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# Mainstreaming green economy into sustainable development policy frameworks in SADC

## Abstract

In the lead to Rio+20, the United Nations Economic Commission for Africa (UNECA) provided provocative insights into the Southern African Development Community (SADC) position on green economy and sustainable development. UNECA (2012, p. 66) concluded that in the SADC context, “the green economy cannot be discussed in isolation from the current debates on climate change mitigation and adaptation, including impacts on economic growth and poverty alleviation”. The purpose of this paper is to investigate how SADC is mainstreaming green economy to enhance sustainable development and poverty eradication. The main findings are that SADC started this process in 2011 through the Green Guide initiative for Parliamentarians and the 2013 call to develop a Green Economy Strategy and Action Plan for Sustainable Development. The paper concludes that since other member states are ahead of SADC, co-leadership is needed between SADC and member states to share experiences in shaping the green economy transition agenda.

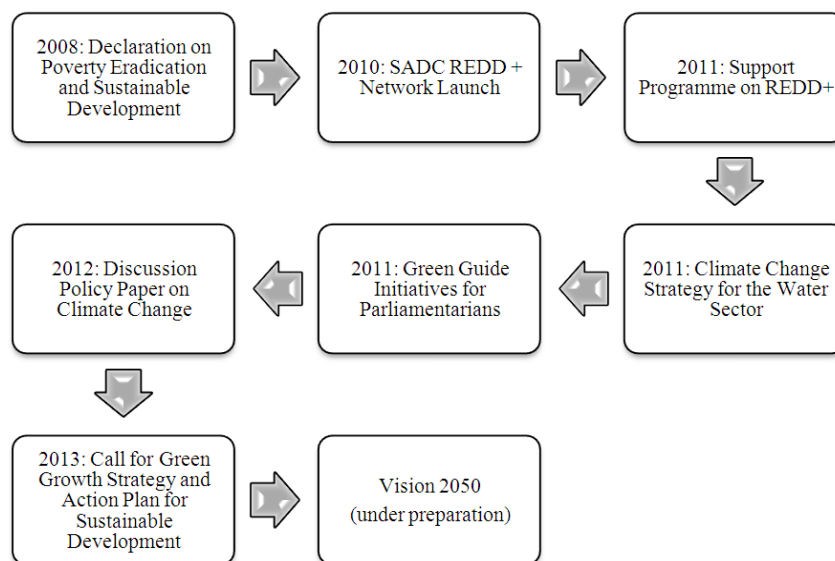
**Keywords:** mainstreaming, green economy, poverty, SADC, climate change.

**JEL Classification:** Q56.

## Introduction

The green economy phenomenon (interchanged in this paper with green growth) has been growing exponentially since its re-discovery in 2008 following the global financial crisis. The literature is awash with recent writings on the subject matter (see for example, Bartelmus, 2013; Fankhauser, 2013; Nhamo, 2013; MacLennan and Perch, 2012; UNECA, 2012; UNEP, 2011; Low, 2011). Low (2011) maintains that global leaders have been forced to re-think their development trajectory since the 2008 financial meltdown leading to a convergence point where we fully harmonise life supporting ecological systems and economic development. Climate change, energy and water security, biodiversity loss and intergenerational environmental decay are some, among the common global environ-

mental challenges that green growth transition seeks to address. Unlike the traditional economic planning sphere, green growth needs to be interactive and responsive to the needs of all global spatial regions and contexts. Hence when we talk of mainstreaming green economy for sustainable development and poverty eradication in the Southern African Development Community (SADC), we are informed by the high level global transition aimed at converting the negative environmental, social and economic crises into tangible, equitable and inclusive opportunities for jobs creation and natural capital conservation. A summary on SADC’s green growth transition timelines is shown in Figure 1. Further discussions on the highlights from Figure 1 will follow under the relevant sections in the main body of the paper.



Source: Authors.

**Fig. 1.** SADC’s green growth transition timelines

In Low's (2011, p. 1) view the understanding and terminology for green growth vary. However, a range of strategic outcomes exist and these include: "responding to climate change (both emissions reduction and climate resilience), loss of natural capital, resource scarcity and addressing social or development objectives such as poverty". In a project aimed at mediating greener pathways for the SADC, the International Policy Center for Inclusive Growth (IPC-IG) realized that more than 50% of the SADC economies have less than eight key sectors accounting for 75% of exports (MacLennan, 2013a). These sectors are mainly agrarian or dependent on mineral resources. To this end, the ICP-IG identified five priority green growth intervention policy sectors addressing the social, environmental and economic development pillars. These five sectors are mineral extractive development with investment in health; food security and education; water security and energy access; and climate resilience and social protection.

Although five such sectors were identified, for the purpose of this paper, we decouple some components from the priority sectors and come up with nine sectors for clarity. Some of the paring done by the IPC-IG such as: having mineral extractive development and investment in health together; food security and education; water security and energy access; and climate resilience and social protection has potential problems in that other sectors need to be stand alone for emphasis and clarity. In addition, we add the 10<sup>th</sup> sector, transport related infrastructure. The priority sectors as per our view and for the purpose of this paper include: mineral extractive development, investment in health, food security, education, water security, energy access, rural growth and development anchored in natural resource management, climate resilience, social protection, and transport related infrastructure (roads, airports, telecommunications, rail, air, maritime etc.).

