



Report on the
AFRICA REGIONAL WORKSHOP ON SEA AND GREEN ECONOMY

17-18 January, 2013, Lusaka, Zambia

Organised by

**Ministry of Lands, Natural Resources and Environmental Protection, Zambia,
Zambia Environmental Protection Agency (ZEMA),
OECD DAC Environet SEA Task Team
and the
Finnish Environment Institute (SYKE)**

6 April 2013



Participants at the Southern Sun Ridgeway Hotel, Lusaka



Plenary session

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1. INTRODUCTION

1.1 Background

In the Paris Declaration on Aid Effectiveness (2005), the donor community and partner countries committed to “develop and apply common approaches to strategic environmental assessment (SEA) at sector and national levels”. To help achieve this commitment, the OECD DAC ENVIRONET established the SEA Task Team. It has since developed SEA guidance and various Advisory Notes on key themes (e.g. climate change, ecosystem services, biofuels, disaster risk reduction, post conflict situations). It has also supported awareness-raising and training on SEA, and worked to promote SEA uptake by donors and developing country partners. SEA Task Team products are available at www.seataskteam.net.

ENVIRONET decided that the mandate of the SEA Task Team was to end at the close of the Lusaka workshop. However, during the November 2012 meeting of ENVIRONET, the Chair instructed USAID and CIDA to develop a proposal for the June 2013 meeting of ENVIRONET to outline possible options with respect to:

- Creating an SEA Working Group to support the Programme of Work and Budget of ENVIRONET;
- Identifying how SEA can advance green growth initiatives of ENVIRONET;
- Identifying how SEA has contributed to positive development results in a practical and measurable way.

The concept of green economy was a key theme at Rio+20. In response, the SEA Task Team has begun to work on how SEA can best support the transition to a green economy. Some options for promoting this aim could include, for example, further guidance, additional Advisory Notes, targeted case materials, a roadmap to how SEA can support the transition to green economy, an awareness-raising programme, and training. But the Task Team felt it essential to determine which approach(es) are needed and would be most useful.

Accordingly, the Task Team decided that a first step should be to bring together representatives from both the green economy and SEA ‘communities’ to discuss concepts, key issues, drivers and challenges – so as to understand each other’s perspectives, needs and priorities, and to discuss possible ways forward.

A workshop on SEA and Green Economy, was therefore organised by the Task Team in Lusaka on 17-18 January 2013, as a collaborative venture with the Zambian Ministry of Lands, Natural Resources and Environmental Protection, the Zambia Environmental Protection Agency (ZEMA), the Finnish Ministry of Foreign Affairs and the Finnish Environment Institute (SYKE).

The workshop was held back-to-back with a workshop on Green Growth organised by the OECD and the African Development Bank, together with the same Zambian institutions (see below).

The SEA and Green Economy workshop addressed a number of themes including: the nature of a green economy; how SEA can most effectively support efforts towards transitioning to a green economy; and what kind of SEA approach (complex, simple, tailored, etc.) might be most helpful or appropriate to particular opportunities and situations. The workshop agenda is provided in Appendix 1.

1.2 Participants

A full list of participants and contacts details is given in Appendix 2.

The Finnish Ministry of Foreign Affairs sponsored participants from Mozambique, Namibia, South Africa and Tanzania, and covered the costs of a number of resource persons. The Finnish Environment Institute (SYKE) sponsored local Zambian participants. The participation of representatives from a range of other African countries was sponsored by the OECD and AfDB. Other participants covered their own costs.

1.3 About green economy/green growth

Note: The terms green economy (GE) and green growth (GG) are now in common use. There are varying interpretations of their meaning but, in this report, they are taken to refer to the same concept.

At the recent Rio+20 Conference the relevance of green economy/growth as a critical tool for achieving sustainable development was recognised. However, we must also recognise that not all green growth initiatives are truly sustainable. For example, improperly planned hydroelectric projects can cause many direct and indirect negative environmental effects such as flooding, erosion, earthquakes and mercury release. Energy and materials used to produce the massive amounts of concrete can also be unsustainable.

Appendix 3 provides a brief outline of the emergence of the green economy concept and some of the key international GE/GG initiatives.

The OECD defines green growth as “*the fostering of growth and development while ensuring that natural assets continue to provide the environmental resources and services on which human well-being relies*”.

Many see GE as a powerful new paradigm or vision for the 21st century, suggesting creative solutions to multiple global challenges by linking people, planet and prosperity – making more positive use of environmental assets within ecological limits. The innovations or building blocks - social and technological – already exist, or are being developed. They include, for example:

- Low-carbon energy, infrastructure and transport;
- Sustainable systems of food production, water and sanitation, and waste;
- Ways of protecting and sustainably using biodiversity and ecosystem services;
- Green jobs, decent work, sustainable lifestyles and livelihoods that ensure social justice and equity, and set real measures for progress and wellbeing;
- Investment in green sectors, environmental ‘accounting’ and the introduction of new business models.
- Policy reform.

GE is also interpreted to comprise a set of economic policies and instruments; while others promote GE as a series of micro-level outcomes.

Despite the varied perspectives of GE, the emphasis remains on linking both the environmental and economic dimensions of sustainable development, although the main emphasis is on economy.

A range of tools, policy instruments and strategies are available to promote green growth/economy, eg:

- Payments for ecosystem services;
- Sustainable public procurement;

- Shifting subsidies from “brown” towards green growth;
- Environmental taxes/environmental fiscal reform;
- Green energy investment frameworks and incentives;
- Certification of sustainable production and trade;
- Green innovation;
- Inclusive green social enterprise;
- Green growth institutional mechanisms for continuous improvement;

and institutional mechanisms for continuous improvement:

- National Councils for Sustainable Development;
- Green accounting processes and alternative development measures “beyond GDP”;
- Public expenditure review;
- Strategic Environmental Assessment (SEA).

Amongst these, SEA is increasingly being formalised in legislation and with government institutions responsible for its application.

1.4 The OECD/AfDB Green Growth Workshop

To clarify some issues of concern and to help build support for Green Growth, the OECD and the African Development Bank (AfDB) organised a workshop on Green Growth in Lusaka on 15-16 January 2013, immediately prior to the Task Team’s workshop on SEA and Green Economy. The workshop aimed to generate evidence on the application of green growth policy measures, to test the relevance and practicality of OECD and AfDB concepts and policy frameworks, and to inform the work of both institutions as they develop their approaches to green growth. The workshop aimed to facilitate policy dialogue and knowledge sharing to help guide policy-makers in developing country governments, international organisations and donor agencies. While much work has been done on addressing the broad conceptual issues of green growth, its relevance and its challenges, the workshops sought to move the dialogue on to practical implementation issues. Specifically the discussion focused on thematic areas and assessed lessons learned from current practices and where further support, analytical, policy and financial is required. Given the specific challenges faced by African countries, the workshop focused on several overarching and thematic issues which require specific attention:

- Effective management of renewable and exhaustible natural resource for sustained growth and higher welfare including agricultural, forestry and water resources management
- Access to low cost, sustainable modern energy
- Sustainable urbanisation, including water and sanitation

A separate report on this workshop is being prepared by the OECD/AfDB. Representatives of the OECD and AfDB highlighted the following key points from this workshop in a report-back to the SEA and Green Economy workshop:

- The need to set priority and a vision for green growth;
- The need to align policies and achieve institutional coordination;
- The need for awareness and understanding of green growth/economy. Participants had asked whether green growth is sustainable development in another guise. It had been concluded that it was not, but that green growth should build on and support the concept of sustainable development.
- Need to build on existing structures eg inter-ministerial committees and existing policies.
- There are many implementation challenges
- There is a value in establishing pilot and demonstration projects for green growth;

- Green growth is an opportunity – in Africa, it has been taken up by two countries emerging from conflict (Sierra Leone and Rwanda) and by an island (Mauritius)
- Green growth concerns more efficient resource use – the development of a low carbon economy, and minimising waste and pollution;
- Africa is most vulnerable to climate change and needs to build resilience;
- The need to create a state of readiness for green growth and a systematic (step by step) plan to transition to a green economy;
- The need for both a top-down and a bottom up approach;
- The need to develop appropriate skills (home grown) and employ technology transfer;
- The need for a programmatic approach across all sectors (cannot work in silos) – must be an integrated approach, but there is a need for correct incentives (and penalties) to be put in place and for adequate budgets – environmental fiscal reform.
- More help needed on: benchmarking performance, securing policy coherence, education, developing data bases and natural capital accounting systems, and developing mechanisms to work with finance ministries.

1.5 Outline of the SEA and green economy workshop

The full agenda is provided in Appendix 1. The first day comprised mainly presentations and discussion of these. The second day was entirely debate and discussion in working groups and plenary sessions.

The key agenda items on the first day included:

Item 1: An introductory session on SEA and how it relates to green economy

Item 2: A brief outline of how SEA is used by *the African Development Bank*

followed by several country case presentations:

Item 3: Zambia (tourism)

Item 4: South Africa (wind and solar)

Item 5: Namibia, South Africa and Angola (Benguela current)

Item 6: Tanzania (mining)

Item 7: Mozambique (coastal zone)

Item 8: Common issues arising from case presentations

In section 4 of this report, a summary of each case presentation is provided plus a summary of points made in discussion of each case. The full powerpoints can be downloaded from www.seataskteam.net.

On the second day, discussions covered:

Item 9: Drivers for applying SEA to GE initiatives

Item 10: Key constraints to using SEA to support GE

Item 11: What is needed to promote SEA uptake for GE and recommendations

**2 Agenda item 1:
INTRODUCTION TO SEA AND ITS ROLE IN GREEN ECONOMY**
(Barry Dalal-Clayton and Peter Croal)

During the last century, the world has seen rapid growth in economic activity, but this has resulted in breaching some ecological limits – with, for example, loss of biodiversity and deforestation, soil erosion, pollution, and climate change. Integrating environment into development policy, planning and investment has never been more urgent, eg climate-proofing infrastructure and agriculture, making industry water-efficient and clean, tackling environmental deprivations of poor people. To achieve the transitions promised by the green economy concept requires that environmental, social and economic concerns are fully integrated in policy-development, planning, decision-taking and development investment-making.

A wide array of tactics, tools and approaches for such integration is available – covering the provision of data and information, deliberation and engagement, and planning and organising. Amongst these, SEA has emerged over the last 20 years as one of the most prominent processes for such mainstreaming. Its potential to play a key role in both advancing the green economy ideal and realising the MDGs is increasingly being recognised. It can be used to stress test a green growth initiative to more thoroughly assess the sustainability parameters.

SEA is an umbrella term for a range of analytical and participatory approaches that aim to integrate environmental (and linked social and economic) considerations into policies, plans, programmes and mega projects assess their potential development effectiveness and sustainability. It can play a key role in all the stages of developing and implementing such initiatives. SEA is distinguished from EIA which operates at the level of individual projects (Table 1).

