



# National Adaptation Plans in focus: Lessons from the Democratic Republic of the Congo (DRC)



## The Democratic Republic of the Congo (DRC)

is located in Central Africa. With a surface of 2,345,409 km<sup>2</sup> and a population of 78 million,<sup>(1)</sup> it is the second largest country in Africa. Straddling the Equator, its terrain is composed of a central basin surrounded by mountains in the East and South-East, by plateaux and a littoral plain. Four climatic zones can be identified; equatorial climate in the central basin, tropical humid climate in the North and the South of the Equator, dry tropical climate along the coast, and mountainous climate in the East.

*The NAP process will make it possible to set up consultation frameworks to integrate climate change into provincial-level development planning, which is key to our adaptation capacity.*

*Nyongosuami M. J., Mayor of Boma City  
Democratic Republic of the Congo*

The DRC presents an exceptional abundance of natural resources that include dense water networks, biodiversity, energy sources, minerals and a forest area of 152.61 million ha.<sup>(2)</sup> Contrastingly, the country is still considered as one of the poorest in the world. It is a least developed country, ranking 176 out of 188 countries in the Human Development Index.<sup>(3)</sup> In recent years, the macroeconomic environment of the DRC has improved markedly. Between 2011 and 2015, GDP growth averaged 7.8 percent, well above the Sub-Saharan African average of 5 percent. However, recent political turmoil and an unfavourable global economic environment have hampered economic development, translating into a 2.4 percent GDP growth in 2016.<sup>(4)</sup> A vast majority of the workers are still employed in low value-added jobs. Agricultural sector accounts for 66 percent of the formal workforce but only for 20 percent of GDP while the services and industry sectors employ 34 percent of the working population and represent almost 80 percent of GDP.<sup>(5)</sup> As a result, 77 percent of the population lives with less than US\$1.90 per day and 7.7 million people are affected by acute food insecurity in rural areas.<sup>(6)</sup>

## Climate change risks

According to the Intergovernmental Panel on Climate Change (IPCC, 2014), the DRC will be affected by climate change in numerous ways. Temperatures are expected to rise by 3°C to 5°C within the next century, and changes in rainfall will result in shorter, more variable rainy seasons. Both will drastically impact the main economic sectors of the country that are highly climate sensitive (agriculture, trade, hydropower, etc.). Agriculture represents the main source of income for a vast majority of the population, and continues to be almost exclusively rain-fed. With the changes in rainfall and the increase of droughts, harvests will

be unreliable which will threaten food security and social development. Increasing heavy rains will also result in floods, causing loss of human lives, an increase in waterborne diseases, landslides, and destruction of infrastructure and housing. In the coastal area, sea level is expected to rise by 60-70 cm by 2080 exacerbating coastal erosion and drinkable water scarcity.<sup>(7)</sup>

Across the country, impoverished people living in urban areas and smallholder farmers are the most exposed to the adverse effects of climate change, and will be affected more heavily by resource depletion, induced by deforestation, droughts, heavy rains and sea level rise.



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# Groundwork for supporting the process to formulate and implement NAPs

## Policy, planning and budgeting

The National Strategic Plan for Development (PNSD) is the overarching development strategy of the country. Articulated into three phases, its vision is for the country to progressively reach the status of developed economy by 2050. Environmental protection and climate change adaptation constitute one of the seven strategic objectives of the PNSD. Whilst the priorities have already been identified, the PNSD will be adopted by the second quarter of 2018. In addition, four Provincial Development Plans are being developed.

The DRC developed its National Adaptation Programme of Action (NAPA) in 2006. It identified safeguarding livelihoods of rural and urban communities, sustainable forest management and coastal erosion as top priorities. Several sectoral development strategies incorporate climate change adaptation and environment. In 2013, a National Investment Plan for Agriculture (PNIA) was established. It serves as the national planning framework for national and external funds for the agriculture and rural development sector with a special focus on climate change adaptation.

The DRC gradually adopted a set of climate-relevant laws that recognise people's rights to a healthy environment and to access natural resources as constitutional rights. A comprehensive National Climate Change Policy, Strategy and Action Plan (PSPA-CC) 2016-2020 has been drafted, focusing on both mitigation and adaptation priorities.

The country's Nationally Determined Contribution (NDC, 2015) include adaptation commitments. These are aligned with the priority areas identified in the Third National Communication submitted to the United Nations Framework Convention on Climate Change (UNFCCC), the NAPA and the PSPA-CC. The NDC also integrates additional adaptation measures in response to the mitigation actions proposed in the energy and transport sectors. The priority sectors of action are summarised in the table below:

### Priority sectors for adaptation action as identified in the NDC (2015)

Protection of rural and urban communities' livelihoods

Improved forest resource management

Protection and preservation of ecosystems in coastal areas

Although all foreign and domestic development financing are registered with the Ministry of Budget, there is a lack of climate disaggregated financing data, making it difficult to track climate finance. Very little domestic finance is made available for climate change. The majority of contributions come from external sources such as vertical funds and bilateral donors and are channelled through UN agencies and NGOs.

