

Policy Coherence In Tackling Climate Change In Africa

Introduction

The design and development of climate change policies in Africa is aimed at addressing adaptation and mitigation concerns. Adaptation can be thought of as having nations, organisations and individuals learning and adjusting to live with climate change. This is done by devising coping strategies to survive extreme weather conditions we are witnessing such as droughts, floods, extreme heat and heat waves, wild fires and extreme frost. On the other hand, climate change mitigation denotes activities aimed at reducing human induced greenhouse gases (GHGs) like carbon dioxide, nitrogen dioxide and methane that our developmental activities cause. These GHGs fill the atmosphere resulting in global warming that leads to climate change. From an African perspective, it is climate change adaptation is a priority.

However, there are other important aspects relating to climate change and these include: technology (development, deployment, diffusion and transfer), financing, capacity development and awareness raising, and negotiations. Given the foregone, one therefore expects that national climate change policies and development plans and visions should address both adaptation and mitigation, including other cross cutting climate change issues.

Following the Rio+20 Summit held in Brazil in June 2012, global leaders recognised that the future we want must address the green economy in the context of sustainable development and poverty eradication. Needless to indicate that at the centre of this green economy (low carbon growth) transition is the need to decisively address the negative impacts of climate change.

This factsheet therefore audits and documents how climate change policies and development plans and strategies should be streamlined to simultaneously address economic development and climate change concerns, particularly Africa's adaptation to inevitable current and future climate impacts. The aim is to have a message across that will bring new energy to civil society, journalists, decision makers and

the general public involved in the specific policy development spaces highlighted herein.

Why mainstream climate change adaptation more?

The agricultural sector plays a central role in Africa's development, contributing between 35-40% of the gross domestic product (GDP) and even half of total export earnings.¹ Climate change therefore results in, among other negative impacts: less land under cultivation, less water, less crop variety and less livestock. This threatens food security, leads to a decline in income, malnutrition and ultimately the perpetuation of inter-generational poverty and sustained high vulnerability. Hence African agriculture and other key economic sectors are at crossroads when we consider climate change challenges. Other sectors that demand decisive adaptation measures in Africa are: infrastructure development (roads, power lines, railway lines, pipelines etc), housing and general construction that should be climate resilient. The mining sector is not immune either, with flooded mine pits resulting in reduced outputs and export earnings whilst water shortages affect all industries across the board.

The Intergovernmental Panel on Climate Change (IPCC)² predicts the following trends in weather and climate events in Africa: by 2020, yields from rain-fed agriculture could be reduced by up to 50 percent; towards the end of the 21st century, projected sea level rise could affect low-lying coastal areas with large populations and the cost of adaptation could amount to at least 5-10% of GDP; and by 2080, an increase of 5-8% of arid and semi-arid land in Africa is projected under a range of climate scenarios. Temperatures are expected to rise by between 1.5-4°C in the 21st century. The IPCC further predicts prolonged droughts and/ or floods with agricultural losses of between 2-7% of GDP by 2100 in some parts of Sub-Saharan Africa (SSA). Western Africa is projected to experience agricultural losses of 2-4% of GDP whilst the rest of Africa will experience agricultural losses of between 0.4-1.3% of GDP. Fisheries are predicted

¹ Fisher, G., Shah, M., & Van Velthuisen, H. (2011). Climate change and agriculture in Africa. Luxembourg: International Institute for Applied systems Analysis.

² IPCC (2007). Climate change 2007: Synthesis report. Washington D.C.: Intergovernmental Panel on Climate Change.

to be negatively impacted, with an estimated decrease in productivity due to sea temperature rise reaching between 50-60% by 2100.

The new green consumers across our borders also demand that Africa addresses mitigation aspects linked to climate change. The concept of the carbon footprint is growing. Carbon footprint is a measure of the amount of GHGs emitted by companies in their production streams. This carbon footprint is reduced to a single digit that consumers can use to determine their choice of organisation to do business with and products to consume. Two typical cases of high carbon content products and the wars emerging from such with the European Union as our key trading partner are evident: (1) the late 2000s carbon emissions

debate in the horticulture industry that resulted in flowers from Kenya dumped and (2) the South African wine industry that now exports significant amounts of wine in bulk containers to reduce the carbon footprint. All this, signifies a growing carbon battle between Africa and our key trade partners. Currently, carbon wars in the civil aviation and maritime sectors are raging with the European Union lobbying strongly to include the two sectors in its carbon trading system. Therefore, African governments have no choice but to comply with some of the emerging trade patterns and demands from green consumers. Hence, our climate change policies and development plans and visions must be proactive in harnessing these challenges.