Table 1: SEA and EIA compared

EIA	SEA
Applied to specific and relatively short-term (life-cycle) projects and their specifications.	Applied to policies, plans and programmes with a broad and long-term strategic perspective.
Takes place at early stage of project planning once parameters are set.	Ideally, takes place at an early stage in strategic planning.
Considers limited range of project alternatives.	Considers a broad range of alternative scenarios and addresses trade-offs.
Usually prepared and/or funded by the project proponents.	Conducted independently of any specific project proponent.
Focus on obtaining project permission, and rarely with feedback to policy, plan or programme consideration.	Focus on decision on policy, plan and programme implications for future lower-level decisions.
Well-defined, linear process with clear beginning and end (e.g. from feasibility to project approval).	Multi-stage, iterative process with feedback loops.
Preparation of an EIA document with prescribed format and contents is usually mandatory. This document provides a baseline reference for monitoring.	May not be formally documented.
Emphasis on mitigating environmental and social impacts of a specific project, but with identification of some project opportunities, off-sets, etc.	Emphasis on meeting balanced environmental, social and economic objectives in policies, plans and programmes. Includes identifying macro-level development outcomes.
Limited review of cumulative impacts, often limited to phases of a specific project. Does not cover regional-scale developments or multiple projects.	Inherently incorporates consideration of cumulative impacts.

There is growing uptake around the world: over 60 countries at all levels of development (including all 25 EU member states) now have legislation, policies, directives or regulations prescribing the application of SEA, and many more are introducing it as part of their policy toolkits.

There is no single approach or one-size-fits-all approach to SEA. It needs to be tailored to the context, depending on, for example, whether it is being applied to an abstract policy or concrete plan, the time and data available, whether it is addressing the environment only or is dealing also with social and economic dimensions in an integrated manner, and how it can be 'fitted' to support a country's policy and planning processes.

A range of techniques can be used to undertake an SEA including literature review, various analytical Techniques (eg scenario development, mapping, risk assessment, modelling), expert judgement approaches, and applying consultative tools – all well described in SEA literature.

Whilst there is no recipe approach for SEA, at the level of plans and programmes, the approach often involved basic steps including:

- establishing the context,
- implementing the SEA (collecting baseline data, scoping in dialogue with stakeholders, identifying alternatives and their impacts, identifying options for mitigation and compensation, arranging quality assurance of the assessment)
- informing and influencing decision-making, and
- monitoring and evaluation.

Ideally these steps would be fully merged with the planning and decision-making process, but usually it is necessary to find optimal ways for the SEA to feed into key steps in such planning and decision-making

To date, very few, if any SEAs have been labelled as being specifically for green economy purposes. But an increasing number of SEAs are addressing issues relevant to green economy transition. There are two key roles for SEA in green decision-making:

- *Providing for 'green' information* – through the description of the environmental baseline, the identification and evaluation of different options in terms of their environmental impacts, the determination of impact significance for each of them and the depiction of ways to avoid, minimize, mitigate or compensate remaining impacts and the formulation of recommendations.

Greening within SEA may be addressed through different methodological approaches. Different environmental components (eg air, water, flora, fauna) are often assessed in different ways, based on, eg quantitative and qualitative methods and techniques.

SEA offers a process that enables 'green' aspects to be considered more systematically in policy, plan, programme and project-making (PPPP) – through providing for a systematic and participatory decision-support process that can either accompany or structure the underlying PPPP..

- *Greening outcomes through SEA.* SEA is needed as PPPPs often tend to give insufficient consideration to 'green' aspects. It aims to lead to changes to or in a PPPP or even a related PPPP. Changes can be either direct (eg in the design of the PPPP or environmental management commitments/conditions) or indirect – in the medium to long term (eg leading to changed attitudes or values of those involved in the process, or changes in established routines of institutions).

SEA can be applied to green economy in a number of context, eg to

- Existing policies, plans & programmes (PPP)
- Where there is no underlying PPP – where it can perform a critical role in informing early thinking and development of PPP (EIA for projects)
- Climate change & low-carbon growth initiatives
- Sustainable transport
- Waste management, water & sanitation
- Ecosystems & sustainable use of biodiversity
- Sustainable agriculture, food production & supply
- Green energy (eg solar, biofuels)
- Trade

A number of SEA cases studies presented at the workshop are discussed in Section 4.

Discussion of presentation

Some participants expressed a view that there is little difference between EIA and SEA and asserted that EIA also addresses cumulative effects and alternatives. Others confirmed the majority view that SEA does indeed focus strongly on alternatives and cumulative impacts that EIAs of individual projects seldom do - often because their proponents are unwilling to pay for assessments of other initiatives. At a policy-level (which is a fuzzy process), EIA is an inappropriate tool and it is necessary to place considerable attention address institutional issues and capacities – as evidenced by recent World Bank studies. It was pointed out that SEA provides a way of streamlining EIAs (and saving on costs) by dealing with higher level issues and helping to focus more clearly what specific issues individual project EIAs should focus on.

In answering another question, it was confirmed that whilst some SEAs may (of necessity or with good reason) focus mainly on environmental issues, in the main SEA is an integrative process which also addresses linked social and economic concerns.

3 **Agenda item 2:** **SEA AT THE AFRICAN DEVELOPMENT BANK: PRACTICE AND PROGRESS** (Justin Ecaat)

The need to apply SEA is included in a number of AfDB policies, notably the Environment Policy. It is requirement of the Bank's environmental and social assessment procedures (addressed in Annex 1). Bank guidelines prepared in 2003 provide a stepwise guide for conducting SEA.

The Bank views SEA is a useful tool for promoting and maximizing opportunities for achieving sustainability and incorporating environmental and social considerations into decision-making for policies, sector plans and programmes at the national/regional levels. The application of SEA is also seen to enable moving beyond an initial focus on avoiding potential harm to enhancing the sustainability of interventions identified at the policy and sector levels. SEA is used as a tool for promoting public accountability related to environmental, and social impacts of policy and investment decisions. SEA plays an important role in promoting the early integration of environmental and social issues in the conceptual or planning stages of plans and programmes by focusing on broader environmental and social issues rather than on site-specific impacts.

In the Bank's new Integrated Safeguards system (ISS), the Bank seeks to make SEA mandatory for assessing impacts of "upstream" operations, such as budget support and investment programs, preparation of Country Strategy Papers and Regional Integration Strategy papers and for policy-based lending operations.

The Bank is also developing new tools to complement SEA such as a climate change screening tool to be applied to investments in sectors deemed most vulnerable to climate change.

Several cases of SEAs undertaken for Bank-funded regional programmes were highlighted.

- *Morocco Green Plan*. This examined wider issues relevant to integrated water resources management with implications to food security, adaptation of agriculture to climate change and sustainable growth of small farmers as well as improved management of the agricultural value chain with farmer involvement and capacity development.
- *SEA of the Greater Horn of Africa Initiative*. This initiative will support water resources development and management for livestock and agriculture with improvement of water management infrastructure at a regional scale in the horn of Africa, and improvement of the livestock infrastructures in the programme area (animal health, livestock management, marketing, etc.) Key issues examined by the SEA included: vulnerability to climate change water scarcity, , natural resources (soil, vegetation), crops, overgrazing, flooding, drought and drying up of water wells, conflicts over land and water resources, and watershed management to reduce erosion and protection of water points.
- *The Twake Multi-purpose Dam Development Program in Kenya* involving construction of a dam for water supply, irrigation and power production.
- *The Congo Basin Ecosystems Conservation Support Programme* with components on biodiversity conservation, climate change and promotion of livelihoods for people living around protected areas.

The Bank faces a number of challenges in applying SEA. There are also opportunities/entry points for promoting application of SEA in the Bank, including:

- updating the SEA guidelines during the upcoming ESAP revision/update (this will align with the green growth debate);
- the Bank's Long Term Strategy (LTS) which has embraced green growth;

- the Bank’s “Green tools” (Green Growth Framework, Climate Change Action Plan, and Climate Screening tool) which will support SEA and green growth;
- country-level green growth strategies will support national SEA application;
- the continuing SEA and green growth discourse (eg; promoted by the SEA Task Team).

Discussion of presentation

The Bank’s new Integrated Safeguard system (ISS) will make SEA mandatory for bank-funded projects. The AfDB is increasingly supporting large regional integration programmes with a wider environmental and social footprint – often where there is an increasing bio-capacity deficit.

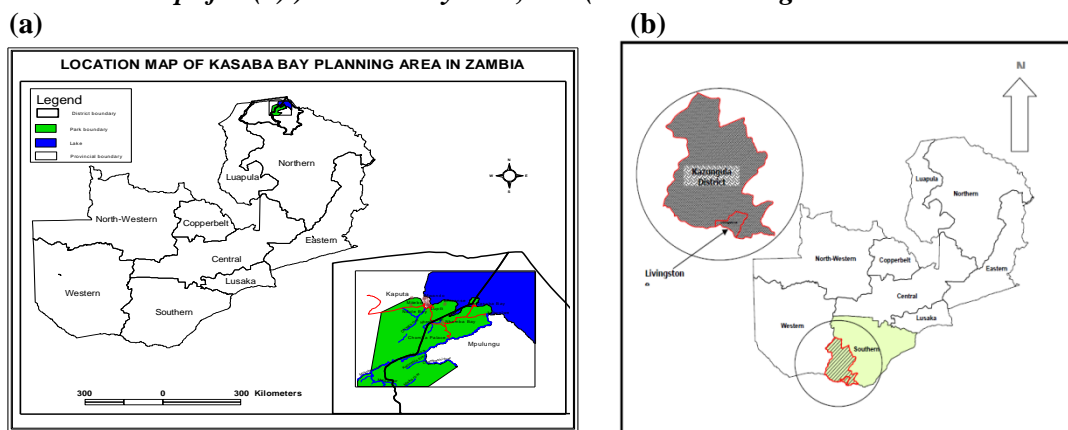
4 SEA CASE STUDIES

4.1 Agenda item 3:

Zambia: SEAs for Kasaba Bay Tourism Development Project and Greater Livingstone Tourism Area Action Plan (TAAP) (Mwiche Kabwe)

These two linked SEAs were undertaken in 2009 at a cost of USD 115,000 and funded by the Environment Council of Zambia (now Zambia Environmental Management Agency). The Kasaba Bay Area is located in northern Zambia adjacent to Lake Tanganyika (Figure 1a), and the Greater Livingstone area lies in the south of the country along the Zambezi river (Figure 1b).

