

Coherence of policy responses to systemic risks

Coherence of climate change policy »

Dr Sayouba OUEDRAOGO



SCOOPS/CREF-VEP

Société Coopérative Simplifiée / Centre de Recherche, d'Etudes, de Formation et de Veille sur l'Efficacité et la Productivité

Plan

1. Introduction

2. Measuring Policy Coherence

3. Interrelationships : mitigation and adaptation

4. Actors' roles

5. Burkina Faso and EU climate change policies

6. Methodology

- 6.1. Measurement method

- 6.2. Estimation procedure

- 7. Results and interpretation

- 7.1. Coherence between national climate change policies PANA and

- 7.2. Coherence between PANA and SP

- 7.3. Coherence between PAN and SP

- 8. Conclusion

Introduction

- ▪ Uneven distribution of climate actions: actors, environment, e geopolitics, and incomes: synergy of the policies.
- ▪ Impact of climate change: availability of resources, individual and collective responsibilities of access resources management, and risk-sharing in terms of health, social, security, economic, and political issues all raise the question of equity and social justice (Schipper, 2006).
- ▪ Climate change, a cross-cutting problem affects modes of production, consumption, and distribution.
- ▪ Climate change policies / ➤ Mitigation: reduction or increase of greenhouse gases;
- ➤ Adaptation: Adjustment of natural or human systems in response to climatic stimuli or their present or future effects.

Introduction –S1

- ■Adaptation: social science approach.
- ■Mitigation: natural science approach.
- ■
- uClimate change policies: separate mitigation and adaptation; Justice and Equity
- ■Assessment of the coherence of climate change policies in order to appreciate the relational links between objectives contributes to their effectiveness and, in turn, to economic and social development

Introduction-S2

- ▪Coherence: institutional arrangements, examinations of administrative, regulatory or legislative procedures or of the results achieved by the policies . *Whereas coherence is both a process and an outcome.*
- ▪Coherence: qualitatively and quantitatively to ensure mutual reinforcement between public policies and synergy in achieving the objectives set (Duraiappah and Bhardwaj, 2007).
- ▪Synergy systematically reduces conflicts and integrates the ideas of different stakeholders to establish harmony between public policy elements (Savard, 2010).
- ▪Coherence thus facilitates conflict management by avoiding overlaps and contradictions in public policy processes (Di francesco, 2001).

Introduction- S3

- ■ Achieving the Sustainable Development Goals (SDGs).
- ■ Coherent action: Governments, Local and Regional Authorities, Private sector, Voluntary organizations, and NGOs, Citizens.
- ■ Developed countries to developing countries becomes a partnership rather than support for the victims of industrialization and globalization as part of policies to combat the harmful effects of climate change
- ■
- ■ Burkina Faso: Objectives are resilience to the effects of climate change for economic growth conducive to development
- ➤ Program of action to adapt to climate variability and change;
- ➤ National plan to adapt to climate change.
- ■ European Union (EU): Objectives are to reduce the level of greenhouse gas emissions while ensuring the coherence of international development policies (Maurizio Carbone, 2012; De Jong & Schunz, 2012) with a leading role in climate diplomacy.
- ➤ strategic plan;
- ➤ coherence of development policies ;
- ➤ Commitment index : different from coherence.
- ➤ Also, climate is not highlighted because it is incorporated into environmental policies

2. Measuring Policy Coherence

- Public policy; policy coherence is measured by the relationship between pairs of proposals expressed as a score.
- Public policies are horizontally or vertically coherent:
 - Vertical coherence ;
 - Horizontal coherence;
 - Inter-level coherence;
 - Intra-institutional coherence (Christiansen, 2001);
 - Internal coherence, intra-country coherence, inter-country coherence, and the harmonization of policies adopted by international aid "donor" and "recipient" countries (Piccioto, 2005);
 - OECD: intra-governmental or inter-governmental coherence (King & al. 2012).

