



OFFICE OF THE LEADER OF THE OPPOSITION

ALTERNATIVE POLICY STATEMENT FOR WATER AND ENVIRONMENT - FY 2022/23

PRESENTED BY;

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EXECUTIVE SUMMARY

In compliance with Section 6E (4) of the Administration of Parliament (Amendment), Act, 2006 and Rules 14(2) and 147 of the Rules of Procedure, 2017, this Alternative Policy Statement for Water and Environment presents a policy package by the Opposition in Parliament.

Sector Overview.

The Water and Environment Sector is made of the stock of Environment and Natural Resources that our country's livelihood, health, incomes and national development is anchored on. Due to effects of climate change, the sector's Uganda's water systems have been affected in a range of ways, including the degradation of wetlands, changing rainfall patterns, increased incidents of extreme weather (floods, landslides, droughts), which leads to deteriorating water quality and quantity. This has created an urgent need to implement **climate adaptation measures** to maintain human health and to address the challenges in reconciling the country's rapid population growth with its economic development goals.

The sector has some of the best policies on water, environment and climate change in the world. The laws and regulations are also robust enough and in total compliance with international protocols and agreements on water and environment.

Despite the robust legal and regulatory framework, Uganda is one of the countries leading in environmental degradation, watershed loss, declining quality of water, loss of wetland and forest coverage as well as faster warming in most parts of the country. There is generally lack of appreciation of water and environment as the back bone of the economy in terms of incomes for households and businesses as well as GDP growth rates.

Emerging Issues.

a) Climate Change treated as cross cutting not development issue.

Government casually take Climate Change as a usual cross cutting issue like equal opportunities and gender equity or HIV/Aids. Climate Change is not a cross cutting issue. Climate Change and its effects are matters that affect livelihoods, health, incomes and development of nations including Uganda.

b) Climate Change damaging the economy.

There is increasing evidence to validate the findings in the study commissioned by the Climate Change Department, Ministry of Water and Environment on Economic,

"Assessment of the Impacts of Climate Change in Uganda". The emerging issues in climate change include

- Climate change damage estimates in the agriculture, water, infrastructure and energy sectors collectively amount to 2-4% of GDP between 2010 and 2050¹.
- For the 40-year period spanning from 2010-2050, it was estimated that the actual cost of doing nothing on climate change in Uganda would be approximately between US\$273 - 437 billion. During this same period, if Uganda was to produce crude oil as planned, net revenues for the country would be approximately US\$ 50 billion only.
- The cost of adaptation is high, but the cost of inaction is 24-46 times greater. There is no option for not acting.

c) Uganda has failed to attract climate finance.

The NDP III, Climate Change Policy and Climate Change Act all provide for climate finance but are not specific to the modalities that would maximise such funding. Countries like Kenya, Rwanda, Ethiopia and Rwanda have succeeded in attracting significant climate finance because they have managed to contribute something locally into the basket ringfenced for climate finance.

d) Lack of capacity to prepare bankable projects to attract climate finance.

Due to the gap between official Government efforts and private enterprise in climate change adaptation and mitigating measures, the private sector has not been empowered to produce high level competitive project documents that can attract climate finance.

ALTERNATIVE STRATEGIC PROPOSALS ON CLIMATE CHANGE ISSUES RAISED ABOVE.

1. Institutional elevation of climate change from Ministerial to Presidential level.

Elevate climate change to presidential level by establishing a presidential level climate change committee to drive the agenda. This would help;

- i. Attract attention for climate change by the citizens and the international community.
- ii. Attract climate finance that is urgently needed to implement the actions set in the Nationally Determined Contributions and climate change policy.
- iii. It has the benefit of the much-needed publicity like Covid-19 national response, Parish Development Model, the fight against HIV and electricity subsidies for manufacturers.

2. Amendment of the Climate Change Act, 2021

The committee on Environment and Natural Resources should under Rule 123 seek leave of Parliament to introduce a Bill seeking to amend the Climate Change Act to provide for;

- i. Presidential Level Policy Coordination Mechanism
- ii. Climate Change Fund that would be attractive for Donors and Private climate funders to contribute.