Figure 1: Location maps for (a) Kasaba Bay area, and (b) Greater Livingstone area



Need for SEAs

The Government of the Republic of Zambia planned to unlock investment opportunities in the northern circuit (Northern and Luapula Provinces) to open up more intensive tourism. This is in accordance with Government's policy of diversifying tourism development from the traditional tourism destinations of Livingstone, South Luangwa, Lower Zambezi and Kafue National Parks which offer mainly wildlife products. The northern circuit is endowed with water-related, cultural and natural heritage resources. The Kasaba Bay Tourism Development Project (KBTDP) (called a project but actually an area development programme) was to act as first step towards opening up the Northern circuit. In addition the Government also embarked on the process of drawing up a Tourism Area Action Plan (TAAP) for the Greater Livingstone (Livingstone and Kazungula Districts). The development plan for Greater Livingstone identified land and development sites for tourism to allow for private and public sector investments.

The SEAs were therefore intended to inform the two proposed development plans to be in line with the Fifth National Development Plan (2006 - 2010) and National Policy on Environment (2007) which aim at sustainable wealth creation through diversifying the economy.

Main Activities

Both SEAs were carried by a multi-disciplinary team of experts through consultations with local stakeholders and review of policies. They also included site visits to each area and surrounding communities. The SEA studies started with awareness meetings for high level officials, planning meetings and constitution of technical teams. The technical teams then developed checklists (matrices) for the assessments. Three development scenarios were also assessed. The alternative solutions were introduced by stakeholders and considered on the basis of expert judgment through

scenario construction and forecasting. Preliminary impact and issue analysis was carried out for each of the alternatives proposed. The Assessment Phase considered the environmental, social, economic and developmental impacts of the proposed interventions.

Key Issues

The key issues surrounding the Kasaba Bay TDP included securing the tourism development resource, improved accessibility to the area, security of the area, settlements, waste management, disease burden, socio-economic benefits to the local people (Poverty alleviation) and accessibility to the project area and other related impacts.

The Greater Livingstone TAAP was subjected assessment of three scenarios: 1) business as usual, 2) investment in tourism facilities and 3) investment in a road by-pass. Scenario 3 was found to have higher social and economic benefits compared to scenarios 1 and 2, but would result in the highest negative impacts on the environment. In predicting and analyzing the outcomes of each scenario, various assumptions were made, including: stable political climate maintained in Zambia, Victoria Falls remains a world heritage site to maintain its attractiveness, and Livingstone remains a preferred tourism destination.

Key Outcomes:

- As a result of the SEAs, legislation has been enacted requiring SEA.
- Development projects in SEA the two sites are now being undertaken in accordance with SEA recommendations.
- All sectoral ministries are now required to develop environmental strategies

Discussion of presentation

In answer to a question, it was confirmed that the SEA did address the issues of roads and airports, but both required their individual subsequent EIA in which local people were employed and consulted. The SEA also addressed job creation aspects of tourism development, looking at all the areas where tourism infrastructure was planned and estimating the potential number of new jobs. Capacity building within sector ministries is required so they can recognise when SEA is required and develop guidelines (already in draft), but there is a need to raise awareness and ZEMA (and its predecessor, ECZ) have been working for some years on a plan to improve awareness through academia and decision-makers. Some SEMA staff have participated in training at IAIA and are undergoing training activities with Finnish Government funding.

Efforts were made to ensure linkages between the SEAs and integrated development plans for the areas concerned. It was recognised that there were transboundary issues in both cases (eg migration and security concerns), but the SEAs were only to address issues within Zambia.

4.2 Agenda item 4: South Africa – SEA for wind and solar generation (Rudolph du Toit)

Background

In response to the need to diversify the energy supply in South Africa, a White Paper on Energy was published in 1998 which identified the need for an energy mix including: nuclear, coal, hydropower locally generated and imported, open cycle gas turbine, imported gas and renewable energy sources. With respect to renewable energy, the Energy White Paper was followed in 2003 by the White Paper on Renewable Energy. This Paper sets out Government's vision, policy principles, strategic goals and objectives for promoting and implementing renewable energy. The Paper identifies a renewable

energy contribution target to the energy mix of 10 000 GWh (in the next 10 years, which was extended to 11 400 GWh in the Integrated Resource Plan (IRP). This figure represents approximately 4% (1 667 MW) of the estimated electricity demand for 2013 (41 539 MW) and 42% of the new build fleet for electricity generation capacity for the country over the next 20 years. The renewable energy requirement is to be produced mainly from biomass, wind, solar and small-scale hydro, and 30% of this energy contribution is to be generated by independent power producers who will be identified through the Renewable Energy Independent Power Producers Procurement Programme (REIPP). Government is currently seeking to introduce a total of 17 800 MW of renewable energy to the energy mix by 2030, of which 3 725 MW is to be procured between 2014 and 2016.

Prospective energy producers are required to bid for the opportunity to provide energy to the grid. Five bidding 'windows' have been identified until August 2013 of which two have closed. In order for a prospective applicant to submit a conforming bid, the applicant must be in possession of a positive authorisation issued in terms of the Environmental Impact Assessment regulations as promulgated by the Department of Environmental Affairs (DEA). By the close of the first bidding window in November 2011, 97 Environmental Authorisations had been approved for renewable energy projects representing approximately 10 454 MW. An additional 76 projects were authorised between 4 November 2011 representing a further 7 323 MW. In total 173 projects have been authorised for the two bidding windows representing in excess of 17 777 MW, which is very close to the total renewable energy target for 2030.

The second bid window identified an additional 19 preferred bidders in May 2011, representing a further 1 043.9 MW. Collectively the 47 projects represented a potential capacity of 2 460MW, leaving 1 265 MW still to be allocated between June 2012 and August 2013, of which 100 MW have been set aside for small-scale projects of less than 5 MW. After the finalisation of the first stage of the REIPP, an additional 14 075 MW are still to be allocated until 2030. Based on the current MW per project, this will result in an additional 339 renewable energy projects. In total, it is therefore projected that 386 renewable energy projects will be built between 2013 and 2031.

Need for a SEA

Through the process of approving the 173 renewable projects, to date, certain issues have been identified which are of concern to the DEA. The major issues have been identified as:

- There is a significantly large over-supply of projects;
- Significant resources are being spent and in the future will be spent on undertaking and assessing environmental impact assessments for projects which will not be realised;
- Each project submitted has been through a public participation process, that - should the projects not be successful in the bidding process - will have unnecessarily raised concerns of interested and affected parties that may create participatory fatigue;
- Often wind energy projects are not well received by the surrounding community and several appeals have been lodged against current applications. These appeals must be considered by the DEA even if the projects were not successful through the bidding process, this adds to participatory fatigue and wastes further resources whilst processing the appeals;
- As applicants are not assured of being successful in the bidding process, the information provided through the EIA process is not final and is often based on desk-top studies. This could undermine the EIA process and may require additional resources to be spent in reassessing information once it becomes final which puts the project at risk of appeal;
- The rollout of the energy grid requires separate authorisation which requires additional environmental assessment. This, in turn, requires additional finances and human resource capacity to review and consider the grid applications;

- The assessment of cumulative impacts of several projects in one area is not considered since applicants do not feel that they alone should be held accountable for determining the impacts of other projects in the area when there are several applicants. These projects are very large and several projects in close proximity could, *inter alia*, create a visual impact; and
- The current siting of these large projects has not been informed by strategic policies or plans. This may lead to an uncoordinated scattering of projects which will not represent the best environmental or cost-effective solution for wind energy in South Africa.

In order to address these issues and to ensure that the rollout of these very important renewable energy projects is facilitated in the most effective and efficient manner, the DEA has been mandated to carry out an SEA. It has commissioned the Council for Scientific and Industrial Research to undertake the SEA work.

Its primary aim is to identify corridors/Renewable Energy Development Zones (REDZs) that are the most suitable for the rollout of wind energy projects and the supporting grid network. This will be undertaken considering a full assessment of environmental and social issues associated with this activity. All aspects must be considered at a level which will allow the DEA to dispense with the requirements for a scoping and environmental report to be provided for the activity based on certain conditions or adherence to certain identified site specific criteria.

