

Policy Coherence for Sustainable Development in sub-Saharan Africa

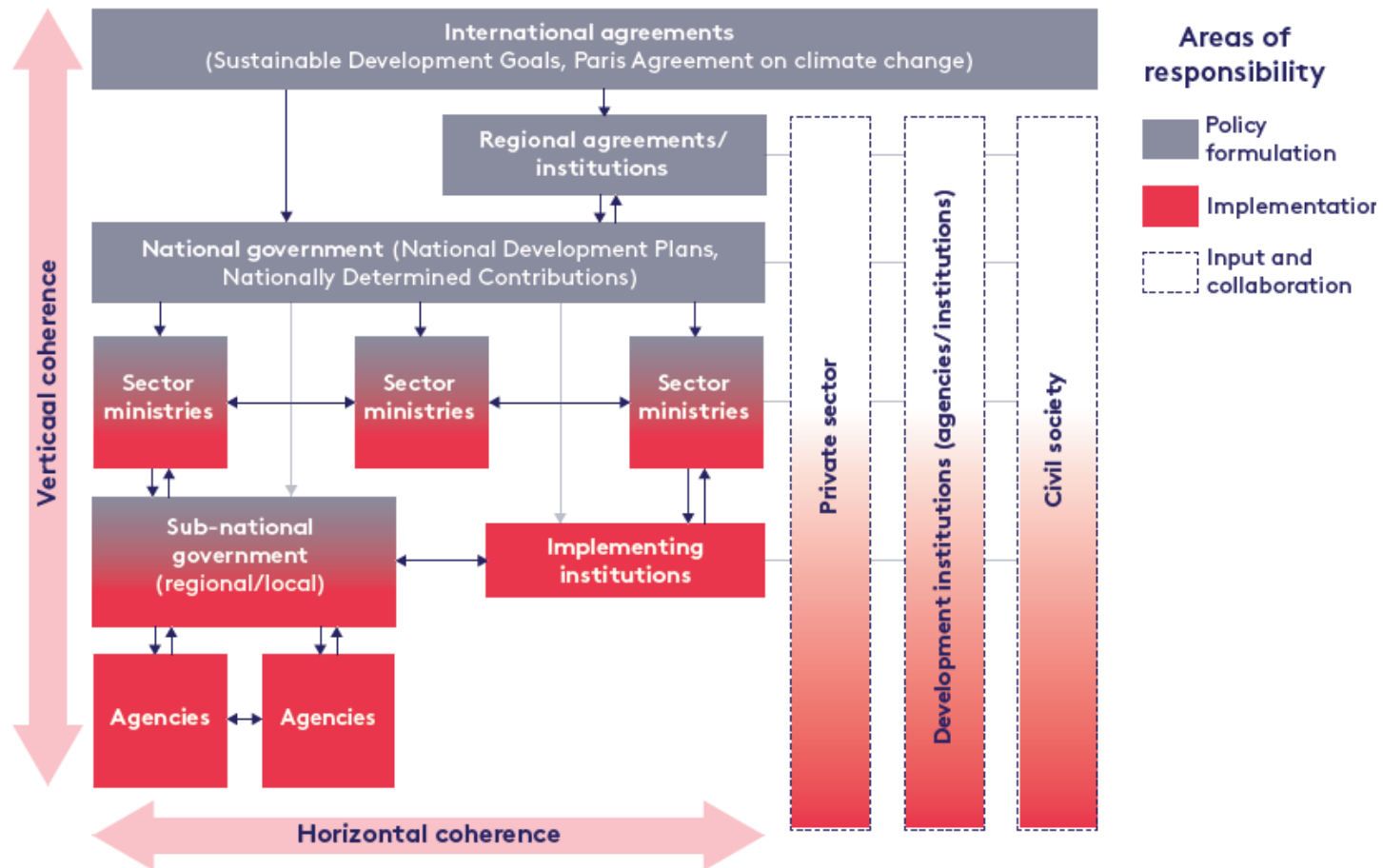
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Pressing Importance of these Issues

