



Cameroon: Preparing the National Adaptation Plan for Climate Change (NAPCC) and its Investment Strategy (#492)

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1. Background

The warming of the climate system is unequivocal and likely constitutes the major challenges of our century. Even with the assumption that nations would succeed in drastically reducing their greenhouse gas emissions, the inertia of the climate system will result in at least a 1.5 °C increase in the climate system at the end of the 21st century, compared to pre-industrial times. Climate change is pre-occupying the international scientific community and countries around the world because of its negative impacts, potential and proven, on people and ecosystems.

2. Introduction

2.1 Climate Change impacts in Cameroon

Cameroon is no exception to the impacts of climate change, as the country is already facing an abnormal recurrence of extreme weather phenomena such as violent winds, high temperatures, and heavy rainfall, which endanger communities' ecosystems and the services they provide. The consequences of climate change may undermine Cameroon's efforts to reduce poverty, develop a strong, diversified, and competitive economy, and strengthen national unity and consolidate the democratic process. This will undermine the purpose of the "Vision 2035" to become an emerging country within twenty years. Thus, the National Adaptation Plan for Climate Change (NAPCC) was created to assist the Cameroonian people in facing this important challenge.

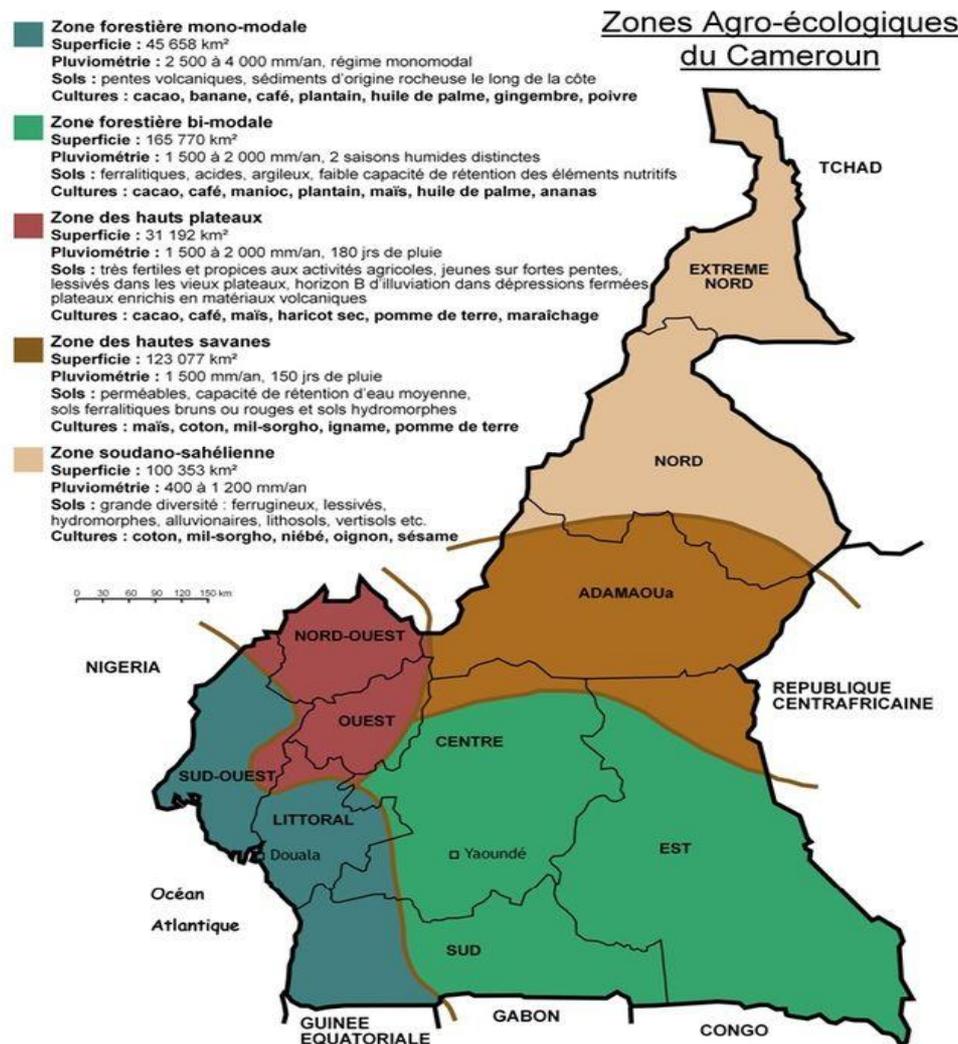
When it comes to climate change impacts, Cameroon is particularly exposed because of its territories in the Sahelian zone, which are hit hard by desertification, and its territories in coastal areas that are threatened by rising sea levels. Due to the great diversity in Cameroon, the nature of climate change and its impacts vary widely from one region to another. However, all agroecological zones will be affected in one way or another as well as all the sectors. The Cameroonian people must therefore face an important challenge, as their economic and social well-being are largely dependent on the viability of the main development sectors.

