



A PLATFORM FOR STAKEHOLDERS IN AFRICAN FORESTRY

# FOREST AND CLIMATE CHANGE POLICIES, STRATEGIES AND PROGRAMMES IN THE EAC AND IGAD SUB-REGIONS



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# **Forest and climate change policies, strategies and programmes in the EAC and IGAD sub-regions**

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# Acronyms and abbreviations

AfDB	African Development Bank
AFF	African Forest Forum
AIDS	Acquired Immune Deficiency Syndrome
AMESD	African Monitoring of the Environment for Sustainable Development
ASARECA	Association for Strengthening Agricultural Research in Eastern and Central Africa
AU	African Union
CBA	Community-Based Adaptation
CBO	Community Based Organization
CCCU	Climate Change Coordination Unit
CDM	Clean Development Mechanism
COMESA	Common Market for Eastern and Southern Africa
COP-15	Conference of Parties to UNFCCC No. 15
DRR	Disaster Risk Reduction
EA	East Africa
EAC	East African Community
EAC – CCP	East African Community Climate Change Policy
EAC – CCS	East African Community Climate Change Strategy
EAC – CCMP	EAC Climate Change Master Plan
EALA	East African Legislative Assembly
EAC-PSDLVB	Protocol for Sustainable Development of Lake Victoria Basin
EAC-TEAGSR	Trans-boundary Environmental Assessment Guidelines for Shared Ecosystems in East Africa
EAC-CCP	EAC Climate Change Policy

EAC-CCF	EAC Climate Change Framework
EAC-CCS	EAC Climate Change Strategy
EIA	Environmental Impact Assessment
FTA	Free Trade Areas
GEW	Green Enviro-Watch
GHG	Greenhouse Gases
GIS	Geographic Information Systems
GoK	Government of Kenya
HIV	Human Immunodeficiency Virus
ICPAC	IGAD Climate Prediction and Application Centre
IGAD	Intergovernmental Authority on Development
IGADD	Inter-governmental Authority on Drought and Development
IGAD-E&NRS	IGAD Environment and Natural Resources Management Strategy
IK	Indigenous knowledge:
IPCC	Intergovernmental Panel on Climate Change
LDCs	Least Developed Countries
LVEMP	Lake Victoria Environment Management Programme
MEMR	Ministry of Environment and Mineral Resources, Kenya
MDG	Millennium Development Goals
MRV	Measurement, Reporting and Verification
NAMA	Nationally Appropriate Mitigation Actions
NAP	National Adaptation Plans
NAPA	National Adaptation Programmes of Action
NEPAD	New Partnership for Africa's Development
NC	National Communications

NGO	Non-Governmental Organization
PFM	Participatory Forest Management
REC	Regional Economic Community
REDD	Reducing Emission from Deforestation and Forest Degradation
SADC	South African Development Community
TOFNET	Trees on Farms Network
UNCBD	UN Convention of Biological Diversity
UNCCD	United Nations Convention on Combating Desertification
UNEP	United Nations Environment Programme
UNEP Risoe	UN Centre for Energy Climate and Sustainable Development
UNFCCC	United Nations Framework Convention on Climate Change
WEEF	Women's Entrepreneurship Economic Fund
US	United States of America

# Executive Summary

This report was commissioned as part of a larger study by the African Forest Forum (AFF), to review regional plans and programmes related to people, forests and climate change by partner states of the East African Community (EAC) and the Inter-governmental Authority on Development (IGAD). EAC and IGAD are both sub-regional institutions with differences emanating from the laws that established them. EAC was established under a treaty while IGAD was established by an agreement. These different methods of establishment seem to have a bearing on the way the two institutions operate/function, as reflected by the differences in what the secretariats to EAC and IGAD are doing regarding climate change.

EAC has achieved more progress compared to IGAD in implementing climate change programmes. For example, EAC has developed and enacted climate change policy instruments to guide and coordinate implementation of programmes in partner states while IGAD has not. Also, the number of climate change and related programmes on environment and natural resources management and conservation policy instruments, and approved CDM and CDM application projects are more in EAC than in IGAD member states, except for Kenya and Uganda whose memberships overlap in the two Regional Economic Communities (RECs).

## *Main findings*

All the EAC and IGAD member states have signed and ratified the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol on climate change and, as a requirement, do submit NAPA and NAMA reports. However, only the EAC has developed a climate change policy, a strategy and a plan, proposed the creation of a Climate Change Fund, and entered into a regional collaboration on climate change with COMESA. At the national level, only Kenya has developed a climate change strategy established a Climate Change Coordination Unit (CCCU) and proposed the establishment of a National Climate Change Fund. By contrast, IGAD has not developed any climate change policy, strategy or plan. Instead, IGAD has developed disaster risk assessment and preparedness policies and also established drought and famine early warning institutions (i.e., ICPAC, AMESD, EWARN, etc.); that are also furnishing climate change risk prediction data. As such, this report recommends that IGAD also, needs to develop a sub-regional climate change policy through which it will guide and coordinate its member states in the implementation of climate change programmes.

Although EAC has achieved some success in developing climate change instruments, actual implementation lies with the partner states. Perhaps, one challenge faced by the EAC sub-region, regarding the climate change policy instruments it has developed, is how to translate their good intentions into sustainable and effective actions; and how resource

investments for implementation of the programmes can be secured in order to reduce long-term vulnerability. Underlying climate change risks and closely coupled with lack of implementation resources, is the lack and/or inadequate capacity (knowledge, skills, competencies, personnel and at different levels) to mainstream climate change into national development programmes at national and community levels. Capacity-building is a very important area that this report strongly recommends for strengthening by both EAC and IGAD (once they have developed climate change policy instruments).

Inadequate, or lack, of resources to finance climate change programmes is a key constraint. National governments confronted with other immediate priorities (e.g., >40% youth unemployment rate, >50% poverty levels, food insecurity, etc.), are able to only allocate limited funds to climate change due to its perceived low priority. In order to address this shortcoming, it is recommended that climate change be adequately and effectively integrated into all development programmes as it is, in any case, a cross-cutting issue.

### ***Key climate change needs***

#### **Gender and youth mainstreaming into climate change risk reduction and management**

Women, children and vulnerable groups are the worst affected by climate change disasters. But since gender is a social construct, more often than not, women are left out in discussions/decisions that most affect them. As a result, strategies and plans developed are often gender-blind. Since 50% of any population is comprised of women and >65% is made-up of young people under 15 years of age; it is very important that gender and youth considerations be mainstreamed - including participation - into all climate change programme stages (planning, implementation, review, etc.).

#### **Increased financial support for climate change risk reduction initiatives**

The EAC-CCMP (2011-2031) presents a budget for supporting the implementation of identified climate change activities. But this is not sufficient, considering more needs to be done according to the identified implementation gaps by the present report. As such, an EAC Climate Change Fund has also been proposed. Countries, on their part, are struggling financially, as far as climate change is concerned. Poverty and the argument that their small or even negative contributions to GHG emission, make them misguidedly reluctant to allocate their limited national resources to climate change programmes. As such, financing implementation of climate change activity is left at the mercy of available global (UNFCCC, Kyoto Protocol, etc.) financing mechanisms. Despite this, compared to countries like China, Brazil, India, South Africa and Indonesia, EAC and IGAD member states have performed poorly in accessing available resources from global climate change mechanisms to

implement CDM projects. This report therefore recommends that special attention/assistance be given to address this area (accessing global climate change funds), in order to move climate change risk management and avoidance in the sub-region forward. Considering their areas of comparative advantage, it is recommended that AFF develops a climate change framework, to inform national governments on how to increase access to financial support for risk reduction initiatives.

### **Mainstreaming climate change risk reduction into development planning**

Climate change affects all government functions at the macro-level (through all ministries and departments) and at the micro-level (through effects on communities), although not equally. Focal ministries responsible for climate change, through CCCUs, should make it their responsibility to mainstream climate change into all other development and non-development programmes; with special emphasis attached to community-level implementation and gender. Of special interest is the prominent role of forestry – especially tree planting under agroforestry systems. Yet, the link between climate change and an increase of tree area seems to be assumed, rather than being clearly explained and promoted. The same is true of farmer managed natural regeneration. Other than promoting trees for tree's sake, AFF should develop a deliberate approach that links and/or integrates tree production into day-to-day community resilience and climate change risk reduction, risk avoidance and increased resilience.

### **Improved identification, assessment, and awareness of climate change risks**

Droughts resulting in famine, floods, landslides and climate related epidemics are a common occurrence risk faced by inhabitants of EAC and IGAD. Vulnerability of inhabitants to these disaster risks is responsible for high levels of poverty in the region. Although collaborations between national institutions (like meteorological stations) and sub-regional institutions (like ICPAC) exist, coordination between and among them is at best very poor and at worst non-existent. Therefore, there is not only need to strengthen knowledge and understanding of geographical distribution, type and extent of climate change disaster risk and vulnerability, but also an urgent need for effective coordination and exchange of knowledge and information. Profiling of climate change risk and potential impacts to development, at both national and community levels should also be intensified.

### **Developing climate change programme management and coordination capacity**

Inadequate capacity, and in some cases complete absence of climate change technicians/professionals, is a major problem in the effective domestication and implementation of developed policies, strategies and plans. In this regard there is an urgent need to introduce climate change as a subject of study at all institutions of learning. An approach that presents climate change as a cross-cutting issue should be adopted in capacity training. A serious problem facing member states of EAC and IGAD is the

proliferation of institutions with climate change agenda, but currently without coordination mechanisms for information distribution or even how to assess impacts of human capacity enhancement programmes.

### **Enhanced knowledge management for climate change risk reduction**

Effective climate change risk management can only take place when knowledge on disaster risk reduction options is adequately disseminated. There is need therefore to strengthen regional, national and local mechanisms for knowledge sharing; through all available methods (i.e., radio, newspaper, theatre, traditional folklore and story-telling, etc.). The aim should be to share experiences and information, identify needs and encourage closer collaboration.

### **Increased public awareness for climate change risk reduction**

Institutions responsible for climate related risk assessment exist in EAC (e.g., National Meteorological Stations), and IGAD (e.g., ICPAC, AMESD, EWARN). But these are little known by the general public, let alone many central government ministries and departments. To be aware is an important component of empowerment. All available means should therefore be used in making institutions (private and public) and individuals aware of the risks posed by climate change, as well as management and avoidance options available to them.