- Climate change impacts are increasing in severity across sub-Saharan Africa
- Both the Sustainable Development Goals (SDGs) & Paris Agreement on climate change stress the need for coherent policies across sectors and require formal reporting nationally
- Advances in climate science research help to reduce uncertainty in future climate scenarios & especially their links to impact models on water resources and crop production
- National climate change & resilience planning bodies being established, but their impacts are poorly understood

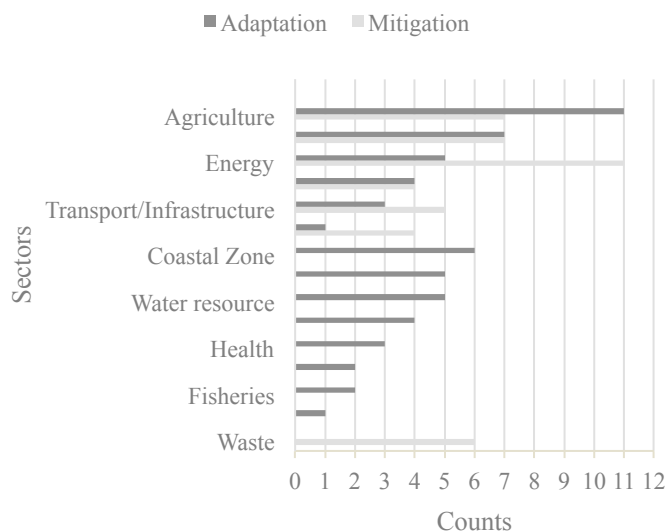
Policy Coherence Defined & Evaluation

- Policy coherence is the need for a logical consistency across all dimensions of policy development & implementation
- Evaluation indices developed using content analysis of sectoral policies & climate change communications



Regional Analyses I: West Africa

- New study by Antwi-Agyei *et al.* (2018) evaluates interactions between the Paris Agreement Nationally Determined Contributions (NDCs) & the SDGs for 11 West African states, with detailed appraisal provided for Ghana
- Good alignment between mitigation & adaptation actions in NDCs & SDGs that need to be harnessed into national sectoral policies such as on climate-smart agriculture & low-carbon energy
- Significant challenges relating to institutional capacity (e.g. in Ghana's EPA) & lack of co-ordination between sectors



