



PARLIAMENTARY FORUM ON CLIMATE CHANGE-UGANDA (PFCC-U)



PARLIAMENT OF THE
REPUBLIC OF UGANDA

LEGISLATORS' HAND BOOK FOR MONITORING THE IMPLEMENTATION OF THE CLIMATE CHANGE POLICY IN UGANDA

**ANALYSIS OF THE SHORT AND MEDIUM TERM
TARGETS OF THE CLIMATE CHANGE POLICY**



JUNE 30, 2017

By the PARLIAMENTARY FORUM ON CLIMATE CHANGE in partnership with



PARTNERS FOR RESILIENCE
Working together on disasters, climate, ecosystems



World Environment Day celebrations in Ibanda where the President officially launched Tree Planting



Rt. Hon Speaker (Rebecca Kadaga) and Minister Kitutu during COP22 feedback for Eastern Region in Kamuli



*Hon. Byarugaba Alex
(Chairperson - Natural Resources
Committee of Parliament)*

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Hon. Biyika Lawrence Songa - Chairperson PFFC -U

BASIC CONCEPTS IN CLIMATE CHANGE

Climate Change; Climate change is a change in the statistical distribution of weather patterns (IPCC, 2013). And when damage lasts for an extended period of time, it may be referred to change in average weather conditions. Climate change can be caused by biotic processes, variation in solar radiation received by earth plate tectonics and volcanic eruptions, certain human activities like deforestation, industrialization among others are significant causes of recent climate change.

“Climate Smart”; is an approach for transforming and reorienting development under the new realities of climate change. In farming, it is the agriculture that sustainably increases productivity, enhances resilience (adaptation), reduces/removes GHGs (mitigation) where possible, and enhances achievement of national food security and development goals (FAO, 2013). Thus, the national budget can be considered “climate smart” when it provides for adaptation and mitigation interventions.

Mitigation; IPCC, 2007 defines mitigation as an intervention to reduce Green House Gas (GHG) emissions or enhance GHG sinks.

Adaptation; refers to the practical steps to protect countries and communities from the likely disruption and damage that will result from the effects of climate change.

Adaptive Capacity; this is the ability of a system to adjust to climate change to moderate potential damages, to take advantage of opportunities, or to cope with the consequences (IPCC, 2001).

Resilience; is the ability of a social or ecological system to absorb disturbances while retaining the same basic structure and ways of functioning, capacity for self-organization and capacity to adapt stress and change (IPCC,2007).

Vulnerability; is the potential to be adversely affected by an event or change. The UN Intergovernmental Panel on Climate Change (IPCC) considers vulnerability to be a function of three aspects of a system i.e. its exposure, sensitivity and adaptive capacity (IPCC, 2001).

Gender and climate change; women, youth and children constitute the majority in agricultural productivity and engage in most of the domestic chores such as collecting water and firewood. In times of scarcity, these groups including the People with Disabilities (PWDs) suffer most. The effects may involve physical health complications but also dropping out from schools and increased risks/vulnerability.

The Climate Change Policy; The Policy developed through a consultative process, recommends effective communication and promotion of participatory approaches as a key guiding principle

to responding to the negative impacts of climate change and building resilience in the country.

IRM-Intergrated Risk Management;

Key aspects

- Putting people at risk centre-stage, building on local and traditional resources and know
- Linking humanitarian and development domains by focusing on livelihoods;
- Addressing risk at a landscape scale
- Managing and restoring ecosystems
- Working on different time scales to ensure adaptive planning;
- Linking local realities with global processes;
- Integrating disciplines and approaches to encompass different risks;
- Partnering with communities, CSOs, government, knowledge institutes, private sector

WHAT YOU NEED TO KNOW ABOUT CLIMATE CHANGE IN UGANDA

Climate change is a global problem and a common concern to mankind as well as one of the most critical challenges facing the international community today (Government of Uganda report, 2007). Climate change is threatening to undo decades of development efforts due to its negative impacts on

agriculture, health, environment, roads, and buildings. From a food security perspective, Sub-Saharan Africa (SSA) is arguably the most vulnerable region to many adverse effects of climate change due to a very high reliance on rain fed agriculture for basic food security and economic growth, and poverty (IPCC, 2007; Cooper, 2008).

