the City of Tshwane (CoT) need to be reviewed and updated to align with the requirements of the Climate Change Act and emerging climate priorities. Sedibeng District Municipality (SDM) and West Rand District Municipality (WRDM) need to develop climate change strategies that include mitigation measures. Capacity-building programmes need to be implemented to strengthen technical skills in greenhouse gas accounting, mitigation assessment, and the quantification of mitigation impacts, supported by the development of standardised tools and methodologies. Furthermore, all metros and districts need to strengthen the integration of climate change objectives and key performance indicators into Integrated Development Plans (IDPs), plans, budgets, and performance management systems, to ensure climate change considerations are embedded in decision-making, implementation, monitoring, and reporting processes.

Pillar		Recommendations
4	Resourcing the climate change mitigation strategy and action plan	The province needs to strengthen guidance on climate finance pathways by developing a clear, structured framework that enables both metros and district municipalities to better understand, access, and utilise diverse financing instruments for climate action. Capacity-building programmes need to be introduced to strengthen skills in climate finance mobilisation, project packaging, and proposal development, while also ensuring that technical support received is linked to climate change objectives. Furthermore, the province, metros, and districts need to allocate dedicated resources and budgets for climate change activities, while leveraging partnerships with academic institutions and research organisations to build technical capacity and support evidence-based decision-making.
5	Greenhouse Gas inventories	The province, metros, and districts need to establish a standardised greenhouse gas (GHG) emissions tracking and management system that enables consistent data collection, reporting, and monitoring. There is a need for capacity-building programmes to strengthen technical skills in GHG inventory compilation, emissions tracking, mitigation assessment, and data management. GHG inventories for the province and the City of Johannesburg need to be reviewed and updated, while baseline GHG inventories for Sedibeng and West Rand District Municipalities need to be developed.
6	Tracking and reporting on mitigation measures	The finalisation and operationalisation of the provincial MRV system will support consistent tracking, reporting, and assessment of mitigation outcomes. However, there is a need to develop a metro and district register or database of ongoing and completed mitigation projects to enable consistent tracking, reporting, and evaluation of mitigation outcomes. Capacity-building programmes need to be implemented to strengthen technical skills in MRV processes, emissions accounting, data management, and the monitoring of mitigation targets and indicators.
7	MRV of climate finance	There is a need to develop climate finance monitoring, reporting, and accountability systems. The province, metros and districts need to strengthen climate finance monitoring, reporting, and accountability by integrating climate-related expenditure tracking into provincial and district financial management and reporting frameworks.

This UK PACT-funded project, focusing on support to Gauteng and Limpopo provinces and their districts to comply with the requirements of the Climate Change Act, will address many of the gaps identified. The project will provide technical support to identify and define priority mitigation actions, as well as to develop, review, and update climate change response implementation plans, while ensuring the mainstreaming of mitigation measures into sector plans and strategies. In addition, it will support Gauteng province, metros and districts to establish the GHG inventory systems, develop and implement capacity building, knowledge sharing, networking, information exchanges and institutional strengthening to enhance climate governance capacities for the implementation of the Act. In addition, the project will support the province, metros and districts with leveraging, mobilizing and accessing the requisite resources and climate finance towards implementation of the Act.

Moreover, there are already ongoing efforts to close some of the identified gaps. This includes the development of the Gauteng MRV system to track and report climate change mitigation and adaptation actions across the province. The MRV system focuses on strengthening climate governance by standardising, consolidating, and analysing climate-related data from government, municipalities, and other stakeholders, while aligning reporting with national systems such as the NCCRD and NCCIS. Once operational, the MRV system will improve data collection, verification, and

reporting, enabling evidence-based decision-making, enhanced climate finance access, and compliance with national and international reporting requirements, ultimately supporting Gauteng's transition to a low-carbon and climate-resilient economy.

Secondly, provincial and municipal officials had a Gauteng 3-day Climate Finance Capacity-building workshop implemented under the Local Government Climate Change Support Programme (LGCCSP) by DFFE in partnership with GIZ. The workshop is designed to strengthen the skills of provincial and municipal officials in developing technically sound and financially viable climate finance projects and bankable proposals. It provides practical training in climate finance, project conceptualisation, costing, and proposal development, enabling participants to refine and validate project ideas for access to national and international funding. The workshop supports officials across key sectors to improve climate project planning and implementation, ultimately enhancing the ability of government institutions to mobilise climate finance and deliver effective mitigation and adaptation interventions that advance sustainable development in Gauteng.

7 GEDSI Statement

The project remains committed to integrating Gender Equality, Disability, and Social Inclusion (GEDSI) throughout its delivery. In line with UK PACT guidance and Just Transition principles, this assessment considers inclusive participation and the needs of women, youth, vulnerable communities, and persons with disabilities, ensuring that no group is left behind in climate governance processes. GEDSI considerations will continue to be strengthened and monitored as the project progresses.

In diversity there is beauty and there is strength.

MAYA ANGELOU

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