



Togo: NAP Process Country Case Study

This Country Case Study was developed as part of a series on the national adaptation planning (NAP) process in selected countries. The purpose of the series is to provide an update on the current NAP process, showing first lessons learned and giving an outlook on the next steps to be taken in the iterative NAP process, considering how it contributes to reaching the countries' adaptation goals. The case studies shall furthermore serve the purpose of peer learning to countries that are planning or just starting the NAP process.

Climate risks in Togo

Togo, located in Sub-Saharan Africa, is increasingly affected by the negative impacts of climate change. More frequent floods, droughts, violent winds, but also changes in rainfall patterns and coastal erosion are already taking their toll on the country today. Between 1925 and 1992, 60 major flood events with significant loss of life and damages to infrastructure occurred in the country. In the last decade alone, six of these caused extreme environmental, social and economic damage. At the same time, Togo suffered three major droughts that led to severe famine over the past 60 years. Climate change will likely exacerbate these extreme events: Flooding is projected to increase in frequency, magnitude and intensity with

severe impacts on the Togolese economy.¹ Because of Togo's narrow, yet long north south stretch, the effects of climate change will vary considerably within the country. Coastal erosion represents the biggest threat to Togo, as 80% of its economy is taking place on the shoreline.² The worst-case scenario projects increases in temperature of 0.60°C to 0.71°C by 2025 (3.6°C and 4.5°C in 2100) depending on the latitude.³ A rise of this magnitude might lead to even more frequent and severe droughts. As to rainfall projections, the Togolese NDC assumes precipitation increases by 4 to 8 mm by 2025 (18 to 39 mm by 2100), again depending on the latitude. Hence, there is a strong urgency to adapt to climate change, especially in the sectors of agriculture, coastal and water resources, energy and health.

¹ The World Bank Group. [Historical Climate Variability and Change, Togo Dashboard](#). Published 2017. Accessed March 2019.

² NAP Global Network. [Le processus de PNA au Togo pour se préparer aux changements climatiques](#). Published October 2017. Accessed March 2019.

³ Republic of Togo. [Nationally Determined Contribution within the Framework of the UNFCCC](#). Published September 2015. Accessed March 2019.

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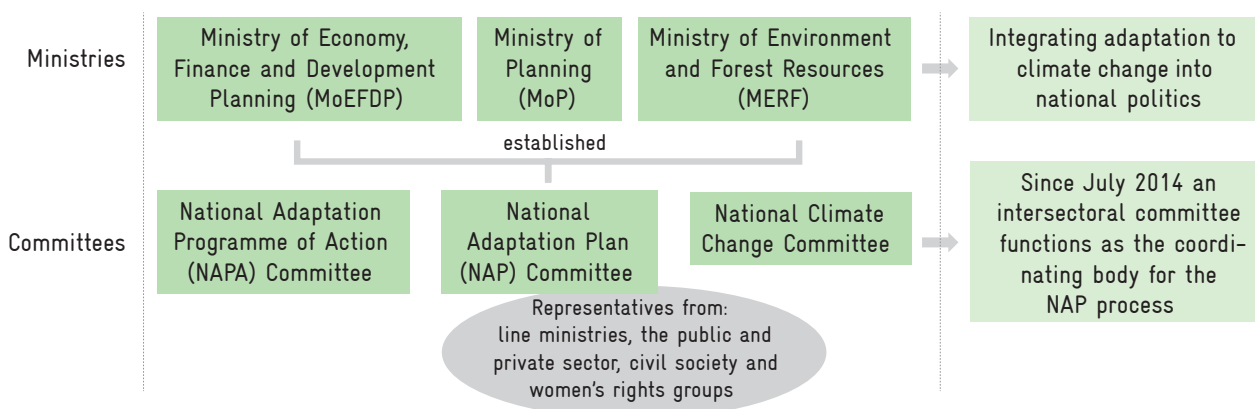
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Initial financial support provided by:



Climate Governance Structure



Climate governance structures for adaptation to climate change



Togo has created several institutions working on climate change, including the **National Climate Change Committee** and the **National Adaptation Programme of Action (NAPA) Committee**.

The lead ministry responsible for climate change is the **Ministry of Environmental and Forest Resources (MERF)**, which is also coordinating the NDC implementation. Together with the **Ministry of Planning (MoP)** and the **Ministry of Economy, Finance and Development Planning (MoEFDP)**, an **Inter-Ministerial National Adaptation Plan Committee** was established in 2014. It consists of representatives from line ministries, the public and private sector, civil society and women's rights groups and acts as the coordinating body for the NAP process. The MERF and the MoEFDP are working closely together in order to ensure that adaptation to climate change will become part of national politics.

Adaptation Policy Framework

The **NAPA Committee** produced the Togolese NAPA for climate change in December 2008 (box 1), laying the base for short-term adaptation action in Togo.

