BURKINA FASO'S NATIONAL ADAPTATION PLAN: A LONG-TERM PLANNING EFFORT

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OVERVIEW

National Adaptation Programs of Action (NAPAs) were developed by the majority of the world's least developed countries (LDCs) to respond to the damaging effects of climate change.

In 2007, following the program's adoption by decree of the Council of Ministers, Burkina Faso submitted its NAPA to the secretariat of the United Nations Framework Convention on Climate Change (UNFCCC).

However, the urgent priority actions that the country must implement to reduce its vulnerability to climate change have faced numerous obstacles, including insufficient financing, the absence of a long-term vision, and inadequate consideration of climate change in development policies.

And yet, for Burkina Faso, adaptation to climate change is no longer a choice; it is an obligation to pursue sustainable development. A process that effectively involves all concerned actors must be implemented. The process of the National Adaptation Plan (NAP) aims in the medium and long term to reduce vulnerability to the impacts of climate change by (1) minimizing, reducing, or avoiding risks and (2) improving the capacity to adapt to climate change. The NAP process also seeks to promote the integration of climate change adaptation into development goals. The development of the NAP was guided by a recognition of the need to undertake strengthened and integrated actions for long-term adaptation, ensuring their sustainability in order to increase the resilience of the ecosystems, populations, and sectors of activity most affected by climate change. The recognition of Burkina Faso's NAP by the UNFCCC could help mobilize financial resources for its implementation.

CONTEXT OF THE NAP'S DEVELOPMENT

In 2011, at the 17th Conference of the Parties (COP17) in Durban, South Africa, the UNFCCC adopted Decision 5/CP.17, which urges LDCs to develop their NAPs. In addition, a process for creating the plans and an institutional mechanism were suggested for these countries.

In response, Burkina Faso launched a multisectoral, overarching effort in 2012 to formulate its NAP. This process was fed by the results of pilot implementation efforts from 2009 to 2013, as well as three governmental NAPA projects that enabled (1) the testing of best practices for adaptation in agriculture, forestry, animal husbandry, and hydrology; (2) capacity building with respect to climate change for actors and stakeholders; and (3) the assessment of climate risks in the medium and long term for different development sectors. This led to the formulation of a medium- and long-term strategy for climate change adaptation known as programmatic NAPA, which in turn enabled the development of climate projections for Burkina Faso for 2021, 2050, and 2100, as well as the assessment of different development sectors' vulnerability to climate change.

The NAP's formulation thus took into account the results of this vulnerability analysis of the sectors most exposed to climate risks: environment and natural resources, health, agriculture, animal production, infrastructure and habitat, water resources, and energy.

Similarly, this process underscored the importance of a gender-based discriminant analysis of vulnerability to climate change, and of the contribution of civil society and the private sector in promoting adaptation options. It made Burkina Faso one of the first five LDCs to have an NAP.

INSTITUTIONAL, TECHNICAL, AND FINANCIAL ARRANGEMENTS TO COORDINATE, LEAD, AND MONITOR THE NAP PROCESS

Burkina Faso chose to formulate an overarching national adaptation plan for climate change based on sectoral plans developed from analyses performed with actors from each sector, studies that will serve as a baseline in accounting for climate change in the relevant sectors.

The following institutional arrangements enabled the formulation of Burkina Faso's NAP:

- Establishment of an interministerial technical monitoring committee led by the Permanent Secretariat of the National Council for the Environment and Sustainable Development (Secrétariat Permanent du Conseil National pour l'Environnement et le Développement Durable, or SP/CONEDD[1]), now the Permanent Secretariat of the National Council for Sustainable Development (Secrétariat Permanent du Conseil National pour le Développement Durable, or SP/CNDD)
- Technical oversight of the SP/CONEDD
- Establishment of a team of nine national experts
- Coordination of the process and technical and financial support by the national coordinator of NAPA projects

VISION

In Burkina Faso's NAP, the plan's vision is articulated as follows: "Burkina Faso manages its economic and social development more effectively thanks to the implementation of planning mechanisms and measures that consider resilience and adaptation to climate change from the perspective of 2050." This new vision has the merit of ensuring greater consideration of climate change in development policies and strategies through three main actions:

- The application, in policy and strategy formulation, of an approach sensitive to climate change
- The reallocation of funding to particularly vulnerable sectors and regions
- The translation of national budget priorities and allocations into sectoral and local government plans and budgets

OBJECTIVES AND ADAPTATION NEEDS

Objectives

Based on the overall objectives defined in the UNFCCC directives, the specific long-term adaptation objectives for Burkina Faso are the following: (1) protect the pillars of accelerated development; (2) ensure sustainable food and nutritional security; (3) preserve water resources and improve access to sanitation; (4) protect people and property from extreme climate events and natural disasters; (5) protect and improve the functioning of natural ecosystems; and (6) protect and improve public health. These specific objectives are grounded in the long-term adaptation needs identified in development sectors.