3. Establish a National Climate Green Fund

Separating climate finance from the consolidated fund is key to attracting more funds to enable our country implement commitments made to the international community. Accordingly, pursuant of Art. 153(2) of the constitution of the Republic of Uganda, Parliament has the exclusive power to determine if a department of Government would require a separate Fund from the Consolidated Fund for purposes of financing uniquely identified activities and program.

4. Capacity building for climate project formulation.

A special effort coordinated by the National Planning Authority with support from the Climate Change Department and the Ministry of Finance, planning and Economic development to train interested Ugandans in the private sector and institutions of learning on how to design and produce bankable project documents is undertaken.

5. Attract climate finance for investment in technologies to support small holder farmers and mini-renewable energy projects.

An intensive effort led by the Climate Change Department (not Ministry of Finance) should aim at preparing competitive project documents that would secure climate finance for technologies that support small holder farmer. Projects like

- i. small farm irrigation technologies,
- ii. tractor hire schemes,
- iii. foundation seed production and storage technologies
- iv. small renewable energy systems shared by clusters of households or businesses.

6. Enable households to generate solar power from their rooftops and sell to Umeme or other distribution companies.

To increase electricity use, ERA compels electricity distribution companies to buy electricity generated by solar panels on rooftops of homes by way of net metering.

7. Climate Change Policy Committee should integrate climate smart agriculture into the Parish Development Model.

MWE and the MAAIF in the Climate Change Policy Committee should produce guidelines that facilitators of mindset change amongst farmers are sensitized to

adopt climate smart agricultural practices as set out in the Climate Smart Agricultural Program.

Other Issues

e) Climate Change negative impact on forests cover water systems

Climate change is impacting Uganda's water systems in a range of ways, including the degradation of wetlands, changing rainfall patterns, increased incidents of extreme weather (floods, landslides, droughts), which leads to deteriorating water quality and quantity. This in turn has created a need to urgently implement climate adaptation measures to maintain human health and to address the challenges in reconciling the country's rapid population growth with its economic development goals.

f) Declining water quality

High population growth stresses the water and sanitation services that exist. 7 million Ugandans lack access to safe water and 28 million do not have access to improved sanitation facilities. Further, due to disparities in water access in Uganda, urban people living in poverty pay as much as 22 percent of their income to access water from water vendors. Water quality decline is partly due to deforestation and agriculture which contribute to increased soil erosion and heightened levels of silt in rivers and lakes.

g) Institutional conflict in implementation of Environmental Activities.

There are 5 different institutions in the Environment Sub-sector. Each institution has a unique mandate but only UNMA Meteorological Authority seems to stick to its mandate without encroaching on another agency;

The Ministry of Water and Mineral Development undertakes many activities that are supposed to be undertaken by her autonomous agencies. The Ministry is involved in tree seedlings procurement and distribution and so is NFA. The Ministry is also in wetlands where NEMA also calls wetlands home.

h) Institutional Misplacement of the Environment and Natural Resources Grant

A very small grant from the Central Government to Local Government for Environment and Natural /Resources is mixed up without identifying the district funding for environment management activities. A typical district receives as little as Shs. 60 million on annual basis being a sum for all Environment and Natural Resources activities.

i) An executive order to ban the growing of rice in wetlands.

Government has embarked on strategy to recover, restore and protect wetlands by marking wetland boundaries and forcing all persons who have been using wetlands for especially growing rice, to vacate their “gardens”.

j) Illegal encroachment on Central Forest Reserves.

Central Forest Reserves are under continuous threat of Ugandans who encroach on forest land and establish themselves for so long a time that they claim legal ownership and push for gazettelement of occupied forest land.

k) Refugees putting too much pressure on environment and natural resources.

Uganda welcomes refugees in good faith but does not plan for their sustainable needs for their energy and natural resource needs. Refugees too have cut down trees and encaoched on trees especially in West Nile districts of Yumbe, Moyo and Obongi districts.

OTHER ALTERNATIVE POLICY PROPOSALS

8. Institutionalize tree planting campaign and education by;

Providing for compulsory tree planting along all corridors of public roads; boundaries of public infrastructure and each landlord should provide space for at least 10 trees per acre of land where there are no permanent structures. Include Environmental Education and awareness in the Parish Development Model.