### **Facilitating the strengthening of climate change risk reduction institutions**

Mandate for climate change in all the countries is scattered in many government ministries, except for Kenya which has established a CCCU. Coordination of climate change activities of these institutions is not only weak but also ineffective. Competition and rivalry for scarce resources is also a serious problem. All countries should therefore formulate climate change policies, strategies and plans; and establish CCCUs to coordinate climate change activities. For this to happen, it is necessary for countries to raise more resources (financial and human) for this purpose.

### **Integrating climate change risk reduction into disaster response management**

States have not developed climate change policies, strategies and plans; except for Kenya. Current handling of climate change activities is uncoordinated and has an add-on rather than an integrated approach. EAC and IGAD member states should integrate climate change response actions into disaster response management.

# CHAPTER 1 Background

## INTRODUCTION

Lack of, and inadequate, effective regional plans and strategies on environmental management and natural resources conservation, and poor translation of plans into sustainable development are some of the key reasons why the *Horn of Africa* is trapped in frequent and re-occurring famines (Figure 1) and poverty. Without regional policies and their effective implementation where they exist, national governments cannot commit to political and environmental problems that are cross-border in nature, e.g. sustainable and fair use of common resources like *The Nile River* and Lake Victoria, and acceptable standards of governance and national economic targets that are consistent with regional ones (ACTS, 2004).

Usually, effective regional policies, strategies and plans require a Regional Economic Community (REC) with vital characteristics that include: a progressive political integration; a regionally competent institutionalized executive authority; its own legislative and judicative institutions; a legally binding foundation; and a clear vision of its future development (Terlinden, 2004). But the vital characteristics needed of RECs can be a problem in politically non-cohesive and financially constrained countries in the Horn of Africa. In spite of their significant productive potential the environment for effective management and use of natural resources in the *Horn of Africa* is constrained. Underlying these environmental constraints is a complex mix of causes linked to human and natural factors. Of the natural factors, the climate change phenomenon, which is threatening household incomes, national development and economic stability in the *Horn of Africa*, is most challenging.

Bad management of natural resources (Dini, 2009) and also overuse in the *Horn of Africa* are responsible for land degradation, biological diversity loss and a general decline and depletion of natural forests (Afan-Ogidan *et. al.*, 2012). Human behaviour impacts on resource-related problems are further compounded by climate change, causing food- and water-insecurity and threatening human well-being. Rapid population growth and its increasing demand for food and water not only cause serious environmental security threats, but also human security problems which are a common occurrence in all the countries of the *Horn of Africa* region (Mwendera and Mohamed, 1997; Tsuma, 2009). Put simply, access to life-supporting ecosystem services and its products for human sustenance and natural processes are threatened in the *Horn of Africa* (Safriel, 2009). Therefore, a need for developing and enforcing regional policy and strategy measures exists, for effective environmental management and conservation of natural resources in the *Horn of Africa*.

In Africa the numbers of people malnourished and living in poverty have risen most rapidly in recent decades (Haggblade *et al.*, 2004), caused mainly by declining soil fertility and land degradation. Underlying causes and catalytic factors for environmental concerns include climate change, land tenure insecurity and population growth. Aspects of population growth responsible for environmental problems include poverty; dependence on natural resources; land tenure insecurity; poor land use planning; inadequate governance capacity; knowledge, attitude and behaviour; conflict and insecurity; and climate change. This report is a review of regional plans and programmes related to people, forests and climate change.

The report is divided into five parts (parts I-V), comprising four chapters that evaluate the implementation of policies that Regional Economic Communities (RECs) in the *Horn of Africa*, the East African Community (EAC) and the Inter-Governmental Authority on Development (IGAD), have formulated through the secretariats, to address risks posed by climate change. Part I presents the background, comprising Chapter 1 with three sections: the Introduction, Terms of Reference and Methods. Part II addresses Task No. 1 of the Terms of Reference and consists of Chapter 2, which evaluates implementation of climate change and forestry policy, describes implementation gaps and highlights measures that could be used to fill the gaps. Part III addresses Task No. 2 of Terms of Reference and comprises Chapter 3, which presents the role and participation, that is, the mainstreaming of women, youth and vulnerable groups in forest-based climate change programmes and plans. Part IV addresses Task No. 3 of Terms of Reference and covers Chapter 4, which identifies and describes measures and incentives, or lack of them, developed for increasing the role of women, youth and vulnerable groups in forest-based climate change programmes; while Part V comprises Chapter 5 - the Conclusions and Recommendations of the study.



Figure 1 Map showing the *Horn of Africa* and countries that comprise the EAC partner states: Burundi, Kenya, Rwanda, Tanzania and Uganda; and IGAD member states: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, South Sudan and Uganda (Giessen, 2011).

## TERMS OF REFERENCE

This study was commissioned by the African Forest Forum (AFF) as part of a larger exercise on forestry and climate change programmes in Africa. The objective of AFF in

commissioning this study was to create opportunities for collaboration with and/or assist the secretariats for EAC and IGAD to enhance success of their forest-based climate change programmes. The AFF-CCP focuses on three working areas: a) policy and advocacy; b) capacity building and skills development; and, c) learning, knowledge generation and information management.

The Terms of Reference had three tasks. These were:

- 1) to critically evaluate the implementation of policies, strategies and plans by the secretariats to EAC and IGAD on forestry and climate change and identify and describe implementation gaps and highlight measures that could effectively be used to fill the identified gaps through forestry and forestry related initiatives;
- 2) to assess the role and extent of participation of women, youth and vulnerable groups in forest-based climate change programmes and plans of EAC and IGAD; and,
- 3) to identify and describe measures/approaches and incentives to increase the role of and benefit to women, youth and vulnerable groups in forest-based climate change programmes and plans of the EAC and IGAD.

## METHODOLOGY

The report is based on information obtained through interviews of relevant people and review of literature obtained from projects/programmes and the internet. Initially, discussions between AFF Secretariat staff and the consultant were held in order to clarify Terms of Reference, for the purpose of having a common understanding. A desk study of literature ended with preparation and submission of inception reports. Visits to Arusha in Tanzania (EAC headquarters); and Djibouti in the Republic of Djibouti (the headquarters of IGAD) were made. The purpose of the inception report was to elaborate a plan and a budget for the field visits. A three-day field visit to the EAC offices was made during the last week of September 2012 (Annex 1). A visit to Djibouti was made for one day on 22-23 October 2012.

Although drafting of this report started after the field visits, it quickly became evident that the interviews/discussions held by then were inadequate to meet information/data requirements for the study. Therefore, internet search for information/data in relevant documents continued as needed.

## CHAPTER 2 Forestry and climate change in EAC and IGAD

Climate change policies at the EAC and IGAD sub-regional levels represent important tools for sustainable management of the environment and natural resources conservation because they assist member states: a) to coordinate relevant actions; and b) to develop policies, strategies and action plans, and direct resources to adaptation and mitigation activities that respond to prioritized needs. Without such policies, a mechanism to determine who is doing what and whether they are doing it right or even whether resources spent are achieving desired results would be difficult to ascertain. Policies are also important in data collection and management, because they provide an authoritative mechanism to guide data collection and mobilize resources for outlined activities and programmes (AfDB, 2011). But, EAC and IGAD have many important differences that influence the scope, direction and effectiveness of programme activities.

First, the statutes that established EAC and IGAD are different; the former was established by a treaty while the latter by an agreement. Second, as a result of how the institutions were established, it follows that the structures and their mandates and strengths differ - EAC and IGAD are managed by institutions with different legal strengths. For example, the affairs of EAC are under the EAC Legislative Assembly while IGAD is run by a secretariat comprised of individuals seconded by member states. The IGAD secretariat has no legislative powers. These basic differences have been critical in influencing the nature of administrative structures established, types of problems they are able to address, their functional and institutional evolution over time, and the extent and effectiveness of their programme operations. Exceptions to the above differences between EAC and IGAD also exist. These include: an overlap in membership between EAC and IGAD whereby Kenya and Uganda belong to both; the two RECs also share functions and services provided by some institutions like the IGAD Climate Prediction and Applications Centre (ICPAC).

This chapter reviews the implementation of policies and plans related to people, forests and climate change in EAC and IGAD and the extent to which the differences highlighted above have affected climate change policy implementation. The chapter also identifies and describes gaps in climate change policy implementation and highlights measures that could effectively be used to fill identified implementation gaps. Climate change policies by the secretariat to EAC are presented in sections 2.1 and those by the secretariat to IGAD in sections 2.2. Implementation gaps by both the EAC and IGAD secretariats are presented in sections 2.3.

## THE EAC AND POLICY INSTRUMENTS ON FORESTRY AND CLIMATE CHANGE

Partner states of the EAC are Burundi, Kenya, Rwanda, Tanzania and Uganda. The headquarters of EAC is in Arusha, Tanzania (Figure 1).

The original EAC, launched in 1967 and comprising Kenya, Tanzania and Uganda, later collapsed because of political differences between the three countries. The current East African Community (EAC) is from a revival in 1984, after re-negotiation and signing of a *Mediation Agreement for Division of Assets and Liabilities*. The current EAC is based on a *Treaty for Establishment of East African Community*, signed by Heads of State of Kenya, Tanzania and Uganda, which came into force on 7 July, 2000 (EAC, 2007). The Republics of Burundi and Rwanda acceded to the EAC Treaty on 18 June, 2007 and became full members with effect from 1 July, 2007. The Republics of South Sudan and Somalia have also applied for membership of EAC, but a decision on their admission was postponed until late 2013 (The East African, 2012)

The EAC was established to enhance the region's competitiveness through integration by establishing: a Customs Union, a Common Market, a Monetary Union and a Political Federation of East African States. The main administrative organs of EAC are: the Secretariat, the Legislative Assembly (EALA) and the Court of Justice (EACJ). Article 5.3(c), in Chapter 2 of the *Treaty for the Establishment of the EAC*, emphasises 'the promotion of sustainable utilisation of natural resources, and taking measures that effectively protect the natural environment, of partner states'. Chapter 19 (Articles 111, 112 and 114) deal with joint management and utilization of natural resources for mutual benefits of partner states and provide for joint development and adoption of harmonized common policies and strategies for sustainable management of trans-boundary natural resources. The EAC treaty also provides for other development sectors with relevance for environmental sustainability. Those with relevance to climate change are on: meteorological services, Article 100; energy, Article 101; education, Article 102; science and technology, Article 103; seed multiplication and distribution, Article 106; irrigation and water management, Article 109; and food security, Article 110 (EAC, 2007).