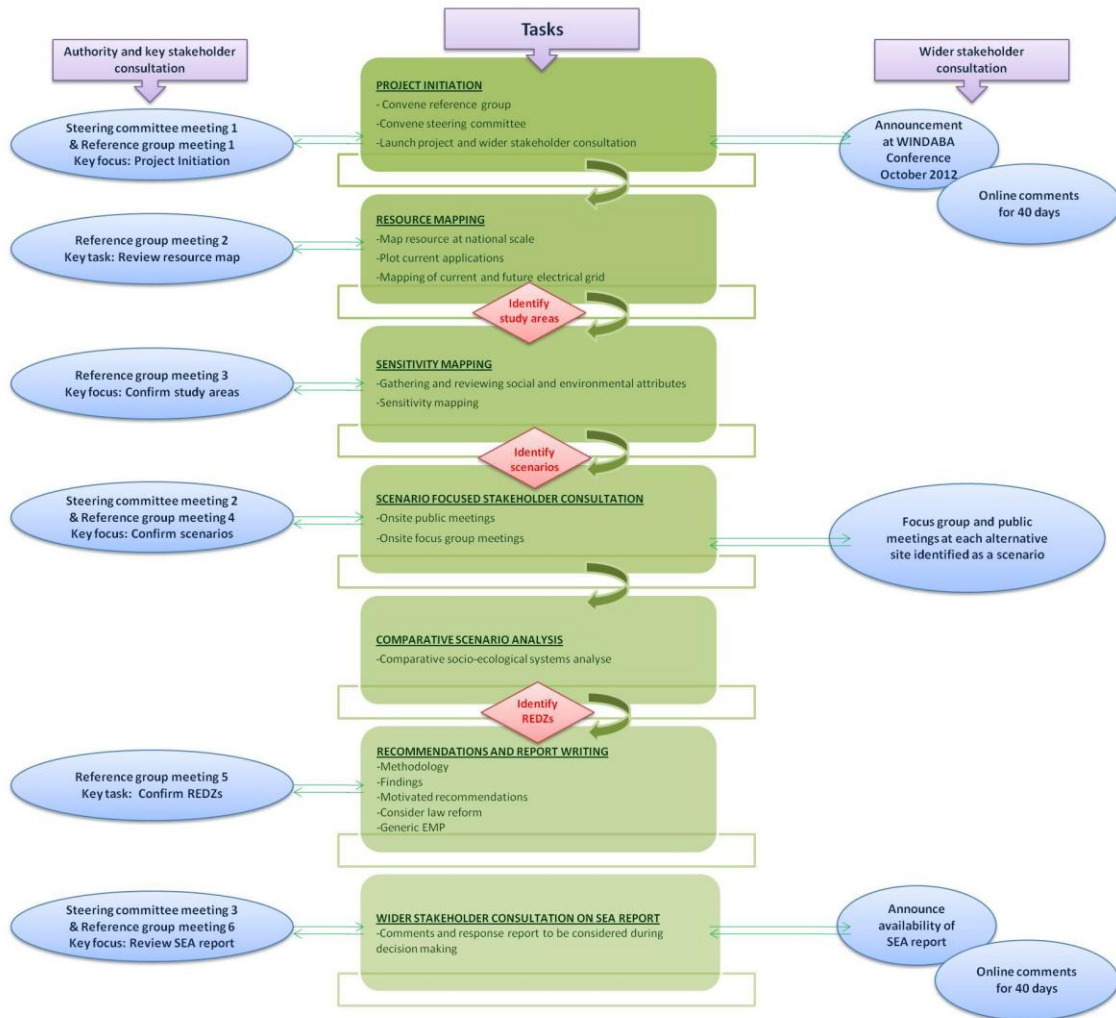
Methodology

Figure 2 shows the methodology to be followed for the SEA. The conventional method of identifying and assessing the state of the environment and opportunities and constraints posed by individual, separate environmental components fails to account for critical strategic issues resulting from the interaction between social, economic and bio-physical environmental system variables; i.e., it fails to effectively address the sustainability imperative implicit in SEAs. The CSIR will employ a novel approach, to avoid this shortcoming, by constructing a *socio-ecological system* (SES) model/depiction of scenarios in its greater environmental context. Using SESs, a comparative assessment will be conducted to identify the most beneficially sustainable scenarios (i.e. areas/zones of wind energy development). This will be done through transdisciplinary workshops involving key specialists. Such an SES depiction will represent the various environmental, social and economic variables comprising the system in which the strategic direction of the Solar PV/Wind energy development zones, or Renewable Energy Development Zones (REDZs) must be charted. It will also show the positive and negative feedback loops/relationships connecting these variables. Clearly identifying these feedback loops enables an accurate description of the opportunities and constraints as well as environmental fatal flaws – which may not be evident through traditional reductionist approaches to Environmental Assessments.

Discussion of presentation

It was commented that new research shows that a high voltage lines kill one large bird/line km/yr. Social issues – including job creation opportunities – will be addressed when SEA is underway, but South Africa lacks technical competence for RE projects. Many SEAs undertaken in South Africa tend to be descriptive and full of data – like be State of the Environment report. Through using a causal link diagram approach, it is aimed to focus on the key issues and where interventions are required. Public participation in this exercise will be essential, but some issues will be qualitative and therefore difficult to assess. The Western Cape government has established an institute to train people on wind turbine maintenance. Following the SEA, individual projects will be required to compile an EMP, but the complete absence of EIA is a concern. In South Africa, a typical EIA costs about R1 million, whereas an SEA costs about R5 million. ESKOM's current conventional power generation sources are getting old and so alternative sources of energy are needed for the future.

Figure 2: Diagrammatic representation of the proposed SEA methodology



4.3 Agenda item 5: Angola, Namibia and South Africa - Benguela current Large Marine Ecosystem SEA (Peter Tarr)

Introduction

Many project level EIAs have been conducted for large and small projects in all the Benguela current Large Marine Ecosystem (BCLME) countries (Angola, Namibia and South Africa). Since most were done in isolation of each other, the cumulative impacts of many projects being implemented at the same time, or in sequence, are not known.

The Benguela Current Commission's vision for the BCLME is "an ecosystem that is sustainably used and managed, conserved, protected and contributes to the wellbeing of the people of the region", The Commission has initiated an SEA of the BCLME, which is currently in the scoping phase.

All three BCLME countries are showing relatively strong economic growth (ranging from 3-7% per annum). There is also escalating retail and industrial activity in landlocked countries within the SADC Region. So it is expected that urban developments along the coastline will increase rapidly, together with port expansions, shipping, offshore mining, industrialization projects, seawater desalination and on-going exploration for and production of, oil and gas. Moreover, most of the larger river catchments will likely become more developed (e.g. dams, hydro schemes, irrigation, mining and urban developments), resulting in less and lower quality freshwater entering the ocean. It is expected that there will be modest growth in the mariculture, fisheries and tourism sectors whilst escalating investment in lifestyle developments will contribute to the growth of coastal towns and villages in all three BCLME countries.

There seems to be general consensus that all current threats to the BCLME are likely to increase in the future. These include:

External threats:

- Climate change (influencing intertidal and marine life, environmental variability, sea levels and sea surface temperature),
- Land degradation and deteriorating ecological functioning in catchments which support rivers that drain into the ocean (particularly the Orange-Vaal, Kunene, Cuanza and Congo),
- Marine pollution from shipping.

and *internal threats:*

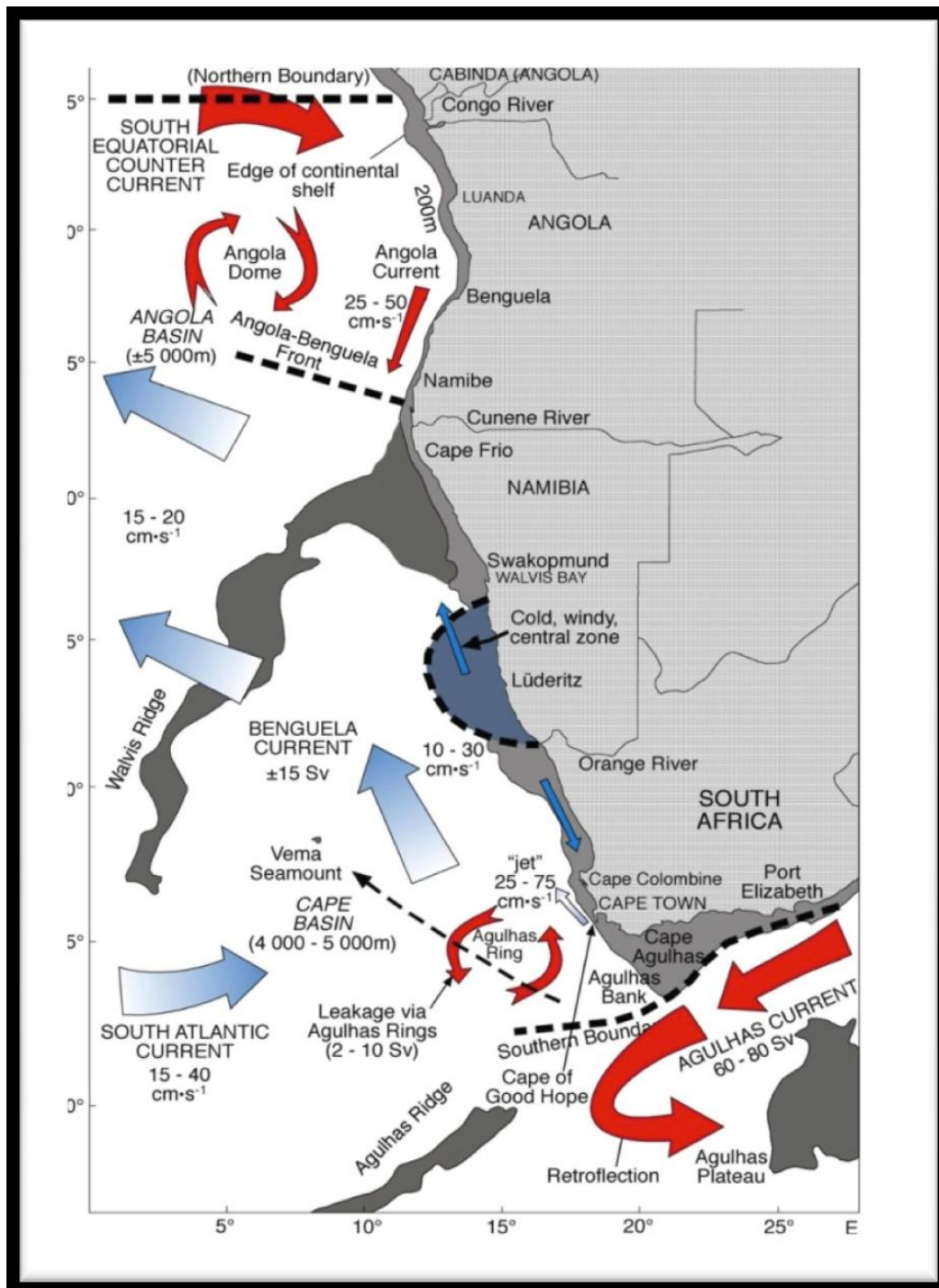
- Onshore, offshore and deep sea mining activities together with inadequate fisheries management.
- Marine Pollution - growing in complexity and intensity - is linked to all sectors (but particularly industrial activity, oil and gas exploration and production, shipping, seawater desalination and urban expansion).
- Inappropriate and/or poorly planned/managed coastal development, which alters coastal structures and processes and places escalating pressure on intertidal resources, freshwater, terrestrial biodiversity and air quality.
- The introduction and spread of alien invasive species,
- Inappropriate recreational activities (including angling, off road driving and cetacean watching boat trips).

The Terms of Reference for this SEA Scoping study stated that there is a need to:

- prevent, reduce and control degradation of the marine environment so as to maintain and improve its life-support and productive capacities;
- develop and increase the potential of marine living resources to meet human nutritional needs as well as social, economic and development goals; and
- promote the integrated management and sustainable development of coastal areas and the marine environment.

To achieve the above, the SEA will provide an understanding of the cumulative impacts of current and likely future developments, against a backdrop of regulatory, institutional and decision-making processes. The SEA will develop a Strategic Environmental Management Plan that will include a scientifically-based strategy to monitor and assess the changing states and health of the ecosystems by tracking key biological and environmental parameters, and alerting decision-makers to the need for management actions. It is expected that the Scoping Phase will be concluded in early 2013, and that the Benguela Current Commission will thereafter look for the resources to initiate the full SEA.

Figure3: Map showing main features of the BCLME



Discussion of presentation

The BCLME embraces a range of conservation areas (national parks and marine protected areas), The area between the Northern Cape and Southern Angola is a continuous protected area covering all three countries and protecting the Namib desert. It is expected that agreement probably can be reached between the three countries on small, non-confrontational issues, but they may be more resistant to other proposals and strategic decisions. The SEA is a negotiated process and will take time, especially to develop the strategic environmental management plan. So, overall, the SEA process may require 3-4 yrs, but it could be a powerful tool. Key issues in the region include the political economy and the management of biodiversity which the SEA needs to address through involving stakeholders at appropriate levels of authority - so that decisions are taken at right level. Deep water ports in the area include Saldanha, Walvis Bat and Luanda. But these tend to become silted up and the dredge spoil needs disposing. There is a challenge to require developments to stop while the SEA is being undertaken, eg with phosphate mining. There are high levels of lobbying to place a moratorium on phosphate mining during the SEA. There has already been some pressure from lobbyists and stakeholders, but the real battle (especially regarding seabed mining) will be during the SEA

4.4 Agenda item 6: Tanzania (mining sector SESA) (Peter Nelson) ¹

The World Bank is providing US\$ 50 million of credit to Tanzania (IDA Credit 4584-TA) to support the Sustainable Management of Mineral Resources Project. This aims to strengthen Tanzania's capacity to manage the mineral sector; to improve benefits for Tanzania and Tanzanians, and enhance private investment - spurring local economic development, reducing conflict, improving management of environmental and social issues, and increasing growth and enhancing competitiveness in the mining sector. Project components include:

- a) Improving the benefits of the rich mineral sector (Figure4) for Tanzania: artisanal and small-scale mining, local economic development planning, and skills development;
- (b) Strengthening governance and transparency in mining;
- (c) Stimulating mineral sector investment; and
- (d) Project coordination, management, and monitoring and evaluation.