Adaptation needs

The long-term adaptation needs include improvement of water resource management systems, adoption of new technologies, capacity building, and diversification to include other economic sectors. This will entail a number of approaches:

- Adapt agricultural strategies to the climate, abandoning certain crops in favor of others that are more resilient to climate shocks and more profitable
- Emphasize research and technological innovation that can enable farmers to respond to climate change
- Develop water management plans
- Promote high-performing technologies for conserving produce after the harvest
- Develop technologies to fight erosion and desertification
- Improve farmers' access to financing so they can acquire the technology and equipment needed for adaptation
- Train actors in emerging topics

ROLE OF THE NAP IN POLICIES, STRATEGIES, PLANS, AND PROGRAMS

The integration of climate change adaptation into development policies and strategies is essential and must be done proactively. Policies and strategies currently in force should be reviewed to ensure that they respond to climate change effectively and appropriately. Development policies and strategies proposed for the future must be developed taking climate change adaptation into account. We recommend that the government adopt and implement a methodology and a time table for the review of national development policies, strategies, plans, and programs already adopted.

For the integration of adaptation into development, the UNFCCC proposes a methodology composed of five elements: (1) steps to integrate adaptation into development planning; (2) the identification of national development policies, plans, and programs; (3) the integration of adaptation into different stages of national policy development; (4) the identification and mobilization of stakeholders; and (5) the creation of frameworks enabling the integration of adaptation into development.

To make the NAP operational, we propose a fivefold strategy: (1) long-term capacity building of institutional frameworks involved in adaptation to climate change; (2) strengthening of information systems; (3) implementation of predictable, effective, and sustainable financial mechanisms; (4) reduction of the country's overall vulnerability to climate change; and (5) systematic integration of climate change adaptation into development policies and strategies.

INVOLVEMENT OF STAKEHOLDERS IN DEVELOPMENT AND DISSEMINATION

Burkina Faso's NAP was developed through a consultative process mobilizing actors at different levels. It was designed to develop a consensus that would be limited in time and

based on evidence. It used the following methods: group perception (polling, questionnaires), nominal groups (experts, key representatives, etc.), and notation criteria or multicriteria analysis and cost-based methods (cost/benefit, cost/effectiveness). Among the local actors who took part in the process were agricultural producers, producers' professional organizations, the Faso Rural Confederation (Confédération Paysanne du Faso), forest management groups, and local authorities.

The process included nine consultation workshops and four meetings of the Technical Monitoring Committee set up to monitor the process. This committee, led by the Permanent Secretary of the National Council for the Environment and Sustainable Development, was comprised of members including nine directors in charge of sectoral studies and planning, a representative of the Prime Minister's Department of Rural Economy and the Environment, a representative of the Permanent Secretary for the Coordination of Sectoral Agricultural Policies, a representative of the Burkina Faso National Employers Council (Conseil National du Patronat Burkinabè), and a representative of the United Nations Development Programme (UNDP).

After the sectoral NAPs were validated by different ministerial departments, a national workshop examined and validated Burkina Faso's overarching NAP on February 17, 2015. More than 100 representatives of 40 national institutions, associations, civil society, and technical and financial partners were mobilized to contribute to validation of the overall NAP.

STATE OF IMPLEMENTATION

Burkina Faso has not yet developed its long-term adaptation and mitigation strategy, unlike such countries as Germany, Benin, Canada, France, Mexico, and the United States. According to Jessica Gordon, Rohini Kohli, and Pradeep Kurukulasuriya (2019), "NAPs . . . are focused on adaptation and generally do not link to mitigation and other cross-cutting issues."

The current governing document with respect to development in Burkina Faso is the National Economic and Social Development Plan, which covers the period 2016–20. It was developed based in part on the NAP.