### **The EAC climate change policy, strategy and framework**

The Secretariat to the EAC has developed three instruments regarding climate change: the EAC Climate Change Policy (EAC, 2011a); the EAC Climate Change Strategy, 2011-2016 (EAC, 2011b); and the EAC Climate Change Master Plan, 2011-2031 (EAC, 2011c). Additionally, other relevant policy instruments have also been developed (section 2.1.2).

### ***EAC climate change policy***

Formulation and ratification of a climate change policy (EAC-CCP), strategy (EAC-CCS) and Master Plan (EAC-CCMP), is an indication that EAC not only recognizes that a problem exists but is also committed to finding solutions. Through climate change adaptation and mitigation, vulnerability of the region's population and its ecosystems can be reduced while increasing the adaptive capacity and resilience of the socio-economic system. The policy aims to guide partner states and other stakeholders on preparations and implementation of collective measures to address climate change, while ensuring sustainable social and economic development in the short and medium-term.

The success of the policy is predicated on existence of an enabling environment (policy, legislative and institutional frameworks to operationalize policy provisions) within partner states. It expects partner states to develop and operationalize national policies, strategies and institutional frameworks; and establish similar arrangements to complement and coordinate partner state efforts, including establishing a regional climate change coordination structure at EAC secretariat, and an EAC Climate Change Fund with the aim of mobilizing financial resources for implementation of the policy. The policy outlines, through statements and actions for climate change adaptation and mitigation, key pillars and priority targets (Table 1).

The policy targets implementation of National Adaptation Programmes of Action (NAPAs), National Adaptation Plans (NAPs), EAC-CCS and EAC-CCMP. In terms of mitigation, the policy aims to contribute to reduction of the global greenhouse gases (GHGs) emissions through preparation of Nationally Appropriate Mitigation Actions (NAMAs) for sectors with potentially high emission (i.e., energy, transport, agriculture, waste management and industry). The policy prioritizes mitigation and opportunities for emission reduction.

Mitigation priorities for EAC include: afforestation, reforestation, promotion of energy efficiency, efficient crop and livestock production systems and efficient transport system, and waste management. Opportunities for mitigation include provisions under the Clean Development Mechanism (CDM) of the Kyoto Protocol and others under existing or relevant future agreements.

**Table 1. The EAC climate change policy pillars and their support areas and priority targets**

Pillars and support areas	Priority targets
<p><b>Pillars</b></p> <ol style="list-style-type: none"> <li>1. adaptation;</li> <li>2. mitigation; and</li> <li>3. research (monitoring, detection, attribution and prediction).</li> </ol> <p><b>Identified support areas to policy pillars</b></p> <ol style="list-style-type: none"> <li>a. technology development,</li> <li>b. technology transfer,</li> <li>c. finance,</li> <li>d. knowledge management,</li> <li>e. education,</li> <li>f. public awareness,</li> <li>g. training and information.</li> </ol>	<ol style="list-style-type: none"> <li>1. strengthening meteorological services and improving early warning systems;</li> <li>2. disaster risk management through risk reduction, preparedness, mitigation and reconstruction;</li> <li>3. scaling up of efficient use of water and energy resources;</li> <li>4. irrigation;</li> <li>5. crop and livestock production, reducing pre- and post-harvest losses;</li> <li>6. protection of wildlife and key fragile ecosystems like wetlands, coastal, marine and forestry;</li> <li>7. improving land use, soil protection, tourism, climate proofing social infrastructure; and</li> <li>8. reducing climate sensitive vector and waste borne diseases.</li> </ol>

### ***EAC climate change strategy***

The climate change strategy outlines a range of measures that ensure support and effective implementation of the policy at all levels. The strategy defines required actions and resources to achieve the set goal over a short time-frame. Both the policy and strategy are scheduled for review after 2015.

### ***EAC climate change Master Plan***

The Master Plan provides a long-term vision and basis for an implementation framework for climate change adaptation and mitigation actions. It presents an overall picture and vision for the region’s response by giving an estimation of all resources needed to become climate resilient. The planning horizon for the Plan is 20 years (2011 – 2031), implemented through periodic climate change strategy updates. The plan identified nine priority issues that

predispose shared natural resources to climate change vulnerability and eight key pillars (Table 2).

**Table 2. Key pillars and priority issues in the EAC Climate Change Master Plan (EAC, 2011c)**

Key pillars	Priority issues
1. adaptation initiatives;	a. agriculture (crops, livestock and fisheries) and food security;
2. mitigation initiatives;	b. water security;
3. technology development and transfer;	c. energy security;
4. capacity building;	d. ecosystems services and biodiversity;
5. education, training and public awareness;	e. tourism;
6. gender, youth and marginalised groups;	f. infrastructure (buildings, roads, railways, waterways and airways);
7. climate risk management and disaster risk reduction; and	g. human health, sanitation and settlements; and
8. climate finance.	h. trade and industry; education, science and technology.

The Plan also recommends that Partner States establish national Climate Change Coordination Units (CCCU) to facilitate implementation.

## Other relevant policy instruments in EAC

Other relevant policy instruments developed by EAC include: the EAC Protocol on Environment and Natural Resources Management (EAC, 2006a); EAC Protocol for Sustainable Development of Lake Victoria Basin (EAC, 1994; EAC2003); EAC Trans-boundary Environmental Assessment Guidelines for Shared Ecosystems in East Africa (EAC, 2005); and the protocol for Agriculture and Rural Development Strategy for EAC (EAC, 2006b; Muyodi *et al.*, 2011).

### *EAC Protocol on Environment and Natural Resources Management*

The EAC Protocol on Environment and Natural Resources Management (EAC-PE&NRM) was developed to implement the provisions of the EAC Treaty that promote and enhance

cooperation in the management of environment and natural resources in partner states. Relevant objectives, activities and progress of the protocol are summarized in Table 3 below.

**Table 3. Objectives, activities and implementation progress of EAC-PE&NRM**

Policy/strategy/ Plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
EAC-PE&NRM	Partner states agree to closely cooperate in management and utilization of the environment and natural resources.	Trans-boundary resources management planning	Guidelines for trans-boundary environmental assessment of shared ecosystems in EA developed and implemented.
		Forests and tree resources management	All states have Forest Acts.
	Capacity building and awareness in environment and natural resources management promoted	Capacity building	Inter-University Council for EA, ICPAC, Lake Victoria Basin Commission established and functioning.
		Environmental awareness	EAC collaborates with ASARECA, TOFNET, and AFF.
	Forest management and conservation enhanced	Forest management policies in the region harmonized and implemented	States have not harmonized their <i>Forest Acts</i>
			Except for Burundi, they do not have Forestry policies
			All states are less successful with forest management and conservation

### ***EAC Protocol for Sustainable Development of Lake Victoria Basin***

Lake Victoria Basin Commission was established under *Article 33* of the EAC Treaty, as a specialized institution responsible for coordination of sustainable development agenda in the Lake Victoria Basin. Relevant objectives activities and implementation progress for Lake Victoria Basin Protocol are summarised in Table 4 (African Press Org., 2010; ASARECA, 2008; Drakenberg, 2007; EAC, 1994; EAC, 2012a,b; Hoesflood *et al.*, 2011).

**Table 4. Objectives, activities and implementation progress of the EAC-PSDLVB**

Policy/strategy/ Plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
<b>EAC-PSDLVB</b>	Appropriate measures to protect, conserve and rehabilitate the Basin and its ecosystem taken	Introduction of invasive species, alien or new into the basin prevented	Water hyacinth converted into furniture and fertilizer
			<i>Prosopis juliflora</i> pods exported to S. Africa and also converted into animal feed for sell
		Partner state laws and policies harmonized	Partner states have harmonized almost all national laws in line with the EAC-PSDLVB.
	The natural resources of the Lake Basin managed, developed and utilized in a sustainable manner	Carbon funds for conservation sourced	Uganda has one of its CDM projects with the Lake Basin
		Catchment forests gazetted	Most of Mau forest, catchment for Mara River, has been re-gazetted and is currently being rehabilitated.
	National laws and regulations for EIA of planned activities in the Basin developed	Develop national laws and regulations	Regional trans-boundary diagnostic analysis of the L. Victoria Basin.
		Enforce developed laws and regulations	Management responses taken over time to changes in the ecosystem and socio-economic problems have had degrees of varied success, but have also brought about some undesirable socio-economic implications.

### ***EAC Trans-boundary Environmental Assessment Guidelines for Shared Ecosystems in East Africa (EAC-TEAGSR)***

These Guidelines are for all activities in or near shared ecosystems that are likely to cause significant ecological, environmental, health and social impacts (EAC, 2005; EAC, 2009;

EAC, 2012c; Swain and Krampe, 2011; Twongo *et al.*, 1992). Relevant objectives, activities and implementation progress for the Guidelines are summarized in Table 5.

**Table 5. Objectives, activities and implementation progress of the EAC-TEAGSR.**

Policy/strategy/ Plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
EAC-TEAGSR	Develop criteria to be used to determine whether a project/activity has trans-boundary impacts	Core terrestrial ecosystems determined	The Minziro-Sango Bay Swamp forests covered
			The Eastern Arc Mountains (Pare & Taita mountains) project implemented since 2003 with support from UNDP-GEF.
			Mount Elgon regional ecosystem conservation programme being implemented.
			The Serengeti-Mara, Kilimanjaro-Longido-Kajiado, and Tsavo West-Mkomazi/Umba ecosystems covered

## National-level implementation of climate change programmes in EAC

None of the EAC states have developed an explicit policy or law to address climate change or established an institution dedicated to climate change, except Kenya. The states however have a variety of policies and laws on natural resources, some with conflicting mandates for climate change adaptation and mitigation. Kenya has the National Climate Change Response Strategy (GoK, 2010), and a Secretariat under the Climate Change Coordination Unit (CCCU) in the Ministry of Environment and Mineral resources (MEMR), to coordinate and implement climate change activities (EAC, 2011d).