Effectiveness of climate policies to address adaptation and development needs

Many African countries are still working on their climate change policies and where such policies exist, they have been put in place only from the beginning of 2010. The same story exists in terms of long term development visions and plans. For example, the South African National Climate Change Strategy White Paper was finalised in 2011 and the contested National Development Plan (NDP) (Vision 2030) was finalised in 2012. The key positive aspect from the two policies is that the NDP makes references to the White Paper and has mainstreamed climate change to a greater extent with both the adaptation and mitigation agenda coming out well. In Kenya, the national development vision, Vision 2030 was developed in 2007 and the constitution was revised to incorporate aspects of sustainable development in 2010. Other countries like Uganda and

Zimbabwe still do not have climate change policies in place whilst countries like Malawi just completed their climate change policy in 2012. This scenario confirms that evaluating the effectiveness of climate change policies might not be conclusive at this early implementation stage. What is more intriguing is the lack of such policies at the Regional Economic Communities (RECs) like in the Southern African Development Community (SADC) whilst climate change strategies in Comesa and the East African Communities (EAC) are also young. A summary of climate change and long term development policies and visions from selected African countries is presented in Table 1. Given that most of the national development visions were in place before the climate change strategies, mainstreaming adaptation is therefore compromised and gaps exist. A further frequency

Country	Policy	Year
East African Community	Climate Change Master Plan (2011-2031) Climate Change Strategy	2011 2011
Kenya	National Climate Change Response Strategy National Climate change Action Plan (2013-2017) Kenya Vision 2030	2010 2013 2007
Malawi	National Climate Change Policy Malawi Vision 2020	2012 1998
Namibia	National Policy on Climate change for Namibia Namibia's Fourth National Development Plan (2012/13-2016/17)	2010 2012
Rwanda	Green Growth and Climate Resilience Economic Development and Poverty Reduction Strategy (2013-2018) Rwanda Vision 2020	2011 2013 2000
Tanzania	National Climate Change Strategy Tanzania Five Year Development Plan (2011/12-2015/16)	2012 2011
Uganda	Draft Uganda National Climate change Policy Uganda Vision 2040	2012 2011
South Africa	National Climate Change Response Strategy White Paper National Development Plan: Vision 2030	2011 2012
Zambia	Sixth National Development Plan (2011-2015) Draft National Climate Change Response Strategy	2011 2013
Zimbabwe	Zimbabwe Medium Term Economic Recovery Plan (2011-2015)	2011