2.2 The cost of climate change impacts and the need for adaptation in Cameroon

In addition to the social and human costs, the financial cost of the impacts of climate change is immense: yield losses for the agricultural sector due to droughts and increased variability of rainfall, damage due to increased numbers and intensity of natural disasters, rising sea levels, etc. The Stern Report on the climate change economy warns about what is called the "cost of inaction," that is, the cost of the impacts of climate change if nothing is done to address them, which is estimated to be between 5% and 20% of world GDP, whereas the cost of "acting" is estimated at only 1 or 2%.

Therefore, adaptation is a major issue for the world and for the Republic of Cameroon. This new challenge calls for an intersectoral, integrated, and participatory response and will address development issues and priorities.

Figure 1: Cameroon's Five agro-ecological Zones



Source : Institute for Agricultural Research for Development (IRAD), (2009)

3. Description of the problem

The impacts of climate change on sectors in Cameroon

- *Agriculture*

The agriculture sector is plagued by various climatic risks; the following risks can be noted without being exhaustive: drought, poor distribution of rains, floods, violent winds, etc. These risks are exacerbated by "archaic, anachronistic, and inappropriate" agricultural practices, by the insufficient level of state investment in the sector, and the rural exodus coupled with the poor return on agricultural investments.

- *Livestock*

Climate change is a worrying subject for pastoral areas, and is aggravated by severe competition with pastoralists from neighboring countries, who have no idea of the limits of the state. Already, the conflicts between farmers and breeders do not cease. This situation is

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particularly acute in all cattle and goat areas, particularly in the western uplands, the Guinean high savanna zone, and the Sudano-Sahelian zone.

- *Fishing*

Climate change is causing serious threats to fisheries and aquaculture in Cameroon. Warming and rising sea levels destabilize habitats and result in the migration of species. It is now very rare in the mouth of the Wouri to find the shrimp which gave the country its name, Cameroon.

- *Natural resources and forestry*

Drought, floods, and high winds are definite threats to water resources, flora and fauna, to biodiversity in general, and therefore to food security in all agro-ecological zones in Cameroon. It is for this reason that there is a strongly expressed need for a forest law adapted to the specificities of the agro-ecological zones.

- *Tourism*

Tourism is one of the sectors most affected by climate change. Heavy, regular, and intense rains and floods disrupt the tourist calendar, ecotourism, safari, hiking, pedestrian races, and sport hunting. Consequently, it is necessary to adapt the tourism calendar to the changing climate by using meteorological forecasting, diversification of activities, promotion of all tourist sites in the country, and regular maintenance of tourist circuits and infrastructure, as these are sometimes undermined (especially in recent years) by the manifestations of climate change.