In the other EAC partner states, mandate for climate change governance rests with the institution responsible for environmental matters. Ministries and/or affiliate bodies responsible for environmental matters vary from country to country. In some countries, it is the environment and natural resources ministries or its affiliated bodies (i.e., the national environment management authorities). Lack of functional clarity in dedicating a specific

institution at the national-level to be responsible for coordination and implementation of climate change matters has significantly weakened the effectiveness of response. Ineffectiveness of response to climate change stems from two factors: one, that current institutions responsible for overseeing and coordinating climate change implementation activities are already over-burdened with other mandates; and two, that climate change was not a priority at the time of setting-up these institutions and as a result it is yet to be fully mainstreamed within their operations. In some of the partner states, only inadequately resourced climate change desks exist (Jarso, 2012).

### ***NAPAs, Adaptation Strategies, CDM Projects and REDD+***

Partner states to EAC have identified urgent priority measures in the NAPAs. Four of the Partner States which are LDCs, namely Burundi, Rwanda, Uganda and Tanzania have developed NAPAs. The NAPAs identify immediate, urgent and priority project activities that are necessary to enhance adaptation capacities to adverse impacts of climate change. Implementation of these activities is in various stages. Since Kenya is the only country in the region that is not an LDC; it has put in place the Climate Change Response Strategy through which it spells out priority areas for climate change adaptation and mitigation. All states have prepared National Communications, detailing measures they are undertaking for the implementation of the UNFCCC.

Recent interventions undertaken or planned, mostly in relation to CDM, range from reforestation and afforestation projects, rehabilitation of degraded areas, water harvesting, conservation of ecosystems, to demonstration of cleaner production technologies and techniques (sustainable production, particularly in industries), energy efficiency and conservation (Table 6).

With the introduction of REDD+ opportunities, Partner States have concentrated their focus on REDD+ readiness activities that include the establishment of institutional arrangements for monitoring, reporting and verification (MRV) functions, and filling the historical data gaps on forest cover.

**Table 6. Operational CDM projects and CDM projects in the pipeline in EAC and IGAD state (Sources: Jarso, 2012; UNEP Risøe, 2013.)**

Country	CDM Projects		Examples of approved CDM projects
	2010	Pipeline	
<b>EAC Partner States</b>			
<b>Burundi</b>	0	0	--
<b>Kenya</b>	5	32	1. Mumias Sugar Company's Bagasse-Based Cogeneration Project; 2. Ol Karia III Phase 2 Geothermal Expansion Project; 3. Ol Karia II Geothermal Expansion Project; 4. Lake Turkana Wind Power Project; and 5. Aberdare Range and Mount Kenya Small Scale Reforestation Initiative.
<b>Rwanda</b>	1	4	Rwanda Electrogaz Compact Fluorescent Lamp (CFL) distribution project-Rwanda
<b>Tanzania</b>	2	6	1. Mtoni landfill gas capture and energy generation project. 2. Nuru lighting project
<b>Uganda</b>	2	16	1. The Uganda Nile Basin Reforestation Project by the National Forestry Authority (NFA). 2. The Uganda Municipal Waste Compost Programme in several Districts coordinated by the National Environment Management Authority (NEMA). 3. Bugoye Run-of-River Mini-hydropower Project in Kasese.
<b>Total for EAC</b>	9	58	
<b>IGAD Member States</b>			
<b>Djibouti</b>	0	0	
<b>Eritrea</b>	0	0	
<b>Ethiopia</b>	1	3	Humbo Ethiopia Assisted Natural Regeneration Project-Ethiopia. This is a reforestation and afforestation project.
<b>Kenya</b>	5	32	(under EAC)
<b>Somalia</b>	0	0	
<b>Sudan</b>	1	2	1. 100 MW Wind Power Project in Dongola 2. Environment and Energy for Sustainable Development
<b>South Sudan</b>	?	?	
<b>Uganda</b>	2	12	(under EAC)
<b>Total</b>	9	49	

## THE INTER-GOVERNMENTAL AUTHORITY ON DEVELOPMENT (IGAD)

Member states of IGAD are Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, South Sudan, and Uganda (IGAD, 1996; IGAD, 2007a). The headquarters of IGAD is in Djibouti, the Republic of Djibouti (Fig. 1 and 2). The republics of Kenya and Uganda are also partner states of EAC while South Sudan and Somalia have applied to join EAC.



Figure 2. A map showing member states of IGAD (Source: <http://www.igad.org/>).

The current IGAD was created in 1996 to replace the Inter-governmental Authority on Drought and Development (IGADD). The IGADD had been established in 1986 to coordinate efforts of member states to combat drought and desertification. The first response was after the droughts that occurred between 1974 and 1984, which caused widespread famine, ecological degradation and economic hardship in the sub-region. This was after individual countries realized that their individual efforts to cope with the situation, however substantial and with generous support from the international community, failed.

They realized that the magnitude and extent of the problem required supplementation of national efforts with a coordinated regional approach. But, when it became apparent that the IGADD's forum was also able to tackle other political and socio-economic issues in the region, Heads of State on 18th April 1995 resolved to expand IGADD's mandate through a declaration to revitalize and expand cooperation among them. Although IGAD has established itself as a crucial political forum in the *Horn of Africa* providing a framework for regional peace-building efforts, coordination of responses to recurring and severe droughts and other natural disasters among member states, it has failed to qualify as a typical Regional Economic Community (REC), because it lacks vital characteristics typical of a REC.

Some of the vital characteristics that IGAD lack include, a progressive political integration, a regionally competent institutionalized executive authority, its own legislative and judicative institutions, a legally binding foundation, and a clear vision of its future development (Terlinden, 2004). But, the situation is about to change as IGAD is in the process of transforming itself (IGAD, 2007b). In 2012, the IGAD member states endorsed new reforms intended to transform the Authority into a free trade area (FTA) or an economic area with a common internal market. Current IGAD status is based on an agreement, but the proposed change will be based on a treaty that conforms to international legal standards required of RECs. A treaty will enable member states enter into formal trade agreements. Currently, IGAD can only co-operate under bilateral trade agreements (Okubo, 2012). Also, the proposed reforms will enable IGAD prepare itself for eventual integration with other FTAs in the Africa region.

## **IGAD climate change initiative**

The IGAD secretariat does not have any specific regional policy, strategy or plan on climate change. It however has a well elaborated *IGAD Sub-regional Disaster Preparedness Strategy* that concerns itself with many types of environmental disasters (see, section 2.2.2.3). Lack of a regional policy, strategy and plan on climate change in the IGAD is a weakness considering that IGAD member states have since 1984 been in the media on disasters (social, environmental and food security), with a heavy toll on human lives. The failure of IGAD secretariat to develop any policy instruments on climate change has a basis in the type of legal statute under which the institution was established (see section 2.2.).

IGAD has an environment and agriculture division that focuses on natural resource utilization and sustainable development. As such, IGAD recognizes the relationship between environment and intra- and interregional conflicts (IGAD, 2012a). However, the authority does not have a policy on environment and natural resources, but instead, has a strategy. The strategy states that, "environmental quality and sustainable natural resources

management is a pre-condition for peace, security and development". The strategy adopted in 2007 aims to enhance environmental governance and research, in order to promote sustainable development and regional security (IGAD, 2007a; and Giessen, 2011).

## **Other relevant policy initiatives in IGAD**

Relevant strategies to climate change developed by IGAD include: IGAD Environment and Natural Resource Strategy (IGAD, 2007); IGAD Climate Prediction and Application Centre Protocol (ICPAC, 2007; IGAD 2007c); and, IGAD Sub-regional Disaster Preparedness Strategy: Vol. I – Strategy Document (IGAD, 1999). That all these instruments are strategies and not policies supports the argument on IGAD's weakness as a result of the way the institution was set-up (see, sections 2.2 & 2.2.1). A strategy is a plan defining required actions and resources to achieve implementation over a short-term time-frame, but well thought statements giving direction and scope over long-time frame are missing.

### ***IGAD Environment and Natural Resources Management Strategy***

The Strategy guides IGAD's member states in environment and natural resources, including forests programme areas. Main environment and natural resource threats are summarized in Chapter 1 of the Strategy document, and include: deforestation, woodland conversion, unsustainable harvesting, climate change, and decrease in natural forests, poverty, political pressure, invasive species and pollution (IGAD, 2012c). Objectives, activities undertaken and progress in implementation to address these threats are summarized in Table 7, below.

Trade in carbon, virtual water, wildlife and promoting fair trade are identified by the Strategy as new opportunities for improving competitiveness of the IGAD region, but it requires developing capacity and increasing effectiveness to enable states lobby at global forums.

### ***IGAD Climate Prediction and Application Centre (ICPAC)***

To attain IGAD's goals require an increase in use of quality climate variability information (IGAD, 2007c; ICPAC, 2012). The ICPAC was created to provide climate information, prediction products and services, for early warning, and related applications to reduce climate related risks for disaster management, environment management and poverty reduction in support of sustainable development efforts of the member states. Relevant objectives, activities, implementation progress and constraints of the institution are summarised in Table 8.

**Table 7. Objectives, activities and implementation progress of IGAD-E&NRS**

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
<b>IGAD-E&amp;NRS</b>	Framework for environmental and natural resources governance enhanced.	Harmonization of environment and natural resources policies led and supported.	Large variations exist between countries, especially those who are also members to the EAC.
		Member state compliance with the provisions and benefits from international instruments assisted.	All member states signed and ratified UNFCCC, Kyoto Protocol, UNCCD, CBD, etc.
	Information for management of the environmental and natural resources developed and made available.	Environmental and natural resources information at the region provided.	AMESD established at national level.
		Timely exchange of environmental and natural resources information promoted.	CICPAC collaborating with National Meteorological Centres and WMO and regional climate centres.
	Improve member state management capacity for environmental and natural resources.	Member state and IGAD capacities for applying environmental assessment information developed.	Distance and residential courses on GIS, RS and Geonetcast regularly held.
		Incentives and disincentives that complement regulatory enforcement identified.	PFM and other forms of community management models are being tried in some member states (like Kenya and Ethiopia).
	Improve capability for environmental and natural resources research and development.	Research agendas identified and network linkage creation on environment and natural resources management facilitated.	Some research is going on, but they lack focus and proper coordination to make an impact.
		National capacity for accessing potential incremental financial resources built.	A high proportion of capacity enhancement within states is donor driven.