Box 1 Togo's NAPA objectives

1. protecting human lives and livelihoods, resources, infrastructure and the environment;
2. identifying grassroots communities' urgent, immediate needs for adapting to the harmful impacts of climate change and variability; and
3. incorporating adaptation measures and objectives into sectoral policies and national planning.

The MoP prepared the **Strategy for Accelerated Growth and Employment Promotion (SCAPE) 2013–2017**, which explicitly considers climate change and highlights the importance of strengthening institutional frameworks for mitigation and adaptation.

The Climate Directorate under the MERF developed the Togolese Intended Nationally Determined Contribution (INDC) in 2015. With Togo's ratification of the Paris Agreement on 28th June 2017, the INDC became Togo's first Nationally Determined Contribution (NDC). The NDC contains a detailed adaptation component that also makes the link to the country's development goals. Prioritised adaptation measures are mentioned for six sectors, namely energy, agriculture, human settlements, water resources, coastal erosion and land-use as well as land use change and forestry (LULUCF).

NAP Process

NDC	PA ratified	Yes, 28.06.2017
	NDC submitted	Yes, 28.06.2017
	Adaptation component in NDC	Yes
	Reference to NAP	Strong linkage
NAP	NAP process initiated in	2013
	Timeframe for implementation	2017-2021
	Responsible institution	NAP Committee composed of Ministry of Development Planning (MoP), the Ministry of Economy, Finance and Development Planning (MoEFDP), Ministry of Environment and Forest Resources (MERF)
	Current status	NAP reference document submitted to the UNFCCC Secretary in 2017
	Financing	October 2016
	Scope of NAP document	Mainstreaming adaptation to climate change in local development planning and the health sector
	Reference to NDC	Nationally organised with strong linkages to the agricultural sector Strong linkage, with similar prioritised sectors



Togo's NAP process started in 2013 and followed a participatory yet centralized approach, guided by the NAP Committee and supported by GIZ. Means of financing for adaptation come from the MoP and the

MoEFDP as well as from **Gulf Cooperation Council (GCC)** and **European Union (EU)** funding.

A first step for Togo was to identify pre-conditions that were crucial for a successful NAP process. The aspects included climate information, Monitoring and Evaluation (M&E), human resources and institution-

al capacities, mainstreaming, long-term vision and participation. In 2014, the MERF was holding a participatory stocktaking workshop with over 40 experts, senior officials from key line ministries as well as stakeholders from the civil society to officially launch the NAP process. At the workshop, the participants applied the [SNAP-tool](#) to address gaps by identifying existing planning capacities and by developing a strategic approach. In 2016, the MERF and GIZ organised a second stocktaking workshop to validate the results of the previous two years and to develop an operational action plan for the implementation of the NAP document.

During a national validation event in October 2016 the involved stakeholders initiated the formulation of the NAP document. The NAP committee followed a highly participatory and inclusive process. During various workshops, the committee members elaborated the content of the individual NAP chapters and afterwards merged them into the NAP document, supported by the editorial team in 2016. The NAP document's thematic focus areas reflect the vulnerabilities and exposures within the country. During the elaboration process of the NAP document, these focus areas were prioritized according to highest vulnerabilities or risks.

In 2016, the NAP process guidelines were validated for integration of adaptation into sectors.⁴ The ambition is currently highest in the agricultural sector, which serves to pilot mainstreaming. In October 2016, the NAP document (Plan National adaptation aux Changements Climatiques-PNACC) has been finalised and officially approved. The NAP document builds on the priorities of the INDC, the Accelerated Growth and Employment Promotion Strategy (SCAPE) 2013-2017, and the international conventions related to climate change.

Box 2 Prioritised sectors in NAP document

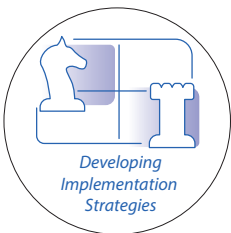
1. Agriculture,
2. Water,
3. Coastal erosion,
4. Human development and Health,
5. Land use, Land-use change and Forestry, and
6. Energy.

⁴ NAP Global Network. [Togo – National Adaptation Plan \(NAP\) Approach](#). Published November 2017. Accessed March 2019.



Impacts of flooding in urban area.
Photo: © GIZ Togo

Alignment to other national policies and mainstreaming



Togo is taking efforts to align its NAP process with its national development and budget planning cycle. The NAP committee (with support of GIZ), for example, analysed the country's planning and budget-

ing system in order to align the NAP process with existing procedures. In 2016, members of the **Medium Term Budgeting Framework Committee** attended a training workshop on the integration of climate change adaptation into the budget process.

As the NDC is an important pillar of the NAP, there is a strong link between both documents. This becomes clear when taking into account prioritised sectors of the NDC in the implementation strategy of the NAP document. Furthermore, the implementation of the NAP document will contribute to the revision of the NDC in 2018.

The NAP committee coordinates an inter-sectoral roadmap in order to integrate climate change adaptation into medium and long-term planning. The

implementation of the roadmap is currently pending. Furthermore, the country developed a guidebook, which addresses executives who are responsible for the planning and implementation of sector policies and strategies at national and local level, as well as political decision-makers and other actors in sectoral planning. It aims to assist them with mainstreaming adaptation to climate change into the planning and implementation of development actions.