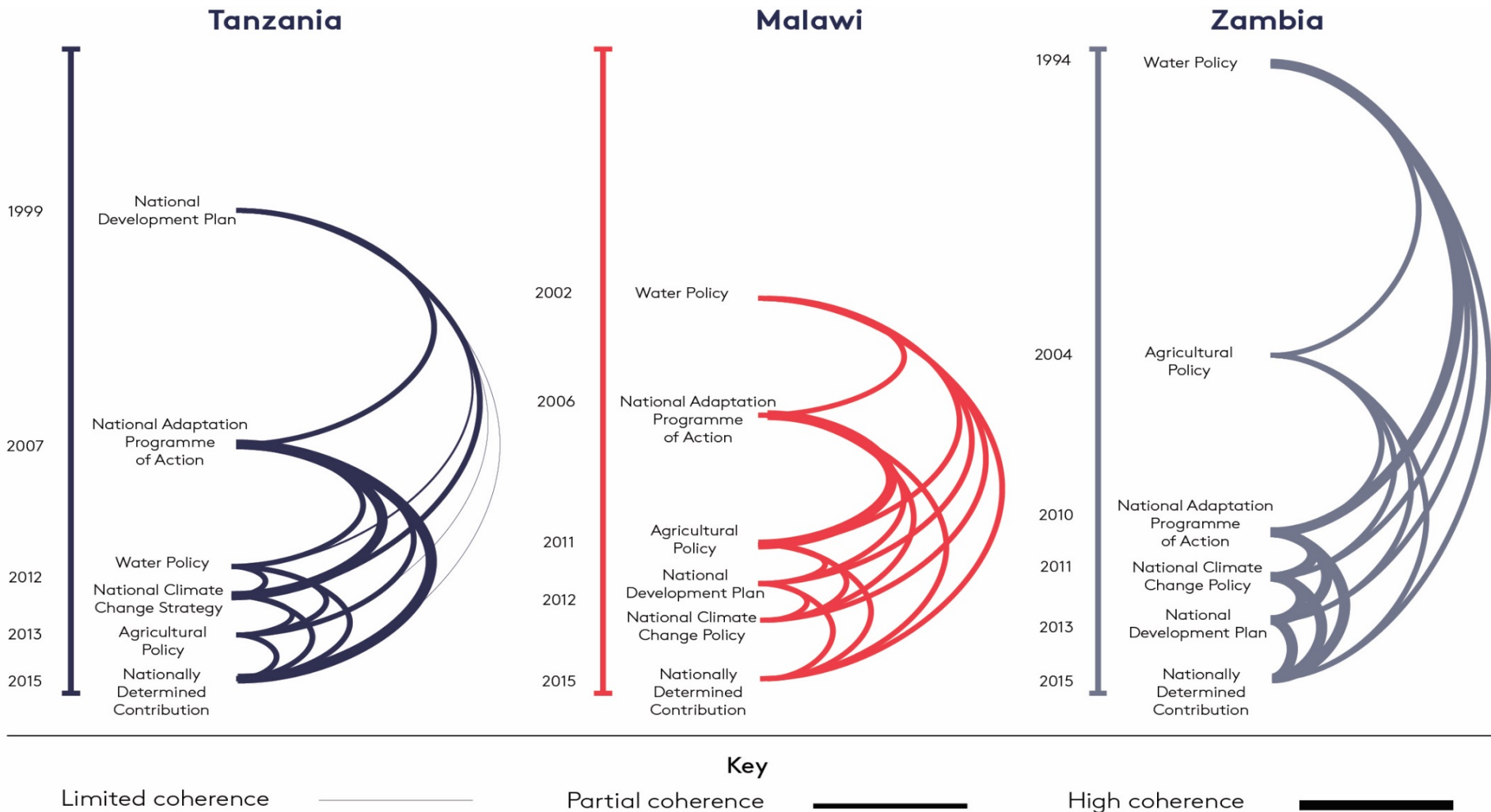
Regional Analyses II: Southern Africa

- England *et al.* (2018a) evaluated water, agriculture, forestry & energy policies in 10 SADC countries for their compatibility with 3 dimensions of climate compatible development



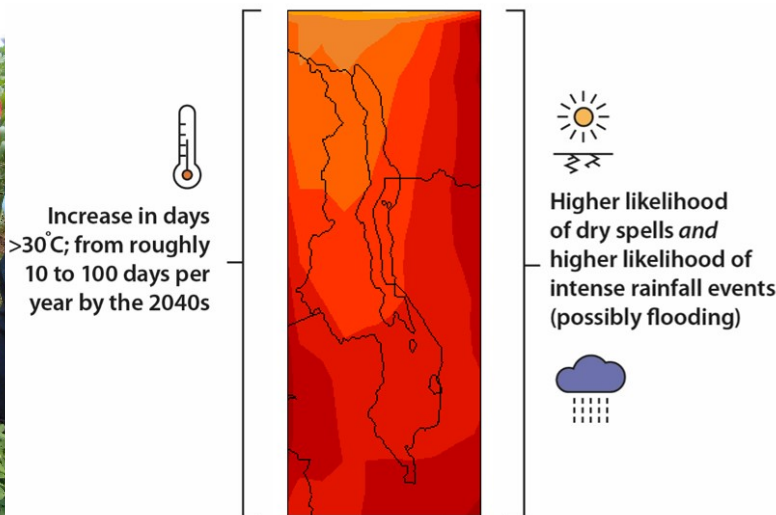
National Analyses: Malawi, Tanzania & Zambia

- England *et al.* (2018b) assess coherence across national water & agricultural policies & to climate change adaptation goals outlined in National Development Plans, climate policies & NDCs