9. Special training programs for communities who have been using wetlands for their livelihood.

Affirmative action required to support communities being chased out of wetlands by undertaking the following;

- i. Design vocational, entrepreneur, managerial and numeracy skills training programs targeting especially women and youth.
- ii. Consider skills training in gardening, block making, sewing and weaving.

10. Reclaim forest land illegally claimed by encroachers.

Parliament as a matter of urgency appropriates funds for NFA to step up their surveillance and enforcement patrols/operations to evict encroachers. Prepare project for climate financing to support refugees with renewable energy

LIST OF ACRONYMS

AIA	Appropriation in Aid
COP	Conference of the Parties
ERA	Electricity Regulatory Authority
MDA	Ministries
MDALG	Ministries, Departments, Agencies and Local Governments
MPS	Ministerial Policy Statement
MWE	Ministry of Water and Environment
NDC	Nationally Determined Contribution
NEMA	National Environment Management Authority
NFA	National Forest Authority
PDM	Parish Development Model
UNMA	Uganda National Meteorological Authority

CHAPTER 1: BACKGROUND TO THE ALTERNATIVE POLICY STATEMENT

This Alternative Policy Statement on the State of the Water and Environment Sector is the official Opposition response to the Ministerial Policy Statement for the Financial Year 2022/2023 presented to Parliament by the Ministry of Water and Environment dated March 2022. In line with section 6E (2) of the Administration of Parliament Act (2006), the Leader of Opposition in Parliament is mandated to consult with his or her party leadership to appoint a Shadow Cabinet from members of the Opposition in Parliament with portfolios and functions that correspond to those of Cabinet Ministers in the sectors of appointment. Within the same legal framework in Section 6E (4), the Shadow Minister is mandated to present an Alternative Policy Statement on the Floor of the House for consideration and possible implementation. In view of the above, in my capacity as Shadow Minister for Water and Environment, I present this Alternative Policy Statement for the Water and Environment Sector.

1.1 SECTOR OVERVIEW.

The Water and Environment Sector is the driver of natural resources in Uganda. Due to effects of climate change, the sector's Uganda's water systems have been affected in a range of ways, including the degradation of wetlands, changing rainfall patterns, increased incidents of extreme weather (floods, landslides, droughts), which leads to deteriorating water quality and quantity. This has created an urgent need to implement **climate adaptation measures** to maintain human health and to address the challenges in reconciling the country's rapid population growth with its economic development goals².

The sector has some of the best policies on water, environment and climate change in the world. The laws and regulations are also robust enough and in total compliance with international protocols and agreements on water and environment.

Despite the robust legal and regulatory framework, Uganda is one of the countries leading in environmental degradation, watershed loss, declining quality of water, loss of wetland and forest coverage as well as faster warming in most parts of the country. There is generally lack of appreciation of water and environment as the

² International Institute for sustainable Development, July 2018, Adaptive and Inclusive Watershed Management: Assessing policy and institutional support in Uganda

back borne of the economy in terms of incomes for households and businesses as well as GDP growth rates.

Climate change has been mainstreamed in all MDALGs by way of establishing committees and officers responsible but no tangible actions are observable on the ground.

Districts Environment Offices are literally idle with officers taking their salaries and sitting without any facilitation to conduct field enforcement activities. Coordination between the Ministry, NEMA and district environment offices is at its weakest in terms of planning to enforce laws and regulations.

Reliability of meteorological information is affecting public uptake of the advisory to guide on programming human activities according to the expected weather developments.

CHAPTER 2: SITUATIONAL ANALYSIS OF MINISTERIAL POLICY STATEMENT.

2.1 Budget Allocation

The Office of the Leader of the Opposition managed to access the detailed Ministerial Policy Statement for the water and Environment Sector for FY 2022/23 on Friday 25th March 2022. This is because the Ministerial Policy Statement laid on 15th March 2022 lacked the details including proposed budget allocations. The office was able to use the Medium-Term Expenditure Framework (MTEF) numbers attached to the Consolidated Ministerial Policy Statements for purposes of analyzing the sector budgets.

