



POLICY BRIEF

# ONE NILE ONE FAMILY MAINSTREAMING CLIMATE CHANGE ADAPTATION IN THE NILE BASIN

The Nile River is central to the development of the Nile basin countries. As the Nile Basin riparian states seek to resolve the food, energy, health and economic challenges – the Nile River water resources will always be the nexus and Nile cooperation is the key to unlock the door to the benefits of Nile basin cooperation.

Climate Change seeks to ruin the long term investments in the Nile Basin Cooperation. Immense efforts to mitigate the effects of climate change can go down the drain if there is no targeted investment in climate change adaptation. This will result in the heightening of droughts and floods, irreparable changes in rainfall patterns, changes in the Nile Basin water temperatures thus increasing the river levels rise as a consequence of climate change.

An investment in the River Nile is an investment in adaptation.

Key Advocacy Message	Target Audience
<b>ENHANCED POLITICAL WILL:</b> Ensure that all Nile Basin riparian states have the requisite political will to effectively address climate change. This determines the extent in which the riparian states, civil society and community are mobilized towards climate change adaptation. Strong political commitment translates into an effective regulatory framework and appropriate financial resources allocation.	NBI, National governments
<b>ENHANCED COOPERATION:</b> Ensure strong cooperation and ongoing coordination amongst riparian state on one hand and within the Nile Basin countries on the other hand. Better implementation calls for collective action, where all relevant stakeholders especially the communities are engaged in the national adaptation processes, policies and plans	NBI and NBD, national governments. CSOs,Media
<b>DEEPER INTEGRATION:</b> Integrate Nile Basin resource management and development needs into the regional and national development priorities, plans and budgets. An integrated approach to climate change is the answer to sustainable development and provides a workable benefit sharing framework which is the key driver of regional integration.	NBI, National governments, Climate change experts and researchers
<b>INSTITUTIONAL STRENGTHENING:</b> Strengthen the water resource management and development institutional capacity related to climate change adaptation and mitigation. Stronger Nile Basin institutions can cope with the present climate variability and be in a better position to cope with future adaptation. Investment in Nile Basin institutional development that focuses on innovative institutional solutions should be part of the strategy to develop a climate resilient basin.	NBI, Donor Community, national governments , Non-governmental and community based organizations
<b>STRONGER REGULATION:</b> Strengthen the climate change regulatory framework by putting in place clear institutional structures, roles and responsibilities. In addition, allocating sufficient and effective human and financial for the setting-up and implementation of the appropriate regulatory framework	National governments
<b>IMPROVED MONITORING:</b> Conduct regular monitoring and evaluation to check implementation and propose requisite adjustments on time. This will also enable the riparian states to identify lessons learned for further application and scaling u	NBI, NBD, national government , Climate change experts and researchers



## EXECUTIVE SUMMARY

This brief is commissioned by the Nile Basin Discourse (NBD), which is a civil society network with over 1200 member and partner organizations within the Nile Basin region.

This brief examines the existing climate change adaptation policies in the Nile Basin countries, to identify the main challenges in applying the identified policies and to identify set of policy options and recommendations for effective adaptation to climate change in the Nile Basin.

The United Nations Framework Convention on Climate Change (UNFCCC) identifies two major strategies in dealing with climate change: mitigation and adaptation. Mitigation involves the reduction of the accumulation of greenhouse gases in the atmosphere, while adaptation is the adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities. Several types of adaptation can be distinguished, including anticipatory and reactive adaptation, private and public adaptation, and autonomous and planned adaptation (IPCC, 2001, cited in Nyong, A. p. 248)

The challenges involve lack of enforcement of regulatory framework, weak political commitment, in addition to inefficient human and financial resources and institutional setup linked with climate change adaptation. This brief argues that for effective climate change adaptation, there is a need for applying a holistic approach which comprises of several elements and norms. Those elements include strong political commitment, efficient financial resources and institutional capacity, strong cooperation amongst relevant stakeholders and ongoing monitoring and evaluation.

This Brief stimulates the government representatives, policy makers, development partners, community representatives and civil society organizations to contribute towards tackling climate change through their mandates and day-to-day activities.

## STATEMENT OF PROBLEM

African countries are one the most vulnerable countries to climate change. Climate change is predicted to have strong impacts on the socio-economic and human development conditions of the Nile Basin states.

Poor public participation is the main reason drawback to climate change adaptation in the Nile Basin countries. This is because weak public participation ,as will be illustrated, results in limited public awareness and low

NBD offers a public platform for dialogue, partnership and cooperation among civil society organizations in the Nile Basin. The NBD was founded primarily to strengthen the voice of civil society in development projects and programmes of the Nile Basin Initiative (NBI) and to ensure that such initiative responds to the development needs of local communities by establishing benefit-sharing processes, which will contribute significantly to more equitable and sustainable outcomes for poor people in the Nile Basin

political will.