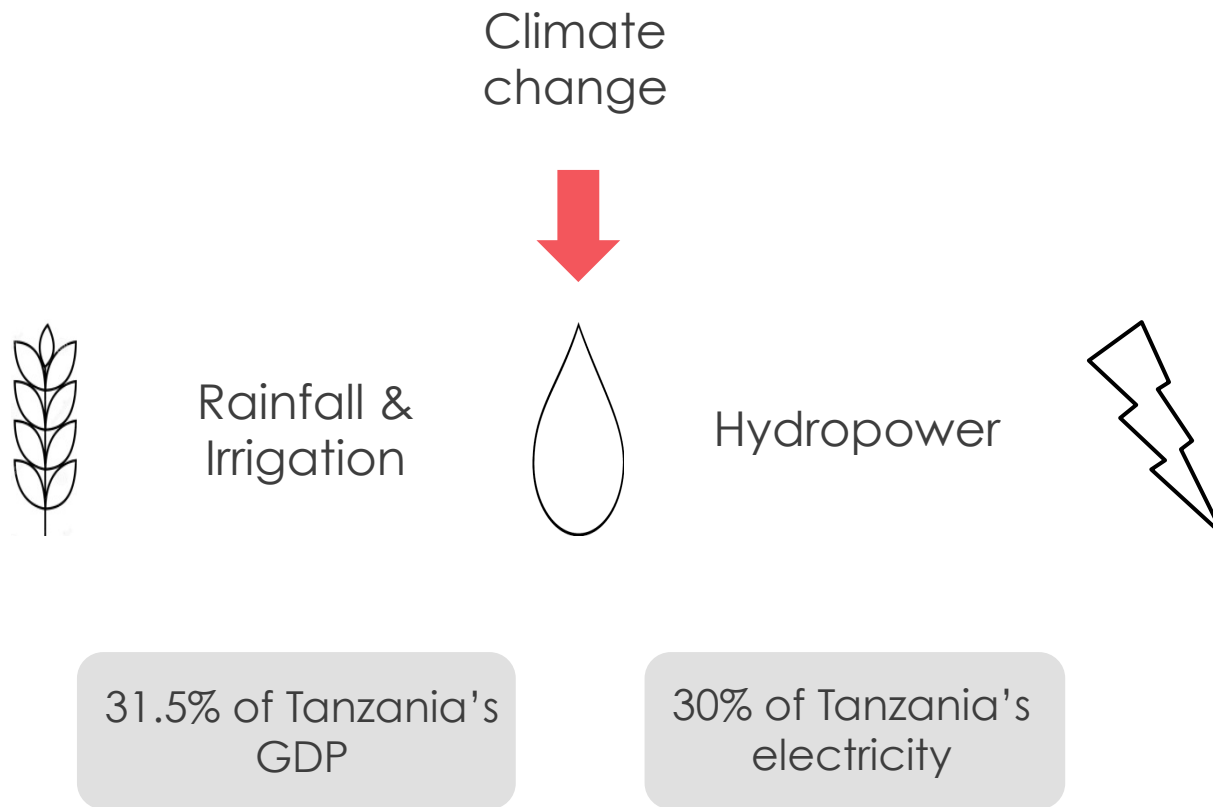
National Findings I: Malawi

- Institutional & governance arrangements shown to be problematic in relation to climate information (Vincent *et al.*, 2017), climate-smart agriculture (Dougill *et al.*, 2017) & the lack of integrated planning for climate change (England *et al.*, 2018b)
- Recent floods & droughts led to development of National Resilience Strategy but with limited impact as yet on sectoral policies or long-term national development plans
- Ongoing UMFULA work using climate & hydrological scenarios to examine water resource decision-making under uncertainty