2. Measuring Policy Coherence (S1)

- EU's public policies on international development : climate change policies between African DCs and the EU : development aid logic in which horizontal coherence is the coordination of this aid between donor countries (Weston and Pierre-Antoine 2003; Brodhag and Taliere 2006; Azoulay 2005) and vertical coherence is a relationship between international aid donor and recipient countries;
- Coherence of public policies: procedural dimensions/Rasch model distinguished public policies from public policy processes (Lee, 1997);
- Consequently: measure of coherence is the distance in the measure of the difficulty of implementation and the differences between public policy processes;
- Measures coherence by the substance of policies and the regularity of objectives (Di Francesco, 2001).

2. Measuring Policy Coherence (S2)

- **Duraiappah & Bhardwaj (2007):** coherence: conceptual and relational analysis of the content of public policies/ degree of policy coherence is calculated by the simple sum of the absolute difference between the off-diagonal elements.
- **King & al., (2012):** Relational analysis takes instruments into account when measuring policy coherence and develops a coherence index.
- **King and Matthews (2011) :** policy effects, policy outputs, policy inputs, and policy positioning as indicators.
- **King & coll (2012):** Index composed of an aggregation of indicators offers a synthesized and rapid view of the nature of the coherence between a set of public policies.
- **Nilsson & al (2012):** coherence on the basis of decisions taken in a public policy process on the objectives and instruments of a policy and on the implementation arrangements according to the output-oriented approach.
- **Savard (2010) :** qualitative and quantitative coherence analysis method

3. Interrelationships between mitigation and adaptation policies

- Mitigation actions: To reduce or increase greenhouse gas emissions, while adaptation actions aim to adjust to the effects of climate change in order to mitigate them or exploit their beneficial opportunities.
-
- Adaptation policy determines behavior and development methods that take climate change into account as a given in all actions to be undertaken for mitigation purposes.
-
- Mitigation policy, on the other hand, avoids climate change through the production of greenhouse gases (GHGs) that cause global warming, in line with the targets set at the international level.
-
- Mitigation policy is the responsibility of the developed industrialised countries and adaptation policy of the developing countries

3. Interrelationships between mitigation and adaptation policies (S1)

- Reducing GHGs avoids climate change and the underlying impacts so that there can be adaptation to climate change. Otherwise, mitigation policy crowds out adaptation policy.
- However, the complexity and uncertainty of the mitigation strategy, the integration of temporal and geographical scales relating to effectiveness, and the organizational and negotiation difficulties of GHG emissions
 - challenges of mitigation range from the internalization of externalities in the management of a global public good to the complex issues of how to disrupt the energy supply system and decarbonize development.
- GHG emissions constitute a market failure in that the damage caused by climate change to socio-economic activities and future generations is imposed by GHG emitters who do not directly or indirectly bear the full costs of their decisions.

3. Interrelationships between mitigation and adaptation policies (S2)

- Local, regional, and cooperative particularities thus form a mosaic of actions integrated into climate change policies/mitigation strategies producing long-term benefits perceptible decades/adaptation strategies generally produce short-term benefits.
- Benefits of mitigation: coordinated efforts and negotiation between stakeholders/adaptation leads to individualization, requiring international negotiations to integrate equity and social justice/adaptation decisions depend on many factors at different scales of public policy (Wilbanks, 2004).
- Adaptation strategies: highly differentiated options in terms of their nature, scale of application, the type of actor or sector involved, and the relative timing of their implementation.
- Adaptation policy is multifaceted and multidisciplinary.

Conceptual dichotomy is inherent in climate adaptation and mitigation policies.

3. Interrelationships between mitigation and adaptation policies (S3)

- § The relationships between mitigation and adaptation strategies are intertwined and complementary on spatial, temporal, and contextual scales.
- Managing the anticipated impacts of climate change requires both mitigation and adaptation efforts/mitigation effort needs to be analyzed in terms of substitutability: as financing adaptation crowds out mitigation because of the allocative competitiveness of resources.
- Mitigation reduces the risks upstream of the climate/limiting causes of climate change at source.
- Adaptation takes climate change as a given and aims to manage its consequences downstream of the climate system.
- Link between the global and long-term benefits of mitigation and the immediate or medium-term local benefits of adaptation emerges from mitigation and adaptation policies.
- Adaptation decisions: more promoting development/ mitigation decisions allow time for adaptation (Ingham et al., 2005)

4. Actors' roles

•Actors have collaborative, competitive, or conflictual relationships.