- *Energy*

The main concern in this sector is the extent of the energy deficit (sometimes associated with droughts and low river flows), which very often penalizes the various economic sectors of the country. It is also noted that the high dependence of households on wood energy contributes to the reduction of vegetation cover and increases the vulnerability of populations to climate risks. Drought is consequently recognized as a factor of paralysis of the household food supply system and the production of electric power industries. There is also concern that the use of biofuels is a problem as there are doubts regarding their environmental effectiveness, as well as the fear that their emergence will put them in competition with food production and thus a serious cause of food insecurity.

- *Health*

The risks associated with surpluses or deficits in precipitation will increase and lead to a surge in epidemics. There is therefore an urgent need to pay attention to increasing the quality of health care and strengthen the national capacities for epidemic surveillance and disaster response.

- *Education*

The destruction of buildings by floods and winds, unexpected shutdowns, and general disruption of the school calendar make the school one of the main victims of climate change in Cameroon. This situation is aggravated in some regions by the overlapping of the school calendar and the agricultural calendar, which is another factor. In this context, greater emphasis should be placed on compliance with construction and maintenance standards for school

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buildings, taking into account climatic parameters. Schools built on improper sites must be delocalized. This is one of the prerequisites for the proper implementation of the school calendar accommodating agricultural campaigns. In addition, the school must play its role of developing and disseminating knowledge about climate change and its impacts.

- *Gender, social care and national solidarity*

The problem of gender mainstreaming for fragile, vulnerable, or marginalized elements of the population such as women, the elderly, young children, albinos, the disabled, etc., will increase with the resurgence of disasters related to climate change. It will be necessary to have the means to organize the mass displacement of the populations, to build structures of reception, and to take care of the victims. At the same time, the production system should be strengthened, with emphasis on the empowerment of women, who in some regions are the main labor force. In this context gender should be at the center of climate change adaptation programs.

- *Employment*

Disturbances related to climate change, including repetitive droughts, violent rains, uncertainties about start and end dates, etc., destabilize the rural economy. This is followed by a massive rural exodus, which populates the cities with young people having below par qualifications, and thus with no other chance of survival than the informal economy or simply criminality.

- *Security*

Climate-related disasters will become increasingly recurrent and affect not only humans, but also their natural heritage. These disasters extend beyond national borders. Internal security will need to be strengthened. This involves setting up a zoning plan and strengthening the regulatory framework for natural resources management, given that the social reintegration of the victims will be integrated into the national protection and solidarity measures mentioned above. In addition, the escalation of climatic and climate change refugee problems (like conflicts between farmer and livestock breeders) will take place in situations of transboundary migrations of pastoralists (in the Lake Chad and River Niger basins), requiring climate change adaptation in a sub-regional diplomatic framework

4. Decisions and Actions taken

In order to reduce the vulnerability of communities, property, and ecosystems to climate risks, Cameroon initiated the process of developing a National Adaptation Plan for Climate Change (NAPCC). The process began in October 2012 and ended in May 2015 with the endorsement of the Plan. The NAPCC was developed in accordance with the guidance from the sixteenth session of the Conference of Parties of the UN Framework Convention on Climate Change (UNFCCC), which encourages the Least Developed Countries (LDCs) and developing countries to use this tool to facilitate the integration of climate change adaptation policies in the short, medium, and long-term national development planning system. This process was financially supported by the Japanese Government as part of the "Cool Earth Partnership" initiative, but also greatly benefitted from the technical and financial support of the German Technical Cooperation (GIZ) and the Global Water Partnership (GWP).

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Cameroon's Ministry of Environment, Protection of Nature and Sustainable Development (MINEPDED), in collaboration with GWP Cameroon and the United Nations Development Program (UNDP) Cameroon country office, organised a national workshop to present and validate the country's National Adaptation Plan (NAP) in August 2014. Following an analysis of the depth of work required to finalise NAPCC document, the MINEPDED established a "taskforce" to integrate comments and recommendations from the validation workshop into a final consolidated NAPCC report, with GWP Cameroon as a member. GWP Cameroon thus supported the process of finalisation of the NAPCC by providing two experts as members of the "taskforce" with specific responsibility to mainstream water sector issues into the NAPCC document, and to support the costing of approved adaptation projects.