With reference to progress made by the SADC towards the attainment of sustainable development since Rio 1992, the Secretariat had this to say:

While the concept of sustainable development has been fully embraced as expressed in various policy documents at regional and national levels, the implementation of these policies for the full benefit of all the people remains a challenge for a number of reasons, such as financial constraints, institutional misalignment, and inadequate capacity (SADC Secretariat, 2013, p. 4).

In addition to the challenges identified herein, the SADC Secretariat further notes concerns such as dependence on donor financing, emerging global challenges like climate change, need to embrace the green growth transition, global food crisis, high oil

prices, poor enforcement of policies and regulations, poverty, HIV/AIDS, gender imbalance and failure to create opportunities for employment.

This paper comes in six major sections including the introduction and conclusion. The next section is dedicated to addressing methodological underpinnings. Section two focuses on the nexus between poverty, sustainable development and green growth. Issues concerning mainstreaming green growth into sustainable development are discussed under section three. Section four looks at green growth mainstreaming in the SADC and the key findings are outlined. The last section is the conclusion. It revisits the main points from the paper, draws insights, present few pointers for taking green growth mainstreaming forward.

## 1. Methodology

This study sought to address the following main research question: To what extent has the SADC mainstreamed green growth for sustainable development and poverty eradication? Sub-questions that seek further clarity are: (1) What has the SADC Secretariat done to mainstream green growth for sustainable development and poverty eradication? (2) What are the good practices regarding comprehensive frameworks and/or sector based green growth mainstreaming from SADC member states? The study is predominantly literature based and informed by the authors' engagement with a number of SADC countries in the green growth space. Mauritius and South Africa emerged as the frontrunners in the green economy transition space. Based on FERN's (2013) confirmations, the DRC was viewed to be a good case study for reducing emissions from deforestation and forest degradation plus (REDD+) implementation. Given the foregone, green growth transition initiatives from the mentioned countries are documented as learning points for the entire SADC region. A number of examples are further drawn from other SADC countries. As for the SADC Secretariat (<http://www.sadc.int/>), available documentation for the Green Guide project (MacLennan, 2013a-c), REDD+ Network (SADC, 2010) as well as the 2013 call for the development of the SADC Green Growth Strategy and Action Plans for Sustainable Development (SADC Secretariat, 2013) were key sources of information. Apart from these SADC related platforms, further information was generated through recent academic publications (mainly from 2011 to 2013) that addressed models for sustainable inclusive green growth mainstreaming. A grounded theory approach (Corbin and Strauss, 1990) to document analysis was conducted resulting in key threads of arguments developed as presented in the main structure of the paper (Francke, 2007).

## 2. Mainstreaming green growth for sustainable development and poverty eradication

Mainstreaming is a term that has stronger roots in gender studies. Pollack and Hafner-Burton (2000, p. 434) highlight that “the concept of gender mainstreaming calls for the systematic incorporation of gender issues throughout all governmental institutions and policies”. The United Nations Economic and Social Council (UNESCO) presents the commonly cited definition for gender mainstreaming that this work will further draw from. In its view, gender mainstreaming:

*... is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated* (UNESCO, 1997, p. 28).

After asking the question (Is there life after gender mainstreaming) Rao and Kelleher (2005) bring up a valuable contribution applicable to green growth mainstreaming. The authors conclude that “life after gender mainstreaming must be focused on institutional transformation” (ibid, p. 68). Hence drawing insights from Pollack and Hafner-Burton, UNESCO as well as Rao and Kelleher, an attempt is hereby made to come up with conceptual pointers towards defining green growth mainstreaming for sustainable development and poverty eradication. In our view, green growth mainstreaming should address the following five conceptual issues: must be systematic, should incorporate green growth aspects across all regional and national government institutions and legislative frameworks, should focus on political, social, environmental and gendered green growth, must be monitored and evaluated, and lastly, should be embedded in organizational change. All this, should be informed by a genuine concern to sustain development and eradicate poverty.

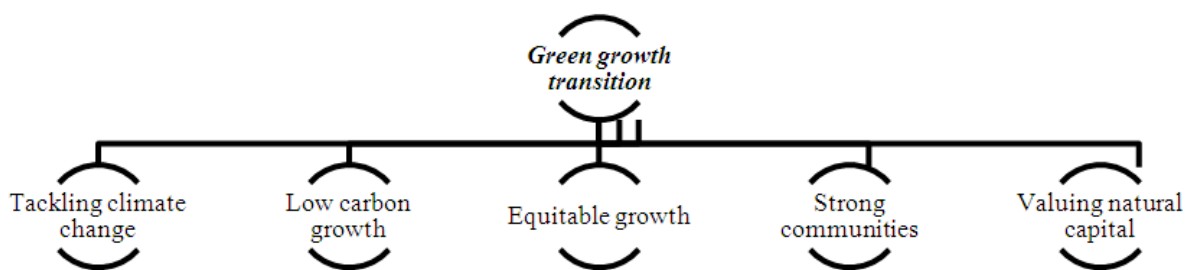
In her paper focusing on ‘Growing the green economy – globally’, Henderson (2007) starts by lamenting how the world has remained stuck with old economic models that were driving (continuously) the world along all major forms of unsustainable development. In order to mainstream green economy, the author identifies three impact areas: technological change to move away from fossil based to renewable energy, recycling and the redesigning of industrial processes. The insights are similar to those from Rio+20 (UNCSD, 2012).