A report from an assessment of the economic impacts of climate change in Uganda commissioned by the Ministry of Water and Environment in 2014 revealed that Climate change is predicted to have a significant impact in the country. It indicated that if no adaptive actions are taken, the current annual costs could be in the range of US\$3.2 - 5.9 billion within a decade (i.e. 2010-2020), with the biggest impacts being on water, followed by energy, agriculture, and infrastructure. Over the 40 years from 2010-2050, the costs of inaction are estimated to be between US\$273 - 437 billion. Even if there were no further increases in climate impacts, the cost of inaction would rise over time because of an increase in population that puts more pressure on the available resources. This presents a serious threat to the transition to the middle income status and realization of the Vision 2040 priorities.

It is anticipated that the poor and vulnerable groups are most likely to be impacted through damages to their assets, livelihoods and their food security. While the range in potential impact is quite large, the magnitude of the figures on the cost of

inaction merit immediate action to mitigate these impacts. The report emphasizes that the economic impacts of climate change are closely interconnected with economic growth. It estimates that if the growth path close to the Uganda Vision 2040 is to be realized, the economy will expand enormously by 2050 to about 20 times its size in 2010. Under this scenario, the damages also increase at a similar rate and the estimates amount to approximately 2-4% of cumulated GDP over the period.

The report stresses that even if the anticipated costs for undertaking adaptation interventions is high, this cannot in any way be compared to the cost of inaction. It is estimated that the cost of inaction will be 24-26 times greater than the costs to be incurred in adaptation. Example from for the next five years, based on Uganda's existing Costed Implementation Strategy and selected adaptation options in the short term, the cost is estimated at about US\$406 million. However, the cost of inaction is much greater, estimated at around US\$3.1-5.9 billion a year by 2025, a range that is around 24-46 times greater than the proposed adaptation budget. Thus, to see adaptation success, the country needs to; i) prioritize the Government's Costed Implementation Strategy as a matter of urgency; ii) mainstream climate change into sector development plans, including translation of key priorities into sector annual plans and budgets; iii) mainstream adaptation priorities into District Development Plans (DDPs) arising from the National Development Plan II priorities and iv) ensure that

implementation of all actions is monitored and enforced. This implies that all institutions including Parliament has significant roles to play.

WHAT THE CLIMATE CHANGE POLICY OF UGANDA ENTAILS

Uganda initiated the process of developing the National Climate Change Policy (NCCP) in 2012. The policy and its Costed Implementation Strategy was approved in 2015. In support to the policy implementation, the Climate Change bill is being drafted and process to finalize expected to be intensified in 2017.

The Costed Implementation Strategy (CIS) also recommends review of the Policy after five (5) years, considered as the medium term of the policy. In a bid to improve the parliamentary role in building Uganda's Climate Change resilience, it is paramount that the 10th Parliament identifies the Policy targets, popularizes them to direct their legislative and budgetary roles.

Relatedly, several studies have indicated that actions to strengthen Climate Change Resilience in Uganda must involve multi-sectoral approaches in order to develop meaningful climate Change legislations. This involves approaches like Integrated Risk Management (IRM). Such approaches would involve integration of work plans of institutions responsible for making decisions related to climate change and should be

closely monitored by the legislature through their oversight function.

LESSONS FROM IMPLEMENTING CLIMATE CHANGE POLICY OBJECTIVES

Uganda's National Climate Change Policy has six strategic objectives. Each policy objective has priorities and strategies to be achieved in the short, medium or long term. The following table provide a snapshot of achievements but also lessons and challenges realized between 2014 and 2017.



The Speaker of Parliament Rt. Hon. Rebecca Kadaga calling upon Legislators to demand Government to establish the National Tree Planting day during the orientation of the 10th Parliament on Climate Change.