As demonstrated in table1 below, the over all budget allocation for the sector is projected to increase by Shs. 155.25 billion, representing an increment of 11.1% when compared to the approved budget for FY 2021/22. The increment is mainly attributed to an expected increase in donor support from Shs. 674.96 billion to 975.77 billion to the Ministry's budget.

Due to the timing of access to the Ministerial Policy Statement and the new program-based budgeting format, we were not able to ascertain the reason for this 44% increase in donor financing to the Ministry of Water and Environment. The Government of Uganda contribution to the Meteorology Authority is expected to decline by 31.4% (a third of the budget is being cut). The Ministry's budget financed locally has also been reduced by 25.2% while the National forestry Authority also has witnessed a decline of 20% in government financing.

Table 1: Proposed Budget allocation for FY 2022/2023

Sector Overview of allocations			Annual Changes	
Item	FY 2021/22 Approved Budget	FY 2022/23 Budget Estimates	Absolute (Shs. Bn)	Percentage
a) Vote 019 Ministry of Water and Environment				
Wage	13.57	13.00	(0.57)	-4.2%
Non-wage Reccurrent	19.92	11.56	(8.35)	-41.9%
Domestic Development	488.31	365.64	(122.67)	-25.1%
External Financing	674.96	975.77	300.80	44.6%
Total Excluding External	521.80	390.21	(131.59)	-25.2%
Sub-Total	1,196.76	1,365.97	169.21	14.1%
			0	
b) Vote 150 National Environment Management Authority				
Wage	6.72	6.72	-	0.0%
Non-wage Reccurrent	10.17	11.23	1.06	10.5%
Domestic Development	0.99	0.99	0.00	0.0%
External Financing	-	-	-	-
Total Excluding External	17.88	18.94	1.06	5.9%
Sub-Total	17.88	18.94	1.06	5.9%
			0	
c) Vote 157 National Forest Authority				
Wage	8.27	8.27	-	0.0%
Non-wage Reccurrent	15.73	15.32	(0.41)	-2.6%
Domestic Development	12.88	5.65	(7.23)	-56.1%
External Financing	-	-	-	-
Total Excluding External	36.88	29.24	(7.64)	-20.7%
Sub-Total	36.88	29.24	(7.64)	-20.7%
			0	
d) Vote 302 Uganda National Meteorological Authority				
Wage	7.41	7.41	-	0.0%
Non-wage Reccurrent	4.14	3.69	(0.45)	-10.9%
Domestic Development	14.20	6.56	(7.65)	-53.8%
External Financing	-	-	-	-
Total Excluding External	25.75	17.66	(8.10)	-31.4%
Sub-Total	25.75	17.66	(8.10)	-31.4%
			-	
e) Vote 122 Kampala Capital City Authority				
Wage	9.37	-	(9.37)	-100.0%
Non-wage Reccurrent	10.48	20.21	9.73	
Domestic Development	-	0.34	0.34	
External Financing	-	-	-	
Total Excluding External	19.85	20.56	0.71	3.6%
Sub-Total	19.85	20.56	0.71	3.6%
			-	
f) Vote 601-999 Local Governments				
Wage	-	-	-	
Non-wage Reccurrent	15.50	15.50	-	0.0%
Domestic Development	79.75	79.75	-	0.0%
External Financing	-	-	-	
Total Excluding External	95.25	95.25	-	0.0%
Sub-Total	95.25	95.25	-	0.0%
			-	
SECTOR TOTAL	1,392.37	1,547.62	155.25	11.1%

2.2 FY 2021/22 Budget Performance.

The new reporting format in the MPS does not include past performance and projected outturn for the year in which the Policy Statement has been prepared. In the instant case, the MPS for FY 2022/23 does not give any details about expenditures of FY 2020/21 and the projected outturn spending for FY 2021/22. No information on releases so far made in order for a fair assessment to be made about absorption and funding shortfalls for critical activities and programs.