The Rio+20 Framework calls for measures that seek to address: poverty eradication; food security, nutrition and sustainable agriculture; water and sanitation; energy; sustainable tourism; sustainable transport; sustainable cities and human settlements; health and population; promoting full and productive employment, decent work for all and social protection; disaster risk reduction; climate change; forests; biodiversity loss; desertification, land degradation and droughts; mountains; chemicals and waste; sustainable consumption and production; mining; education; gender equality and the empowerment of women and oceans and seas. This is a comprehensive and diverse agenda (UNCSD, 2012). Comparing the eight thematic focus areas embraced in ‘Our Common Future’ (UNCSD, 1987) to many thematic areas emerging during Rio+20, we consider the period 1992 to 2012 as ‘from sustainable development to sustainable development plus (+)’. Indeed Rio+20 brought up an extended sustainable development and sustainability agenda that the world will battle with in the decades to come. However, in our view, if green economy means everything, it probably means nothing at all and the concept might require revisiting for streamlining. Pop et al. (2011) mention that the green economy is inadequately researched and more work needs to be done in this space. This is not surprising given that the green economy phenomenon is still a relatively new concept (Onestini, 2012; DeSombre, 2011).

The African Union indicates that the continent has embraced at a high political level opportunities enshrined within the green economy. A historical perspective of Africa's acceptance of the green economy (African Union Commission, 2011) can be traced as far back as May 2009. The 3<sup>rd</sup> African Ministerial Conference on Finance for Development held in Rwanda had ministers calling for the creation of an enabling environment to support green economy transition and embrace low carbon development and growth. The business sector was recognized as a platform upon which the transfer and adoption of environmentally sound technologies could be done. In June 2010 The African Ministerial Conference on Environment (AMCEN) that took place in Mali ended up with a declaration that recognized a need to further embrace the green economy. During the First Pan-African Biodiversity Conference in Gabon in September 2010, a road map for the green economy in Africa was passed and adopted. The road map mentions issues on equity and sustained development. In October of the same year, the 7<sup>th</sup> African Development Forum (ADF-VII) held in Addis Ababa came up with a consensus statement indicating that green economy was a viable vehicle for addressing challenges linked to climate change and had potential to create

green jobs. The year 2011 witnessed the African Union Summit that took place in Ethiopia endorsing the Bamako declaration. Initial projects could be on clean technology development, renewable energy, water services, green transportation, waste management, sustainable agriculture, sustainable ports and green buildings. In March of the same year the 4<sup>th</sup> Joint Annual Meeting of the African Union Conference of Ministers of Economy and Finance and the Economic Commission in Africa conference of African Ministers of Finance, Planning and Economic Development that took place in Ethiopia issued a statement committing that the ministers and their governments were committed to the green economy agenda and would do so by supporting the necessary institutional reforms.

Low (2011) works through the implications of green growth transition for development planning. From the author's view, green growth draws from the notion of stronger sustainability. In stronger sustainability, the environment is at the center of everything whilst the social, economic, technological and governance pillars all need to speak to sustaining the environment as a life support system. Hence, the age of looking at environment and the economy as mutually exclusive and conflicting spaces is gone. Low further alludes to the fact that readers need to be aware that the term green growth is also known by other contesting terms like green economy, low carbon development, climate compatible development etc. Green growth therefore aims at various potential targets as shown in Figure 2.



Source: Authors (based on Low, 2011, p. 2).

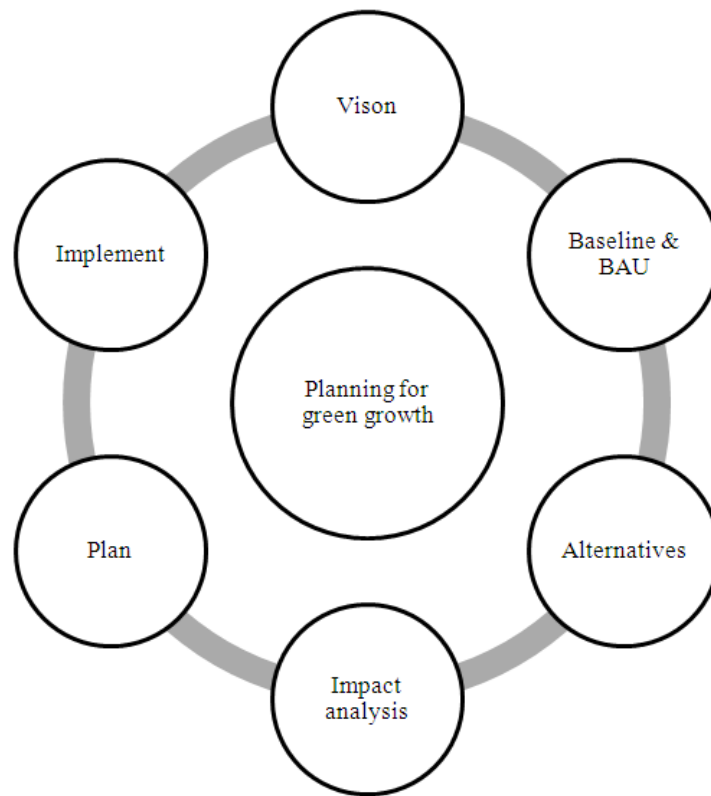
Fig. 2. Potential target outcomes for green growth

