



FINANCING CLIMATE ACTION: THE GCF COUNTRY PROGRAMME AS A PRIORITY INVESTMENT FRAMEWORK FOR TOGO

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ACTION AREA: Cross-cutting

FOCUS AREA: Preparing

COUNTRY: Togo

SECTORS

INVOLVED: Cross-sectoral

TIMEFRAME: 2018-2030

CASE SUMMARY: The Green Climate Fund (GCF) Readiness programme is a funding programme to enhance country ownership and access to the fund. It seeks to strengthen the institutional capacities of National Designated Authorities (NDAs) or focal points as well Direct Access Entities to engage with the fund by providing them with financial resources. The fund also supports countries to plan for adaptation and build strategic frameworks to engage with the GCF (GCF, 2018). Through its National Designated Authority (NDA) – the country focal point for the GCF – Togo obtained funding under this programme. Togo's readiness programme covers two components: The capacity building of national stakeholders (component 1) and the development of a 'country programme' (component 2). The second component aims to identify the country's investment priorities for actions to build resilience and reduce GHG emissions. The country programme is designed to serve as a framework for interactions between the GCF and the country in the future.

The activities defined for the development of the country programme involved the review of existing policies and strategies as well as the organisation of round tables, two multi-stakeholder consultation workshops, and a high-level validation meeting to approve the final document. Throughout this process, the priority sectors as well as certain flagship projects in each sector have been identified. The assessment of financing needs for these projects resulted in an estimate of the investment volume expected by Togo from the GCF in the short and medium term. The country programme was subject to two validation phases: i) a pre-validation involving all the actors involved in the development process; and ii) a final high-level validation at the end of 2018.

The preparation of the country programme document was executed between March 2017 and November 2018. It was based on: i) an inclusive and holistic scientific approach based primarily on an analysis of the climate and vulnerability profiles of the country, as well as climate change scenarios; ii) a multi-stakeholder and multi-sectoral consultative process aimed at involving multiple stakeholders from the government, the private sector, academia, civil society and other relevant groups or sectors; and iii) the prioritisation of projects and programmes to be submitted to the GCF.

Togo's formulation of a country programme qualifies as a good practice as the process has been science-based and involved multiple stakeholders. Also, it tackles climate change in a holistic manner through the adoption of a cross-sectoral approach.





FINANCING CLIMATE ACTION:

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Figure 1: National workshop to launch the Green Climate Fund's Readiness Programme for Togo on March 14 2017 (Fonds vert pour le climat Togo, 2017)

BACKGROUND:

Climate change presents an important challenge for Togo. According to Togo's National Adaptation Programme of Action (NAPA) developed in 2009, the sectors that will be most affected by climate change are agriculture, health, fisheries, water resources and coastal resources (Ministère de l'environnement et des ressources forestières, 2009). The main climate-related risks that Togo faces are floods, drought, poor rainfall distribution, late rains and coastal erosion. This reduces food security, affects water resources, contributes to the erosion of biological diversity, destroys infrastructure, deteriorates sanitary conditions, accelerates land degradation, and generally affects people's living conditions (Global Facility for Disaster Reduction and Recovery, 2011).

Facing these hazards, Togo has taken action on an international level to partake in the fight against climate change. As a party to the United Nations Framework Convention for Climate Change (UNFCCC), Togo has been active in the fight against climate change for several years. To this end, it has submitted its Initial National Communication in 2001, its Second National Communication in 2010 and its Third National Communication in 2015. In 2015, the Government of Togo also submitted its Intended Nationally Determined Contribution (INDC) to the UNFCCC (see Republic of Togo, 2015). The INDC sets forth that Togo aims to tackle climate change by strengthening the resilience of its production systems and by following a low-carbon development path. It identifies a number of priority sectors especially impacted by climate change – including energy, agriculture, human settlements and health, water resources, coastal erosion as well as land use, land use change and forestry – and sets out associated mitigation and adaptation measures. Togo's commitment to the new dynamics of international cooperation on climate change resulted in the ratification of the Paris Agreement on Climate Change in June 2017. The country also presented its first Biennial Update Report (BUR) in 2018 in Bonn, demonstrating its commitment to further reducing emissions.

To address the adverse effects of climate change, the country needs significant financial resources. The state's budgetary resources are insufficient to finance climate change actions and programmes. In this context, and as part of its efforts to finance its climate action, the government of Togo received a first grant from the GCF as part of the readiness preparatory programme, covering capacity building of national stakeholders (component 1) and the development of a 'country programme' (component 2). The second component aims to identify the country's investment priorities for actions to strengthen resilience and reduce GHG emissions. Through the consultation and involvement of all stakeholders, this resulted in the Togolese 'country programme', a national strategic plan for engagement with the GCF.