**Table 8. Objectives, activities, progress in implementation of ICPAC**

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
<b>ICPAC-P</b>	Timely climate early warning information and sector specific products provided.	Early warning systems improved.	
		Action-oriented and gender sensitive research on climate change adaptation involving all stakeholders undertaken.	Some of THEMA's grassroots information and activities target women, youth and other vulnerable groups in society.
		Climate and early warning knowledge and information shared.	Regular communication with state organs from ICPAC, AMESD and THEMA.
	Producer and user technical capacity of climatic information for enhanced input and use of climate monitoring and prediction products improved.	Information dissemination to users improved.	ICPAC, AMEST and THEMA communication and through project activities.
		A shift from rain-fed agriculture to water harvesting and irrigation encouraged.	THEMA established and effectively functioning.
		Transferable IK to areas under "new" climate regimes authenticated and documented.	Tailor-made agro-met products and services developed and disseminated.
	Knowledge base within the region to facilitate informed decision making on climate	Policy makers and users awareness on climate risk management increased.	Lack of centralised climate change units to coordinate implementation is a major setback in realising set goals.

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
	issues expanded.	Disaster risk reduction, climate change adaptation, development planning and resource allocation frameworks integrated.	National disaster reduction and management policies reflect integration of several recommended aspects.
	Quality data bases and information systems for risk and vulnerability assessment and mapping maintained; and national and regional climate risk reduction strategies supported.	Monitoring of environment to reduce vulnerability strengthened.	Downscaled demand-driven information for increased resilience and reduced vulnerability provided.
		National and regional climate databanks strengthened.	AMESD & PUMA receiving stations installed in Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Sudan and Uganda.
			National meteorological centres strengthened, and collaborating with ICPAC and AMESD.

The IGAD Climate Prediction and Application Centre also run the African Monitoring of the Environment for Sustainable Development (AMESD) Project. The AMESD's activities focus on the assessment and monitoring of land degradation and natural habitats for sustainable land management.

### ***IGAD Sub-regional Disaster Preparedness Strategy***

The Strategy states that disaster management can prevent or reduce impact, as well as reduce social and financial costs of disasters and emergencies (Leonard, 2008; Leroy and Gebresenbet, 2009). The need to have a disaster preparedness strategy was the basis for establishing IGAD, and therefore, perhaps, the most important objective of its activities; including relevance to climate change. All member states have national strategies on disaster preparedness that emphasize prevention and preparedness as part of a sustainable development approach (IGAD, 1999; Mohamed and Zziwa, 2005). Relevant objectives, activities, implementation progress and constraints of the Strategy are summarised in Table 9.

**Table 9. Objectives, activities and implementation progress of IGSD-SDPS**

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
<b>IGAD-SDP</b>  <b><i>The overall goal:</i></b> <b>Incidence and seriousness of emergencies arising from disasters reduced.</b>	National disaster preparedness strategies in IGAD member states promoted developed and implemented.	National strategies with goals and objectives for preparedness and response activities developed and implemented.	Member states have successfully developed national disaster management policies
	An appropriate framework at all levels for disaster preparedness and response for effective implementation by agencies developed.	A shift toward comprehensive and coordinated plans achieved.	Significant progress in policy shifts toward formulating comprehensive and coordinated plans for prevention instead of an exclusive focus on relief and rehabilitation.
	All agencies in disaster preparedness and response interventions effective collaboration ensured	National disaster profiles formed, and strategies for resource mobilization developed.	Member states have developed national policies and established Disaster Agencies to facilitate coordinated implementation and collaborative stakeholder relationships.

Areas covered by the strategy include drought, floods, environmental degradation, desertification, deforestation, ecosystem degradation, environmental pollution, earthquake, pest infestation, epidemics, livestock diseases, and cross-cutting issues affecting vulnerability to disasters (e.g. conflict, social, environmental and food security factors).

## National-level implementation of climate change programmes in IGAD

At the national level only Kenya has developed a *National Climate Change Response Strategy* (GoK, 2010), while Uganda is in the process of preparing a *Climate Change Policy* and a *Climate Change Strategy* (African's Women Decade, 2012).

Also, all member states have signed and ratified the UNFCCC, the Kyoto Protocol and related conventions (UNCCD, UNCBD, Ramsar Convention on Wetlands, etc.) and as a

requirement should develop and implement national climate change and forestry based policies, strategies and plans (Atheru, 2012; Namanya, 2010). In addition, Ethiopia, Sudan, Kenya and Uganda have developed CDM projects (Table 6).

## IMPLEMENTATION GAPS IN EAC AND IGAD

The EAC and IGAD secretariats seem to be at different levels in terms of development of policy measures on environmental regulations, standards and guidelines in general, and on climate change in particular. Of the two, EAC is more advanced compared to IGAD which has not yet started to develop specific policy measures on climate change. However, double membership for Kenya and Uganda make a review at state-level more difficult (Kamau *et al.*, 2012; UNDP, 2007). Kenya is not only a non-LDC, but also the only one with a national climate change strategy and a central unit for climate change programmes and activities.

Climate change relevant environmental laws of the EAC and those applied in partner states appear to be in harmony. The same legislative harmony cannot be said of IGAD member states that seem to be at different levels in embracing climate change policy and programmes. For the states where policy formulation and implementation gaps exist, it is recommended that effort be made to fill them. Many international agencies, civil societies and individuals would like to help IGAD and member states, as well partner states in EAC, deal with impacts of climate change, but they are constrained by the lack of regional and national policies to coordinate climate change adaptation activities (Latin, 2012).

Lack of adequate money to fund adaptation projects, particularly at the community level, has also seen countries like Burundi, Eritrea, Ethiopia, Djibouti, Sudan, Somalia, Rwanda, Tanzania and Uganda, that do not have national climate change policies, lag behind in implementing these projects, risking huge economic and social losses since the impacts of climate change are increasingly felt. National climate change policies are necessary in order to coordinate efforts of various stakeholders toward a common goal (Bronkrhost, 2009).

## **Climate change and forestry-based implementation policy gaps in EAC and IGAD**

Although all member states are under the same guidance and coordination of the EAC secretariat, they vary greatly in their ability to implement adaptation and mitigation measures to climate change. Kenya has taken institutional step to create a conducive environment for climate change action.

Kenya has implemented projects that include the Climate Change Action Plan, the Africa Adaptation Programme, and Kenya Adaptation to Climate Change in Arid and Semi-Arid Lands (KACCAL), and the Market Transformation for Efficient Biomass Stoves. Kenya has five fully registered Clean Development Mechanism (“CDM”) projects (Table 6). The other

states of EAC have not performed as well as Kenya. Tanzania and Uganda both have 2 CDM projects each while Burundi and Rwanda have none. Some cross-cutting climate change policy implementation gaps include:

- a) Lack of integration of climate change in development and sectorial policies and implementation;
- b) Lack of long-term approach to addressing climate change at the sub-regional and national levels;
- c) Nature of relationship between environmental change and human conflict is discussed at an academic level, but mechanisms to operationalize recommendations from the different studies are missing; and,
- d) Inadequate education and public awareness creation on climate change and its impacts.

### ***Gaps in climate change adaptation***

The EAC recognizes that the needs for adaptation are overwhelming, costs are high and it is unlikely that full adaptation costs will be met. In its position statement to COP-15, the Secretariat to EAC urged member states to help themselves through policy reforms and improved planning by integrating climate change into development planning, stressing the following:

- a) A sub-regional approach to climate change is missing in the EAC. The approach will, among other things, incorporate mechanisms for climate change into sub-regional policy instruments, and create linkages between climate change and sub-regional security.
- b) Regional institutions and capacities that deal with climate change are very weak. Avenues for strengthening them include: developing sub-regional assessments, scenarios for early warning, preparedness and response.
- c) There are several climate change programmes and initiatives taking place in different countries and within a country – in different regions and state corporations, and yet their harmonization is lacking.
- d) Climate change education is missing from many public and private institutions' curricula, to impart awareness and education in the public on the subject.
- e) States have inadequate weather observing stations, communication processing systems, training as well as dissemination facilities for communicating weather and climate information for adaptation measures in all the climate sensitive socio economic sectors, and care to victims of extreme climate variations.

- f) NAPAs are not implemented in an integrated way and other sectors are not made to be involved in a proactive manner. Environmental mainstreaming in this field should be secured.
- g) Limited technology is applied in the implementation of urgent and immediate adaptation actions at local level, including rain water harvesting and conservation systems.
- h) Besides the NAPAs, regional medium and long term adaptation strategies and activities have not been developed.
- i) The concerns of all vulnerable groups in the EAC, whose adaptive capacity is low, particularly women, the elderly, physically challenged and children, who are particularly affected by the impacts of climate change. are not adequately, if at all addressed.

### ***Gaps in climate change mitigation***

The region needs to pursue appropriate climate change policies and follow a sustainable development path in exploiting regional natural resources, noting the following:

- a) Policy frameworks to encourage corporate investments in environmentally sound technologies, sustainable production, and wise use of energy, waste management and transportation are missing (like frameworks on CDM, REDD+, AFOLU, LULUCF etc.).
- b) Appropriate green technologies are few, inaccessible and not affordable. As a result, some EAC and IGAD states in particular have minimally benefited from Clean Development Mechanism (CDMs) projects (Tables 6 & 10).

## **CHAPTER 3 Participation of women, youth and vulnerable groups in forest-based climate change programmes of EAC and IGAD**

The EAC and IGAD secretariats claim that gender is an important cross-cutting component of their development agenda. For example, EAC states that it endeavours to enhance the role of women in cultural, social, political, economic and technological development; and has developed the *EAC Gender, Youth, Children, Social Protection and Community Development Policy*; and a *Gender Youth, Children, Social Protection and Community Development Strategic Plan 2011-2015* (EAC, 2010a,b). The EAC Gender Strategic Plan outlines broad strategic objectives for each thematic component as well as the specific targets to be achieved during the period. As a result, the EAC is finalizing a bill to allow the formalization of the long sought Gender Policy to facilitate increased women representation in policy-making and top-legislature positions to be increased (Peter, 2012). The EAC climate change strategy and Master Plan recognize the different impacts on gender, and states that women and children face the highest climate change risk.