From Low's (2011) explanations in Figure 2, the interface between lower greenhouse gas (GHG) intensity and climate change resilience brings up a need to tackle climate change. Interactions between lower GHG intensity and economic growth bring up spaces for low carbon growth. Economic growth, human development and poverty reduction interactions result in equitable growth. Human development, poverty reduction, enhanced biodiversity and ecosystems services lead to the strengthening of communities and habitats. Lastly, the interface between enhanced biodiversity and ecosystems services and climate change resilience manifest in valuing natural capital. The potential outcomes for green growth highlighted herein should be considered in SADC's green growth transition.

Generally, climate compatible development (CCD) takes a lion's share in green growth transition and as scholars, we anticipate this trend to be visible in the proposed SADC Green Economy Strategy. Ellis et al. (2013) maintain that CCD policy frameworks and institutions should be part of a bigger policy landscape for any country, including the SADC. To this end, pointers are raised regarding the drivers of CCD that include: having in place a recognized need to adapt to and mitigate against climate change so as to improve resilience, attain growth and eradicate poverty. Other key issues under CCD include en-

ergy security and natural resource efficiency, taking advantage of new economic opportunities, developing strong government leadership, and providing climate finance and aid.

Low (2011) provides further pointers to those planning for green growth. In the author's mind, such planning should not divert much from the conventional development planning cycle with liked and non-linear stages. What is required is to have additional considerations for the green growth superimposition (Figure 3). In setting up the green growth vision, the objective is to develop an ambition level. Questions like, what does green growth mean for a particular country or region such as SADC should be asked. The policy makers must consider national priorities including jobs creation, environmental conservation and its people. When determining the national baseline and the business-as-usual (BAU) scenario development, the objective is to define the baseline and BAU scenario. The identification of potential options and interventions are objectives during the options and intervention stage. In impact analysis, planners analyse and prioritise policies. The plan development stage identifies a roadmap on the pathways of implementing the preferred approaches. Lastly, during implementation, nations and organizations need to check and build capacity to deliver, secure financing and build partnerships.



Source: Authors (based on Low, 2011, p. 3).

**Fig. 3. Planning for green growth**

In attempting to mainstream green growth in the SADC within the emerging conceptual framework, policy makers should be aware that more natural capital and resources are being discovered in the region, for example, coal in Mozambique, more copper in Zambia, natural gas in Tanzania and Mozambique, gold in Tanzania, more gold in Zimbabwe and oil and bitumen in Madagascar and the DRC (MacLennan and Perch, 2012). In green growth mainstreaming, stakeholders such as SADC, should be on the lookout for challenges that include, among them: costs associated with the transition, balancing interest domains, lack of awareness on the proposed pathways, short-termism, lack of capacities (both individual and institutional) and technological constrains (Ellis et al., 2013).

### 3. Green growth mainstreaming in SADC: the key findings

As reflected in the reporting on progress towards green growth transition in the SADC, initiatives are only beginning now at the secretariat level, although a lot has been taking place at national levels, particularly in South Africa and Mauritius in terms of overall green growth transition. Selected cases of good practices, particularly for REDD+ are available from the DRC. This section therefore discusses green growth mainstreaming from the SADC Secretariat and selected individual member states, inclu-

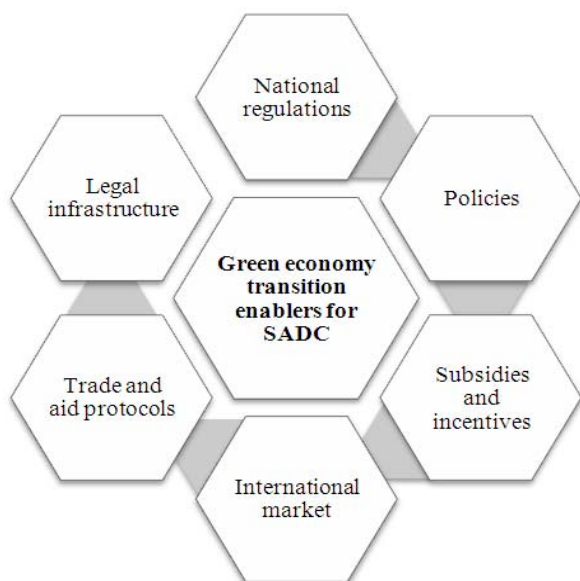
ding those not highlighted above. It is believed that the profiling of individual good practices at the national level, may inform the broader SADC green growth agenda.