- ➤Non-governmental: NGOs and companies manage to do without the State/acting as vectors of standards or because they set up micro-public policies.
- ➤Invest in the field of human rights, economic development or the regulation of trade, especially trade.
- ➤Build "micro-regimes", non-governmental actors exploit legal loopholes or the State concedes certain of its functions to them. :
-
- ➤Commitment to political decision-makers, asking them to guarantee the principles of good governance (stability of the legal framework, transparency, accountability, participation, impartiality, the fight against corruption, etc.).
- ➤NGOs and associations recognize the decisive role of the State.
- ➤Companies : methods of intervention/more complex, less visible and often interpreted as less legitimate/ role of transmitters of norms, standards and technologies, but also of values and cultures/ establish rules that bypass national law. Finally, through their financial power and the strength of some of their lobbying activities, they help to structure trade regimes and largely define trade rules.

Actors	Location	Role played
Public sector (political authorities (Government), central and decentralised administrations and public and semi-public companies)	National	Strategic design and negotiation, policy and technical guidance, development, evaluation, resource mobilisation and partnership development, monitoring and control, capacity building and communication, and technology development.
Private sector (Companies, Banks, Insurance, Professional Associations, Business, Media)	National international	and Investment, production, service, distribution, regulation, financing, dialogue and partnership.
Non-governmental players (international and national NGOs, CSOs, associations and cooperatives)	National international	and International and national influence of other stakeholders, Influencing their behaviour, research and development, demand, advocacy, monitoring and control, regulation, negotiation and partnership
Think tanks, scientists, researchers and experts	National international	et Negotiation, Reflection, research, communication, advocacy, monitoring, analysis and criticism of policies designed and implemented, influence and negotiation
Partnership	International	Technical and financial support, capacity building, stakeholder coordination, technology development, collaboration, awareness-raising, climate finance, virtual mobility sharing knowledge and expertise

4. Actors' Roles (S3)

- Government actors roles varies according to the scale of intervention.
- State : only entity, more or less accepted by all the other actors, with the capacity to structure a coherent and global response to the climate issue.
- From the complimentary, conflicting and overlapping roles of the various actors, the issue of coherence calls for a transcendence of the simple sequence of compartmentalized actions in favor of more coordinated action.
 - ▪ It is a mechanism for integrating the links between the objectives, goals, actors and instruments of a policy to produce coordinated action between different sectors or levels of government. Finally, through their financial power and the strength of some of their lobbying activities, they help to structure trade regimes and largely define trade rules.

5. Burkina Faso and EU climate change policies

• Burkina Faso's climate change policies:

➤ Programme of action for Adaptation to climate variability and Change (PANA) drawn up in 2007

- Identify urgent and immediate needs, activities, and projects that can help communities cope with the adverse effects of climate change;
- Seek synergy and complementarity with existing resources and development activities, while focusing on the impact of climate change; and
 - Promote the integration and consideration of climate change risks in the national planning process.

-
-
-
-

➤ The National Plan for Adaptation to Climate Change (PNA) was adopted in 2015.

- Protect the pillars of accelerated growth;
- Ensure sustainable food and nutritional security;
- Preserve water resources and improve access to sanitation;
- Protect people and property against extreme weather events and natural disasters;
- protect and improve the functioning of natural ecosystems; and protect and improve people's health

5. Burkina Faso and EU climate change policies (S1)

•EU has a Strategic Plan (SP) 2020-2024:

- ➤ Reduce the level of GHG emissions;
- ➤ Monitor EU climate legislation on a six-monthly basis through energy and integrated governance;
- ➤ Finance climate-related expenditure by including it in the EU budget, in particular in the multiannual financial framework and in the "Next Generation EU" recovery plan;
- ➤ Provide financial support for innovative, low-carbon technologies; communicate and dialogue with stakeholders to have a voice and space
- ➤ Design and implement climate action, share information, initiate activities at the local level, and present solutions that others can follow; adapt and bounce back from the adverse effects of climate change and, negotiate at international levels by playing a leading EU role in climate diplomacy.