A strategic environmental and social assessment (SESA) of this project was conducted between July and December 2012. It was commissioned by Tanzania's Ministry of Energy and Minerals (and remains work in progress) as a requirement of the World Bank's safeguard policies and also to satisfy Tanzania's environmental regulations. The findings of the SESA are being considered by MEM and are due to be published in early 2013.

The objectives of the SESA were to:

- establish the interests and concerns of stakeholders in the minerals sector in relation to current environment, social, economic and institutional issues in the sector; and
- provide recommendations and guidance on: (a) improving environmental, social and local economic performance under existing legislation and regulatory procedures; (b) introducing institutional reforms; and (c) improving governance and social accountability.

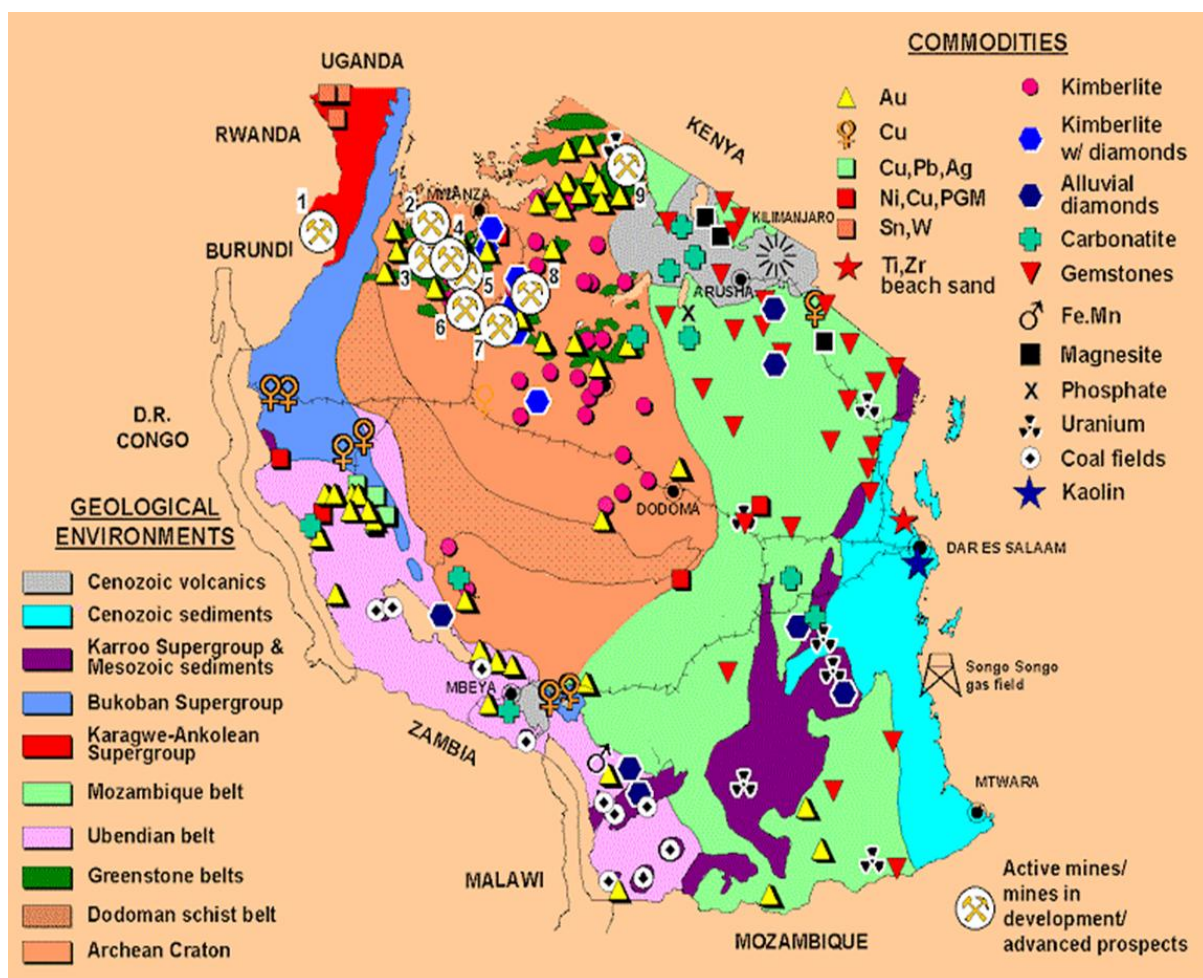
¹ This summary is based on a presentation made by Peter Nelson an individual capacity as SESA team leader, with the knowledge of the SESA commissioning authority – the Ministry of Energy and Minerals (MEM) of Tanzania. Statements in this summary do not necessarily represent the views of MEM or the consultancy consortium.

Between 1997 and 2007, mineral products rose from 1% (\$27 million) to 52% (\$1003 million) of all Tanzania's exports in value – and at an annual growth rate of 13.74% between 1999 and 2009. But over the same period, the contribution of mineral production to GDP remained around 2.7%. However, in the last three years mineral production has increased to 4.6% of GDP

12,000 - 24,000 people are employed in large scale mining, while estimates of those engaged in small scale and informal mining range from 600,000 – 800,000.

A number of legislative instruments are in place regarding mining. The Mining Act (1998) replaced by the Mining Act (2010) and the Mineral Policy (2009). The Minerals Environmental Action Plan (2011-2016) identified 8 key issues with priorities and associated indicators: water and soil pollution; land degradation; air pollution; disturbance of biodiversity; climate change; earthquakes, flooding and landslides; radioactive minerals; and unsecured mine closures.

Figure 4: Tanzania's mineral resources



Mining involves several stages: reconnaissance; exploration and feasibility assessments; mining and production; processing and refining; mine closure and rehabilitation, and is associated with trading and value addition.

The SESA involved five key steps (Box 1)

Box 1: Steps in SESA of Sustainable Management of Mineral Resources Project, Tanzania

Inception phase and situation analysis;

- Stakeholder Interviews
- Review of Environmental and Social Scoping Report
- Progress on SMMRP
- Literature Review
- Study of Institutional framework and decision-making processes
- Situation analysis identifying key stakeholders' environmental and social priorities
- Key institutional, policy, legal, regulatory and capacity constraints in management of minerals sector
- Preparation of Inception Report

Stakeholder analysis;

- Examine the role and capabilities of the different actors in the Minerals sector,
- Preparation of a Progress Report

Regional stakeholder workshops – with specific objectives to:

- Prioritise environmental, social and economic issues;
- Review strategic options and alternatives;
- Develop a policy matrix and action plan
- Develop indicators

Action planning – a national workshop

- Establishing the views of stakeholders on priorities;
- Creating a Policy Matrix outlining goals, targets, timescales, resource requirements, action leaders or 'champions' and other key players, and indicators for measuring success or failure.

Reporting

The SESA relied entirely on secondary data and evidence obtained from a detailed literature review, combined with the views of stakeholders. A key element was a process of discussion with stakeholders and validation of their own opinions through a series of regional workshops followed by a national debate. The SESA represented a high level examination of current environmental and social issues in Tanzania relating to mineral development. It notes that recent legislation (Minerals Policy 2009 and Minerals Act 2010) is comprehensive and embraces global standards for sustainable mineral development but concludes that the major challenges for Tanzania lie in effective implementation of the policy, act and regulations.

The SESA made a number of key recommendations:

Finance:

- Explore ways of retaining a bigger share of financial development within the country
- Review the balance of finance retained at national and district level
- Introduce (EITI) transparency initiatives at District level

Institutional structures

- Review relationships and roles of national MDAs in delivering mineral policy objectives
- Strengthen the delivery mechanisms in mining areas

Community planning

- Give communities in mining areas the resources they need to adjust to mining and post-mining development
- Prepare land use and resettlement plans

Forward planning

- Focus attention on small scale mining areas
- Introduce spatial planning for mining districts
- Support plans with SESA
- Improve mine authorisation processes

Awareness-raising and skills - specific recommendations were made for all key themes, eg

- Need health risk guidance
- Develop entrepreneurial skills
- Provide advice to Parliamentarians
- Strengthen effective media presentations

Monitoring, evaluation, enforcement

- Implement legislation

Discussion of presentation

The SEA team tried to work with national CSO networks. It would have liked to have done more, but time, distances involved and competing interests meant that this was impossible. The Tanzanian government wants small and artisanal miners to form associations (rather than unions) so that they can provide more technical input/support and have better control.

It was difficult to undertake this SEA in the limited time available without compromising the quality of the work. It was particularly difficult because most key people were away at time of meetings, and so different sets of people participated in different meeting. The number of women attending workshops varied from place to place, but it was difficult to get women to speak openly. Of those that were involved, some were very sensitised to the issues and managed to express their concerns about key issues. The SEA cost about \$150,000 for a four-person team over a six months period (not continuous). Building SEA capacity amongst local team members is difficult to do in a short time frame.

4.5 Agenda item 7: Mozambique – SEA of the Coastal Zone (Erasmio Nhachungue and Luciana Santos)

Mozambique's coastal zone resources are under increasing pressure, particularly in the north of the country, due to recent hydrocarbon exploration activities. The lack of resource use planning in this zone and the destruction of natural and cultural heritage due to a range of other development activities (eg mining, port development, new roads, fisheries and tourism) could increase the potential of conflict. The government recognised the urgent need to reconcile rapid economic growth with the maintenance of biological and ecological processes and well-being of coastal communities. In 2010, with donor funding, the Ministry for the Coordination of Environmental Affairs (MICOA) commissioned consultants to undertake an SEA for the Mozambican Coastal Zone ². (cost: US 2 million). The key objectives were:

² In Mozambique, the coastal zone is defined as all the coastal districts (41) distributed along 2700km of coastline, from their inner administrative boundary to 12nm out to sea.

- To provide a tool to improve land planning for the coastal zone;
- To minimize the potential conflicts between key sectors exploring the coastal resources by providing guidelines for implementing investment projects: mining, oil and gas, tourism, fisheries transportation infrastructures and ports;
- To promote sustainable development of the coastal zone, assuring that new developments are undertaken, taking in consideration both the coastal communities livelihoods, ecosystems services and biodiversity conservation.