**3.1. Green growth transition pointers at the SADC level.** In the lead to Rio+20, the United Nations Economic Commission for Africa (UNECA) produced a report entitled “Progress towards sustainable development in Southern Africa” (UNECA, 2012). The report revealed that SADC was sceptical about the whole green economy transition drive, particularly, cognisant of the failed 1980s to 1990s World Bank and IMF structural adjustment programmes. Responding to the Rio+20 session call on green economy in the context of sustainable development and poverty eradication, SADC stakeholders revealed that:

*The concept of the “green economy” is still not well understood within the sub-region because the concept is still new. In addition, the few stakeholders that understand the concept perceive the concept as externally driven, and not much different from previous failed development paradigms, such as the structural adjustment programmes of the World Bank [UNECA, 2012, p. 3].*

To this end, SADC and other sub-regions called for further debate and investigation on green economy

transition with the main focus centred on the need for green growth to be pro-poor. The sub-regions made a further call to understand long-term implications of such transition, bearing in mind the nexus between climate change and development. Hence, any green economy mainstreaming activities had to address these issues (UNECA, 2012). New and emerging challenges including the financial, food, fuel and fertilizer crises were highlighted in addition to those identified during the World Summit on Sustainable Development (WSSD) of 2002. The challenges of the WSSD era were identified as HIV/AIDS, information and communication technologies and impact of globalization in regions like SADC (Ibid). From the UNECA report, South Africa was identified as a mover in green growth mainstreaming, having signed the Green Economy Accord with its social partners in 2011. Overall, the sub-regions accepted that green growth transition had serious implications for poverty eradication strategies and programmes. Moving into the future, the SADC region was content that green economy transition should not replace the sustainable development paradigm (UNECA, 2012) but viewed as a good tool to realize sustainability. However, a number of enabling conditions were required to be in place (Figure 4).



Source: Authors (based on UNECA, 2012, p. 49).

**Fig. 4. Green economy transition enablers as per the SADC region**

The SADC region further noted that the green economy transition enablers identified were still biased towards and encouraged the brown economy status quo excessively dependent on fossil fuel energy, among other challenges. From the national perspective, examples for such enablers include: changes to fiscal policy, greening public procurement, educa-

ting the citizenry and improving environmental rules and regulations (UNECA, 2012). Even if there were reservations regarding green growth transition from SADC as revealed earlier, work has since started to mainstream green growth for sustainable development and poverty eradication. The next paragraphs are dedicated to tracing these emerging initiatives.

As part of green growth mainstreaming in the SADC, the IPC-IG has identified the five priority sectors namely: (1) mineral extractive development and investment in health, (2) food security and education, (3) water security and energy access, (4) rural growth and development anchored in natural resource management, and (5) climate resilience and social protection (MacLennan, 2013a). This progress is registered as part of a project to develop a Green Guide for SADC parliamentarians so that as they work on their green growth policies they are in unison and aware of the key issues to be included in such policies. Although new, the project has gained traction in the SADC. The Green Guide is further viewed as a platform for identifying opportunities for climate change adaptation and mitigation. In order to avoid over-investment in one sector, the Green guide project has already identified leadership and good practices that include the following (MacLennan, 2013a, p. 1):

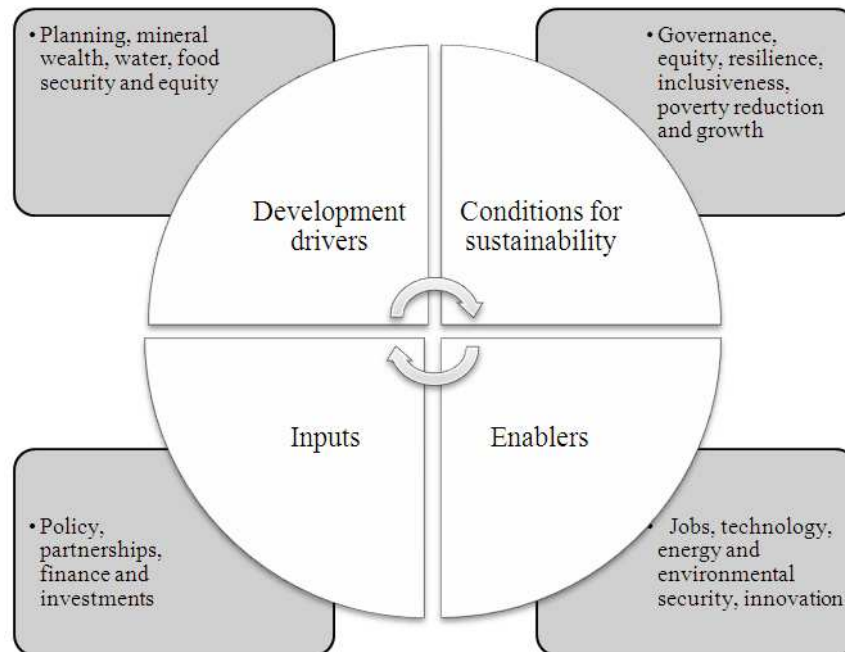
- ◆ Mozambique: Poverty Reduction Strategy Paper (PRSP) on job creation in agriculture leading to the reduction of poverty and vulnerability, while promoting inclusive growth.
- ◆ Botswana: Labor-Intensive Rural Public Works Programme that prioritises women in programme supervisory roles.
- ◆ Zimbabwe: Rural Transport Study that identifies mechanisms to guarantee improvements that will benefit women.
- ◆ Zambia: Micro-Project Utility that enhances participatory methods for women in decision-making processes pertaining to community asset construction.
- ◆ Zambia: Relationship between the mineral extractive sector and health;
- ◆ South Africa: Water and energy security nexus.
- ◆ Mauritius: Linking climate change and social protection.