In 2016, within the framework of strengthening their partnership for effective fundraising for the NAPCC implementation, MINEPDED and GWP Cameroon initiated the process of elaborating on a National Investment Plan for Adaptation on Climate Change (NIPACC). This first consultation workshop on the NIPACC brought together key representatives of the MINEPDED, the National Climate Change Observatory, and experts in Economics from a private consulting firm. The workshop was aimed at not only improving the quality of the NIPACC document, but also increasing its ownership within MINEPDED through mobilizing institutional players/stakeholders, as well as resources, and also mutualize efforts to boost the implementation of priority actions identified in the National Adaptation Plan on Climate Change (NAPCC).

The priority actions of the NAPCC, aimed at reducing the vulnerability in the coastal and Sudano-Sahelian areas of Cameroon, were reported in the national investment plan and had an estimated budget of 60 billion francs CFA. These areas are strategic for development to climate change, hence an absolute need for strengthening their adaptation capacities and resilience. The national investment plan for the NAPCC, which served as a basis for the budgeting adaptation section of Cameroons Intended National Determined Contributions (iNDC) in 2016, has been presented as the operational framework of NAPCC, a national and external fund investment planning document, and also as a governance tool enabling the visibility and coordination of actions. It considered the investment needs for the five-year period from 2016-2020. Another presentation was given as a reminder of the development process of the NAP of Cameroon and for its review. During this, special thanks were given to GWP Cameroon for its support at the various stages of the process.

A roadmap has been developed and adopted for the next steps of the development process while waiting for the approval of the national investment plan by the different line ministries involved in the implementation of NAP. This constituted one of the outputs of the stakeholder consultation workshop, in addition to improving and approving the matrices of the 4 program profiles.

GWP has been acknowledged on many occasions by the Minister of Environment. On one occasion, the representative of the ministry had this to say, "The support brought by GWP to the Ministry of Environment in the search of funding is really a big step in the framework of cooperation with Cameroon." She added, "the Ministry of Environment is open and ready to work with partners so that the nationally approved adaptation and mitigation measures are

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effectively implemented as a means of reducing the negative impacts of climate change in Cameroon.”

The Ministry in charge of Environment and GWP Cameroon drafted the NIPACC in November 2015 in response to one of the recommendations formulated during the approval workshop of the NAPCC: “prioritize capacity building of stakeholders on climate resilient investment planning.” Additional NAP-related support has been provided by GWP through capacity development components of the Economics of Adaptation and Water Security and Climate Resilient Development programmes in Africa. The focus has been on training personnel from key ministries and other government agencies to mainstream climate resilience and water security in the planning and implementation of national development projects and programs, with priority given to no/low regret adaptation options.

4.1 NAPCC Elaboration process

The approach taken for preparing the National Adaptation Plan for Climate Change (NAPCC) was participatory, multidisciplinary and systematic. It consisted of 11 steps:

1. Set up the institutional framework for the development of the NAPCC;
2. Prepare a concept note and roadmap for the development process of the NAPCC;
3. Organize a ceremony for the launch of the NAPCC’s development process;
4. Conduct baseline studies on climate change (Vulnerability and Risk analysis, Stakeholder analysis and needs assessment, mainstreaming climate change into educational system and budgeting process, etc);
5. Conduct a study on finance options for the NAPCC;
6. Conduct consultation workshops in each of the five agro-ecological zones;
7. Prepare the first version of national adaptation plan to climate change (NAPCC);
8. Organise a national level multi-stakeholders workshop to approve the NAPCC;
9. Translate the approved NAPCC into English;
10. Government approves the NAPCC and publishes it on UNFCCC website;
11. Follow through with the financing and the implementation strategy of the NAPCC.

Conducting consultation and validation workshops and the building of an investment strategy were the two most critical components in the NAPCC development process.