NBD can promote public participation through its strategic guidelines. It can also increase the awareness level among policy makers and other stakeholders on the need for deepening stakeholder participation and this should be reflected in national plans. Additionally, NBD can promote the institutional partnership amongst the government and non government sectors.

## BACKGROUND

Climate change is a reality and it is predicted to have strong impacts on the Nile Basin. Estimated climate models project temperature will increase between 2 and 5c by 2080 in the Nile Basin. Precipitation projection varies widely across the Basin, ranging from a decline of about 38% to an increase of about 42%. A general agreement across models projects the major sub-basins of the Nile will experience decrease in watershed runoff (Source Nyong, A. p.246).

The River Nile, which is the longest river worldwide, running over 6,671 kilometres, is expected to be hardly hit by climatic changes. The Nile is a shared basin between eleven riparian countries namely; Burundi, DRC, Egypt, Eritrea, Ethiopia, Kenya, Rwanda, Sudan, South Sudan, Tanzania and Uganda. The Nile has always played an essential role in securing the livelihoods of the populations of its basin, which are currently estimated at 171 million inhabitants (Martens A. 2011).



Source: Goulden, M. Slide 15)

The River Nile contributes to 30-50% to the overall GDP of the Nile basin countries and provides employment to 60-90% of the population, except for Egypt which has lower figures (UNEP).

Accordingly, it is highly possible that climate change will adversely affect human livelihoods and development in the riparian countries.

The impacts of climate change will involve increase in water related diseases, likelihood of droughts episodes and extreme events, and conflicts among Basins countries, as well as decreasing fish populations (UNEP). Impacts will be more severe as a result of the low socioeconomic status of the Nile Basin region, which is considered among the poorest worldwide. Nine out of ten riparian states are classified as least developed countries by the UN and almost 100 million people's live on a daily income of less than one dollar (except Egypt and Kenya) (ibid).

## EXISTING POLICY CONSTRAINTS

This section examines climate change adaptation policies in the Nile Basin Countries. It presents the main challenges facing climate change adaptation.

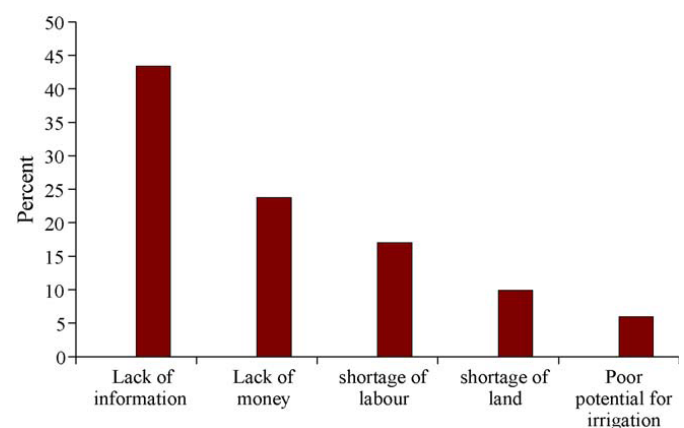
## I. Lack of Enforcement of Regulatory Framework

The main challenges face climate change adaptation are usually linked to the lack of enforcement or even sometimes inexistence of effective policy and regulations that regulate water management in consistent way with climate change adaptation. As an example DRC lacks of comprehensive legal and policy framework for water governance due to war. Burundi lacks of comprehensive legislative framework that ensures water governance, as its constitution adopted in 1992 is silent on water management issues. Kenya has no policies or laws that deal with climate change. The only policy that has attempted to address climate change to some extent is the draft National Environmental Policy of 2008.

## II. Absence of Strong Political Commitment

The main reason behind lack of regulatory framework is the lack of political commitment for climate change. Absence of political commitment reflects in reality the lack of awareness towards climate change impacts at either the policy makers or the local levels.

Example, based on the cross-sectional household survey data collected from 1000 households during 2004/2005 production season in the Nile basin of Ethiopia, farmers who did not adapt have given many reasons for their failures to adapt which include lack of information, lack of money, shortage of labour, shortage of land, and poor potential for irrigation (Global Environmental Change 2009).



Source, Global Environmental Change 2009, p. 248

## III. Fragmented Institutional Setups

Lack of political commitment leads to weak institutional setup, as the institutional set-up will not be based on a strong pillar. Therefore, it is not surprising to observe

unclear institutional structure concerning water management and climate change in the Nile Basin countries. To illustrate, in Egypt, despite the Ministry of Water Resources and Irrigation is responsible for national water resources and authorizing the use of water from the Nile, the Ministry of Agriculture and Ministry of Health hold special responsibilities in water management. In Kenya, the institutional arrangements charged with the responsibility of water management include the Ministry of Water and irrigation, Water Resources Management Authority, Catchments Area Advisory Committees, and Water Resource Users.

