

## MAINSTREAMING CLIMATE CHANGE IN DEVELOPMENT COOPERATION

Theory, Practice and Implications for the European Union

Climate change, development and development cooperation are, individually and jointly, three politically sensitive and complex issues, especially in the context of relations between developed and developing countries. This book tackles these issues by combining theoretical, political and practical perspectives. At the theoretical level, it analyses the dominant paradigms and explores the meaning of the concept of mainstreaming. At the political level, it highlights the sensitivities between developed and developing countries and examines the mainstreaming debate in various fora. At the practical level, it presents the results of case studies focusing on the assistance provided by the European Union and key Member States and the climate needs articulated by developing countries. This book is valuable for politicians, policymakers, academics and non-state actors working in the fields of development studies, international law, politics, international relations, economics, climate change and environmental studies.

This volume is one of the results of the three-year European Commission ADAM (Adaptation and Mitigation Strategies) research project. Three other books arise from this project, all published by Cambridge University Press:

*Making Climate Change Work for Us: European Perspectives on Adaptation and Mitigation Strategies*, edited by *Mike Hulme and Henry Neufeldt*

*Climate Change Policy in the European Union: Confronting the Dilemmas of Mitigation and Adaption?*, edited by *Andrew Jordan, Dave Huitema, Harro van Asselt, Tim Rayner and Frans Berkhout*

*Global Climate Governance Beyond 2012: Architecture, Agency and Adaptation*, edited by *Frank Biermann, Philipp Pattberg and Fariborz Zelli*

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To Zubin van der Hoeven, as incorporating a bit of the North and South,  
and Bruno and Nena van der Grijp; all as representatives  
of the future generation

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becomes an antique (*Rubbish Theory*, 1979, Oxford University Press) led to work on the ‘energy tribes’ (in various Western think tanks), on risk, on Himalayan deforestation and sustainable development, on household-product development (in Unilever), on global climate change, on technology and development, and on what might be called ‘the even newer institutionalism’ (e.g. *Cultural Theory*, co-authored with Richard Ellis and Aaron Wildvasky, 1990, West View). Dr Thompson is a Fellow at the Institute for Science, Innovation and Society, at the Said Business School of Oxford. At the IIASA he is affiliated with the Risk and Vulnerability Program.

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## Foreword

Climate change is not merely a serious and urgent environmental issue, it also has serious adverse developmental impacts. UN Secretary General Ban Ki-moon labelled it ‘a defining issue of our era’. Human activities have contributed significantly to climate change, and still do: much scientific evidence suggests that the changes taking place may be far more rapid and dangerous than is reflected in the latest (2007) IPCC assessment.

While climate change results from activities all over the globe, actual contributions to it have been, and are, rather unevenly spread, with most contributions coming from the industrialized economies. There is little correlation between causing climate change and being exposed to its consequences: it seems clear now that the worst impacts will fall on developing countries. Climate change is likely to undermine the sustainability of livelihoods as well as resource bases for development.

One response to climate change is to cope with its impacts and suffer from the associated damages. Another one is to alter behaviour, institutions, structures and even development paths in such a way as to reduce and curb damage (‘adaptation’). A more fundamental response would be for the world economy to reduce its emissions of greenhouse gases and alter its patterns of land use in such a way as to prevent and curb warming itself, and to enhance sinks for greenhouse gases (‘mitigation’). There is a need to consider the links and feedbacks between climate change (and policies to address it) and development. On the one hand, development paths vary in the ways in which they affect climate; on the other, different climate policies will have different impacts on development trajectories.

The policy challenge in this is obvious. In 1992, the majority of countries worldwide agreed on the UN Framework Convention on Climate Change (FCCC) aiming at a stabilization of concentrations of greenhouse gases at a level that would prevent ‘dangerous anthropogenic interference with the climate system’. The subsequent 1997 Kyoto Protocol was intended to elaborate and implement this

Convention in the context of a framework including objectives for emissions reductions for developed countries by 2008–12. In 2007, the FCCC's Bali Action Plan was established, aiming at a new agreement by the end of 2009 on cooperative action on climate issues beyond 2012. According to this plan, developed countries are to accept commitments regarding mitigation, technology transfer and facilitating adaptation and mitigation efforts in developing countries beyond what these countries consider 'appropriate' in terms of their domestic mitigative actions. The details and extent of these commitments and actions were being negotiated at the time of the editing of this volume.

Many hold that, from an insurance perspective and based on a precautionary strategy, it would be wise to curb global warming at or below an increase of 2 °C above pre-industrial levels. This would appear to be technically feasible. Attempts to weigh the desirability of such action in terms of societal costs and welfare benefits against the implications of inaction vis-à-vis climate change were made by a team led by Sir Nicholas Stern (published in 2006) with a strikingly positive bottom line for going towards that target (to be precise: towards a somewhat less stringent one) if the calculations were based on a reasoning giving serious weight to future consequences. Accepting these different approaches and their outcomes, we are left with the following question: who is expected to do what in order to arrive at and ensure positions within the carbon space? That, to a large degree, is the substance of the current negotiations towards a new global deal.