• **Conducting consultation and validation workshops**

Consultation workshops in each of the five agro-ecological zones were particularly central to the development process of the NAPCC. Convened by the Minister for the Environment, Nature Conservation and Sustainable Development (MINEPDED), the consultation workshops were chaired by MINEPDED officials, notably by Mr. WAGNOU Valentin and Mrs. MEFANT, Coordinator and Focal Point for the MINEPDED, respectively. They were attended by more than 625 people (an average of 125 per workshop), including:

- Managers of the decentralized structures of the sector ministries concerned in the area
- Delegates or head of departmental or regional services;
- Representatives of academic institutions or research institutes located in the agro-ecological zone;

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- Representatives of decentralized local authorities (mayors, city councillors);
- Traditional leaders;
- Project representatives and Development Missions;
- Representatives of civil society organizations (associations, GICs, trade unions, cooperatives);
- Parliamentarians, in particular those of parliamentary network for sustainable management of forests (REPAR), usually accompanied by consultants;
- Representatives of the private sector;
- Representatives of structures set-up to manage “Big Infrastructure Projects” or “Projets Structurant”.
- Representatives of the media.

In each agro-ecological zone, the consultation included a two-day “impregnation workshop” that preceded the three-day participatory workshop. The methodological approach utilized was “learning by doing” in the sense that it was initially a question of harmonizing participants' understanding of climate change adaptation and its issues and secondly to collect relevant data and recommendations to be taken into account in the drafting of the NAPCC. Thus, beyond capacity building, it was a question of ensuring ownership of the process by the stakeholders. For example, the methodology adopted during the workshop placed emphasis on the bottom-up approach, with presentations on climate change and the development of the PNACC by consultants and committee members, the organization of question-and-answer sessions for each of the presentations, the organization of parallel group sessions to work on selected sectors of socio-economic activity broken down into sub-sectors, use of questionnaires and fact sheets to guide the group work, and finally, plenary sessions allowing each of the participants to express their opinion on the outcomes of the group work. Thus, two-thirds of the time was reserved for group work, while the rest was devoted to presentations and plenary sessions. The Growth and Employment Strategy Plan was used as a baseline planning document to evaluate and/or consider the incorporation of climate change into development processes in Cameroon.

The various proposals from these workshops and those in the baseline studies and scientific works were evaluated in order to retain only actions and strategies that were sustainable, relevant, and consistent with international agreements and official instruments on adaptation to climate change. The selection was made using a priority criteria mechanism looking at: (i) the vulnerability of the sector concerned, (ii) the vulnerability of the agro-ecological zone concerned, (iii) the number of sectors and persons impacted, and (iv) the impact on the human and economic development of the country.

- **Conceptualising and initiating the process for development of an investment plan for the PNACC**

The investment strategy was developed in parallel to the project selection and writing processes. A study on funding options for climate change adaptation was undertaken before the PNACC draft was finalized to ensure that the proposed projects were realistic from a financial standpoint; a key condition for the implementation of the PNACC is indeed the availability of funding. The financial needs for the Plan are significant and include covering the financing of adaptation investments (infrastructure and rehabilitation) and the protection

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and care of victims of climate change.

The estimated costs for the PNACC's 5 cross-cutting projects were evaluated to be a total of 19 million Euros, and the costs of the 15 sectoral projects were approximated to be 89 million Euros, for a total of 108 million Euros. These actions range over the entire duration of the Plan from 2016 to 2020. The vast majority of these costs will be encountered during the first three years. It was not possible to assess the financial cost for all measures, but the funding of the 20 priority projects identified should make it possible to approach the expected results.

The Government understood the need to mobilize additional financial resources for adaptation to climate change. Three main sources of funding that were considered and will be used are: (i) public investment budget, (ii) bilateral and multilateral cooperation funding, and (iii) private sector. A partnership at the national level with specialized agencies and funds, as well as with international NGOs, will be encouraged.