Strategic Objective	Achievements	Gaps/challenges
Objective #1: To identify and promote common policy priorities to address climate change in Uganda.	- Regular updates about climate change in the country has been provided. - Economic assessment impacts of climate change in the country has been completed. - Climate change Focal points instituted among agencies coordinating climate change actions. - Knowledge and capacities for climate change work enhanced in 20 districts under GCCA. - Professional training for mid-level professionals have been initiated at Makerere University MUCCRI on specifically climate change	- Awareness of climate change and its impacts have not reached especially the grass roots. - Mainstreaming of climate change in the education curricula has not been done for all levels - The climate change policy has not been translated into local languages - Majority of the districts are yet to be covered under the capacity

Strategic Objective	Achievements	Gaps/challenges
	themes. - Guidelines for mainstreaming gender in climate change adaptation and mitigation is in place - Some technologies have been developed though their rate of diffusion is still low - Knowledge and capacity for climate change accounting, budgeting and work planning has been.	enhancement and mainstreaming climate change in work plans and budgets. - Many of the current legislators have not been involved in the capacity building initiative. - Many MDAs have not received support on initiatives to enhance capacity for mainstreaming climate change in their budgets and work plans

Strategic Objective	Achievements	Gaps/challenges
Objective #2: To identify and promote adaptation policy responses for Uganda.	• A number of adaptation and mitigation measures have been kick-started by different sectors and some are in the pipeline awaiting mobilization of the necessary investment capital for implementation. • NAPAs developed in 2007 and the pilot projects implementation started in 2014 in different climate-prone areas. • Water harvesting from roof tops and run-off water after downpour has been promoted to support the diffusion of the solar-powered water irrigation technology for domestic use and	• The main challenges in these efforts is that the coverage is very minimal in comparison of the entire population that urgently would benefit from the interventions. • Financing for the interventions has also remained marginal while the capacity for the grassroots communities to implement such initiatives on their own has not been feasible. • Vulnerability to climate

Strategic Objective	Achievements	Gaps/challenges
	water for production. • Climate smart agriculture practices is being scaled up for adaptation and mitigation measures in different agro-ecological zones. • High yielding drought resistant and early maturing seed varieties are encouraged in farming communities. • Improved livestock breeding is being practiced for enhanced resilience and adaptive capacity.	change in the country is not properly understood. No assessment has been conducted to guide decisions on climate change mitigation and adaptation interventions.
Objective #3: To identify and promote	• The Sustainable Development (SD) criteria template for the CDM Projects has been	• Costs of technologies for mitigation are relatively high.

Strategic Objective	Achievements	Gaps/challenges
mitigation policy responses for Uganda.	- developed. - Several project ideas in different sectors have been developed and submitted to the CDM-DNA Secretariat (CCD). 14 projects have received Letters of Approval (LoA) from the DNA and 5 Approved Projects have already been registered by the CDM-Executive Board. - There are a number of voluntary carbon market schemes in the country such as tree planting, briquettes, biogas, and biofuels and bagasse cogeneration. - Over 1, 000 green jobs have been created and more than US\$	- Specialties to replicate the technologies locally are not common hence a continuous reliance on expatriates that is rather expensive. - The capacity of the technology centers launched in 2015 to handle technologies for climate change mitigation is still inadequate. - Emissions profiling for the entire country has not been established.

Strategic Objective	Achievements	Gaps/challenges
	800 million of carbon investments have been realized with an annual cumulative offset of more than 1 million tons of carbon dioxide equivalent. • Five Nationally Appropriate Mitigation Actions (NAMAs) have been developed in agriculture, energy, transport and improved waste management. • REDD+ strategy development is in advanced stages. • The national GHG inventory system is in place and now operational.	
Objective #4: To identify and	• A draft Performance Measurement Framework (PMF) has been	• There still exist significant shortage

Strategic Objective	Achievements	Gaps/challenges
promote monitoring, detection, attribution and prediction policy responses for Uganda.	developed and preparations are in place for adoption and use by the different stakeholders. - Capacity building for the desk officers has been conducted to equip them with the tools. - UNMA recently received support from GEF/UNDP to install automated weather stations in different parts of the country. This has enhanced the capacity to generate real time weather data for Early Warning, planning and decision making in the country.	of climate monitoring stations and networks in Uganda. The ones installed so far were in just a few places. - The country's ability to monitor, detect and predict climate variability and climate change by the Department of Meteorology is still weak. - Human resources and instrumentation and other modern equipment required for data analysis is insufficient.