Togo selected the agricultural sector as a pilot sector. The reason for this choice is its strategic importance for the country and its high vulnerability to the impacts of climate change. In the agricultural sector, Togo has already launched the national programme '**Adapting Agriculture in Togo to Climate Change (ADAPT)**'. Its goal is to reduce the impacts of climate change on vulnerable groups and on critical natural resources in rural areas. This way, the programme aims to sustain agricultural production and food security.⁵ Moreover, adaptation to climate change became an integral part of agricultural policy. In this respect, Togo approved its **National Policy for the Agricultural Development of Togo (PNDAT) 2013–2022** in November 2012. Three projects for adaptation in the agricultural sector (box 3) have been proposed and are ready to be implemented.

⁵ Global Environment Facility. [Adapting Agriculture Production in Togo \(ADAPT\)](#). Published 2017. Accessed March 2019

Box 3 Proposed agricultural adaptation projects

1. Construction and/or rehabilitation of water reservoirs for micro-irrigation and watering of livestock in rural areas,
2. Definition/development of corridors and transhumance areas,
3. Promotion of climate resilient seeds and species.

In the health sector, some of the medical emergency measures have been integrated in the current **National Health Development Plan (PNDS)**. Moreover, the PNDS includes measures in the area of urban development (waste disposal, water supply).

GIZ's [M&E Guidebook](#) has assisted Togo in the development of a Monitoring and Evaluation (M&E) strategy in addition to the NAP process. The initial stocktaking workshop in April 2014 provided the groundwork for the M&E system, which was refined during an M&E-workshop in August 2016. The use of the [SNAP-tool](#) facilitates a continuous monitoring process. With regard to the M&E strategy, the general approach was to start simple and enhance the M&E system over time. The purpose of the M&E system is to monitor different 'dimensions' of the NAP process. This comprised on the one hand, short-term indicators of the NAP process in the broader sense (mainstreaming

of adaptation into planning, budgeting etc.), and on the other hand, medium and long-term outcomes of adaptation (reduction of vulnerability). Examples for the selected short-term indicators are the 'number of sector strategies integrating climate change adaptation between 2017 and 2021' or an 'increase in the number of planned and financed adaptation measures'.

Results of the NAP process and country-specific lessons learned

- **Togo is a regional pioneer in the NAP process.** Togo is an active member of the NAP Global Network. As first country in the region, it launched a NAP Assembly, which provided peer-exchange with other interested countries in December 2016.
- **Multi-Stakeholder processes provide the basis for good inter-ministerial coordination.** The NAP process increased the cooperation between the MERF, the MoP, the MoEFDP and the Ministry of Agriculture, which was essential for the development of the NAP document.
- **Locate the responsible institution for the NAP process in close proximity to high-level decision makers.** On a technical level, the NAP focal point of the MERF and the representatives of the NAP committee were



Farmers with their cattle.
Photo: © GIZ Togo



Woman drawing water from a well.
Photo: © GIZ Togo

placed closely to the Director of the Environmental Department.

- **Establish a participatory process, including the civil society.** Next to several line civil society organisations such as women's rights groups, the private sector and environmental organisations strengthened the process. This provided a gender-sensitive and sustainable approach.
- **Raising domestic finance and accessing external funding is vital for the implementation of adaptation activities.** Limited national budget for co-financing adaptation actions, particularly in ministries that do not deal with climate change on a daily basis was a great challenge. The development of a financing strategy from the very beginning is important for successfully implementing the NAP process.

Way forward

NAP-Process: Togo is currently undertaking steps of piloting and implementation of the NAP at the sectoral and local level. The objective is to continue the transfer of knowledge and capacity development in the NAP process and in the integration of climate

change adaptation into the health sector and into local development planning. To achieve this objective, Togo has launched, with support by GIZ, the development of the national adaptation plan for the health sector in February 2019.

Financing: Togo is preparing a request for access to the readiness funding from the Green Climate Fund (GCF) to reduce vulnerability and build the resilience of local communities to the adverse effects of climate change. To this end, Togo has opted for a mixed access mode: (i) indirect access through FAO, during the first phase; and, (ii) direct access through Office de Développement et d'Exploitation des forêts/Forest Development and Exploitation Office (ODEF) as national executing entities during the second phase.

Monitoring: Togo has created an M&E system with the help of GIZ and its SNAP-tool, allowing for a continuous monitoring process and a constant enhancing of the M&E system over time. Outcome indicators are to be developed in close coordination with sector ministries.

Published by:
Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH

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Bonn and Eschborn, Germany

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Design/layout:
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On behalf of
German Federal Ministry for Economic Cooperation and Development (BMZ)
Division 420, Climate Policy

Bonn, March 2019

On behalf of



Federal Ministry
for Economic Cooperation
and Development