The emphasis of the Green Guide is for SADC to go “green with equity” (MacLennan, 2013b, p. 1). This initiative dates back to July 2011 and is part of a collaborative framework between the SADC Secretariat, SADC Parliamentarians Forum, UNDP/IPC-IG and the CDKN (MacLennan, 2013c). The initiative therefore focuses on possibilities to develop and implement sustainable inclusive green growth policies

within the specified model (Figure 5). From Figure 5, it emerges that green growth transition is not only a process but also an outcome. The Green Guide:

*Mainstreams climate compatible development “in practice and bridges existing gaps in the lexicon by enabling forward movement at the national level on ‘where to start?’, ‘what next?’ and ‘how to make*

*this work for the benefit of the poor and most vulnerable?’ ... At its score, this Green Guide will position the twinned discussions on the green economy and climate change as an opportunity for both equitable and inclusive development that will bring win-win solutions for the environment, poverty reduction and equality (IPC-IG, 2011, p. 1).*



Source: Authors (based on IPC-IG, 2011, p. 1).

**Fig. 5. Inclusive green growth model for SADC**

Apart from the IPC-IG initiative for SADC parliamentarians, the SADC Secretariat has awoken to the need and challenge to mainstreaming green growth for sustainable development and poverty eradication. Although late, judging by the fact that green growth transition started in earnest in 2009, a call was recently placed requesting expression of interest from potential consultants to develop a SADC Green Growth Strategy and Action Plan for Sustainable Development (SADC Secretariat, 2013). The submission deadline was July 30, 2013 with the winning bid to the three months task spread over four months scheduled to be announced on September 1, 2013. From the Terms of Reference (ToR) the project is supported by the United Nations Development Programme (UNDP). The ToR makes reference to the historical developments in the field of sustainable development tracing it from the 1992 Rio Earth Summit, through the Johannesburg WSSD to Rio+20. As part of the justification to the call, there was an indication that although good progress had been made in SADC towards attaining sustainable development, “the impact of these efforts were not enough to have net poverty reduction” (SADC Secretariat, 2013, p. 4). The green growth, it is anticipated: “will help to overhaul economies in a way that synergizes

economic growth and environmental protection” (Ibid, 5). The green growth transition is further expected to attract significant investments in resource savings that will drive growth.

As the consultants for the development of the SADC Green Growth Strategy and Action Plan for Sustainable Development gets their hands dirty, the SADC Secretariat expects reference to existing programmes such as the Infrastructure Development Master Plan, SADC Industrialization Policy, the draft Regional Agriculture Policy and a range of protocols (SADC Secretariat, 2013). The ToR further made reference to the SADC Secretariat planned GIZ and World Bank practitioners workshop on Green Growth Knowledge Platform that was to be held in October 2013 in Kinshasa (DRC). The platform’s main aim was to facilitate knowledge exchange and promote the uptake of green growth models and practices in SADC. Stakeholders from across various sectors were expected to come up with building blocks stipulating key elements and priorities for the proposed SADC green growth strategy. Six specified aims of the proposed SADC Green Growth Strategy and Action Plan are reflected in Box 1.

**Box 1. SADC Green Growth Strategy and Action Plan aims**

- |   |
|---|
| <ol style="list-style-type: none"> <li>1. To outline processes for the region and national entities to adopt that will facilitate development of a coordinated set of participatory and continuously improving processes of analysis, debate, capacity-strengthening, planning and investment, which seeks to integrate the short and long term economic, social and environmental objectives to enhance the green economy and promote sustained growth.</li> <li>2. To promote policies and investments towards a range of green sectors such as clean technologies and industries, renewable energies, water services, clean transport, waste management and green building with a view to address poverty.</li> <li>3. To contribute towards a people-centred socio-economic development of the region by enhancing integration of the regions' environmental and other natural assets into national economies.</li> <li>4. To reduce social disparities by suggesting an accelerated framework for implementing the millennium development goals and the provisions of the outcomes of Rio+20 while strengthening equal opportunities and cultural identities.</li> <li>5. To provide concrete recommendations to improve governance at the local, national and regional levels that fully integrates the green economy.</li> <li>6. To provide tools for the analyses of existing policies and programmes to enhance consistency and coherence that will promote sustainable development.</li> </ol> |
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Source: SADC Secretariat (2013, p. 6).

Another positive development relates to Namibia's green Climate Fund bid. In the lead to Rio+20, SADC leaders endorsed Namibia's bid to host the Secretariat for the Global Green Climate Fund (SADC Secretariat, 2012). The Green Climate Fund was to be established by the United Nations Framework Convention on Climate Change (UNFCCC) following the announcement in Durban during the 17<sup>th</sup> Conference of the Parties to the UNFCCC (COP17). The proposed fund should hit the \$100 billion mark annually by 2020 if all goes according to plan and will be used for addressing adaptation and mitigation challenges. The fact that SADC endorsed Namibia's bid is proof that the region is aware of what is happening in the green growth transition space.