•Public climate policy in Burkina Faso: national development strategies/ international development objectives and the strategies of partners, including the EU, which has enshrined the coherence of development policies by seeking to strike a better balance between its interests and those of developing countries (EC, 2007 and 2009).

6. Methodology

Coherence is identified by temporal iconicity, thematic continuity and centrality (Jadir 2010)

6.1. Measurement method

- Method proposed by Savard (2015):
 - Qualitative and then quantitative, based on six principles.
 - Take into account at least two policies,
 - Report on the relationship between public policies,
 - Measure coherence on the basis of systematic observations,
 - Express the relationship between policies in terms of a score
 - Generate the measure of coherence from pairs of public policy elements to all public policies as a whole.

- Content analysis :
 - Observation the elements and indicators of the effects of a policy, the products of a policy, the inputs of a policy and policy positioning (King & Matthews, 2012).
 - Indicators : Relating to the objectives of a public climate policy (see Appendix 3).
 - Establish links between the objectives, a thematic correspondence coding analysis was carried out using the simplest unit of meaning technique,
 - Dividing the text analysed by simplifying the objectives as much as possible.

6.1. Measurement method (S2)

•Relational analysis :

- ➤After the objectives had been identified, recorded and coded, and pairs of proposals for coherence, incoherence or independence of objectives had been drawn up.
- ➤Links between the objectives are established with regard to the coherence between policies by identifying redundancies, using the Thagard-Jadir test.
- ➤Principles of this test are temporal iconicity, thematic continuity, analogy, contradiction, competition and inference.
- ➤Policy coherence index:

$$ICP = \frac{\sum ei + \sum ej}{\sum ep}$$

- ➤Coherent relationship is expressed by 1, an incoherent one by -1 and an independent, neither coherent nor incoherent relationship between two elements by a score of 0.

6.1. Measurement method (S3)

•Zone identification :

- ➤ Using data on the web Professional Cost Management Group (PCMG), <http://pcmg.enap.ca/pcmg5>
- ➤ Describe the structure of the file;
- ➤ Analyse the coherence of public policies from a relational point of view.

6.2. Estimation procedure

- Inventory of the climate change policies of Burkina Faso and the EU was carried out, enabling them to be coded (Table 2)
-
- Inventory of objectives made it possible to divide the initial objectives 4, 5 and 6 of the PANA, 1, 2 and 3 of the PAN and 4 and 5 of the EU SP into smaller units of meaning with a view to coding them according to their political affiliation and ordinal classification (Table 3).
-
- Relational analysis: calculation of coherence scores before drawing up a table of pairs of objectives linked to the score.
PCMG web to estimate the coherence index and to graphically represent the coherence structures

6.2. Estimation procedure (S1)

Table 2: Climate policies

Code	Titre de la politique
M1	Programme d'action national d'adaptation à la variabilité et aux changements climatiques
M2	Plan national d'adaptation aux changements climatiques du Burkina Faso
M3	Plan stratégique 2020-2024 (Strategic plan 2020-2024) de l'union européenne

Code Textes objectifs

6.2. Estimation procedure (S2)

M1P1 Identifier les besoins urgents et immédiats pouvant aider les communautés à faire face aux effets adverses des changements climatiques

Table 3 : Policies Objectives
M1P2 Identifier activités urgentes et immédiates pouvant aider les communautés à faire face aux effets adverses des changements climatiques

M1P3 Identifier les projets urgents et immédiats pouvant aider les communautés à faire face aux effets adverses des changements climatiques

M1P4 Rechercher la synergie des moyens existants et des activités de développement, tout en privilégiant le volet sur les impacts des changements climatiques

M1P5 Rechercher la complémentarité des moyens existants et des activités de développement, tout en privilégiant le volet sur les impacts des changements climatiques

M1P6 Favoriser l'intégration des risques liés aux changements climatiques dans le processus de planification nationale

M1P7 Favoriser la prise en compte des risques liés aux changements climatiques dans le processus de planification nationale