The starting point for increasing funding for adaptation to climate change is its inclusion in national and sectoral reference and planning documents and instruments (policy documents, strategy papers, multi-sectoral action plans, etc.). The guidance and instruction note of the high state authorities, together with the capacity building of the actors involved in the elaboration of these documents, constitute a guarantee for better integration of climate change issues into development actions.

Strengthening the capacities of the government actors involved in the planning, programming, budgeting, and monitoring chain is essential so that they have better control of climate change challenges, especially the costs of inaction. In planning public investments, certain key principles, such as the reasoned anticipation of climate change, the choice of no or low-regret measures, the choice of flexible solutions, and the systematic search for and avoidance of situations of maladaptation, will be critical.

The Government is additionally counting on the momentum of its international and regional cooperation to secure multilateral and bilateral funding to finance implementation of its PNACC. Existing funding programs at regional and international levels can help finance adaptation. Compilations and mapping of international and regional funds that finance adaptation projects were built for the Government to understand the opportunities they offer, their modalities of intervention, types of projects, etc. The mobilization of these funds has been, and continues to be, a priority.

Finally, the Government needs to engage the private sector as a provider of funding. At the moment, its weak capacity to mobilize innovative financing such as the CDM, REDD, REDD +, and the Carbon Fund, shows the general marginalization of the private industry in relation to these issues. Strengthening the capacities of financial analysts in the banking sector for climate risks associated with private projects is one way that is considered to increase the private financing of adaptation actions to climate change, especially given their long-term economic profitability. A study on financing mechanisms of this kind is being discussed.

5. Outcomes

The Government of Cameroon formally endorsed the NAPCC in June 2015. In 2016 an estimated 1.8 billion USD was required for implementing the NAPCC as part of the country's Intended Nationally Determined Contribution. Thus, the NAPCC became part of the Paris Agreement, and should benefit from the financial pledges with legal force under the United Nations Framework Convention on Climate Change (UNFCCC).

The Vision of the NAPCC is to fully integrate climate change into the country's sustainable development, reducing its vulnerability, and even turning climate change into a solution/opportunity for development. Its main objective is consequently to adapt to climate change by reducing the vulnerability of Cameroonians to the effects of climate change and increasing their resilience and quality of life and to improve adaptive capacity to create new opportunities to support the country's sustainable development. The NAPCC consists of four overarching strategic axes:

- Strategic Axis 1: Improving knowledge on climate change
- Strategic Axis 2: Informing, educating, and mobilizing the Cameroonian population to adapt to climate change
- Strategic Axis 3: Reducing the vulnerability to climate change in the country's main agro-ecological sectors and zones
- Strategic Axis 4: Integrate adaptation to climate change into national sectoral strategies and policies

In total, the NAPCC includes 20 program sheets; sheets 1 to 5 are inter-sectoral programs and sheets 6 to 20 are programs ascribed to thematic sectors:

- Project 1: Implementation of a system of observation, information management, and climate risks in Cameroon
- Project 2: Updating of the National Contingency Plan in Cameroon and operationalization of the Emergency Fund
- Project 3: Consideration of climate risks in the update of the Plan of Allocation lands
- Project 4: Sensitization of the population, professionals, administrations, and decision-makers on the effects of climate change and the actions to be taken
- Project 5: Coastal protection against the effects of climate change
- Project 6: Vocational education, training, and capacity building on climate change
- Project 7: Adaptation of technical benchmarks for the construction of infrastructures to the effects of climate change
- Project 8: Reducing the vulnerability of urban populations to the effects of climate change
- Project 9: Improving local land governance in response to climate change
- Project 10: Adapting the national gender policy and reducing their vulnerability to climate change
- Project 11: Climate change and integrated waste management
- Project 12: Diversification of energy supply in the context of climate change
- Project 13: Strengthening and securing access to water resources and sanitation services in the context of climate change