Two structures are charged with developing the mechanism for collection of climate data:

- The strengthened infrastructure for data collection, with a national meteorological network that is more than 75 percent automated (125 PTH[2] stations, 569 agro stations, 10 airport stations, 16 hydrometric stations)
- The National Meteorological Agency, established in late 2016, whose missions include the regulation, planning, oversight, and implementation of meteorological and climate policy throughout the country

To enable local authorities to integrate adaptation and mitigation of climate change into their communal development plans, the Forest Investment Program supported the development and implementation of communal integrated development plans (*plans de développement intégré communaux*) (PDICs/REDD+) in 32 communes.

As a member of the Global Alliance for Resilience in the Sahel and West Africa, Burkina Faso published the report *Priorités résilience pays du Burkina Faso* (Resilience Priorities for the Country of Burkina Faso) in 2016. The following year, at the request of the French Development Agency, it developed the Climate Change Adaptation Program for the rural areas of the Boucle du Mouhoun administrative region.

These efforts show that the main concerns articulated in Burkina Faso's NAP are beginning to be integrated into development plans. But much remains to be done to enable the effective and dynamic integration of the challenges that climate change poses to Burkina Faso's development.

STEERING IMPLEMENTATION OF THE NAP, SUPPORTING MEASURES AND CONDITIONS

Steering and coordinating bodies

The National Council for Sustainable Development (formerly the National Council for the Environment and Sustainable Development) is responsible for keeping track of the NAP's implementation in its entirety. The Permanent Secretariat of the National Council for Sustainable Development is the implementing agency for missions of the National Council for Sustainable Development (CNDD). Agents in the ministerial sectors covered by the NAP will work together with the SP/CNDD's monitoring and evaluation center, providing its database with information on the NAP's evolution by sector. The SP/CNDD will facilitate concertation among different actors and create a favorable environment for the mobilization of the (financial, material, and human) resources needed to implement, monitor, and evaluate the NAP.

Burkina Faso's NAP was adopted by the Council of Ministers on September 2, 2015. The regulatory framework governing the NAP is decree 2015-1189/PRESTRANS/PM/MERH/MEF of October 22, 2015, on adoption of National Adaptation Plan for Climate Change.

The institutional mechanism for monitoring and evaluation of Burkina Faso's NAP is the National Plan for Economic and Social Development. However, a formal institutional framework for coordination and capitalization of the different initiatives at the national level would enable better measurement of progress and greater synergy among the different actors.

Supporting measures

The publication of synthesis notes (in English and French) and their distribution at national and international meetings, seminars, and workshops as well as at Conferences of the Parties (COP21, 22, and 23) are tangible proof of the NAP's early dissemination. The same is true for a synthesis note translated into Burkina Faso's national languages for use by implementing actors, and it also applies to the development of a strategy to involve the private sector in financing adaptation. Training sessions on the development and financing of projects linked to the NAP were organized for national actors (from the public sector and from civil society organizations), enabling them to take climate change more fully into account. A report on implementation of the NAP was published in 2017 (two years after the NAP's presentation to the UNFCCC secretariat). A draft investment plan for the NAP also was prepared in 2017. Burkina Faso now receives assistance from the Scientific Support Project to the NAP process for (1) strengthening the governing framework, (2) building scientific capacity for planning and programming of adaptation measures, and (3) facilitation of access to financing of priority adaptation measures. To date, three climate change adaptation projects taking into account the principal concerns in the sectoral report (water resources, agriculture, animal resources) are being developed by the SP/CNDD with the support of the UNDP.

In 2016 the country also adopted a national learning strategy on climate change in order to offer a systematic national approach to raising awareness, spreading knowledge, and developing skills with respect to climate change, all often limiting factors for green, low-emissions, and climate-resilient development.

Implementation conditions

Burkina Faso's NAP remains an indispensable reference tool for adaptation to climate change at the national level. This instrument should make it possible to link the efforts of the different actors (politicians, researchers, communicators, the private sector, local governments, technical and financial partners) to reduce the country's vulnerability, increase its resilience, and better manage its development. The involvement of actors at all levels will be essential to the success of the NAP's implementation.

This mobilization should enable (1) increased availability of human resources linked to the implications of climate change in each sector, (2) capacity building of the principal actors, and (3) responses to the medium- and long-term adaptation costs foreseen for these vulnerable sectors.

In addition, in the context of the NAP, it should be emphasized that adaptation cost must not discourage the search for financing. What is most important is to achieve the greatest cost/benefit relationship during the implementation of the identified adaptation measures. Quite often, these measures, although costly, bring many benefits for sustainable socioeconomic development.