On its part, IGAD Secretariat formulated a *Gender Policy and Strategy* in 2004. However, in 2010 an advertisement was posted on its website for a consultant to develop guidelines for gender mainstreaming in regional organizations, migration policies and programmes (IGAD, 2010). This may suggest that the Secretariat recognized that gender was inadequately addressed, especially in light of the fact that it is not highlighted in the overall mission, vision or objectives of the IGAD organization. At the member state level, gender policies are lacking, again except for the Republics of Kenya and Uganda.

The aim of this chapter is to assess the role and extent of inclusion of women, youth and vulnerable groups in forest based-climate change programmes and plans in EAC and IGAD. The chapter considers the general gender situation and the extent of gender mainstreaming in forestry-related climate change programmes and their implementation. The term gender describes the social attributes and opportunities associated with being male and female, learned and acquired through socialization processes. Gender determines what is expected, allowed and valued in a women or a man in a given society. Different societies treat men and women differently, assign different responsibilities, activities to undertake access to and control over resources and decision-making opportunities (Spence, 2001; UN-ECOSOC, 1997).

## GENDER AND YOUTH MAINSTREAMING PROGRAMMES

Considering that gender is a social-cultural construct, mainstreaming it offers an opportunity to practice how to implement the concept of equal opportunities for women as well as men. If projects are conducted in a gender-blind manner, men's vulnerability to climate change risks decline while those of women either remain unchanged or increase. Therefore, gender mainstreaming helps us assess the different implications for planned actions for women and men, including legislation, policies and programmes in any area and, at all levels (EAC, 2012d; UN, 1997; UN, 2011; UNDP, 2010). The aim of mainstreaming, at a general level is to change unequal social-cultural practices in order that they become more responsive to gender and to ensure that women and men benefit equally (UN-ECOSOC, 1997). Equality here is not the same as just adding women's participation to existing strategies and programmes. Although, sometimes special attention and actions may be required to compensate for existing gaps and inequalities that women may currently face. Examples of potential climate change risks and their effects on women, adopted from a UNDP (2010) report, are presented in Table 10, below.

Gender mainstreaming can also be at national or community-level. Potential effects of mainstreaming at the national- and/or community-level on gender also differ. For example, national-level programme planning and upstream aid arrangement modalities instead of community ones, offer opportunities for promoting gender equality through sector-wide and national-level policies, programmes and implementation strategies. The national-level approach avails mechanisms to governments through which to build broad-based consensus with macro- and micro-partners around common development goals and approaches. Donors, inter-governmental institutions, international and private sector players also find the national-level an ideal entry-point, in terms of influencing national policy dialogue and planning, providing a framework for community activities to build on (Kaudia and Obonyo, 2007).

The United Nations Framework Convention on Climate Change for example, adopts the national-level approach as a focus for implementation of National Adaptation Programmes of Action (NAPA), with a bias for emphasizing national-level priorities at the expense of community-based ones. But, this national-level approach to development and centralized national initiatives may harm indigenous and local communities because it fails to take to account local practices that effectively work for those communities (Vincent *et. al.*, 2010). Different communities are affected differently by climate change depending on their vulnerability and adaptive capacities, as a result, adaptation must be locally specific and appropriate to context. Community-Based Adaptation projects (CBA) should therefore aim at increasing the resilience of communities and ecosystems to projected effects of climate change (UNDP, 2010).

**Table 10. Potential climate change risks and their effects on women (UNDP, 2010)**

Climate Change Effects	Potential Risks	Examples	Potential Effects on Women
<b>Direct</b>	Increased ocean temperature	Rising incidence of coral bleaching due to thermal stress	Loss of coral reefs can damage the tourism industry, a sector in which women comprise 46% of the workforce.
	Increased drought and water shortage	Northern Kenya experienced four severe droughts between 1983 and 2001.	Women and girls in developing countries are often the primary collectors, users and managers of water. Decreases in water availability will jeopardize their families' livelihoods, increase their workloads, and may have secondary effects such as lower school enrolment figures for girls or less opportunity for women to engage in income-generating activities.
	Increased extreme weather events	Greater intensity and quantity of floods and heat waves.	A sample of 141 countries over the period 1981-2002 found that natural disasters (and their subsequent impact) kill more women than men on average or kill women at an earlier age than men.
<b>Indirect</b>	Increased epidemics	Climate variability played a critical role in malaria epidemics in the East African highlands.	Women in poor households affected by HIV/AIDS have fewer resources to adapt to the effects of climate change. Adopting new strategies for crop production or mobilizing livestock is harder for female-headed and infected households.
	Loss of species	By 2050, climate change could result in a species extinction rate from 18-35%.	Permanent temperature change will reduce agro-biodiversity, traditional medicine options, and potentially affecting food and health security; a chore for women in most societies.
	Decreased Crop production	Crop production will decline by 20-50% due to El Niño-like conditions in Africa.	Rural women are responsible for half of the world's food production and produce between 60-80% of the food in most developing countries.

So all partner states in the EAC have gender-sensitive constitutions and policies which guarantee women a 30% affirmative action in government decision-making, thus potentially raising gender opportunities. In spite of these constitutional gender safeguards whose aim is to protect women's rights and gender values, big differences in the translation of what is in the constitutions and practice exist at partner state-level. For example, considering number of women representatives in government best captures the situation: Burundi 30.5%; Kenya 9.8%; Rwanda 56.3%; Tanzania 36.0%; and Uganda 35.0%. Examination of gender policy instruments in place shows Rwanda having some that are absent from other countries (e.g., a Beijing Secretariat, National Women Council, a Gender Desk, a Gender Observatory, a Savings & Micro-credit Co-operative for women only, a Credit Bank for Women, and Rwanda Men Resource Centre ). Rwanda also has a specific and special *gender law called, Rwanda Organic Land Law*.

The above statistics on the proportion of women representatives in government show that Rwanda has the highest women represented in government in East Africa and the world. On the other hand, Kenya has the lowest proportion of women among the EAC partner states. So what is responsible for these big gender differences in the EAC partner states? It has generally been attributed to lack of a framework for translating gender equity aspirations into a binding instrument at the EAC- level (EASSI, 2012), as implementation is optional and non-binding and therefore left at the mercy of state governments. To push for changes, women groups in the region have been lobbying national governments, the EAC secretariat's Secretary General (Peter, 2012) and even filing court cases for interpretation of gender aspirations provided for in national constitutions (Rugene, 2013).

In spite of all the EAC and IGAD states having gender policies and strategies, gender mainstreaming especially in environment and natural resources programmes is generally very poor, especially in the IGAD states. Yet, climate change is a major contributory factor to increasing differences in access to education, nutrition, water and health; thus increasing the risk of conflicts over resources that sustain life (UN, 2012). Communities in the EAC and IGAD countries are very diverse in social, political, communal and faith-based identities. Woman make about 50 per cent of the population of which, a high proportion is comprised of less than 30 years age-bracket. Additionally, communities are characterized by livelihood source differences like whether they depend on crop agriculture, fishing or pastoralism; and the type of settlement – desert, forest-based communities or urban slum dwellers. While differences in diversity could be a source of creativity and positive growth, they often are poorly managed, and therefore have become a source for unhealthy competition, conflict and instability.

In order to address root courses of environmental and food security conflicts, it is necessary for policy makers not only to understand, but also facilitate access to the unique needs of diverse groups within the society. Policy makers must understand that communities affected by climate change (i.e., pastoral, forest and desert-based groups) face specific and special

challenges that adversely affect their socio-economic development effort, and often lead them into conflict (ECA, 2011e).

## PROGRESS IN GENDER CLIMATE CHANGE PROGRAMMES

The Common Market for Eastern & Southern Africa (COMESA), to which member states of EAC and IGAD also belong, has partnered with EAC to mainstream gender in climate change (Dodo, 2007). The focus however is on agriculture. At the national level, no specific gender mainstreaming programme on climate change exists, but there were some in the general category of civil society and/or NGOs action that involve women, youth and vulnerable groups in tree planting programmes (EAC, 2008; EAC, 2012d; IGAD, 2010a,b; IGAD, 2011).

### **Regional gender programmes**

These include a) the COMESA-SADC-EAC youth climate change alliance, and b) COMESA Women Fund Programme and HIV/AIDS multi-sectorial programme.

#### ***The COMESA-SADC-EAC youth climate change alliance***

The Youth Conference held in Lilongwe in November 2010 under the auspices of COMESA-SADC-EAC Tripartite Arrangement, recommended that there is need for youth alliance programmes in the region to take care of all youth programmes on climate change. As a result, the COMESA-SADC-EAC Youth Climate Change Alliance was launched. The alliance draws its membership from 26 countries within the tripartite region (GoK, 2012).

The alliance is a hub of all youth climate change organizations in the COMESA-SADC-EAC region, acting as a negotiating block for youths. Green Enviro-Watch (GEW) hosts the regional youth alliance with the ultimate goal of ensuring its full establishment.

#### ***The COMESA Women's Entrepreneurship Economic Fund (WEEF)***

The COMESA Gender Policy was converted into COMESA Gender Mainstreaming Strategy and Action Plan. The Action Plan has a framework for integrating social development issues into COMESA programmes. Some of its activities include a) establishment of COMESA Women's Entrepreneurship Economic Fund (WEEF), b) developing a multi-sectorial framework for HIV/AIDS programme, c) developing gender mainstreaming manuals, and, d) harnessing science and technology for development (UNIDO, 2011).

### **National gender programmes**

There are also several civil society climate change programmes at the national-level that are gender in nature. But, most of these are small (GoK, 2012; IGAD, 2012b).

## IMPLEMENTATION GAPS FOR PARTICIPATION OF WOMEN, YOUTH AND VULNERABLE GROUPS IN CLIMATE CHANGE AND FOREST-BASED PROGRAMMES

In the EAC region most climate change programmes target capacity building and networking, but rarely deal with actual adaptation needs that would enhance resilience. Those that are on climate change are directed towards negotiations with very little on local actions; even in the EAC region that this review has assessed as progressive in relation to the IGAD region. In addition, most climate change initiatives are not mainstreamed into respective regional economic community's enabling instruments and programmes.

At the national level, all eligible states in EAC and IGAD have developed NAPAs, but these NAPA projects vary greatly in extent, type and scale (GoK, 2012). The variations in NAPA are due to the fact that most of the actions are planned at the sector-level. This is a clear sign that the incorporation, involvement and participation of community level groups, especially gender (i.e., women, youth and vulnerable groups) is either lacking or inadequate. Generally, funding available for climate change is inadequate and the little that is available is at times difficult to access due to procedural constraints and complicated criteria set by the funding agencies or mechanisms.