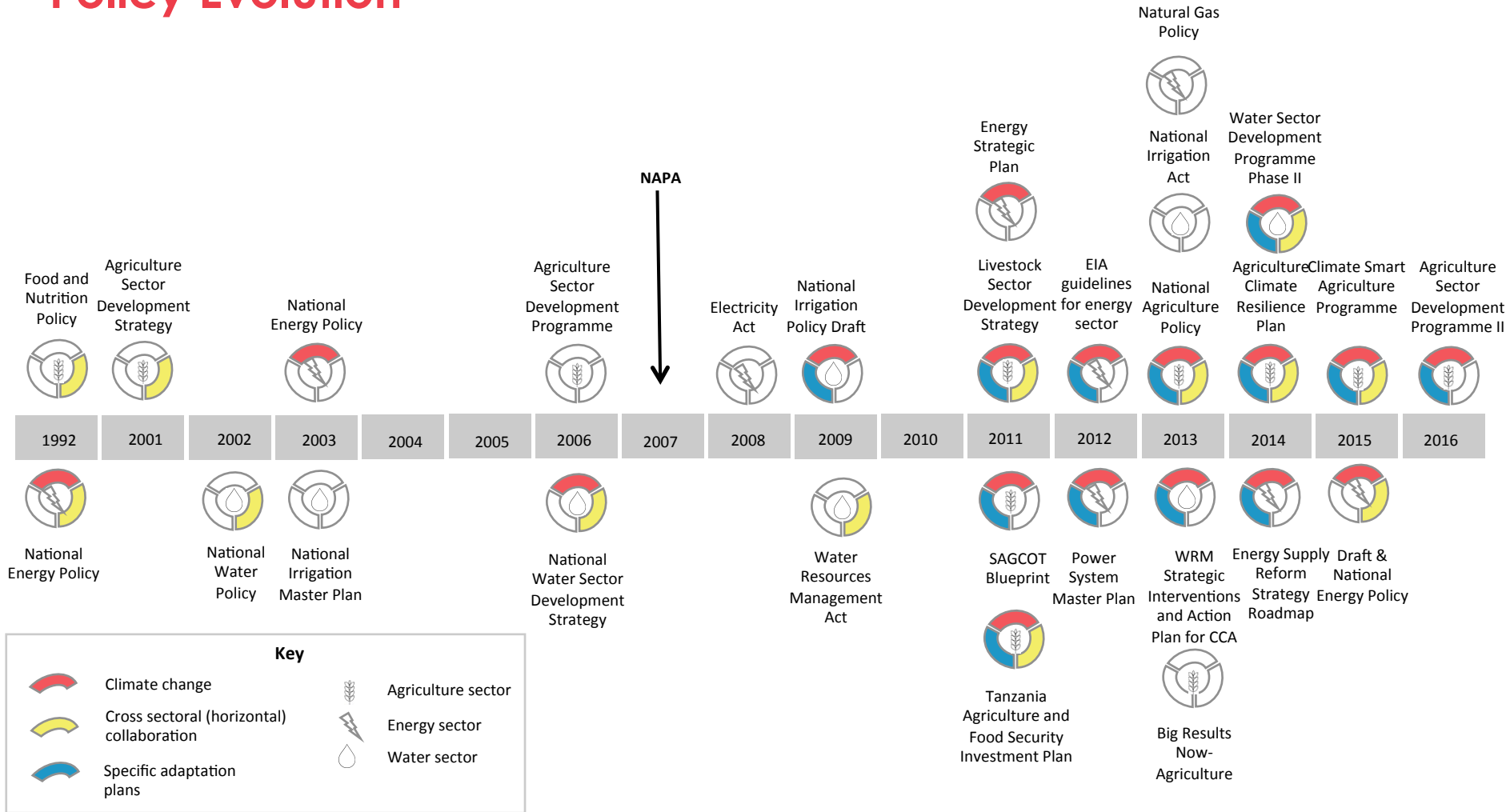


Lessons from Policy and Practice in Tanzania

The water-energy-food nexus in Tanzania



Policy Evolution



Climate change perspectives



Rainfall &
Irrigation

Opportunities

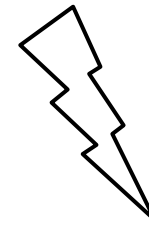
- Irrigation repackaged



Hydropower

Concerns

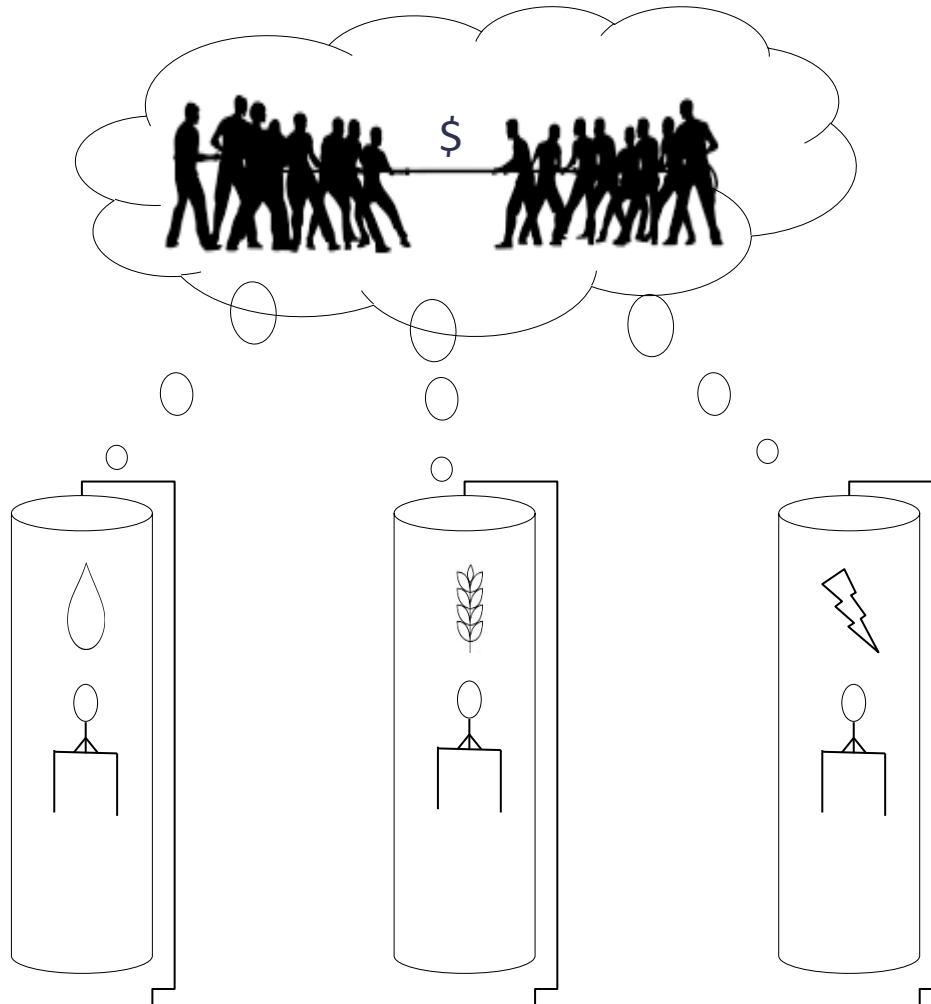
- Permits
- Environmental flows



Mitigation

- Renewables Diversification
- Fossil fuels

Barriers to coordination



Key messages

- **Lessons from Tanzania**
 - Policies developed separately can undermine each other
 - Policies include goals that require coordination with other sectors but without mechanisms in place to achieve this
 - Barriers to coordination are complex and resource constraints are a key issue
- **Opportunities**
 - Inter-ministerial platforms exist but do not meet regularly:
 - Meetings should take place on a regular basis, be properly resourced and politically valued
 - Stabilise budgets and improve disbursement
- **Lessons for international policy communities**
 - NAPA encouraged mainstreaming of specific plans BUT did so without coordination
 - SDGs present new opportunity. Capitalise on this to emphasise coordination.

A perspective on the role of the ICCS/NCCS in policy coherence in Zambia

Precursor: The Climate Change Facilitation Unit