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- Project 14: Strengthening the capacity of the national health system to adapt to climate change
- Project 15: Considering climate change in the development of tourism and craft activities
- Project 16: Development of integrated and resilient agriculture in response to climate change impacts
- Project 17: Reducing Livestock Vulnerability to Climate Change Impacts (REVEECC)
- Project 18: Reducing the effects of climate change on the fisheries sector
- project 19: Reducing forest vulnerability to climate change in Cameroon
- Project 20: Taking climate change into account in the development of industries in Cameroon

Action sheets were adapted based on the five agro-ecological zones. These sheets were divided into measures in which indicators of achievement of outcomes were identified. Recommendations were made for an implementation combining sectoral administrations in their areas of competence, decentralized local authorities, civil society organizations, and international organizations based in Cameroon. Responsibility for program coordination will be entrusted to the most relevant Ministry. However, some programs will be led by interdepartmental or special committees set up for this purpose. The strengthening of the role of MINEPDED is recommended to make it an administration that truly has cross-cutting vocation and competences in climate change in particular and in environment in general. Like the implementation, monitoring of the plan should be done in a participatory manner involving the beneficiaries as fully as possible. The NAPCC is essentially improving and complementing the Growth and Employment Strategy Paper (GESP). This instrument should be evaluated annually until 2020. At that time, a comprehensive review of actions taken under the plan will be made to give birth to the second NAPCC.

6. Lessons learnt and replicability

There are several lessons to be learned from this process of developing the NAPCC.

- A participatory approach is critical for a good quality document, however, the capacity of the persons engaged is even more crucial
- Prioritization depends on various issues including security, available of funding, etc. Another important consideration is that national strategy for climate change adaptation requires prioritization mechanisms to identify the most appropriate adaptation measures, including timing, target areas/beneficiaries, competent authorities, and sequencing of activities.
- Implementing National Adaptation Plans required a concerted effort from a range of institutional actors and from the public. Validation workshops ensure that everyone is clear about their respective mandates and fosters collaboration among these players. They can in fact be used to identify and encourage synergies with other multilateral environmental agreements as part of the planning and implementation process.

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- Costing projects helps donors and financing partners to position themselves. However, costing is an expert activity and requires a good understanding of both current and future climate vulnerabilities. It is also essential to consider the potential costs associated with NAP implementation and how to cover these costs. Climate finance represents a critical challenge for developing countries. Thinking of finance options before the writing of a draft for the National Adaptation Plan is a useful strategy for prioritising which measures and actions plans will actually be feasible from a financial perspective.
- Mainstreaming NAPCC into strategic planning documents will facilitate its implementation. Including the NAPCC as part of the Intended Nationally Determined Contributions allows the Government of Cameroon to seek out funding from international climate adaptation programs (e.g. REDD+) to support the implementation of the Plan.

7. Conclusion

In the context of rising climate change and the gravity of its impact, between 2012 and 2015 in Cameroon, a National Adaptation Plan for Climate Change (NAPCC) was elaborated in accordance with the UN Framework Convention on Climate Change. In 2016, within the framework of strengthening their partnership for effective fundraising for the NAPCC implementation, MINEPDED and GWP Cameroon initiated the process of elaboration of a National Investment Plan for Adaptation on Climate Change (NIPACC).

The approach, taken for preparing the National Adaptation Plan for Climate Change (NAPCC), was participatory, multidisciplinary, and systematic; it consisted of 11 steps and its critical components were conducting consultation and validation workshops and the building of an investment strategy. The NAPCC was built on 4 strategic axes (improving knowledge on climate change, educating the population to climate change adaptation, reducing vulnerability in the country's main agroecological zones, integrate adaptation into national sectoral strategies) and had 20 programs, as listed above.

Some lessons can be drawn from Cameroon's experience of the NAPCC, in particular that: a participatory approach is a critical prioritization and depends on various issues, implementing National Adaptation Plans required a concerted effort from a range of institutional actors and from the public, costing projects helps donors and financing partners to position themselves, and mainstreaming NAPCC into strategic planning documents will facilitate its implementation.

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