Methodology

The SEA involved desktop baseline studies and institution and legislation review, field work at district level, meetings with key ministries (tourism, transport, fisheries, mineral resources) and stakeholders, and regional workshops

Following a government directive which focuses on the districts as the unit for development, **environmental profiles** were prepared for each of the 41 coastal districts. These included both a narrative description of the main biophysical and socioeconomic characteristics and maps, and a chapter on opportunities and challenges for the development of each district.

A **coastal diagnosis** highlighted the main key features of the coast and mapped the main activities of the key sectors. Four geographic areas of greatest concern were identified – where conflicts between sectors have been detected, big investments and projects are foreseen for the next 5 years, and where biodiversity conservation is a key issue for the sustainability of coastal resources and livelihoods. There is a diversity of public institutions, with overlapping mandates in the coastal zone; implementation of legal instruments is weak and monitoring ineffective.

Three **development scenarios** were considered: a) maximum exploitation of coastal resources; b) maximum conservation of coastal resources and c) an intermediate scenario – which was found to present the best option for coastal development.

Outcomes

Guidelines were developed to help achieve the preferred intermediate scenario: i) institutional and legal guidelines; and ii) planning and management guidelines. A monitoring and evaluation plan will be drafted to help in their implementation.

Specific sector recommendations were also prepared (hydrocarbon, mining, ports and transport, tourism, fishing, and nature conservation) and four priority areas identified (Palma and Mocimboa da Praia; Zambezi delta; Govuro, Inhassoro and Vilankulo; and Matutuine) (Figure 4).

Preliminary results

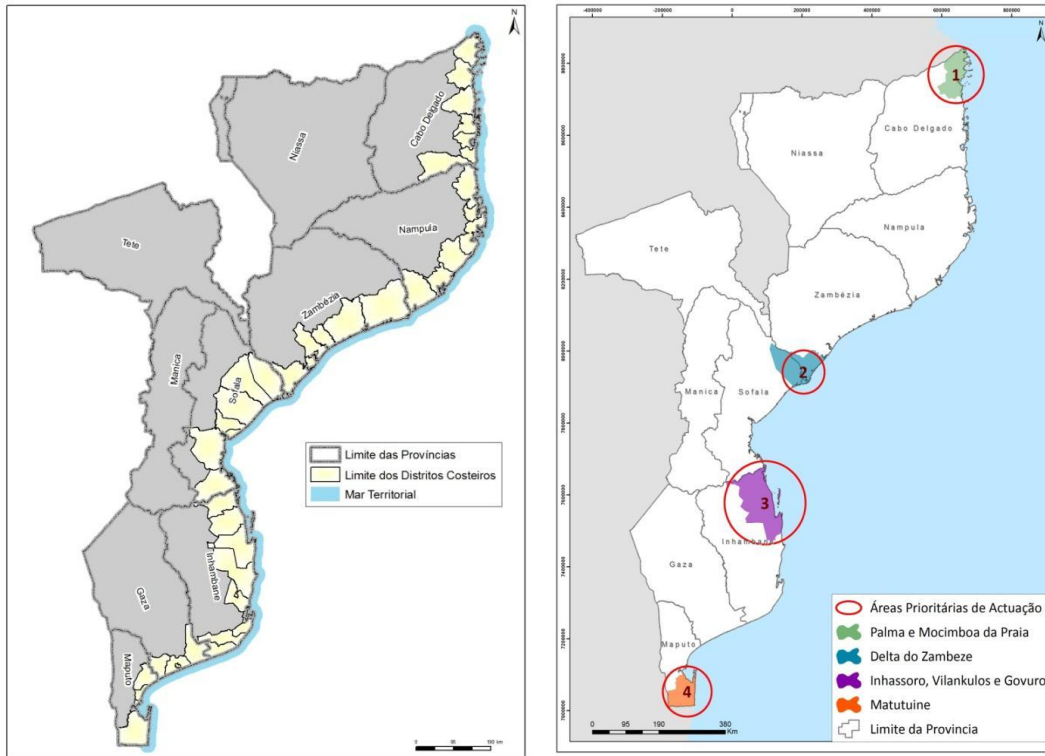
The preliminary report was well received by the key ministries amongst which there was consensus on the value of SEA for planning. Legal experts will determine the format for incorporating the guidelines and recommendations in the legal framework so that they can effectively influence decision-making processes and be used by sectors in preparing new plans and policies.

Key constraints and challenges

- This was the first SEA exercise of this dimension in the country.
- There was no formal plan, strategy, policy for the coastal zone of Mozambique.
- Different sectors acting on the coastal zone, each with their own strategy and or plan.
- Fragmented governance, insufficient coordination among institutions and sectors, weak public involvement.

- Absence of updated and systematized information on coastal resources and ecosystem services.
- Need to adapt the SEA document to an effective tool to rapidly help the planning and management of the coastal zone.

Figure 4: (A) Coastal zone districts, and (B) priority areas



Discussion of presentation

It was confirmed that the role of MICOA is to conduct the SEA process and to the required standard. The marine area starts at 100m from high water mark. There are still very few problems regarding piracy, but offshore operators monitor regularly. There was insufficient time to undertake an economic evaluation of ecosystem services. But economic analysis will soon be done for the four priority areas.

4.6 Agenda item 8: Common issue arising through cases studies

In plenary debate, participants identified the following common issues that emerged through the case presentations:

SEA approach

- There is no one size fits all for SEA
- Need to ensure monitor of influence and progress after completing SEAs
- Timing is important –SEA should be undertaken before implementation of green economy initiatives.

Governance

- Weak institutions, coordination and cooperation;
- How to secure high-level political buy-in needed for SEA to be effective, especially when many different interests are in play.
- Need to keep leaders reminded of promises – SEA can help institution-building.
- How to ensure ownership and country-driven SEAs. Multi-lateral development banks have their own conditionalities for SEA/SESA.
- Need to consider the institutional arrangements for delivering green economy

Potential to raise environmental awareness and build capacity

- SEA can contribute to raising attention to environmental issues/concerns and can increase transparency. Awareness of the essential role of SEA is crucial.
- How to build people's capacity? More capacity development is needed for both SEA and Green Growth
- Courses are needed that target environmental journalists to help raise broader awareness.
- Important to engage with communication departments of line ministries

Issues to be addressed by SEA

- SEA should be about more than just the environment – it should address social and economic concerns.
- Care is needed in SEA when assigning economic values to areas, particularly wilderness which tends to be under-valued. For example, much of the Namib desert is not readily accessible – even for tourism, but is rich in mineral resources. If existence and non-use values are not calculated (even though this may be difficult), then government is likely to opt to allow mining which generates huge revenues, but destroys the wilderness.
- Cross-reference to NAPA/NAP/LAPA & National communication report processes and climate vulnerability assessments
- Employment dimension
- Off-setting

Perceptions of and incentives for SEA

- It is important to understand how the private sector and civil society perceive SEA
- What is incentive for doing SEA? May be different for government and industries. This is an important issue in the green economy context

Stakeholder engagement

- Stakeholder engagement is critical, but how to engage communities meaningfully?
- SEA should be validated by communities & indigenous peoples, etc

Entry points for SEA

- Important to clarify entry points for SEA in promoting green economy
- SEA can be applied to donor country strategies
- The best contribution of SEA to green economy is to do what SEA is designed for – and to surface the things that people don't like to hear, enabling all voices to be heard. So just SEA but do it right.

Impacts of green economy

- What additional costs might be loaded on the poor to absorb green economy initiatives? The poor may not automatically be disadvantaged by green economy initiatives – depends on who provides resources.

5 DRIVERS AND CHALLENGES TO SEA APPLICATION TO SUPPORT THE TRANSITION TO A GREEN ECONOMY

Participants divided into four Working Group to consider the key drivers and main constraints to applying SEA to green economy initiatives. These were then presented to plenary sessions.

Agenda item 9: Drivers

- Need to improve planning for national development programmes
- Need for a tool to enable national planning processes to monitor environmental information, undertake effective scoping for initiatives, and to resolve conflicts
- Policy/legal requirements for SEA, including enforcement procedures
- Lending requirements (eg of MDBs) usually require SEA
- Increasing stakeholder pressure – from NGOS, environment agencies, and development agencies (ef Forest Carbon Partnership Facility requirements for SESA).
- High growth rates (rush for minerals, fish, gas etc.) makes the need for a strategic approach to environmental integration more clear (in the context of worsening environmental situation, including social component). In Zambia, for example, a biofuel producer directly approached to the Head of State to secure a concession No proper EIA was undertaken. Such problems provide a motivation for using SEA (in this case, it would point to areas where biofuel plantations could be considered, and where not);
- International commitments, ie Paris Declaration
- Need to manage natural resources sustainably and reduce risk and uncertainty arising, for example, from climate change, conflict or trans-boundary issues;
- Need to lend legitimacy to policy choices for the efficient use of resources and to maximise socio-economic requirements in an accountable transparent and integrated manner;
- Democratic right for social equity inclusiveness and participation, including inter-generational equity;
- Need to prioritise public spending and investment for sustainable infrastructure development and planning;
- Need to ensuring greener approaches, responding to new/emerging trends;
- Need to achieve resource efficiency and strike a balance between conservation and socioeconomic objectives;
- Need to overcome the limitations of EIA, and provide flexible instrument that easily accommodates GE;
- Cross-boundary issues, striking balance between social and economic choices;
- In countries emerging from conflict, green economy can be an opportunity – it has been taken up by both Sierra Leone and Rwanda.
- Need for increased country stability and reliability for private sector – they tend to invest in countries where there is a good standard of governance and stability. Large company investments tend to be in stable countries, not necessarily in those with the most minerals. SEA can be an important tool to achieve stability and good environmental governance.

Agenda item 10: Challenges/constraints

- Low levels of awareness of environmental issues (at all levels and in all quarters). Limited knowledge and understanding of role and benefit of SEA
- Confusion about how SEA relates to other tools (eg State of Environment reports) - need for more SEA success stories, and lack clarity between SEA and GG/GE concept.
- Need to foster collaboration between environment and other sectors, so that other sectors feel ownership for SEA as well. But SEA proponents/practitioners should take other instruments seriously and make links with them. They have their role to play.