In 2011, SADC finalized the water sector climate change adaptation strategy. The strategy identifies water governance, infrastructure development and water management as the three key adaptation measures (SADC Secretariat, 2011). The strategy further incorporates an implementation plan with monitoring and evaluation mechanisms in place. Although not explicit in making reference to either green economy or green growth, the subject matter under discussion resides in this space. However, there is reference to sustainable development. This makes sense bearing in mind that the call for the development of a SADC Green Growth Strategy was only placed in July 2013. Moving forward, we advise that there be adequate mainstreaming of green growth in such policies. In April 2012, SADC commissioned a policy discussion document on climate change (Lesolle, 2012) that also focussed on the need to mitigate and adapt to climate change.

**3.2. Selected country cases.** Under this section, green growth transition cases from Mauritius, South Africa and the DRC are discussed. Furthermore, an audit of REDD+ in the SADC is done.

*3.2.1. Mauritius' Maurice Ile Durable (MID).* For Mauritius, the rallying narrative for green economy mainstreaming is the Maurice Ile Durable (MID), a programme of action that started in 2008 and commits the country to adopt a sustainable development path (Ministry of Environment and Sustainable Development – MESD, 2011). The MID as it is popularly known in the country, stipulates five 'Es' of sustainable development interventions namely: Environment, Economy, Energy, Education and Equity. The MID Fund was set up to finance programmes and projects related to sustainable development. The MID witnessed the creation of a new Ministry of Environment and Sustainable Development. Apart from the MID (Heeramun, 2013), there are other legislative measures put in place to quicken green and blue economy transition like the National Framework for Sustainable Consumption and Production (2008-2013), Energy Efficiency Act of 2011, Building Control Bill of 2012, Long Term Energy Strategy (2009-2025). Some green taxes have been instituted such as the MID fuel tax of 15 cent/liter on all petroleum products, 15 cents/liter on LPG and 15 cents/kilogram of coal. There is also a plastics bag levy under the consolidated fund. Industry has initiated the Blue Carbon Award to promote carbon footprint reduction in the business sector. This is an initiative from the Mauritius Export Association. For a smooth green and blue economy transition, a readiness framework that addresses the institutional, fiscal measures, legislative (policy, regulatory measures etc.), voluntary measures, infrastructure capacity, institutional capacity, and individual capacity (skills and competence) has been put in place.

*3.2.2. South Africa's green growth mainstreaming.* As highlighted earlier, South Africa is a frontrunner in terms of green growth transition (UNECA, 2012). A number of issues informing South Africa's pathways to green growth transition can be teased out from the country's Rio+20 statement. South Africa revealed it had "adopted a resource efficient, low carbon and pro-employment approach as one of the key drivers of its economic growth path" and this was fundamental in green growth transition (RSA, 2012, p. 1). The country further indicated, "the green economy approach must be pro-development and enhance job creation while ensuring the protection of environmental resources and natural assets" read part of the statement (Ibid, p. 2). Poverty eradication remained the key objective of sustaining de-

velopment. In addition, the green economy transition could not be the same for all the countries. South Africa also warned delegates that the outcomes of Rio+20 should not result in green economy transition that promoted protectionism and/or conditionalities leading to unfair restrictions in trade, financing and overseas development assistance. To have additional deeper understanding on what has transpired on the ground in South Africa's green growth transition journey and mainstreaming for sustainable development and poverty eradication, the following paragraphs are dedicated to that.

Although many policies and projects have been put in place in South Africa, we highlight the high level political buy-ins and provisions from the National Sustainable Development Strategy III – NSSD III (DEA, 2011), Green Economy Accord (EDD, 2011), Green Fund (Green Fund, 2013) and the National Development Plan – NDP (National Planning Commission, 2011). The first ever green economy summit in South Africa took place in May 2010. During the summit, key high level political decisions were made as all in the rank and file of government, political parties, business and labor gathered. The outcomes documents identified key green economy transition sectors namely: resource conservation and management, environmental sustainability, clean energy and energy efficiency, sustainable waste management, green buildings, water management, agriculture, forestry, sustainable transport and sustainable consumption and production (Nhamo, 2013). From the summit, the President of the country, President Jacob Zuma made the now famous political proclamation on the green economy. President Zuma indicated that South Africa had no choice but to embrace the green economy (Zuma, 2010).

The NSSD III has mainstreamed green growth as one of the key objectives and its key deliverables (DEA, 2011). On the other hand, the Green Economy Accord signed by the social partners including government, labor and business projected up to 300,000 jobs resulting from its implementation by 2015 in the areas covering renewable energy, solar water heating, energy efficiency, waste management, biofuels, clean coal, retrofitting and electrification (EDD, 2011). In 2012, the Department of Environmental Affairs (DEA) established a Green Fund jointly administered through the DBSA. An initial R800 million (about \$80 million as of September 2013's average exchange rate) was allocated (Green Fund, 2013). Since then, three bidding calls have been done and due to very high demand for the fund, the government is looking at ways of increasing the amount in the future (Ibid).