Table 1: Summary on climate change and development policies

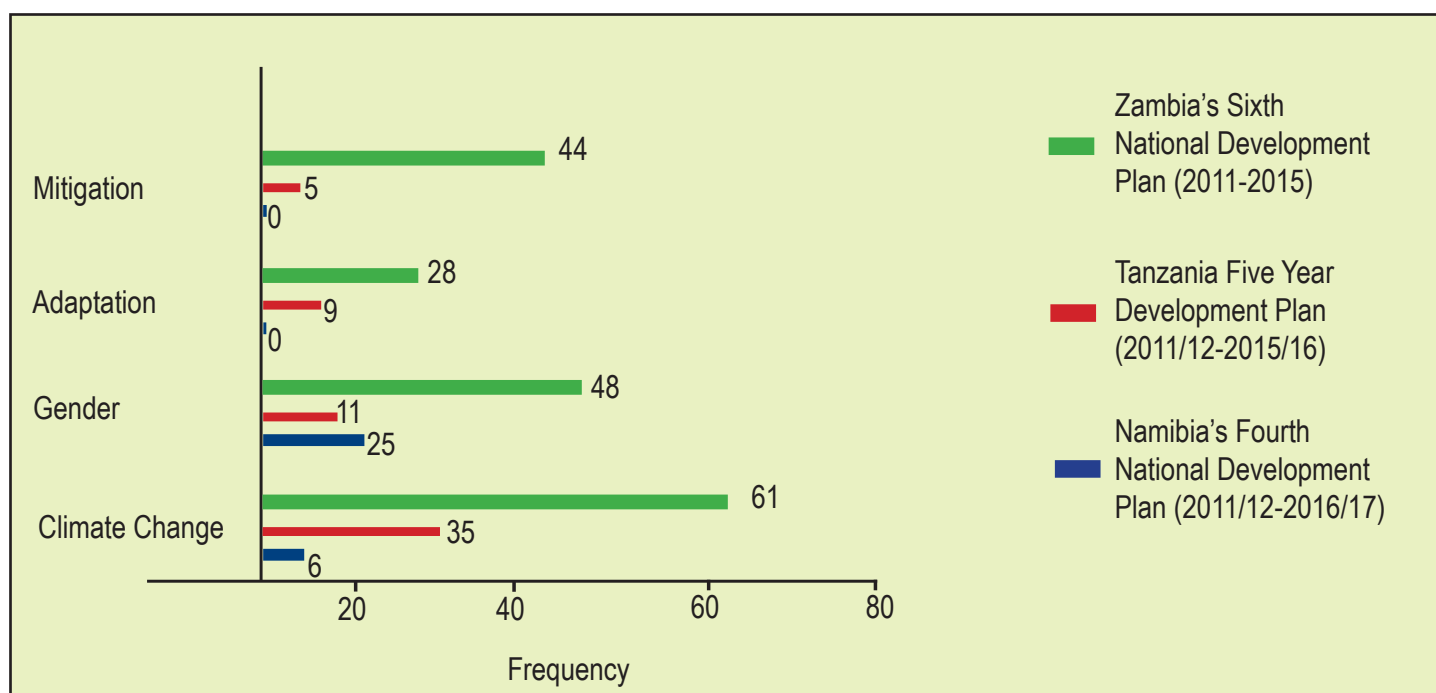


Figure 1: Frequency count for key climate change terms

count analysis for selected five year national development plans is shown in Figure 1. It should be, however, noted that some of the words counted could have been used outside the climate change context.

Zambia has gone a step further and is undergoing a process to mainstream climate change and other developmental concerns such as gender, into key developmental plans. Funder et al.³ note that the progress is largely accredited to significant donor funds. Donors influenced changes leading to the development of the Disaster Management Policy and Act in 2005 and 2011 (funded by the UNDP and World Bank), Sixth National Development Plan mainstreaming funded by the World Bank and the Draft National Climate Change Response Strategy of 2013 also funded by the World Bank. Other donors that have supported and are still supporting climate change mainstreaming include: the Global Environment Facility, DANIDA, Millennium Challenge account, FAO/Norway, DFID and the IUCN.

Apart from the lack of funding, other limitations to mainstreaming adaptation include: lack of institutional capacity and resources; deficient environmental and sectoral policies that fail to adequately articulate links between environmental needs, climate change and national development priorities; inadequate financial and budgetary support for policy implementation; lack of targeted deployment of resources; lack of adequate research; limited consultation to inform policy design, structure,

roles and responsibilities; overlap and lack of clarity in institutional mandates across the different tiers of government (e.g. in South Africa, municipalities are having difficulties implementing the “Lets Respond Toolkit,” because they say climate change is an unfunded mandate ,etc.).

Climate change mainstreaming is also taking place in national development visions such as the South African National Development Plan (NDP) - Vision for 2030.⁴ The NDP has a whole chapter dedicated to addressing low carbon transition in South Africa. The South African National Climate Change Response Strategy White Paper makes provision for using taxes to address development challenges linked to climate change. Drawing from the White Paper and the NDP, the South African Finance Minister proclaimed a carbon tax in his 2013 budget speech. “Government proposes to price carbon by way of a carbon tax at the rate of R120 per ton of CO2 equivalent, effective from 1 January 2015. ... An updated carbon tax policy paper will be published for further consultation by the end of March 2013”, said Minister Pravin Gordhan in the speech. The 2012 Let’s Respond initiative assists the South African municipalities to mainstream climate change into their Integrated Development Plans. Other countries making significant inroads in addressing climate change and development include Ethiopia, Mozambique and Rwanda. The Ethiopian government “sees a strategic link between economic growth, social development, greenhouse gas emission reduction and building

³ Funder, M., Mweemba, C.E. and Nyambe, I. (2013). The climate change agenda in Zambia: National Interests and the role of development cooperation. DIIS Working Paper 2013:13. Copenhagen: Danish Institute for International Studies.

⁴ National Planning Commission. (2012). National Development Plan: Vision for 2030. Pretoria: National Development Plan.