- Lack of adequate political will to undertake SEA. Currently few high level officials and actors are aware that economic, social and environmental issues are closely connected. Political leadership is a necessary condition in successful uptake and implementation of SEA.
- How to link SEA with political decision making and integrate in political process
- It is challenging to integrate SEA in the political process which is often confidential and constantly changing. It requires SEA professionals to acquire new skills and capacities.
- Competing priorities of different stakeholders – some stakeholders have a low level of understanding/ or acceptance of SEA (eg private sector)
- SEA is an accepted concept whilst green economy is emerging. Need to put green economy in a proper context before applying SEAs which might result in inadequate incentives and political buy-in
- Inadequate, weak, poorly coordinated or lacking policy, legal and institutional frameworks in some countries to undertake implement, monitor and enforce SEA. For example, in Tanzania EIA is the responsibility of the National Environment Management Council, whilst SEA falls under Vice president office
- Inadequate monitoring of SEA may negate or reduce the value of SEA recommendations
- Inadequate capacity to understand, implement and monitor/evaluate SEAs and green economy issues at all levels of decision-making, coupled with inadequate awareness of SEAs including stocking taking of their impacts
- Financial constraints to undertake SEA
- Need to make a business case for SEA and link to other sector's interests
- It is not easy to measure success in SEA
- The word 'green' may be a challenge and may be considered a stumbling block by some people – it is sometimes interpreted as a brake on development - so maybe better to approach SEAs in context of SD
- There may be a perception that SEAs and green economy issues require extra time and cost
- How best to engage the media and enhance perceptions of SEA? – need good understanding to communicate to all actors, including local communities (need to simplify message and provide in local languages)
- Lack of 'champions' for SEA.
- Conflict of changing paradigms – there is confusion amongst some people about SEA should be to promote sustainable development, GG or something else;
- Need to create awareness and capacity on the concept of SEA and GG amongst stakeholders. SEA should be inclusive to all stakeholders. But stakeholder interests are dynamic. The challenge is to make SEA sufficiently flexible to deal with this dynamism. This relates to the challenge in SEA to produce binding recommendations on the one hand, yet be flexible to respond to an ever changing context and new insights.
- Need careful planning for stakeholder engagement, Must create trust with stakeholders, be consistent and provide feedback (stakeholders' concerns are often not adequately addressed).
- Misconception that SEA only relates to the environment and is concerned only with an environmental agenda.
- Need for cooperation between sectors – respecting their different views and perceptions, - need to create awareness of SEA in sectors
- SEAs need rapid data which sometime is not readily available – so SEAs can end up being more like baseline studies
- Most SEAs in Africa are done/led by non-African consultants.
- EIA experts 'pretend' they are also experts on SEA, but in practice different skills and competence s are needed.

6. Agenda item 11:

RECOMMENDATIONS FOR PROMOTING SEA UPTAKE TO SUPPORT THE TRANSITION TO A GREEN ECONOMY AND RECOMMENDATIONS

In further working group sessions, participants discussed how best to promote the use of SEA to enhance green economy objectives. These were presented and developed further in a plenary session

Discussions confirmed that there is growing political will in Africa to do things differently, especially with respect to the extractive sector. It was agreed that costly social and environmental problems arising from poor planning decisions must no longer be the status quo. There was also recognition that current and newly discovered hydrocarbon and mineral resources are vital for Africa's development for years to come. Oil, natural gas and minerals will remain critical to underpin Africa's efforts to meet its development objectives. However, there was a strong view that green growth methods and principles, coupled with the use of SEA, can be used – particularly in the extractives sector - to achieve development objectives that meet a multitude of stakeholder needs in a more sustainable fashion

In general, while a number of Sub-Saharan Africa countries offer promising opportunities for applying SEA in green economy, significant amount of sensitization for targeted government policy officers is required to ensure that the GE policies currently under formulation are subjected to SEA. The definition of GE was a constant feature of the workshop. \more clarity on this concept is vital to facilitate SEA application.

Key points included:

1. Priority should be given to establishing ***a strong business case for SEA*** - a short (say 2 page) briefing note, not guidelines), setting out clearly why SEA is important, how it related to green economy and other assessment tools and how it can help – with good concise evidence, what value it can add, etc. It is important to clarify what SEA can and cannot do, and where other instruments should be used. The case should indicate how SEA can help in finding opportunities for economic growth, and what the trade-offs are between economy, environment and social issues. The word SEA itself may be a problem as it might convey a bias to the environment agenda. Perhaps it will be best to avoid the name on the front page or in the briefing note. Careful consideration is needed in communicating the idea of SEA in the context of green economy/growth. A compelling business case will help to ensure that finance is available for SEA and to reduce environmental risks. The briefing note should be targeted at key actors involved in development decision-making and investment. It will be important to identify a range of African champion(s) willing to present the case for SEA, and to identify those who can act as ‘brokers’ between the different sectors relevant to green economy.
2. In support of such a briefing note and to illustrate how SEA works and helps, ***case studies are needed*** that illustrate their success in meeting objectives and influencing decisions/outcomes.,and also as a basis for capacity development A ***database of ongoing case studies*** should be developed and tracked, Benchmarking and sharing of SEA experience (both successes and failures) is essential – to help streamline processes, reduce costs, and to feed into capacity and awareness building to ensure buy-in across all key actors (eg environmental journalists, corporate organisations, civil society, parliamentarians, AMCEN, + e-learning).
3. Participants strongly urged ***that the SEA Task team should continue its work*** which has had significant influence in promoting and raising awareness of the modalities and benefits of SEA in African countries. It was recommended that the Task Team organise ***further regional workshops*** on SEA and green economy in Asia and Latin America, and then synthesis the learning from all three events.

4. It was also recommended that the Task Team should liaise with and support **National SEA Task Teams**. But the engagement needs to be expanded to a wide range of stakeholders (eg planners, finance people) through national round tables, and facilitating inter-ministerial knowledge sharing on SEA. Such national SEA Task teams could be seen as function in a similar way to national AIDS commissions and act as a focal point for promoting SEA uptake. These could organise a needs analysis (eg for training), identify existing programmes relating to SEA and GE and check gaps, coordinate the development of locally-relevant training programmes. There may be a requirement for technical support to such Task Teams. And south-south collaboration between them will be important. Such national Task Teams should promote in-country linkages between those responsible for SEA and green growth teams. They should also establish a high level dialogue on SEA and green growth – as a platform for exchange. This would need a simple and interesting communications product. The national task teams could help to establish links between SEA and green economy communities and experts in countries. Currently these tend to be isolation from each other. Such links will help to avoid duplication of effort - there are examples of different communities in the same country, more or less doing the same thing.
5. An initial step in a country might be to just **make a start** by identifying a green economy/growth initiative (preferably one being proposed rather one already under implementation) and secure agreement (find a way) to apply SEA to it to help its development. There is great value in establishing **pilot and demonstration examples** of SEA applied to green economy initiatives.
6. SEA needs to link to the operational demands of green growth by including a **focus on growth and green jobs creation** as well as other issues such as food security, vulnerability to climate change’
7. It will be important to **assess what stage individual countries have reached in transitioning to a green economy** as a starting point for determining how SEA might most effectively be employed to support the process.
8. Countries need to create a **state of readiness for green growth** and a systematic (step by step) plan to transition to a green economy.
9. Green economy/growth and SEA both need to **find a place on the agenda of the African Union and at regional levels**.
10. There will be great benefit from building the current workshop to enhance **regular exchanges of lessons learned and best practices** – both North-South and South-South exchanges.
11. A **professional network** (perhaps called the Network of African SEA Excellence) could be established on ‘Linkedin’ – to share experiences and enable debate.
12. It is essential to **link green economy directly to sustainable development (SD)**. Most African countries have ‘bought into’ the latter concept and have many effective SD initiatives. It is important to show how green economy/growth links to this and can support it. Linked to this, SEA should be promoted as a support process for sustainable development through mainstreaming environment in the finance and planning sectors with legislative backing. In this regard, **SEA should be incorporated in national budget processes**. Ministries of Environment should work with Ministries of Finance and Planning at a national level and ensure that sector ministries include provisions for undertaking SEAs in their budgets
13. **Capacity building and awareness-raising** is a key requirement in all sectors for both SEA and green economy/growth. Public awareness campaigns are needed targeting, for example, the media, high level decision-makers, and business for a), and to engage civil society to secure public support.

14. Need to establish a *conducive enabling 'environment' for SEA* – policies, legislation, strategies – where not already in place. And where in place, need for implementation and coordination, building on existing structures (eg inter-ministerial committees, existing policies etc.). There may be a need to update/strengthen/reform relevant laws to include SEA as requirement for PPPs, and develop regulations (with teeth) and guidelines. *SEA should be anchored* through using existing references to sustainable development or environmental integration in national visions and national development plans in order not to introduce it as something completely new .
15. In conducting SEAs, it is critical to ensure they *deliver critical information for green economy* - the kind of information that actors involved in promoting green economy/growth need and are interested in.
16. A *minimum benchmark for SEAs* should be defined, identifying which initiatives need to be subjected to SEA – not all initiatives necessarily require an SEA. This will help avoid overloading the system with many SEAs which cannot be handled, particularly in countries with limited skills and capacity. It is perhaps better to put a limit on a few well-conducted SEAs per year, focusing on the most strategic policies and plans.
17. It is important to *make SEA relevant for both (a) government* - think about SEA products, formats and communication that is interesting/attractive to higher government levels, *and (b) private sector*, eg by showing how it can clarify the risks to their profits by undertaking cost benefit analysis at a more strategic level (so that accumulated risks become clear - that will not be revealed by EIAs).

Appendix 1

AGENDA

17 January 2013

- 08.30 *Welcome and introductory remarks* (Peter Croal, Chair OECD DAC SEA Task Team)
- 08.45 *Overview of agenda* (Barry Dalal-Clayton, IIED, Task Team Technical Secretariat)
- 09.00 *Recap on key points from Green Growth workshop* (Days 1 and 2) (Jan Corfee-Morlot, OECD; and Frank Sperling, AfDB)
- 09.15 An *Introduction to SEA* – presentation (general overview of SEA and how SEA links to GE) (Barry Dalal-Clayton and Peter Croal) – presentation followed by Q & A
- 10.00 *SEA at the African Development Bank: practice and progress* (Justin Ecaat)
- 10.30 Coffee and tea break
- 11.00 *Case presentation – Zambia (Kasaba Bay and Livingstone Tourism SEAs)* (Mwiche Kabwe) (+ discussion)
- 11.45 *Case presentation 2 (South Africa)(Wind and solar SEAs)* (Rudolph du Toit) (+ discussion)
- 12.30 Lunch
- 14.00 *Case presentation 3 (Namibia) (Benguela current SEA)* (Peter Tarr) (+ discussion)
- 14.45 *Case presentation 4 (Tanzania) (mining sector SESA)* (Peter Nelson) (+ discussion)
- 15.30 Tea/coffee
- 16.00 *Case presentation 5 (Mozambique) (coastal zone SEA)* (Erasmó Nhachungue and Luciana Santos) (+ discussion)
- 16.45 **Discussion** - Common issues arising from the case studies re SEA and GE, and implications for supporting GE
- 17.30 Close

18 January 2013

- 08.30 Recap on Day 3
- 08.45 Facilitated Working Group discussions (Lions, Leopards, Elephants, Buffaloes):
What are the drivers for applying SEA to green economy initiatives (policies, plans, major projects, investments, etc) ?
- 09.30 Plenary – reports back – key points and general discussion
- 10.30 Tea/coffee

- 11.00 Facilitated Working Group (4) discussions:
What are the key constraints/challenges to using SEA to support green economy?
- 12.00 Plenary – reports back – key points and general discussion
- 12.30 Lunch
- 13.30 Facilitated Working Group (4) discussions:
What is needed to promote SEA uptake for green economy?
eg overcoming challenges, support products (ie guidance, advisory notes, case studies),
awareness-raising, training, etc, opportunities in region/countries
- 14.30 Plenary – reports back – key points and general discussion
- 15.00 Tea/coffee
- 15.30 Plenary – ***Agreeing recommendations and an agenda for action (discussion)***
- 17.00 Close

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Appendix 3

A BRIEF OUTLINE OF GREEN ECONOMY/GREEN GROWTH³

At the recent Rio+20 Conference the relevance of green economy/growth as a critical tool for achieving sustainable development was recognised. The basic premise of green growth is that environmental goals can be reconciled with growth objectives. Although this is an increasing urgent objective, the concept is often treated cautiously - in particular doubts have been expressed on its potential to deliver growth and poverty reduction benefits to developing countries and there are concerns that the transition to a green growth path will exacerbate rather than limit social inequality.