In both EAC and IGAD, climate change programmes lack a) integration in development and sectorial policies and implementation, b) a long-term approach to addressing risks at the regional and national levels, c) adequate investment in education and public awareness creation on climate change impacts and, d) a clear understanding or appreciation of the link between environmental change and human conflict.

# **CHAPTER 4 Increasing the role of, and benefits to women, youth and vulnerable groups in forest-based climate change programmes of EAC and IGAD**

Exclusion in development and inadequate appreciation of ordinary people and communities are responsible for the failure of development projects to have positive impact on poverty and people in the EAC and IGAD regions. Without participation of local communities, development agencies and state and local government planners are unable to know or even understand poor people's aspirations and their felt needs; planned projects fail to integrate local/indigenous knowledge into the project/programme; climate change adaptation and mitigation projects/programmes are perceived and seen by local people as belonging to, and benefiting donors and/or government and not them; local people see no reason why they should work and invest in the success of the project/programme; and so on.

Usually, in order for local people, including women, youth and vulnerable groups to actively participate in local development, constraining factors that stand in their path must be removed. One such stumbling factor that usually prevents local people from participation is lack of project-inbuilt effective incentives (World Bank, 2008 & 2009). But incorporation of local communities in projects can be a problem when planners and those responsible for implementation do not understand and/or appreciate local customs and traditions, and how they can be leveraged to increase the role and benefits to women, youth and vulnerable groups.

The aim of this chapter is to identify and describe required measures and incentives to increase the role of women, youth and vulnerable groups in forest-based climate change programmes and plans of the EAC and IGAD, and to present community approaches that should be considered for project management.

## **REQUIRED MEASURES AND APPROACHES TO INCREASE THE ROLE OF WOMEN, YOUTH AND VULNERABLE GROUPS**

International guidelines for mainstreaming gender in climate change programmes were deliberated on at COP-10 in Buenos Aires in 2004 and subsequently supported by the UNEP's Women's Assembly in Nairobi in 2004 (Röhr *et al.*, 2004). COP-10 agreed on the

following internationally accepted measures/guidelines which could also be suitable, at the CBO level:

- a) Analyse the effects of climate change from both male and female perspectives.
- b) Develop and apply gender-sensitive criteria and indicators.
- c) Include statistics on women as well as on men when collecting and presenting data
- d) Capitalize on the talents and contributions of both women and men.
- e) Set targets for female participation in activities.
- f) Make women's equality, access to information, economic resources and education a priority.
- g) Ensure that women are represented in 50% of all decision-making processes.
- h) Incorporate a gender perspective when designing and implementing projects.
- i) Focus on gender differences in capabilities to cope with climate change adaptation. and mitigation, and
- j) Undertake a gender analysis of all budget lines and financial instruments.

A literature search for clear and deliberate measures, approaches and incentives that aim at increasing the role of women, youth and vulnerable groups in forest-based climate change programmes and plans in EAC and IGAD failed to bear fruit, except for a rough draft by Kenya. As a result, no clear and deliberate policies on mechanisms of incentives for participation of ordinary people in forest-based programmes have been elaborated, let alone those that specifically target climate change or even gender aspects. Lack of a clear role of ordinary people in forest-based management programmes results from a fear held by some state managers that they will lay claim on benefits from natural resources.

Nevertheless, Kenya has recognized the need for ensuring that incentives are provided to encourage communities to participate effectively in forest management. The Kenyan Ministry of Forests and Wildlife developed a comprehensive *Cost-Benefit sharing in Natural Resource Management Policy*. This was necessitated by, among other factors, increased forest loss, fears for the negative effects of a high population growth rate, need to compensate community costs incurred in constant monitoring of natural resources, the need for good corporate governance, on the part of the state, as a requirement demanded by The 2010 Constitution - that people and the public participate in natural resource management, and the need by governments to domesticate the *Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits* arising from their utilization to the *Convention on Biological Diversity*. Since women, youth and disadvantaged groups are

likely to benefit most from well managed forests, it follows that they can also play a greater role in sustainable management. Some of the incentives for effective community participation in sustainable forest management and conservation include the (UN, 2010):

- a) Existence of a framework for cost-benefit sharing in natural resource management policies with clear provisions on gender;
- b) Existence of mechanisms to promote partnerships in the management and conservation of forests;
- c) Measures to promote positive attitudes towards the conservation and management of forests in place;
- d) Mechanisms to provide employment opportunities for communities available;
- e) Continued investment in building capacities of relevant stakeholders (i.e., gender).
- f) Mechanisms to ensure that views and welfare of minority and marginalized groups living adjacent to forests are in place whenever a decision about forests is contemplated;
- g) Equal opportunities to women and men given in conservation and management of forests;
- h) Ways to promote the conservation and management of forests as a land use system elaborated;
- i) Economic incentives available to induce suitable conservation and management of forests;
- j) Mechanisms for building and nurturing partnerships between government and forest managers, private sector, NGOs, CBOs and other stakeholders exist;
- k) Governments waive permits and licence fees for grazing and firewood collection as an incentive for participation in management of forests;
- l) Ways to build capacity of communities to improve their contribution in decision-making and equitable benefit sharing exist;
- m) Support and promotion of local communities, land owners and others to participate in sustainable natural resources (i.e., wildlife) available; and
- n) Support to communities to benefit from income generated from fees charged for water catchment, carbon sequestration and wildlife conservation secured.

## GENDER IN PROJECTS MANAGED AT THE COMMUNITY-LEVEL

This section presents four project management examples at the community-level, highlighting a) community natural resource structures; b) traditional systems; c) gender roles among crop growing communities; and, d) gender roles among nomadic pastoral communities. Consideration is given to the fact that attributes, opportunities and relationships inherent in gender are socially constructed and learned through socialization processes, meaning that, any particular society determines what is expected, allowed and valued in women or men. In most tribal and cultural arrangements in East Africa, clear differences are made between women and men in terms of assigned responsibilities, activities they may undertake, access to and control over resources, and opportunities in decision-making.

Local community incentives that increase gender participation in forest-based climate change programmes and how they are applied locally are examined. These community practices are then superimposed on climatic factors and ecology within the Horn of Africa region in order to ascertain how they dictate differences in approach of forest-based activities (i.e., tree planting on humid sites; and natural regeneration on semi-arid to arid habitats).

Generally, a good balance exists between communities that depend on crop cultivation; those who mix crop cultivation and livestock; and those who depend wholly on pastoralism (i.e., *Maasai* of Kenya and Tanzania, *Karamajong* of Uganda and Southern Sudan, etc.) and nomadic life in search of pasture. Gender roles in forest-based climate change activities in the two occupational groups (crop and pastoralists) differ in their self-organization structures and subsequent transformation effects on the environment.

### **Community natural resource structures**

At the state level, four broad types of community social groups are recognized. These are: self-help, women, youth and CBOs. Self-help groups comprise a mix of men, women and youth. Members for committees are identified through community elections. In Kenya for example, regulations of the Department of Social Services reserve 30% of all community management committee memberships for women. In parts of Makueni County in Kenya, the aim of self-help groups is to initiate and implement self-help development projects. Women groups consist of women members who solve problems affecting women (i.e., access to food, firewood, water, etc.). Other activities of women groups include merry-go-round (a form of village-bank), furnishing of homes and financial empowerment, among others.

Youth are defined as members of a community between 18 and 35 years of age. In Makueni County, activities implemented by youth include raising and selling of tree/fruit

seedlings, vegetable growing, small-scale businesses (i.e., furniture making, etc.). Generally, youth do not start long-term projects/activities since they are mobile (i.e., migrate after school, move to urban centres to look for work after school, etc.). Youth mobility is also underpinned by the fact that they are always looking out for better opportunities.

CBOs comprise the three groups described above (i.e., self-help, women and youth). The main difference between CBOs and self-help, women and youth groups is that the latter is made up of individual members while the former draws its membership from groups. Groups (i.e., self-help, women and youth) are distinguished by similar interest to solve a problem. According to Kenya law, religious groups are not included under the classification of CBOs as they are registered under the Registrar of Societies (*Societies Act*). The following observations are made in this regard:

- a) Communities lack capacity on issues of natural resource ownership;
- b) Although structures for capacity building exist (e.g. in Kenya, these included community public meetings), these are seldom effectively utilized;
- c) Any community activity must ensure that leaders are fully involved and are part and parcel of the solutions to community problems;
- d) Community relationships with state forest agencies (i.e., foresters) are very poor because foresters are viewed as part of the problem due to their corrupt practices.

## **The role of folklore in project management**

Like pastoralists and nomads, people in humid areas traditionally respect trees and forests. However, this respect is shrouded in myths and beliefs of spirits of forefathers who lived in the forest. The *Luhya* tribesmen of western Kenya and eastern Uganda believe that the spirits manifested themselves in different forms, that sometimes included wildlife (e.g. huge serpents, etc.). As a result, people are careful not to damage forests and other natural resources for fear of annoying spirits and thus creating grounds for punishment. Whenever unusual events like drought occurred, they were believed to be a result of punishment from the spirits. To appease the spirits, sacrifices in form of slaughtered livestock were offered in parts of the damaged forests. Traditionally, the Council of Elders applied *by-laws* governing management of natural resources (i.e., use and conservation of specific plant species) to guide community sustainable-use. This Council of Elders made decisions on use and conservation of natural resources. Falling under their jurisdiction, for example, certain plant species were protected through their classification as totems. In this way, some useful species had their abundance regulated because of their association with good luck.

In years preceding independence most African traditions excluded women, youth and vulnerable members of society from participation in decision-making processes on most issues touching on community well-being. Today, gender considerations are promoted by

law although they vary according to local differences (i.e., social organization and membership to committees that communities have set up). Social committees today could be at village or family levels. Usually, elders had a committee to support the implementation of its decisions. Membership of the committees is by appointment and gender is an important consideration. In areas where environmental activities are prevalent, memberships of women to social groups vary from 30% to 70%.