CONCLUSIONS DRAWN AND LESSONS LEARNED

These are the main conclusions drawn from the process of developing Burkina Faso's NAP:

- The participative and inclusive nature of the process helped ensure the relevance of adaptation strategies in the different sectors.
- Monitoring the climate's evolution requires reliable and up-to-date scientific information, hence the need for a historic data series and information covering long periods.
- The concertation process with the different actors is long and costly, requiring significant budgetary support.
- The high cost of the NAP's implementation will require a significant mobilization of resources.

From this several lessons were learned:

- The staff of the SP/CNDD (the steering structure) took effective ownership of the NAP.
- Communication among the implementing actors was insufficient, showing the need for a concertation framework with focal points in the sectoral ministries.
- The monitoring and evaluation mechanism must be made effective by setting up data collection systems through agreements between institutions.
- A clear link must be demonstrated between the Sustainable Development Goals and the nationally determined contribution.
- The capitalization of implementation actions requires the establishment of data collection systems through agreements between institutions.
- Adaptation must not be approached in an isolated manner but should always be intersectoral.
- Significant efforts are still needed to mobilize resources, especially in the appropriation of financial mechanisms, the mastery of advocacy techniques, the development of competitive projects, the design of business plans, and the support of stakeholders in calls for proposals. A greater availability of financial resources for the implementation, monitoring, and evaluation of NAPs, as well as their development, will be essential.

MONITORING AND EVALUATION OF THE NAP

For the NAP to be able to play its full role and reach its objectives, it must have an operational and rigorous system for monitoring and evaluation.

Monitoring and evaluation makes it possible to give an up-to-date picture of the NAP's current progress at any moment, and to increase the effectiveness and efficiency of activities so that goals may be attained.

The monitoring and evaluation mechanism is built on a process of examination and review of the medium- and long-term plan. Such review requires that the NAP be part of a continual process of development planning at the national level that calls for permanent concertation among the actors involved. It must be participative and inclusive. This review takes two forms: a periodic review every five years for greater NAP effectiveness (a maximal contribution to the country's sustainable development) and an as-needed review targeting factors such as the nature of results obtained from adaptation, the effectiveness of adaptation measures applied, the variations observed in initial climate projections, and the evolution of the vulnerability of development sectors.

The NAP is also subject to independent external assessments. These assessments must report on the conclusions and experiences from implementation of the NAP's first five-year action plan. They are specific operations that aim to systematically and objectively evaluate progress toward the NAP's expected effects. They are of three types: a midterm evaluation focused on the effectiveness and efficiency of the NAP's first five-year action plan, an end-of-phase evaluation to assess the results obtained, and a retrospective evaluation

(performed two or more years after the end of the NAP's first five-year action plan) to measure impacts, conclusions drawn, and the sustainability of results.

CONCLUSION

Despite unfavorable natural conditions, Burkina Faso can orient itself toward sustainable development. This will require that political decision-makers put adaptation to climate change at the heart of development strategies and policies. The state, technical and financial partners, civil society organizations, and private sector must unite in common cause to respond to the effects of climate change. In this context, the NAP is an appropriate framework enabling the joining of efforts to help Burkina Faso reduce its structural vulnerability, increase its resilience, and better manage its socioeconomic and cultural development.

ENDNOTES

1. The SP/CNDD, focal point with respect to climate change in the country, is part of the ministry charged with the environment.
2. PTH = precipitation, temperature, humidity.

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ABOUT THE LONG-TERM STRATEGIES PROJECT

World Resources Institute and the United Nations Development Programme, working closely with UN Climate Change, are developing a set of resources to help policymakers integrate long-term climate strategies into national policy making.

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This project contributes to the 2050 Pathways Platform and is undertaken in collaboration with the NDC Partnership.

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This vision and direction of the project is guided by the project's advisory committee: Monica Araya, Richard Baron, Ron Benioff, Pankaj Bhatia (co-chair), Yamil Bonduki, Rob Bradley, Carter Brandon, Hakima El Haite, Claudio Forner, Stephen Gold (co-chair), Emmanuel Guerin, Ingrid-Gabriela Hoven, Dr. Martin Kipping, Carlos Nobre, Siddharth Pathak, Samantha Smith, Marta Torres Gunfaus, Laurence Tubiana, and Pablo Vieira.

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