The NDP currently stands out as the preferred future national holding policy document. In the NDP is contained a whole chapter (Chapter 5) dedicated to low-carbon economy transition (National Planning Commission, 2011). The chapter opens up by making reference to President Zuma's 2009 Copenhagen commitment to reduce "emissions below a baseline of 34 percent by 2020 and 42 percent by 2025" (Ibid, 179). This commitment, it is revealed, has challenges in that the South African economy is mainly driven by cheap fossil fuels. The NDP further alludes to two key steps towards realizing the vision: (1) climate change adaptation, and (2) climate change mitigation. Reference is made to, among other national policies and strategies, the National Climate Change Response Strategy White Paper of 2011, Long Term Mitigation Scenario of 2008, Integrated Resource Plan of 2010 covering the periods 2010-2030 and Industrial Policy Action Plan II of 2012/13. Issues of poverty, sustainable development and inclusive and equitable growth are also discussed in depth in the NDP. Overall, the policy landscape for green growth transition in South Africa is advanced and both the SADC Secretariat and other member states can learn more from the progress.

To align with the national vision for green growth transition, the lower tiers of government in South Africa (Provincial and Local Government) have been developing policies, strategies and guidelines to implement the national vision. For example, the Limpopo and Gauteng Provinces have developed their green economy strategy, whilst the Western Cape has a Green Procurement Strategy (Nhamo, 2013). At the local government level, the metropolitans have moved swiftly to engage the green growth space with green procurement guidelines having been established in the City of Cape Town, Johannesburg, and Port Elizabeth (Ibid).

*3.2.3. REDD+ in the DRC.* SADC has developed a document 'SADC Support Programme on Reducing Emission from Deforestation and Forest Degradation plus (REDD+)' to guide the implementation of REDD+ (SADC Secretariat, 2011). The document was approved in Namibia on May 26, 2011 and SADC became the first Africa sub-region to have such a document and programme. Lying in the deep of the equatorial region, the DRC is among SADC countries that have accepted the need to harness opportunities presented by the green economy in forest management through reducing emissions from REDD+ regimes. Other SADC countries to note in this regard include Tanzania and Zambia. For us the main issue in REDD+ is awarding local and indigenous communities the lion's share in terms of carbon rights (Nhamo, 2011). This way, the

disadvantaged will significantly benefit with reduced levels of poverty. However, this is not the case on the ground, particularly with the REDD+ magnet, in the DRC. A summary on REDD+ status in the SADC as gathered from the SADC REDD+ Network is presented in Table 1. The countries excluded in the table have not made any significant movement. The SADC REDD+ Network was established in 2010 to share information on progress regarding REDD+ implementation.

Table 1. Status of REDD+ in SADC

Country	Year R-PP done	Funds available	Known budget
DRC	2010	Forest Carbon Partnership Facility (FCPF), Forest Investment Programme (FIP), Congo Basin Forest Fund, UN-REDD	\$60 million (FIP); \$5.5 million (UN-REDD)
Madagascar	2010	Forest Carbon Partnership Facility	\$6.4 million (FCPF)
Mozambique	2011	Forest Carbon Partnership Facility	\$6.4 million (FCPF)
Tanzania	2009	UN-REDD	\$4.3 million (UN-REDD)
Zambia	2010	UN-REDD	\$4.5 million (UN-REDD)

Source: Authors (data from <http://www.sadc.int/REDD/>, September 20, 2013).

Since 2009, the DRC has managed to attract all the major REDD+ funding mechanisms from the UN-REDD and the three World Bank related and administered funds including the Forest Carbon Partnership Facility, Forest Investment Programme and the Congo Basin Forest Fund (FERN, 2013). On the positive, FERN registers that civil society organizations in the DRC have managed to develop social and environmental REDD+ standards and a manual with the National Committee for Social and Environmental Risks and Benefits for REDD+ is in place and operational.

### Conclusion

This paper reveals that although some SADC member states are ahead in terms of green growth mainstreaming, particularly South Africa and Mauritius, the SADC Secretariat lags behind. On the sectoral level, the DRC leads in REDD+ projects. The SADC

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Secretariat’s work has just begun with two main projects: (1) the Green Guide aimed at awareness raising for decision makers, particularly the Parliamentary forum and (2) the call for the development of the SADC Green Growth Strategy and Action Plan for Sustainable Development. Given this setup, the SADC Secretariat has more to learn from its member states and a co-leadership platform should assist in taking the region forward. Hence, cool heads will be needed as the situation is more of a parent learning from the child. Mauritius is well known for its drive rallying behind the *Maurice Ile Durable (MID)*. The MID stipulates five ‘E’s in green growth mainstreaming for sustainable development interventions namely: Environment, Economy, Energy, Education and Equity. Like manner, South Africa is not only a main SADC player but a global partner in green growth transition. Under its belt are initiatives covering the National Development Plan that has a whole chapter dedicated to green growth transition, renewable energy bidding, the National Climate Change Strategy White Paper, Green Economy Model, Green Economy Accord, Green Fund and the draft policy on Carbon Tax to name but only a few lead policies.

For us, any efforts on green growth mainstreaming that does not consider the 10 priority sectors identified in this paper may be fruitless. Any green growth transition in the SADC should be sensitive to the fact that the region is rich in natural resources including petroleum, coal and natural gas. It must further place climate change at the center (including the twin pillars of adaptation and mitigation as well as those cross cutting such as technology, awareness raising, finance, governance and national communication). Clauses dealing with new generation land grab for biofuels, water security, speculative investment and carbon farming (particularly REDD+ in the DRC) should be embedded in the proposed Green Economy Strategy and Action Plan for sustainable Development. Lastly, green growth mainstreaming should consider the sustainable development goals debates now and post the MDGs in 2016.

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