Sharing the responsibility towards water management, without taking into consideration the projected climate change impacts may result in weak adaptation policies.

However, in some cases, climate change is a responsibility of two or more entities. E.g. in Egypt, the Egyptian Environmental Affairs Agency, which is the executive arm of the Ministry of State for Environmental Affairs has a Climate Change Unit (CCU) responsible for the National Climate Change Committee (NCCC), while the Cabinet of Ministries supervises the preparation of the National Strategy for Adaptation under the Disaster Risk National Committee. The relationship and coordination between two committees and their products has weakened the overall institutional capacity. Additionally, the effectiveness of the NCCC, which is formulated by the ministries representatives, is not guaranteed. Consequently, conflict and overlapping activities may arise concerning climate change adaptation at the national level.

#### IV. Inefficient Financial Resources

Limited financial resources is a common challengefacing climate change adaptation in the Nile Basin Countries. The adaptation technologies are very expensive as many studies placed the estimates of the total cost of adaptation in Africa at about USD2 – 10 billion each year above normal overseas development assistance (UNDP, 2007). This is also coupled with the availability of local financial mechanisms that enable the community to use these technologies and sustain them.

#### V. Lack of Strong Cooperation

In February 1999, the Nile Basin Initiative (NBI) was launched through funding provided by the World Bank, the Canadian International Development Agency (CIDA) and the United Nations Development Program (UNDP). NBI seeks to develop the Nile River in a cooperative manner, share substantial socio-economic benefits, and

promote regional peace and security.

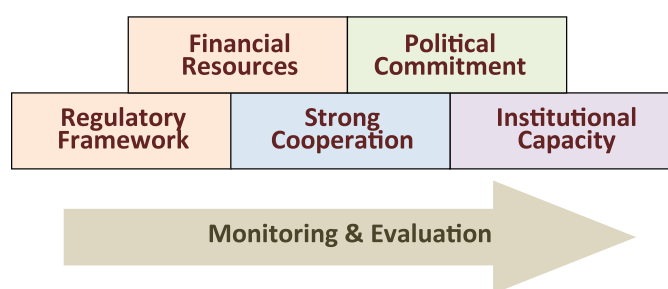
NBI was formed as the permanent institution with a development focus and agreement on core legal principles in the Nile Basin. The NBI is expected to remain in place until the Cooperative Framework Agreement (CFA) is concluded and the successor Nile Basin Commission established.

Currently six upstream states; Burundi, Ethiopia, Kenya, Uganda, Rwanda, Tanzania have signed the CFA to seek the establishment of a new framework of cooperation in the basin. The new agreement, once ratified, is designed to culminate in the formation of a Nile River Basin Commission.

The lack of an agreement between the upstream and downstream countries in the exclusion of DRC on the CFA has led to weak cooperation on water resources management and development amongst the Nile Basin Countries, which has led to the absence of an integrated regional water resources management plan that takes into consideration climate change impacts.

### POLICY OPTIONS

After observing the key challenges, there should be a way to tackle those challenges in planned and ongoing climate change projects and programmes. This section recommends the application of a holistic and comprehensive approach which involves six main interrelated blocks. Each block presents a policy message. One can start from any block depending on the user status.



#### A. Political Commitment

This element is extremely important. It reflects to what extend the state, civil society and community are mobilized towards climate change adaptation. To build strong political commitment, there is a need to mobilize the community members and stakeholders towards climate change adaptation.

NBD and NDFs can play a great role. NBD and NDFs



can employ advocate for the raising of community capabilities and awareness towards climate change through participatory processes.

Meanwhile, NBI can raise the awareness of governmental representatives on climate change adaptation. Thus, community members and government representatives will be mobilized towards responding to climate change challenges. Consequently, Strong political commitment will evolve and be translated into a regulatory framework and appropriate financial resources allocation.

## B. Regulatory Framework

Regulatory framework is defined as the laws and regulations that regulate the relationship between the humans and nature. Strong regulatory framework needs clear institutional structure, roles and responsibilities. Therefore, national governments must provide clear mandates for the entities responsible for climate change adaptation to avoid overlapping duties. Meanwhile, they should stimulate cooperation amongst state organizations towards overlapping issues. Consequently, each entity will be aware of its duties and mandates, and thus the regulatory framework will be effectively implemented.

NBI can stimulate the government to enforce this framework. While, NBD and NDFs can support CSO initiatives that stimulate the communities to be compatible with such regulations. However, this entails effective human and efficient financial resources to be allocated for enforcement and setting-up the appropriate structure, which will put the framework in application.

## C. Institutional Capacity

It is essential that the Nile riparian states have the institutional capacity to adapt to climate change. This element refers to the institution and the human resources within this institution.