Code Textes objectifs

6.2. Estimation procedure (S3)

M2P1 Protéger les piliers de la croissance accélérée

Table 3 : Policies Objectives
M2P2 Assurer une sécurité alimentaire et nutritionnelle durable

M2P3 Préserver les ressources en eau

M2P4 Améliorer l'accès à l'assainissement

M2P5 Protéger les personnes et les biens contre les événements climatiques extrêmes et les catastrophes naturelles

M2P6 Protéger le fonctionnement des écosystèmes naturels

M2P7 Améliorer le fonctionnement des écosystèmes naturels

M2P8 Protéger la santé des populations

M2P9 Améliorer la santé des populations

Code Textes objectifs

6.2. Estimation procedure (S4)

M3P1 Réduire le niveau des émissions de gaz à effet de serre (GES)

Table 3 : Poser et suivre semestriellement la législation climatique de l'UE le biais de la gouvernance de l'Union, de l'énergie

M3P2

M3P3 Intégrer dans le processus du semestre européen ce suivi

M3P4 Financer les dépenses liées au climat intégrées au budget de l'UE par le cadre financier pluriannuel et du plan de relance de la prochaine génération de l'EU

M3P5 Soutenir financièrement les technologies innovantes et à faible émission de carbone

M3P6 Communiquer et dialoguer avec les parties prenantes disposant d'une voix et d'un espace pour concevoir.

M3P7 Mettre en œuvre des actions en faveur du climat

M3P8 Partager des informations.

M3P9 Lancer des activités au niveau local

M3P10 Présenter des solutions que d'autres peuvent suivre

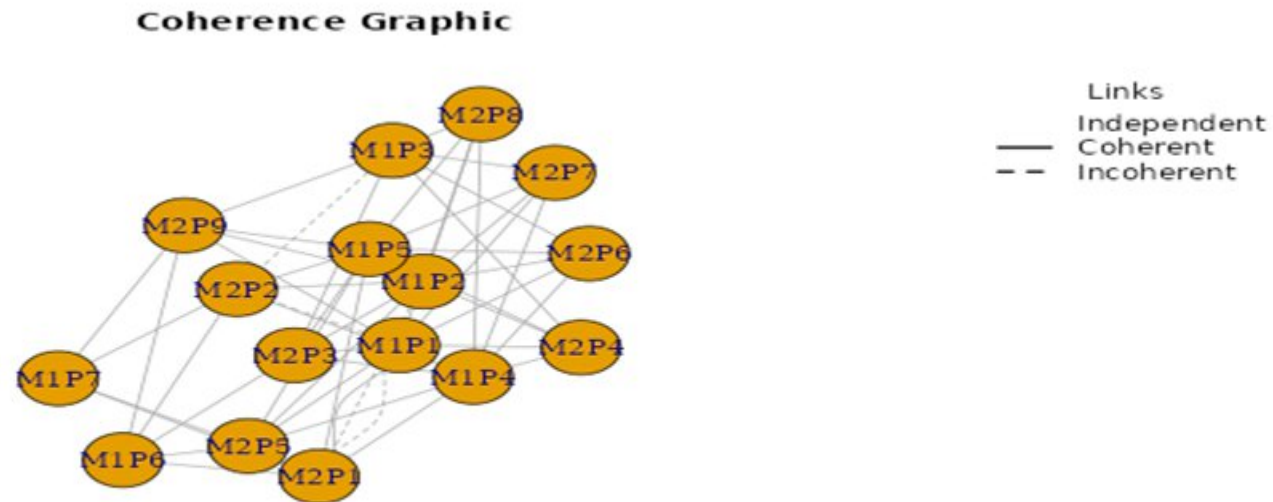
7. Results and interpretation

u

.Coherence indices, .Indices without independence links, .Coherence structure figures.