Across the world, billions of dollars are now spent annually to subsidise carbon-emitting fossil fuels. But investment in renewable energy remains inadequate, threatening affordable and secure energy supply. Investment in the agricultural sector, including water and soil conservation, has actually declined in the last ten years in the developing world, threatening food security when the world's major food producers have been subsidized to grow biofuels instead of food.

As the world emerges from recession, a clear message is emerging with it. 'Business as usual' is not working. In response, the 'green economy' (GE) movement has emerged.

UNEP'S has established a Green Economy Initiative (GEI) to assist governments in "greening" their economies by reshaping and refocusing policies, investments and spending towards a range of sectors, such as clean technologies, renewable energies, water services, green transportation, waste management, green buildings and sustainable agriculture and forests (see: <http://www.unep.org/greeneconomy/>). GEI includes a range of advisory services, partnerships and research products. 'Greening the economy' refers to the process of reconfiguring businesses and infrastructure to deliver better returns on natural, human and economic capital investments, while at the same time reducing greenhouse gas emissions, extracting and using less natural resources, creating less waste and reducing social disparities.

UNEP has identified 11 sectors which it considers to have potential for the transition to a green economy: agriculture, water, forests and fisheries which are also called natural capital and the sectors of renewable energies, manufacturing, waste, construction, transport, tourism and cities. It is argued that the "ecologisation" of economy does not need to hinder growth. Rather, it has potential as a new engine of growth, a net generator of decent and green jobs and a vital strategy to eliminate persistent poverty. The fundamental objective for the transition to a GE is to allow economic growth and investment, increasing the environmental quality and social inclusion. It is also suggested that in a series of important sectors, such as agriculture, construction, forests and transport, GE offers more employment in the short-, medium- and long-term than 'business-as-usual'. In sectors where natural capital and ecosystem services are seriously depleted, such as fishing, the transition to GE will imply a loss of income and employment in the short and medium terms – whilst natural stocks are allowed to recover, but this will prevent permanent loss of income and employment. In such cases, transitory solutions are necessary to protect workers from negative impacts on their subsistence.

UNEP interprets GE as "*an economy that results in improved human well-being and reduced inequalities over the long term, while not exposing future generations to significant environmental risks and ecological scarcities*". This is a do-no-harm approach. GE is interpreted in different ways and there are several other definitions of green economy/green growth in use (Box A3.1).

³ Abbreviated from a background paper provided to workshop participants: Dalal-Clayton D.B.. (2012) *The Role of Strategic Environmental Assessment in Promoting a Green Economy: Experience and Potential*: IIED.

Box A3.1: Some definitions of green economy/green growth

According to the OECD, green growth is “*the fostering of growth and development while ensuring that natural assets continue to provide the environmental resources and services on which human well-being relies*”.

UNEP define green growth simply as “*resource-efficient, low-carbon, climate-resilient & socially-inclusive growth*”, and also use the (interchangeable) term “green economy”.

The World Bank has defined green growth as “*a strategy for promoting economic growth while adding an ecological quality to existing economic processes and creating additional jobs and income opportunities with a minimal environmental burden*”.

The Global Green Growth Institute also takes a strategic view by stating that it is “*growth that leapfrogs the resource-intensive and environmentally unsustainable model of industrial development pioneered by advanced economies*”.

The Green Economy Coalition defines green economy as a “*fair and resilient economy, which provides a better quality of life for all achieved within the ecological limits of one planet*”.

For some, GE is seen as a powerful new paradigm or vision for the 21st century, suggesting creative solutions to multiple global challenges by linking people, planet and prosperity – making more positive use of environmental assets within ecological limits. The innovations or building blocks - social and technological – already exist, or are being developed. They include, for example:

- Low-carbon energy, infrastructure and transport;
- Sustainable systems of food production, water and sanitation, and waste;
- Ways of protecting and sustainably using biodiversity and ecosystem services;
- Green jobs, decent work, sustainable lifestyles and livelihoods that ensure social justice and equity, and set real measures for progress and wellbeing;
- Investment in green sectors, environmental ‘accounting’ and the introduction of new business models.
- Policy reform.

GE is also interpreted to comprise a set of economic policies and instruments; while others promote GE as a series of micro-level outcomes.

The World Bank’s new ten year Environment Strategy also adopts a green economy-type approach. It sets out an “ambitious action agenda that seeks to respond to calls from [its] client countries for a new approach to development that supports growth while focusing more on sustainability and ensuring that the environment is a key enabler for green, more-inclusive growth”.

The Green Economy has defined nine key principles for a green economy (Box A3.2)

Box A3.2: Principles of a Green Economy

Through a series of national and regional dialogues and an extensive global online consultation process, the Green Economy Coalition has compiled a set of nine principles for a green economy:

1. The Sustainable Principle. A green, fair and inclusive economy is a means to deliver sustainability.
2. The Justice Principle. A green, fair and inclusive economy supports equity.
3. The Dignity Principle. A green, fair and inclusive economy creates genuine prosperity and wellbeing for all.
4. Healthy Planet Principle. A green, fair and inclusive economy restores lost biodiversity, invests in natural systems and rehabilitates those that are degraded.
5. The Inclusion Principle. A green, fair and inclusive economy is inclusive and participatory in decision-making.
6. The Good Governance and Accountability Principle. A green, fair and inclusive economy is accountable.
7. The Resilience Principle. A green, fair and inclusive economy contributes to economic, social and environmental resilience.
8. The Efficiency and Sufficiency Principle. A green, fair and inclusive economy delivers sustainable consumption and production
9. The Generations Principle. A green, fair and inclusive economy invests for the present and the future

Source: <http://www.greeneconomycoalition.org/updates/sign-9-principles-green-economy>

In June 2009, OECD ministers adopted a Declaration on Green Growth and the OECD has developed a Green Growth Strategy. This includes a green growth "policy toolkit" focusing, for example, on: green jobs and social aspects; green taxes and regulatory approaches; industrial restructuring and renewal; fiscal consolidation; green technologies; green indicators; peer reviews; co-operation between OECD countries and emerging economies; and involvement of stakeholders (see: http://www.oecd.org/document/10/0,3343,en_2649_37465_44076170_1_1_1_1,00.html).

Building on the findings of the Green Growth Strategy, in June 2012, the OECD released a draft report (for consultation at Rio+20) on *Green Growth and Developing Countries*⁴. It aims to connect developing countries to the wealth of OECD's experience, expertise, diagnostics, policy and measurement frameworks on the topic of green growth and development. The draft reviews economic growth and environmental trends over recent years and speculates on how economic and social trends will evolve in the years to come. Relevant national frameworks and a range of policy instruments (national and local, public and private) are articulated. The report provides a conceptual outline for green growth in a developing country context. It provides a rationale for green growth, and examines the concerns held by some developing countries about the green growth agenda informed by a series of continuing consultations. The draft report (section 3.5) identifies SEA as a key mechanism for integrating development and environment interests in pursuing a green growth strategy. The final report is expected to be completed in December 2012

Despite the varied perspectives of GE, the emphasis remains on linking both the environmental and economic dimensions of sustainable development, although the main emphasis is on economy.

Some countries are strongly promoting green growth, For example, Korea and Mexico have made green growth a central policy platform and have used their respective Presidencies of the G20 to

⁴ OECD (2012a) *Green Growth and Developing Countries: Consultation Draft*. Organisation for Economic Cooperation and Development, June 2012
(available at: http://www.oecd.org/document/43/0,3746,en_2649_34421_44309739_1_1_1_1,00.html)

generate consensus on the green growth theme. Korea has enshrined green growth in its national development strategy and established a Presidential Committee on Green Growth. It has also established the Global Green Growth Institute (GGGI) as an inter-disciplinary, multi-stakeholder organisation to promote green growth (<http://www.gggi.org/>). The GGGI is now working with developing countries on 'green growth planning' including Ethiopia, Cambodia, Brazil, Guyana, Kazakhstan, Mongolia, Papua New Guinea and Philippines. But while more countries are showing interest in the concept of green economy, others remain concerned that it could foster protectionism and restrict trade. For example, Venezuela and Bolivia have criticised the green growth approach on the basis that it is another form of green capitalism and global imperialism. Meanwhile, civil society appears to be divided on the concept of green economy.

Of course, even though not presented under a green economy label, for some years now many companies have been taking steps to adopt green measures in their operations. A large body of corporate policies and practices is now in place to address the adverse environmental and social impacts of industrial or other economically driven activities and, more optimally, to promote positive measures and steps towards the redesign of products, processes and services on a sustainability basis. In the main, corporate private sector efforts reflect wide acceptance that sustainability is not a peripheral element of good business practice, but is at its heart.

Despite progress, there remains significant controversy about the concept of green economy.

A range of tools, policy instruments and strategies are available to promote green growth/economy, eg:

- Payments for ecosystem services;
- Sustainable public procurement;
- Shifting subsidies from "brown" towards green growth;
- Environmental taxes/environmental fiscal reform;
- Green energy investment frameworks and incentives;
- Certification of sustainable production and trade;
- Green innovation;
- Inclusive green social enterprise;
- Green growth institutional mechanisms for continuous improvement;

and institutional mechanisms for continuous improvement:

- National Councils for Sustainable Development;
- Green accounting processes and alternative development measures "beyond GDP";
- Public expenditure review;
- Strategic Environmental Assessment (SEA).

Amongst these, SEA is increasingly being formalised in legislation and with government institutions responsible for its application.