2.3 Non-Alignment with the National Development Plan III

The MPS by design has adopted the program-based budgeting mode of the NDP. However, the critical commitments in the NDP have not been catered for. Some of the critical commitments in the NDP where progress and the plan to implement them is silent include;

- i. Increasing land areas covered by forests from 9% to 15% by FY 2024/25
- ii. Increasing permit holders' compliance with ESIA conditions at the time of spot checks from 40% to 90%.
- iii. Increasing accuracy of meteorological information to 90%

More so, Table 2 below indicates critical NDPIII interventions that are programmed to be implemented in FY 2022/23 but are not clearly reflected in the Ministerial Policy Statement as presented.

Table 2 : FY 2022/23 Costed NDP III Programs not reflected in the MPS.

	NDPIII Intervention	NDPIII Budget (Shs. Billions)
1	Construct 23 new irrigation schemes; Ngenge, Acomai, Atari, Amagoro, Nabigaga, Rwimi, Nyimur, Musambya, Kibimba, Kabuyanda, Matanda, Igogero, Angololo, Namatala, Namulu, Sipi, Unyama, Lumbuye, Palyec, Porongo, Lopei and Imyepi	597.5
2	Develop infrastructure and services for bulk water storage and transfer including water abstraction systems, transmission mains, water pumping systems, storage tanks, water distribution networks	189.4
3	Develop solar powered small-scale irrigation systems for small holder farmers outside conventional irrigation schemes	202.5
4	Increased access to inclusive safe water supply in urban areas	1417.3
	Irrigation schemes and valley dams constructed	300.6

2.4 Gender and Equity Compliance

The Certificate of Gender and Equity compliance was not attached to the MPS and therefore we were not able to make assessment based on the score issued by the relevant authorities.

However, we note that the MWE already indicated that women and girls are affected the most when water catchments are degraded³. Women and school-going girls stand in long queues to get water from the pits dug in the wetlands. Local water points developed in a consistent and reliable way, supplying affordable water; moreover, water points must be well regulated, and have clear, community-managed pathways that provide women and girls with safe passage⁴.

Women move long distance to look for water for domestic use due to non-functionality of their nearby safe water sources like boreholes. Repair and maintenance of boreholes is a major challenge and no significant provision is made for regular maintenance.

CHAPTER 3: EMERGING SECTORAL ISSUES AND ALTERNATIVE POLICIES

3.1 Climate Change treated as cross cutting not development issue.

Ugandan Authorities at the highest level of Government casually take Climate Change as a usual cross cutting issue like equal opportunities and gender equity. To the contrary, no single cross cutting phenomenon affects our health, agriculture, energy sources, incomes and livelihoods like Climate Change. Our country as usual has drafted and adopted the best documents on Climate Change but implementation modalities are shameful.

The 5 most import documents that sets Uganda at a level high enough to face the Climate Change challenge include;

- i. The Uganda Green Growth Development Strategy
- ii. The National Climate Change Act, 2021.
- iii. The Climate Change Policy.
- iv. The NDP III

³ Ministry of Water and Environment, Sector Performance Report, 2016.

⁴ International Institute for Sustainable Development, 2018, Adaptive and Inclusive Watershed Management: Assessing policy and institutional support in Uganda

- v. Nationally Determined Contribution (NDC), a set of climate action plan commitments to cut emissions and adapt to climate impacts

All the 5 documents above, including the NDPIII are consistent with each other. They are all meant to prioritize the protection of our environment and undertake actions aimed at both mitigation adaptation of climate change impacts.

Good as they are, these documents don't speak to the inaction by relevant authorities in undertaking the commitments made therein. In fact, President Museveni of Uganda is the most silent on climate change in the whole of Anglophone Africa. With all these good documents, the Chief Executive Officer of the country can not even spare 5 minutes of his various national addresses to educate the masses on climate change beyond stopping rice growers in wetlands.