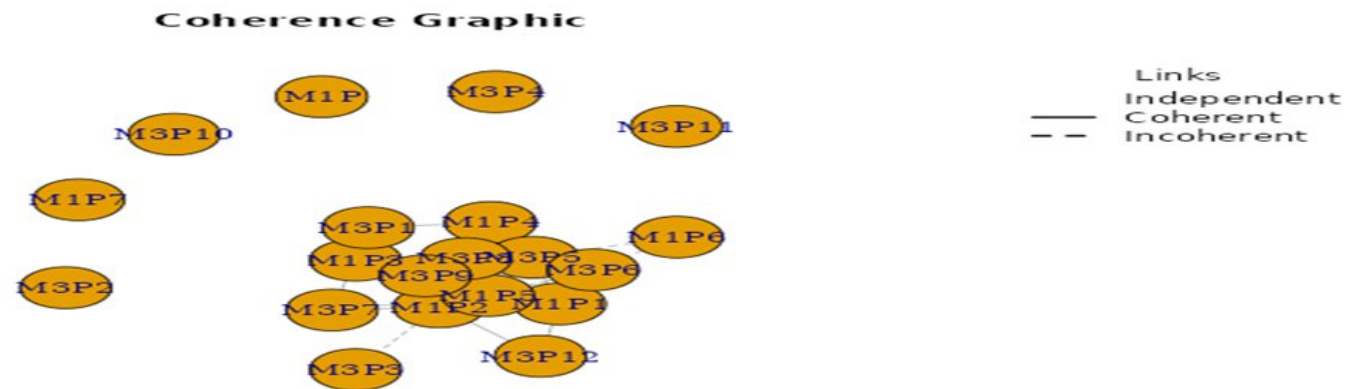
7.1. Coherence between adaptation policies or national climate change policies (PANA and PAN)

- Coherence index is 0.6984, higher than 0.5.
 - Slight coherence between the national climate policies.
 - Slight synergy between the two national climate change policies.
 - The coherence structure graph sheds light on the nature of the coherence relationship between these policies.
- Figure 1: Structure of coherence between PANA and PAN



7.2. Coherence between PANA (Burkina) and SP (EU)

- Coherence index is 0.1667, below 0.5:
 - very little coherence between the two policies (Savard (2015), but his study was a comparison of health policies in Canada).
 - The present result is based on an analysis of the coherence of climate change policies between developed industrialized countries and developing countries.
- Figure 2: Structure of coherence between PANA and SP



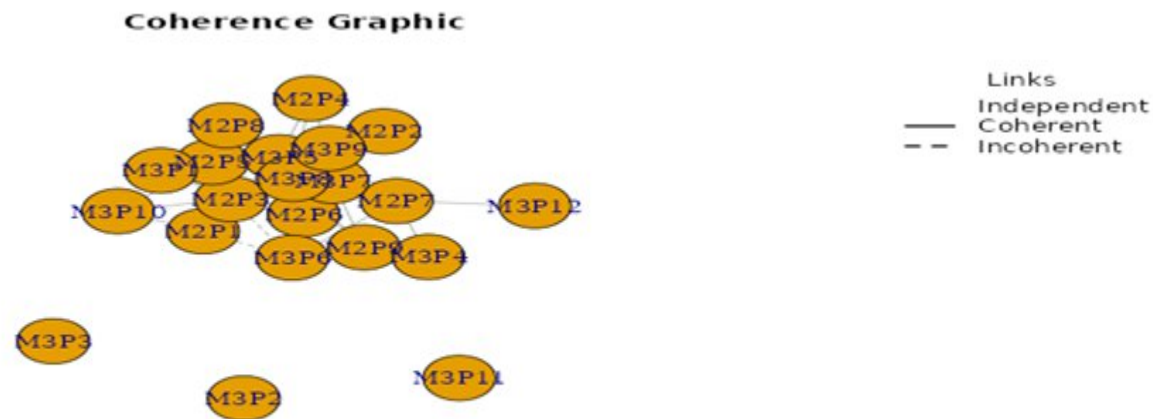
7.3. Coherence between PAN and SP

▪ Coherence index between is 0.3889:

- Policies are relatively coherent, with a synergy between them of less than 0.5.
- The time lag between the two policies is short and mitigation policies include social justice and equity for DPs.
- 2015-2020 strengthening of cooperation between the EU and Burkina Faso also considers the green and resilient economy to be one of the priority areas through the preservation and restoration of forests and natural ecosystems, the development of sustainable, profitable, and resilient agri-food sectors and the strengthening of local management capacities and skills.