Togo's country programme reflects the sectoral priorities and associated adaptation and mitigation measures identified in the country's INDC and sets out a strategic framework to facilitate their implementation. With regards to adaptation, Togo's general objective outlined in the country

programme is to 'reduce vulnerabilities and increase resilience that can contribute to the accelerated growth that the country wants to sustain in order to achieve the goals of sustainable development and consolidate the basis for its anticipated emergence'. In order to meet this overarching goal, five priority areas have been identified with the goal to be supported by GCF financing: i) Protection, rehabilitation and enhancement of ecosystems, ii) protection, rehabilitation and enhancement of aquifers and marine and other fishery resources, iii) protection, rehabilitation, enhancement and sustainable management of littorals, iv) protection of human settlements, reinforcement of infrastructure and upgrade of essential services, v) governance reinforcement and capacity development with regards to preparing and managing projects. The goal is to address these priority areas through concrete projects and programmes, which are also outlined in the country programme (the same holds for the country priority areas for mitigation) (Ministère de l'Environnement et des Ressources Forestières, 2018a).

Regarding mitigation, the overall objective set out in the programme is to 'contribute to the overall effort of all countries to limit the increase in temperature and the magnitude of the adverse impacts of global climate change'. In order to achieve this goal, the following four priorities have been identified: i) GHG emission reductions from industrial activities and fossil fuel combustion, ii) GHG emission reductions from agriculture, livestock farming, forestry and land allocation, iii) production and distribution of low-carbon energy and promotion of energy savings in urban and rural areas, iv) governance reinforcement and capacity development with regards to preparing and managing projects (Ministère de l'Environnement et des Ressources Forestières, 2018a).

ACTIVITIES: ————— Togo's GCF country programme is divided into three successive phases: i) the installation phase which runs from 2018 to 2020; ii) the consolidation phase which runs from 2020 to 2025; and iii) the continuation phase, running from 2025 to 2030. To ensure national ownership during the installation phase, a series of activities has been carried out, including (CSE & Togolese Republic, 2015):

- **REVIEW OF EXISTING CLIMATE CHANGE RELATED POLICIES AND STRATEGIES:** The review has been conducted in order to identify Togo's national priorities relating to adaptation and mitigation measures. The country programme defines an intervention strategy based on responses to climate change issues and this requires the identification of adaptation and mitigation needs and challenges aligned with national priorities.
- **ORGANISATION OF WORKSHOPS TO PLAN FOR ENGAGEMENT WITH THE GCF:** Two multi-stakeholder consultation workshops were facilitated and organised for the private sector, representatives of civil society, government, local governments and academics on priorities for engagement with the GCF, including the identification of key priority sectors.
- **DRAFTING OF THE COUNTRY PROGRAMME DOCUMENT:** To the end of formulating the country programme, consultants were recruited. Similarly, four round tables brought together the partners involved in the revision of the document.
- **ORGANISATION OF VALIDATION WORKSHOPS:** A first workshop was organised to share the first draft with relevant stakeholders and get their feedback on the document. It was followed by a high-level validation meeting to approve the final version of the country programme.



FINANCING CLIMATE ACTION:

THE GCF COUNTRY PROGRAMME AS A PRIORITY INVESTMENT FRAMEWORK FOR TOGO

- **IDENTIFICATION OF A DIRECT ACCESS ENTITY (DAE):** A screening exercise was organised in order to identify a potential Direct Access Entity (DAE) and the modalities to support this institution in applying for accreditation to the GCF. A workshop was furthermore organised to inform national entities on the GCF and its accreditation process and to identify which of them are interested in getting accredited with the GCF.

INSTITUTIONS

INVOLVED:

• GOVERNMENT AGENCIES:

- Ministries (Industry; Economy and Finance; Mining; Energy; Agriculture; Livestock; Fisheries; Transport, Labour; Higher Education; Research; Development; Planning, etc.)
- National Commission for Sustainable Development
- National Committee on Climate Change
- National Designated Authority: Ministry of Environment and Forestry Resources / Directorate of Environment

• DELIVERY PARTNER: Centre de Suivi Écologique (CSE)

• KEY DONOR: Green Climate Fund (GCF)

• OTHER INSTITUTIONS:

- Administrative Corporation of Free Zones
- Chamber of Commerce and Industry
- Togo Energy and Electricity Company
- Lomé Transport Company
- Investment Guarantee Agency for SMEs and SMIs
- University of Lomé
- Institute of Advice and Technical Support (ICAT) and Togolese Institute of Agricultural Research (ITRA, for its French acronym)
- NGO 'Friends of the Earth'
- Togolese NGO Union
- NGO Consortium for the Environment
- African Network for Environmental Protection'
- International Centre of African Women for Development

COOPERATION WITH: — As part of reviewing the national policies and strategies, the following organisations were consulted:

- African Development Bank (AfDB)
- West African Development Bank (BOAD)
- World Bank Group
- Food and Agriculture Organization of the United Nations (FAO)
- United Nations Development Programme (UNDP)
- French Development Agency (Afd)

FINANCE: — The GCF readiness programme provided USD 150,000 for developing the country programme document.