Strategic Objective	Achievements	Gaps/challenges
Objective #5: To support the integration of climate change issues into planning, decision making and investments in all sectors and trans-sectoral themes through appropriate institutional arrangements and legal framework.	• The Climate Change Department has been created at the Ministry of Water and Environment. This was an elevation from an initially a unit within the office the Permanent Secretary. • The Policy Committee on Environment and National Climate Change Advisory Committee has been set up. • The principles for the draft climate change bill has been prepared and approved with support from UNDP. Preparations are underway to hire a consultant to prepare the draft bill.	• The absence of an enabling law/legal framework to define and enforce the roles and responsibilities of the different stakeholders in the climate change response in the country continues to hamper coordination. • The mandate and capacity of CCD is not sufficient to hold accountability of other government agencies including competing for climate funding.

Strategic Objective	Achievements	Gaps/challenges
		• Little of the coordination structure has been replicated at the district levels.
Objective #6: To facilitate the mobilisation of financial resources to address climate change in Uganda.	• The country annually makes provision for a vote for climate change actions under the Ministry of Water and Environment. • Other ministries are also required to make provision for a climate change vote. • A number of climate financing opportunities exist at the international level. Since 2009, the government has received over USD \$100 Million from; GEF,	• Financing still remains limited for interventions within the costed implementation strategy hence making it unlikely that all the short/ midterm priorities will be achieved. • The capacity to tap into the available bilateral and multi-lateral financing sources is

Strategic Objective		Achievements	Gaps/challenges
		UNDP, EU, FAO, AfDB, Least Developed Countries Fund (LDCF), UNIDO, Adaptation Fund, Forest Carbon Partnership Facility World Bank/FCPF, BTC, Global Climate Change Alliance (GCCA), Green Climate Fund GCF, Special Climate Change Fund (SCCF).	limited among several agencies. - Limited support reaches the District Local Government to implement climate change related activities and this is where climate change impacts are most pronounced. - The private sector involvement in climate change interventions is still minimal.

Gender and Climate Change. There is need to identify women, men and youth priorities, opportunities and constraints across scales to guide the design of climate change interventions. e.g We make sure to include 30% of women in our project plans implementation and encourage joint decision making at household level.

WHAT CAN MEMBERS OF PARLIAMENT DO?

The Government of Uganda has already made modest progress by putting in place the relevant policy and institutional arrangements to address the challenge of climate change. This initial success however, needs to be supported by putting in place the relevant enabling legal frameworks and providing sufficient human, financial and logistical requirements adequate to confront the climate change challenge in the country. Interestingly, there exists significant potential for financing climate change actions both internally and externally.

However, despite the progress, there exist several lapses that must be filled in order to fully realize the intended objectives of the National Climate Change Policy in Uganda. Example, the capacity and institutional framework to tap into these resources needs to be scaled up. Similarly it is critical for more awareness to be raised about the effects of climate change and how the different stakeholders can respond to the negative effects. Noteworthy is the fact that the legislature has a significant role to play especially by using their oversight, legislation and representation functions. These can be demonstrated in the following ways:

At the international level

- a) Taking active role during climate change negotiations to lobby for partnerships and funding for climate change interventions
- b) Showcasing the policy and its implementation strategy in various regional and international forums
- c) Preparing an attractive policy and strategy summary information package, information booths and presenting them during international events and workshops, such as regional meetings, convention meetings, etc.

At the national level

- a) Debating and enacting a climate change legislation strong enough to compel government agencies and other stakeholders to take action on climate change
- b) Through the Budget Committee, lobbying for adequate financing of climate change interventions including mainstreaming interventions into National Development Plans and budgets
- c) Influencing the climate change bill to make provision for the National Climate Change Commission, an institution higher in mandate than the current Climate Change Department, capable of competing for and managing bigger funding but also holding other MDAs accountable for climate change activities

and reporting

- d) Lobby government to establish a national financing vehicle to bolster green investments and catalyze finances from a variety of sources
- e) Lobby government to fast track the process of conducting a Regular Climate Change vulnerability and Capacities Assessment in the country. This assessment is important in guiding decisions on climate change mitigation and adaptation interventions.
- f) Making provision within the climate change legislation for “climate smart certification” of the national budgets, budget framework papers, and ministerial policy statements as conditions for approving the budgets.
- g) Debating a specific percentage of each ministry budget that must be reserved for climate change interventions.
- h) Making provisions within the climate change bill for all government contracts to be climate proofed as a basis for award of contracts since most of the works alter the ecosystem and the environment hence increasing the effects of climate change.
- i) Lobby for a comprehensive vulnerability assessment of all sectors
- j) Enhance collaboration with CSOs, academia, media and other stakeholders at all levels
- k) Pushing for evidence based data to support planning

and decision making at different levels

- l) Hold the different government agencies accountable on what exactly has been done with the various climate change funds allocated to them from government and development partners
- m) Compel the Ministry of Water and Environment to fast track the process of developing the draft climate change bill in consultation with different stakeholders