➤

▪ Figure 3: Structure of coherence between PAN and SP



Coherence between Burkina and EU

▪9 PAN objectives, nearly 7 are linked to PANA objectives:

- ➤Changes in national development strategies and international development goals/support of external international experts working together to draw up the PAN.
- ➤National policies are contextualized/integrating international development expectations through a stakeholder participatory mechanism.
- ➤Nevertheless, the effects of climate change are still being felt in the fields of agriculture, livestock production, the environment and natural resources, energy, health, infrastructure, housing and, to a lesser extent, in the cross-cutting issues of capacity building and technology. Governance, inequality, security, trade, transport, employment, and migration, on the other hand, are overlooked.
- ➤The effects of climate change are multidimensional and have an impact on development. For example, economic development affects the equilibrium of ecosystems, which in turn affects their state

▪Poverty: cause and effect of environmental degradation and the degradation of ecosystem services.

▪Socio-economic inequalities between communities undermine the social cohesion needed to promote sustainability and the effectiveness of climate policies.

▪Development policies that are independent of climate issues have an impact not only on climate change but also on the capacity to implement them.

▪Insecurity is also a source of deforestation, which encourages climate change.

▪Critical impact thresholds and vulnerability to the impacts of climate change are connected to environmental, social, and economic conditions and institutional capacities, and therefore to development trajectories

▪Little coherence between the objectives of the two policies. .

▪Time and space lags in the design: hindering coherence by leading to different objectives.

▪Political gap/rigidity of institutions/misunderstandings of sectoral interdependence such as security and development, trade and agriculture, the lack of evaluation of the costs of incoherence (financial and political) as well as the downgrading of international action sectors following changes in the political lines of the authorities of developed countries. ▪

▪State of cooperation between the EU and Burkina Faso/Representation of the EU delegation via the departments responsible for climate and the authorities in charge of designing the PANA,

Coherence between Burkina and EU(S1)

- Dichotomy, complementarity and substitutability between mitigation and adaptation lead to behavioral choices in a context of information where early action for long-term risks is favoured.
- Policy capacity: availability and distribution of resources, availability of and access to technology, operation and structure of institutions, infrastructure, level of information, education and skills of the population, and equity (Brooks & al., 2005).
- Solution of local-scale initiatives as a complement to other approaches is decisive in view of the global challenge of climate change,
- Promotion of policy coherence for development is a transfer of responsibility from development agencies to other actors, which raises questions about the effectiveness of aid, its added value and the policies adopted.
- National and EU policies have little synergy between them.
- Temporal, spatial, and political mismatches, as well as the problems of coordination, collaboration, sharing of experience and skills, and the distinctive distribution between the mitigation and adaptation policies.
- Strategic and political structures in EU donor countries.
- In the EU, two main decision-making methods coexist, as certain policies remain the responsibility of the Member States, while others are established at the EU level.

8. Conclusion, implications and limitations

- Climate change does not overshadow its territorial and local roots as a geopolitical and development issue.
- climate change policies through action by governments, local authorities, the private sector, NGOs, CSOs, and citizens with divergent interests.
- Global nature of the changes affecting the climate raises coherence questions for solutions and global convergence of public policies.
- Incoherence hypothesis between the climate change policies of Burkina Faso and the EU analyses coherence by qualitative and quantitative method.
- Results: slight coherence between adaptation policies and a relative coherence between adaptation and mitigation policies which can be explained by the temporal, spatial and political mismatches and the conceptual segregation of these policies, as well as the lack of coordination and synergy.
- However, climate change policies are adaptation measures and mitigation efforts that intertwined for an overall strategy.
- Climate policies present crucial scientific and political challenges for the future, as they are a development issue.
- Measuring and analyzing the coherence of these policies helps public decision-makers determine how they can be reformulated to improve their consistency.
- The measurement method does not simultaneously take into account the choice of instruments.
- Quantifying the costs of policy incoherence increases the importance attached to measuring coherence is a perspective.

Thank