There should be a strong institution or entity that implements the mandates and regulatory framework on a sustainable basis. The institution should be equipped with the advanced technology and tools. Since the regulatory framework will be implemented by people, there should be human capacities able to conduct the duties. Therefore, capacity building programmes will be designed to this effect.

At this stage, it should be highlighted that the capacity building programmes should not merely target the state

actors, but also all non-state actors (civil society) and climate change practitioners.

However, this requires the generation and utilization of useable information to design effective decision making tools for adaptation.

It is imperative to design holistic capacity building programmes that have room for learning and enable the learners to implement what they learn; otherwise the training will be forgotten.

To this effect, NBI can help governments to raise their institutional capacities, while NBD and NDF can raise the capacities of CSOs active in the Nile Basin states to mainstream climate change adaptation in their mandates.

## D. Financial Resources

One of the main important blocks within this approach, as it allows the effective policy implementation and allow for importing appropriate technologies. Therefore, the national ministries responsible for national budgeting and planning should pay great attention to climate change impacts, as well as apply insurance schemes in their plans. At the same time, efficient financial resources ensure the sustainability of the entire processes.

It should be highlighted that the donor community may also be interested in funding several programmes within climate change, from bilateral or multilateral organizations. These funds mainly target projects and programmes aimed at eradicating poverty in Africa, tackling climate changes impacts and resolving conflicts among the Nile Basin Countries. Those funds should be designed for governmental and non- governmental organizations while establishing synergies among them

## E. Strong Cooperation

At the regional level, there should be ongoing exchange of data and information, as well as continuing cooperation and collaborative dialogue towards protecting the Nile Basin from the potential impacts of climate changes. In this respect, it should be highlighted that the NBD can play a critical role in fostering the dialogue between the Nile Basin countries

Existence of the Nile Basin Commission may be essential in promoting such regional cooperation. Therefore, Egypt and Sudan should think of finding a compromise that will support this cooperation especially regarding the CFA.

At the national level, since there are several entities within each country mandated to tackle water resources and climate change issues, riparian States should ensure the close collaboration amongst those entities, to avoid any duplication and conflict.

Climate change adaptation needs collective actions, where all relevant stakeholders especially the communities are engaged in the national adaptation processes, policies and plans. At the local level, the civil society, offer a very effective means for engaging all stakeholders in the national adaptation process dialogue that will enhance the existing capacities at different levels.

Based on the subsidiarity concept, CSOs are closer to the local communities and can utilise this relationship to communicate the need to give urgent attention to climate change issues for local adaptation measures based on their local, social and physical context. This contributes in raising the awareness of local communities towards the problem, and then will actively contribute to its implementation.

NBD will continue to enhance the capacity of CSOs to effectively undertake their role and provide them with the required training programmes.

Moreover, CSOs also have access to policy makers, including government, which can be used to help align policies with community priorities. Consequently, this shall strengthen political commitment.

## **F. Monitoring and Evaluation**

It is an important block, as it monitors the implementation and proposes the required adjustments over time. It also allows identifying the lessons learned for further applications, sustainable institutionalisation and scaling up. This is targeting the climate change experts and researchers to propose adjustments in the right time.

## Recommendations

Governments of Nile Basin countries need to mainstream climate change adaptation into their national development plans, day-to-day activities and future project and programmes. This will tackle the negative impact which includes increase in water related diseases, likelihood of droughts episodes and extreme events, and conflicts among basin countries, as well as decreasing fish populations.

Tackling climate change through mainstreaming climate change adaptation policies into national policies is crucial.

Mainstreaming climate change adaptation policies requires a holistic approach involving several elements that should be implemented parallel to each other.

For effective mainstreaming of the adaptation policies, there should be efficient public participation, where community needs and interests are adequately addressed in the decision making processes. Consequently, community will support those adaptation policies.

NBD and NDFs should raise the awareness of the local communities towards climate change adaptation, to ensure their support to the adaptation activities, as well as to ensure political commitment.

NBI should develop the capacity of the riparian states towards adaptation and state of art technologies.

riparian states should harmonize their duties and activities to avoid overlaps.

Riparian states should take into consideration climate change adaptation into their national budget.

Development partners should invest more in climate change adaptation in the Nile Basin countries through their development assistance.

Development partners and NBI should promote Nile Cooperation.

Riparian states should foster the exchange of data and information amongst themselves at the national and regional level.

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Our Contacts:  
The Secretariat  
Nile Basin Discourse  
PLOT 32, Nsamizi Rd,  
Tel +256 414 322 432  
Fax: +256 414 323 930  
P.O. Box 185, Entebbe - Uganda  
Email: [info@nilebasindiscourse.org](mailto:info@nilebasindiscourse.org)  
Website: [www.nilebasindiscourse.org](http://www.nilebasindiscourse.org)