At the constituency level

Besides the general limited awareness of what climate change is, its impacts on livelihoods, economic development and realization of international development frameworks like the Green Growth strategy and SDGs, the uptake and diffusion of climate change adaptation and mitigation technologies has been reported to be very slow especially among local communities. Thus PFCC can support its members to promote climate change interventions at the constituency level by:

- a) Developing a simple concept for advancing climate change related actions e.g. “climate change smart”
- b) Document key concepts, facts and data regarding climate change and its impacts for use by MPs, in the form of a climate smart handbook for dissemination in constituencies. A climate smart hand book for MPs would contain simple concepts for enhancing adaptation and mitigation of climate change effects

e.g. What is a climate change smart home? Farmer? School? Community? Ministry? Or government department?

- c) Encouraging knowledge exchange and debate on climate change issues and the policy implementation through the use of various means such as workshops, meetings, audio, video, print and electronic mass media and social media in schools and institutions within the respective constituencies
- d) Participate in implementation and monitoring tangible efforts on the ground.



*Kaaya Christine-Coordinator PFCC-U
During Parliamentary Orientation on Gender,
Climate Change, and Food Security*

Pictorial



Assessing performance of Nyagak Power Station in Zombo District



Field exposure of PFCC-U members to Sweet Potato vine multiplication site in Kamuli.



Staff of PFCC-U March 2017



Instilling Climate Change in the young generation.

Pictorial



Dr. Willy Kakuru of FAO in Uganda representing development Partners that facilitated PFCC-U in the COP22 back home feedback sessions.



*Tree planting spear headed by the Minister of State for Water and Environment
Hon. Mary Gorreti Kitutu.*

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Development partners of USAID, GIZ, FAO sharing commitments in the Climate Change Bill development process.



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Moges Bekele of Cordaid during Climate Change Bill Road Map Development.



CONCEPT OF “CLIMATE SMART”

Item/sector	Indicator
Work plan	Integrates climate change adaptation and mitigation interventions
Budget	A specific proportion of the budget is allocated for climate change activities
Government contract	The contract has provisions for addressing potential environmental impacts and adapting/mitigating effects of climate change
Government ministry or department	Has mainstreamed climate change provision in its work programme including having in place a climate change focal person
Household/community	Has planted trees and integrates climate change adaptation in its farming practices and integrates energy saving techniques. Harvests rain water and recycles waste into organic manure
School and public facilities	Adequately cares for its environment by general cleaning, tree planting and energy saving technologies. Recycle water and wastes.

Legislator

Is a member in Climate Change Fora, demonstrates some practices in the constituency, advocates for Climate Change Management, Budget Allocation, updated with local level Climate Change Vulnerabilities and shares them with relevant duty bearers. Also fundraises for CLIMATE SMART interventions.



Members of Parliament in Session

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LIST OF ACRONYMS

CCU	Climate Change Unit
CCD	Climate Change Department
CDM	Clean Development Mechanism
CO ₂	Carbon dioxide
EAC	East African Community
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GEF	Global Environment Facility

GHG	Green House Gas
GoU	Government of Uganda
INC	Initial National Communication
IPCC	Intergovernmental Panel on Climate Change
LULUCF	land Use, Land-Use Change and Forestry
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MoWT	Ministry of Works and Transport
MRV	Monitoring, Reporting and Verification
MWE	Ministry of Water and Environment
NAMA	Nationally Appropriate Mitigation Actions
NAPA	National Adaptation Programme of Action
NCCC	National Climate Change Commission
NCCP	National Climate Change Policy
NDP	National Development Plan
NEMA	National Environment Management Authority
NPA	National Planning Authority
PCE	Policy Committee on Environment
REDD	Reduced Emissions from Deforestation and Forest Degradation
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change



PFCC-U Members of the 10th Parliament during the launch of PFR2 program.

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