Any global compact must provide a credible approach that is in the interest of the South. Some of the factors accounting for the present lack of progress are rooted in a deep deficit of trust between negotiating parties. Some crucial questions are the following.

- How and how much will the developed countries contribute to the unavoidable adaptation resulting from the past energy-intensive economic growth in the North?
- How will mitigative actions by developed countries affect development in developing and emerging economies?
- Why should developing countries engage in mitigation whilst industrialized countries do not meet their Kyoto targets (at least, not in their own territory)?
- Why should developing countries be involved at all in mitigation, when it was not these countries but the industrialized ones that primarily caused climate-related problems?
- Why would the developing countries trust industrialized ones when they speak of cooperation and assistance for mitigation undertaken by developing countries, while the developed ones in general have not lived up to their official development assistance commitments?

Developed countries are not only expected to take the lead in finding adequate and appropriate technological answers to the climate challenge as outlined above, but

also called upon to support mitigation and adaptation actions in developing countries. Transfer of technologies might facilitate developing countries' getting involved in mitigation, if and to the extent that the trust deficit is overcome through such cooperation. That implies rapid overtures along all these avenues in the decade to come, for countries and regions such as the USA, Canada, Japan and the European Union, as preconditions to bring on board the major developing economies that impact on emission levels, say by 2020. The volume I am introducing here deals with one key set of issues that fall under this general umbrella: the relationship(s) between development policy and climate change policies if the world is to stay on the desirable side of the warming cap. In particular, it deals with how climate change policies could be integrated or even mainstreamed into development cooperation policies of one major player, the European Union, and to what extent that should be done. Among many other things, the study argues that, while climate change should be a central element in development policies, it might be undesirable to lock international climate funding into development cooperation. In doing so, it appears to side with the UN (ECOSOC) Committee on Development Policy in its most recent report (UN Document E/2009/33). In fact, this book provides much argumentation in support of that position. It does so not merely on the basis of academic armchair reflection on the issues and on policies on development and climate as put in place by the European Union thus far, but also by bringing in results of case studies of how the links between development and climate have been shaped and are evolving in a number of important European Union Member States and of a survey of types of assistance needed by developing countries (a total of 10, including Brazil, China, Malawi and Nepal) as manifest in a range of sector studies (including energy, forestry, biodiversity and agriculture).

This book has more to offer, particularly on the best and second-best ways in which the European Union could develop its climate and development policies; the lessons drawn and suggestions made could be of relevance to other parts of the developed world. Since this book provides its analysis in a historical perspective and extrapolates into the future, I am sure that its contents will remain relevant and pertinent in the years to follow.

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Abbreviations

ACP	African, Caribbean and Pacific (countries)
ALA	Asian and Latin American (countries)
AOSIS	Alliance of Small Island States
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CDM	Clean Development Mechanism
CEP	Country Environment Profile
CER	Certified Emission Reduction
CRISP	Climate Risk Impacts on Sectors and Programmes
CSP	Country Strategy Paper
DC	Developing country
DCI	Development Cooperation Instrument
DFID	Department of International Development (United Kingdom)
DG	Directorate General
DKK	Danish Kroner
EBRD	European Bank for Reconstruction and Development
EC	European Community
ECA	European Court of Auditors
EDF	European Development Fund
EIA	Environmental Impact Assessment
EIB	European Investment Bank
ENRTP	Thematic Strategy for the Environment and Sustainable Management of Natural Resources
EU	European Union
FCCC	Framework Convention on Climate Change
FDI	Foreign Direct Investment
G8	Group of 8
G-77	Group of 77

*List of abbreviations*

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GCCA	Global Climate Change Alliance
GDP	Gross Domestic Product
GEF	Global Environment Facility
GHG	Greenhouse gas
GNI	Gross National Income
GNP	Gross National Product
GTZ	German Agency for Technical Cooperation
IC	Industrialized country
IDA	International Development Agency
IMF	International Monetary Fund
IPCC	Intergovernmental Panel on Climate Change
KP	Kyoto Protocol
LDCs	Least Developed Countries
MDGs	Millennium Development Goals
NAPA	National Adaptation Programme of Action
NC	National Communication
NGO	Non-governmental organization
NIEO	New International Economic Order
ODA	Official development assistance
OECD	Organization of Economic Cooperation and Development
OECD DAC	OECD Development Assistance Committee
ORCHID	Opportunities and Risks of Climate Change
PRSP	Poverty Reduction Strategy Paper
REP	Regional Environment Profile
RSP	Regional Strategy Paper
SEA	Strategic Environment Assessment
TNA	Technology Needs Assessment
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNGA	United Nations General Assembly
USD	US Dollar