3.2 Climate Change damaging the economy.

There is increasing evidence to validate the findings in the study commissioned by the Climate Change Department, Ministry of Water and Environment on Economic Assessment of the Impacts of Climate Change in Uganda. The emerging issues in climate change include

- Climate change damage estimates in the agriculture, water, infrastructure and energy sectors collectively amount to 2-4% of GDP between 2010 and 2050⁵.
- For the 40-year period spanning from 2010-2050, it was estimated that the actual cost of doing nothing on climate change in Uganda would be approximately between US\$273 - 437 billion⁶. During this same period, if Uganda was to produce crude oil as planned, net revenues for the country would be approximately US\$ 50 billion only.
- The cost of adaptation is high, but the cost of inaction is 24-46 times greater. There is no option for not acting.
- Despite mainstreaming climate change in all Ministries, Departments, Agencies and Local Governments, no significant action has taken place partly due to the Minister failing to trigger commencement of the national climate Change Act and largely due to non-prioritization of climate change by Government.

⁵ Anil Markandya, Courtenay Cabot-Venton and Olivier Beucher, 2015, Economic Assessment of the Impacts of Climate Change in Uganda

⁶ Ibid

3.2 Uganda has failed to attract Climate Finance.

The estimated financing needs for Uganda to address climate change impacts by 2030 are US\$ 3.9 billion or US\$ 258 million (Shs. 928 billion) annually⁷. However, the cost of inaction is estimated at around US USD 3.1-5.9 billion by 2025, which is greater than the financing needs.

More importantly the cost of implementation of the Uganda's first NDC has been estimated at US\$ 5.523 billion of which USD 3.093 billion, equivalent to 56 percent of total cost of implementation allocated to adaptation which Uganda has chosen to prioritise over mitigation.

Uganda has put in place policies, plans strategies and a dedicated law to address effects and impacts of climate change. Unfortunately, no express strategy has been put in place to guide the mobilization of the required finances to raise the resources that are clearly stated in the costed actions in a ratio of 30% of national resources and 70% from international sources. climate actions listed in the policy yet the current levels of funding are still way below the estimated annual target.

3.3 Lack of local capacity to prepare bankable projects to attract climate finance.

Due to the gap between official Government efforts and private enterprise in climate change adaptation and mitigating measures, the private sector has not been empowered to produce high level competitive project documents that can attract climate finance⁸. Such projects prepared by the Ugandan private sector would compete for funds in areas like technologies to smart productivity of small holder farmers, renewable energy, climate smart agriculture, commercial tree planting and other enterprises that can provide alternative incomes for farmers in wetlands.

⁷ Ministry of water and Environment, 2015, "Costed Adaptation Strategy of the National Climate Change Policy".

⁸ European Environment Agency, 2020, **Capacity building on climate change adaptation** <https://climate-adapt.eea.europa.eu/metadata/adaptation-options/capacity-building-on-climate-change-adaptation> last accessed on 20th March, 2022.

3.4 ALTERNATIVE POLICIES.

3.4.1 Institutional elevation of climate change from Ministerial to Presidential level.

Elevate climate change to presidential level by establishing a presidential level climate change committee to drive the agenda like it has been successfully achieved in Kenya, Ethiopia, Rwanda, Nigeria and south Africa. This would benefit Uganda in 3 broad ways;

- i. Climate Change issues would get attention by the citizens and the international community. In effect this would enhance faster national implementation of actions set in the climate policies, the law and the plan.
- ii. This would attract climate finance that is urgently needed to implement the actions set in the Nationally Determined Contributions. Global visibility is achieved when the Chief Executive of a country is personally seen to be advocating for the cause.
- iii. A presidential level coordination has the benefit of the much-needed publicity. Covid-19 national response, Parish Development Model, the fight against HIV and electricity subsidies for manufacturers are examples of presidential level coordination initiatives that benefited a lot from that level of publicity.

In a Statement to Parliament on the Status of Environment and Natural Resources in Uganda in September, 2021, the Minister responsible for Environment reported that Government had established the Policy Committee on Environment comprising of many MDAs to coordinate and harmonize the management of Environment and Natural Resources. This level of coordination is not high enough to attract significant attention and benefits.

Climate change in Uganda has reached levels where it requires Affirmative Action where the international community begins to take Uganda's negotiators as a very serious team with representative national credentials beyond representation of a Minister responsible for Climate Change.

3.4.1 Amendment of the Climate Change Act, 2022

The committee on Environment and Natural Resources should under Rule 123 seek leave of Parliament to introduce a Bill seeking to amend the Climate Change Act to provide for;

- Presidential Level Policy Coordination Mechanism