- Before 2012, climate change activities were initially coordinated under the then, Ministry of Tourism, Natural Resources and Environmental Protection through the Project, “Climate Change Facilitation Unit (CCFU)”.
- CCFU coordinated drafting of a National Climate Change Response Strategy (NCCRS)
- The NCCRS recommended a National Climate Change Development Council
- Sectors considered vulnerable by the NAPA and the NCCRS were brought together to deliberate on the structural arrangements for this.

Underlying currents and colliding forces: Government commitment from multiple sources (CCFU and PPCR)

- 2011-CCFU came to an end (MTNREP) and the “Pilot Programme for Climate Resilient (PPCR)” was initiated under the Ministry of Finance (MoF). It also required an implementing secretariat.
- PPCR contributed to the administrative and fiduciary costs during the setting-up and the running of the ICCS.

The institutional set-up

In 2012 3 institutions were established:

- The ICCS, reporting to the Chairperson of the Committee of Permanent Secretaries.
- A Technical Committee composing of representatives from key line ministries (Agric, Works and Supply, Transport & Communication, Natural Resources and Environmental Protection), Cabinet Office, Disaster Management & Mitigation Unit (DMMU) and MoF, civil society and private sector representatives
- Committee of Permanent Secretaries, chaired by the Secretary to the Treasury.