IMPACT OF ACTIVITIES: — The development of Togo’s country programme has led to the following impacts:

- **VISIBILITY OF FINANCING NEEDS FOR TOGO’S CLIMATE ACTIONS:** The review of the main national climate-related strategies highlighted the high level of vulnerability and the scope of needs in terms of financial and technical resources to address the main challenges in Togo.
- **IMPLEMENTATION OF A REFERENCE TOOL CALLED ‘WORK STRUCTURE’:** The country programme was developed on the basis of the fundamental climate challenges recognised in Togo. A ‘work structure’ has been proposed in order to identify the major projects corresponding to the fundamental problems that need to be addressed in terms of adaptation and mitigation. The work structure was discussed at a national workshop held in June 2017. It allows justifying each of the interventions to be submitted for GCF funding. In addition, the structure specifies the main results to be achieved by the initiatives carried out within the framework of the major projects, as well as the overall results expected by 2030.

WHY IS IT

GOOD PRACTICE: — The process of establishing Togo’s country programme has been characterised by a number of factors that make it a good practice, including:

- **SCIENCE-BASED:** The country’s vulnerability profile has been drawn up following a review of policy and strategy documents related to climate change and sustainable development. This approach allows to distinguish clearly between the adaptation and mitigation dimensions of the programme, each of which seeking to achieve its own objectives.
- **TRANSFORMATIONAL CHANGE:** The approach that has been adopted as part of developing the country programme presents a paradigm shift. By focusing on addressing climate change as a cross-sectoral issue, Togo has taken important steps to develop a programme that reflects the complex reality of climate change.
- **STAKEHOLDER ENGAGEMENT:** During the analysis and preparation of the country programme document, not only the ministries, but also other important stakeholders such as NGOs, technical and financial partners and technical services were actively involved through workshops and interviews. This has facilitated the creation of a programme that includes multiple inputs and perspectives.

SUCCESS FACTORS: —

- **OWNERSHIP OF THE PROCESS BY THE NATIONAL DESIGNATED AUTHORITY (NDA):** As the prime contractor for this programme, the Togolese NDA – the Directorate of Environment at Ministry of Environment – has been strongly involved in the development of the programme. The NDA established an institutional framework for the selection of projects and programmes to be submitted to the GCF. The NDA also led the consultative process.
- **PROFESSIONAL AND TECHNICAL SUPPORT:** The expertise and experience of the delivery partner and of the consultants recruited proved vital for the successful formulation process of the country programme.



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OVERCOMING BARRIERS / CHALLENGES: —————

WHAT WERE THE MAIN BARRIERS / CHALLENGES TO DELIVERY?

CAPACITY:

All GCF documents are written in English while Togo is a French-speaking country.

INFORMATIONAL:

The collection and review of reference documents took longer than expected. The reason behind that is that documentation is scattered across different ministries and technical and financial partners. Furthermore, it took time to meet a larger number of stakeholders and to raise their interest in supporting the country's commitment in the fight against climate change.

INSTITUTIONAL:

The validation of the programme document through a workshop involved dozens of people with different profiles, which leads to time constraints in achieving consensus. In addition, the level of representation of different institutions involved in the consultative process can vary significantly. This in turn influences the contributions, leading to substantial variations in their relevance. Thus, specific skills may be required to identify concrete measures and make decisions, while the real decision-makers are not always present at meetings.

HOW WERE THESE BARRIERS / CHALLENGES OVERCOME?

Experienced consultants were recruited to carry out data collection and consultation work with the relevant partners. It should also be noted that the delivery partner CSE provides significant support for the translation of documents.

Pragmatic solutions have been put in place. Adjustments in the planning of activities (such as the extension of deadlines) were made to account for delays. In addition, the project was able to rely on the experience of the recruited consultants who knew the relevant partners well and, thanks to already established contacts, were able to gather information in a more time-efficient way.

Changes have been made to the validation process as a result of the obstacles encountered. Direct meetings with partners were given greater priority because the impact of these meetings was significantly greater than that of the validation workshops.

LESSONS LEARNED: ——— • **CONSULT WITH STAKEHOLDERS ON A CONTINUOUS BASIS:** The stakeholder consultation process is at the very heart of project planning and development in Togo. The development of the country programme was no exception to this and has been a very participatory process, and not just a collection of information.

HOW TO REPLICATE

THIS PRACTICE: ————— To replicate the development of a country programme as described above, the following steps are important to consider::

- **CREATE SYNERGIES BETWEEN DIFFERENT PHASES OF THE COUNTRY PROGRAMME DEVELOPMENT:** As the inputs of component 1 of the country programme contribute to the portfolio part (i.e. component 2) of the document, it is vital to create synergies between these different phases of the work in order to avoid a duplication of efforts.
- **STRENGTHEN CAPACITIES TO ALLOW FOR ENHANCED COMMON UNDERSTANDING:** To ensure that all actors are on the same page in terms of climate finance, it is important to invest time into building their understanding of the topic.

CONTACT FOR

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FURTHER KEY

- RESOURCES:** —————
- Ministère de l'Environnement et des Ressources Forestières (2018a). Country programme. Togolese Republic. Green Climate Fund.
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WEBSITE: ————— The Ministry of Environment and Forestry Resources on the GCF:
<http://fonds-vert-togo.org/index.php/fr/>

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