## **Gender roles among crop growing communities**

There is a positive relationship between rainfall amounts received and altitude. On average, highland areas receive more rainfall than lowlands that dominate semi-arid to arid lands. Communities have better access to information, and are somewhat wealthier and more organized around CBOs, NGOs, religious groups, etc. It is through these organizational structures that collective climate change roles of women, youth and vulnerable groups are demonstrated (ASARECA, 2008; COMESA, 2011).

Gender in issues of forest resource management is considered at two levels – one, under the traditional system; and two, under the government structures. For example, at the community level, self-organization falls under the jurisdiction of the Department of Social Services in Kenya.

## **Gender roles among nomadic pastoral communities**

Broadly, a close correlation exists between elevation and level of aridity. On average, most semi-arid to arid areas are found in habitats that lie below 2,000 m elevation.

Among the nomadic pastoralist tribes, women usually lead a sedentary life so that they care for children and young livestock while men and grown up boys travel with livestock in search of water and pasture. Also due to low population density, low levels of education and high levels of poverty; few organizational structures exist among pastoralists in dry areas compared to settled communities in humid agricultural areas.

Although land ownership is communal (i.e., *Trust Land* title regime) among the nomadic pastoralists, decision making processes like utilization of wet and dry season pasture are by male dominated *Councils of Elders*. Among the *Somali* and *Gabra* tribes people of Somalia, Kenya and Ethiopia, rangeland access and utilization is strictly controlled by elders' councils. For example, wet season grazing pastures are those in the lowlands while dry season grazing pastures are those situated in highland areas whose low temperatures during dry periods ameliorate site conditions. Strict by-laws have been developed to regulate and ensure compliance.

During the dry season when men are out in *fora* (away from home in search of pasture), women and children left behind are allowed to access wet season pastures under limited conditions like collection of non-destructive products (i.e., fruits, medicinal plants, etc.). Also

among majority of pastoralist tribes, women in addition to cooking also take responsibility for chores considered to be for male in agriculture-based tribes, - like hut (*manyatta*) and livestock kraals construction. The implications are that women and girls are also responsible for sourcing firewood and other wood products, like poles, and fibre materials for construction of *manyatta* and kraals. Considering the severe harsh conditions associated with pastoral and nomadic lifestyles, tree seedling planting is not a viable option. Instead, cultural habitat management practices that support natural regeneration and conservation, e.g. movement of livestock to match rangeland pasture productivity, non-use of pasture during certain seasons to reduce adverse impact and also allow them to recover from previous use, and passing on of cultural knowledge, mark natural resource use.

# CHAPTER 5 Conclusions and recommendations

The EAC and the IGAD are both regional bodies that differ on the basis of laws that established them and therefore what they can do and the effectiveness of how they implement programmes. While EAC was established under a treaty, IGAD was established under an agreement. In spite of these positive advances at the macro-level, they have done little to reduce vulnerability to climate change, or to increase their resilience to adverse impacts of climate change. The method underlying establishment of the two institutions also appears to have a bearing on the way they function, as in the potential for and effectiveness of their secretariats' involvement in important issues, like climate change.

The EAC and IGAD regions overlap with two member states (Kenya and Uganda) belonging to both RECs. In addition, the Republics of South Sudan and Somalia have also applied to join the EAC. The other REC with which EAC and IGAD memberships overlap is COMESA. Both groupings also share membership in the African Union (AU) and the Africa Economic Commission (AEC).

## CONCLUSIONS

- 1) The EAC and IGAD are characterised by many differences and similarities. One of the key differences between EAC and IGAD is in the laws that established them, which also determines how they are administered, what they can and cannot do. For example, EAC was established under a treaty while IGAD was by an agreement. Legally, the Treaty that established EAC is better and stronger compared to the agreement that established IGAD. Many of the functional differences between the two institutions can be traced to the provisions of the laws which established them.
- 2) The economies and livelihoods of EAC and IGAD depend on environmental and natural resource products. As such they are highly susceptible to negative impacts of climate change.
- 3) The EAC secretariat has developed, in collaboration with partner states, a regional climate change policy, strategy and master plan. Also, a Climate Change Adaptation Fund has been launched; and other relevant instruments that support the general area of sustainable development. These include: the Protocol on Environment and Natural Resources Management; Protocol for Sustainable Development of Lake Victoria Basin, and Trans-boundary Environmental Assessment Guidelines for Shared Ecosystems in East Africa. However, sufficient time has not elapsed since these policy instruments were developed and therefore little, in terms of implementation, has taken place.

- 4) The EAC has entered into partnership with COMESA and SADC to collaborate on the implementation of climate change programmes.
- 5) The IGAD secretariat has not developed any policy instrument that directly addresses climate change. IGAD has, however, established strong institutions to address disaster risk preparedness and management, issues that are related to climate change. These institutions include ICPAC that is also serving all EAC partner states and other regions in Africa. Disaster issues addressed by these institutions also directly relate to climate change, and include drought, conflict, floods, environmental degradation, desertification, deforestation, ecosystem degradation and environmental pollution, earthquakes, pest infestation, epidemics, livestock diseases, and cross-cutting issues affecting vulnerability to disasters (social, environmental and food security factors). There is an urgent need for IGAD to develop a regional climate change policy; and for member states to EAC and IGAD to develop and implement national climate change policies.
- 6) At the national level, all the EAC and IGAD states have signed and ratified the UNFCCC, Kyoto Protocol and other related international conventions like the UN Convention on Combating Desertification, Convention on Biological Diversity, and Ramsar Convention on Wetlands. As a result, all the states are submitting NAPA reports as required by UNFCCC.
- 7) All member states are implementing CDM projects, except Burundi, Eritrea, Djibouti, Somalia and South Sudan.
- 8) One of the challenges facing the EAC region with its climate change policy, strategy and plan is how to translate the good intentions, expressed in the documents, into sustainable and effective action/practice and investment programmes to reduce long-term vulnerability. Underlying this constraint is lack and/or inadequate capacity (knowledge, skills, competencies, personnel, and at different levels) to mainstream climate change into national development programmes at national and community levels.
- 9) Inadequate or lack of resources to finance climate change programmes is a key constraint. With national governments swamped with other immediate priorities (e.g. >40% youth unemployment rate, >50% poverty levels, food insecurity, etc.), climate change only receives limited funding due to its perceived low priority.

## RECOMMENDATIONS

- 1) As there is need for sub-regional approach to climate change, AFF should develop a framework that supports a) incorporation of mechanisms for climate change response into regional policy instruments; b) building of linkages between climate change and sub-

- regional security programmes; and c) strengthening regional institutions and capacities in dealing with climate change.
- 2) AFF and its partners should find ways for strengthening and increasing the coordination effectiveness of regional institutions responsible for assessment, scenario development and early warning, preparedness and disaster response.
  - 3) AFF and its partners should support the harmonization of climate change-related programmes, projects and initiatives in EAC and IGAD regions.
  - 4) AFF and its partners should develop a strategy on the basis of all existing initiatives that will enhance public education and awareness raising on climate change.
  - 5) AFF and its partners should work with EAC to find a formula to facilitate removal of barriers limiting success in winning CDM projects. For example, barriers relating to: a) clarification at the national-level of what carbon credit ownership means, because definition of carbon credit ownership discourages rather than encourages CDM investment; and, b) land tenure, ownership, inheritance and property rights. Adoption of specific legal instruments would eliminate these types of barriers.
  - 6) AFF should work with COMESA on its proposal to establish an African Bio-Carbon Facility to promote CDM investments to a) develop more small-scale methodologies with potential for application in member countries; and, b) create a CDM project development fund—adoption of conservative criteria while assessing additionality for CDM projects.
  - 7) Gender should be mainstreamed into climate change risk reduction and management actions. Women, children and vulnerable groups are worst affected by climate change-induced disasters. Gender should be mainstreamed into all climate change programmes.
  - 8) Financial support should be increased for climate change risk reduction initiatives. The EAC and IGAD member states have performed poorly in accessing resources from global climate change mechanisms to implement CDM projects, compared to countries like China, Brazil and India, for example. It is recommended that, special assistance be given to this area if climate change risk management and avoidance in the region have to move forward. AFF can start with developing a framework on how to increase financial support for climate change risk reduction initiatives.
  - 9) Climate change risk reduction should be mainstreamed into development planning. Country focal point ministries for climate change should make it their primary responsibility to mainstream climate change into all other development and non-development programmes.

- 10) Identification, assessment, and awareness of climate change risks should be improved. This also requires strengthening availability of knowledge/information for understanding geographical distribution, type and extent of climate change disaster risk posed and vulnerability, that is, profiling climate change risk and potential impacts to development at both the national and community-levels.
- 11) Management and coordination capacity should be developed by:
- ▶ Introducing climate change as a subject of study at all institutions of learning and adopting a capacity enhancement scheme with a cross-cutting approach.
  - ▶ Enhancement of knowledge management for climate change risk reduction.
  - ▶ Strengthening regional, national and local mechanisms for knowledge sharing through all available methods (i.e., radio, newspaper, theatre, traditional folklore and story-telling, etc.). The aim should be to share experiences, information, identify needs and encourage closer collaborations, etc.
- 12) Increase Public awareness of climate change risk reduction, by developing an awareness raising strategy to make institutions (private and public) and individuals aware of the risks posed by climate change, and the management and avoidance options available to them.
- 13) Climate change risk reduction institutions should be strengthened. All countries should formulate climate change policies, strategies and plans; and establish CCCU to coordinate climate change activities. For this to happen, it is necessary for countries to more resources (financial and human) for this purpose.
- 14) Climate change risk reduction should be integrated into disaster response management. EAC and IGAD member states should integrate climate change response actions into disaster response management.

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### Annex 1. List of people interviewed and their contact addresses.

Date	Name	Address
<b>September 25, 2012</b>	Abebe Tadege	Climate Change Expert, IGAD Climate Prediction and Applications Centre (ICPAC) atadege@icpac.net
<b>September 9, 2012</b> <b>(via e-mail communication)</b>	Brian Otiende	Climate Change Coordinator, EAC P.O. Box 1096, Arusha, Tanzania +255 764-146021 botiende@eachq.org; otiendeb@yahoo.com
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<b>August 14, 2012</b>	Prof. Godwin Kowero	Executive Secretary, African Forest Forum P.O. Box 00100, Nairobi
<b>August 22, 2012</b>	Mr. Maloba	Head Horn of Africa Programme, Ministry of Foreign Affairs, Nairobi, Kenya

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