Linkages with government ministries

- The Interim Inter-Ministerial Secretariat was placed under the Ministry of Finance and its operations were to continue until such a time that a permanent institution was established.
- Ministries represented on ICCS included:
 - Finance/National Development Planning
 - Agriculture, Fisheries and Livestock Development;
 - Lands and Natural Resources; Works and Supply (Infrastructure)
 - Transport and Communication (MET)
 - Water Development and Environmental Protection
 - Disaster and Mitigation Unit.

Role of the ICCS

- Facilitate activities leading to the establishment of the long-term institutional arrangement for climate change coordination in Zambia
- Coordinate, in the interim, the implementation of climate change activities and initiatives across sectors (including mitigation, adaptation, DRR and resource mobilization)
- Carry over activities that may remain outstanding under the CCFU (then in the Ministry of Tourism, Natural Resources and Environmental Protection).

PROGRAMMES COORDINATED BY ICCS

S/N	PROGRAMME/PROJECT	AREA OF FOCUS
1	Pilot Programme for Climate Resilience (PPCR) (has government counterpart funding)	Livelihoods, infrastructure, food security & early warning
2	Scaling up of Renewable Energy Program (SREP)	Renewable Energy
3	Enhancing Capacity on Low Emission Development Strategy (EC-LEDS)	Capacity Building
4	Green Climate Fund (GCF)	Forestry, Agriculture and Energy
5	UN Joint Programme	Forestry, Hydromet, Environment, Agriculture and Energy
6	Zambia Displaced Persons & Border Communities	Livelihoods, infrastructure, food security & Resettlement
7	Reducing Emissions from Deforestation and Forest Degradation (REDD+)	Forest management & Land use



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Growth of the ICCS 2012-17

- The portfolio of climate change initiatives that were being overseen by the Secretariat grew significantly from only PPCR in 2012 to a wide (sector and geographical) range
- This illustrates progress made by Government then in achieving the intended objectives envisioned in the establishment of the ICCS.

Opportunities and challenges

Opportunities



- National Climate Change Response Strategy (Basis)
- Stakeholder Consultations (Mandate, Location, TORs)
- Established under Ministry of Finance (responsible for mobilization & distribution of resources, national planning & budgeting and has convening power over other Ministries).

Challenges



- Clarification of lead institutional mandates
- Slow deployment of staff
- Harmonization of Government & MDBs guidelines and procedures

Recent changes

- The split of the Ministry of Finance and National Planning into the new Ministries of Finance and Ministry of National Development Planning (NDP) in 2016 led to transfer of the ICCS into the new Ministry of NDP.
- This transfer confused the Steering Committee arrangements and functions whereby the new arrangements overlooked the Chairpersonship of the office of the Secretary to the Treasury and formed a “Task Force”.
- Role of the Task Force was to finalise the National Climate Change Policy (2016)

The end of ICCS

- Task Force process overlooked the stakeholder-agreed structure and operationalization of the National Climate Change Policy and as was envisaged in the NCCRS.
- Proposed the transfer of the strategic functions of the ICCS to the Ministry of National Development Planning and the “perceived” implementation functions to the Ministry of Lands, Natural Resources and Environmental Protection (new Department of Climate Change).
- ICCS ceased to exist and most of its portfolios became orphaned (PPCR implementing secretariat).
- The Ministry of National Development Planning is currently proposing the establishment of the National Climate Change Facilitation Unit.
- The split of the Department of Environment and Natural Resources into Water and Lands respectively has further complicated the scenery of climate change in Zambia.

Conclusions & Recommendations

- Mainstreaming of climate change into national policies has gained traction, but policy coherence remains weak across sub-Saharan Africa
- Challenges can be overcome with support for inter-ministerial & multi-stakeholder fora & the use of robust evidence for what will work.

We recommend that –

1. National and District Development plans should be updated or developed to explicitly recognise climate change & the SDGs as key objectives
2. Institutional arrangements that enable cross-sectoral coordination need to be established, enhanced, enabled & resourced to support & encourage policy coherence

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