⁵ http://gggi.org/wp-content/uploads/2013/10/GGBP_3GF_Briefing_Paper_Oct_2013.pdf (Accessed 18 November 2013).

resilience to climate change". Proceedings within the UNFCCC regimes focusing on Nationally Appropriate Mitigation Actions (NAMAs) have resulted in the prioritisation of mitigation actions rather than adaptation actions.

However, given that the global climate change regimes prioritised mitigation (see for example the Kyoto Protocol), the emerging national climate change and development policies also suffer from this bias. A typical example is in South Africa where the Long Term Mitigation Scenario was put in place in 2007 and yet the Long Term Adaptation Scenario is not yet finalised as of November 2013. This is not surprising given that at the global level, we started discussing adaptation seriously in 2007 during the Bali COP13 meeting and the COP decisions on adaptation only emerged in 2010 in Cancun during COP16. Yet, in many African countries, the issue of adaptation is a matter of life and death as well as

one that fully embraces local and indigenous knowledge systems as one of the intervention measures.

In conclusion, it emerges that African governments are awakening to the call demanding that development should be climate sensitive and resilient. Although the desired state will take longer to achieve given that most of the policies are still new and in many instances non-existent, work must move rapidly towards putting in place these policies and institutions to drive them. Some highlights are again drawn from the Zambian case where the draft National Climate Change Strategy Policy has established a Climate Change and Development Committee. This is unique compared to committees established in many emerging national climate change policies that leave out the development component. Overall, the implementation challenge remains a concern even if the climate change policies will be in place.

Glossary

Adaptation: In human systems, the process of adjustment to actual or expected climate and its effects, in order to moderate harm or exploit beneficial opportunities. In natural systems, the process of adjustment to actual climate and its effects; human intervention may facilitate adjustment to expected climate (IPCC, 2012).

Mainstreaming climate change adaptation: is the iterative process of integrating considerations of climate change adaptation into policy-making, budgeting, implementation and monitoring processes at national, sector

and subnational levels. It is a multi-year, multi-stakeholder effort grounded in the contribution of climate change adaptation to human well-being, pro-poor economic growth, and achievement of any poverty reduction and development goals (UNEP, 2011: 3).

Mitigation: An anthropogenic intervention to reduce the sources or enhance the sinks of greenhouse gases.

Vulnerability: The propensity or predisposition to be adversely affected (IPCC, 2012).

Additional Resources

1. UNEP. (2013). The Emissions Gap Report 2013: A UNEP Synthesis Report. http://www.unep.org/pdf/UNEP_Emissions_Gap_Report_2013.pdf.
2. UNDP. (2012). Mainstreaming Climate Change in National Development Processes and UN Country Programming: A guide to assist UN Country Teams in integrating climate change risks and opportunities. <http://www.undp.org/content/dam/undp/library/Environment%20and%20Energy/Climate%20Change/Capacity%20Development/UNDP-Guide-Mainstreaming-Climate-Change.pdf>.
3. SALGA/DEA/COGTA. (2012). Let's Respond: An Introduction to Integrating Climate Change Risks & Opportunities into Municipal Planning. http://led.co.za/sites/led.co.za/files/cabinet/orgname-raw/document/2012/letsrespond_brochure_update_print.pdf
4. IPCC. (2012). Annex B – Glossary of Terms. http://www.ipcc.ch/pdf/special-reports/srex/SREX-Annex_Glossary.pdf.
5. UNEP. (2011). Mainstreaming Climate Change Adaptation into Development Planning: A Guide for Practitioners. <http://www.unep.org/pdf/mainstreaming-cc-adaptation-web.pdf>.
6. GEF/UNDP. (2011). The National Communication as a Tool for Integrating Climate Change into National Development. http://ncsp.undp.org/sites/default/files/MainstreamingGUIDE_WEB.pdf.
7. Mickwitz et al. (2009). Climate Policy, Integration, Coherence and Governance. http://www.peer.eu/fileadmin/user_upload/publications/PEER_Report2.pdf
8. <http://zunia.org/cat/environment> (Knowledge exchange portal)
9. <http://unfccc.int/2860.php> (United Nations Framework Convention on Climate Change)
10. <http://www.unep.org/> (Key UN environment website)
11. <http://www.ipcc.ch/> (Intergovernmental Panel on Climate change)
12. <http://gggi.org/> (Global Green Growth Institute)

Contributor:

Prof. Godwell Nhamo
EXXARO Chair in Business and Climate Change
Institute for Corporate Citizenship, UNISA
godynhamo@yahoo.com