## Preparing for adaptation planning

The Third National Communication to the UNFCCC (2015), prepared as a part of a multi-sectoral process, provides the most recent overview and compilation of studies and vulnerability assessments on water resources, forests, health, coastal management, and energy.

The country is also receiving a grant from the Global Environment Facility's Least Developed Countries Fund (GEF-LDCF) through the World Bank. This will strengthen the National Agency of Meteorology and Remote Sensing by Satellite (MettelSat) with institutional and regulatory capacity building and implementation support. The grant will also support the modernisation of equipment, facilities and infrastructure for basic observation and forecasting, and improve hydro-meteorological information service delivery.

Whilst adaptation efforts are yet to be tracked and assessed, as part of the PNSD, the Government established a clear monitoring and evaluation (M&E) framework to measure progress on several indicators, using both qualitative and quantitative data. This framework has national, regional and local components and is managed at the national level by the Ministry of Planning.

## Implementation of adaptation actions

The Government has been implementing its NAPA projects to address urgent adaptation needs, with support of the United Nations Development Programme (UNDP) through the GEF-LDCF, including:

- **NAPA-ASA** (Agricultural Sector Adaptation) 2010-2013: Focus on enhancing the resilience of four pilot provinces.
- **NAPA-ASA 2** (Agricultural Sector Adaptation) 2015-2019: Dissemination of lessons learned from the NAPA-ASA in new target areas.
- **NAPA-AFE** (Adaptation Women and Children) 2015-2020: Scaling-up the NAPA-ASA project, NAPA-AFE focuses on strengthening women and children's resilience to climate change.
- **NAPA Coastal Zone** 2015-2020: Increasing the resilience of communities by implementing measures against coastal erosion in the Provinces of Kongo Central and Muanda.

In addition, the country is currently submitting a request to the Green Climate Fund (GCF) readiness programme, for a project which aims to foster private sector engagement and promote the attractiveness of the DRC to investors and companies in several climate-sensitive economic sectors and services.

Several other projects integrating adaptation components and funded by bilateral donors and vertical funds are under implementation.





## The process to formulate and implement NAPs in the DRC

### Institutional arrangements

The Department of Sustainable Development (DDD), under the Ministry of the Environment and Sustainable Development (MEDD), oversees climate change coordination and will be implementing the NAP process. A Steering Committee, in charge of providing regular and periodic guidance and implementation support, will be formed of: the National Designated Authority (NDA) of the GCF; DDD; the Ministries of Planning and Budget, and the sectoral ministries in charge of priority sectors (agriculture, rural development, coastal management, biodiversity, energy, transport and water and sanitation and land use planning); and provincial governments of the five target provinces. In addition, advisory partners will provide technical resources and collaborate closely with the DDD. This technical group is primarily comprised of an inter-governmental coordinating committee, departments at national level from various ministries, provincial governments, the community members from targeted regions, civil society and other national, regional and international NGOs.

### Challenges

Given the climate sensitive structure of the DRC's economy, an effective implementation of the PNSD relies on adaptation planning. However, as the PNSD currently stands, climate change adaptation is not sufficiently integrated or addressed within each economic sector's strategy. Enhancing facilities and systems for the collection and dissemination of climate data is also critical to develop reliable and adequate climatic scenarios and vulnerability assessments. A scaling up of adaptation investments is also needed to reduce climate vulnerability. Current domestic financing is insufficient to implement sustainable adaptation solutions for the long term. The country also suffers from insufficient technical, institutional and legal capacity for effective coordination and implementation of adaptation planning and investments.

### NAP support

The NAP process in the DRC has been supported by a wide range of partners including the GEF-funded joint UNDP-UN Environment National Adaptation Plan Global Support Programme (NAP-GSP), the GCF, the REDD+ support projects, the NDC Partnership and the World Bank.

#### October 2014 –

A sensitisation and stakeholder mobilisation workshop was organised in the capital Kinshasa under the guidance of the MEDD to improve understanding of the NAP process, identify lessons learned from climate change and other mainstreaming initiatives, and identify potential entry points for the DRC NAP process.

#### November 2016 –

The NAP stocktaking report is approved by a wide range of stakeholders during a dedicated workshop. Stakeholders also approved the implementation of short-term priorities identified in the road map.

#### January 2015 –

The DDD and the Inter-governmental Coordination Committee jointly elaborated the NAP roadmap. After it was approved, they organised the inception workshop of the NAP process.

#### October 2016 –

A stocktaking report was developed following a consultative process. It includes an assessment of the integration of climate change adaptation into budgeting and planning processes and identifies urgent adaptation needs and associated strategic implementation actions.

#### January 2018 –

January 2018 – The GCF approved the DRC NAP Readiness and Preparatory Support Proposal.

## What is the process to formulate and implement NAPs?

The Conference of Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) established the National Adaptation Plan (NAP) process in 2010, to enhance country-led planning and preparedness for climate change adaptation (CCA) in the medium and long-term. The objectives of the NAPs are to reduce vulnerability to the impacts of climate change and to facilitate the integration of adaptation into all levels of development planning. The NAP process is multi-sectoral, involving Ministries of Environment as well as Planning and Finance, in addition to other key ministries. By bringing greater institutional integration and coordination to adaptation planning, NAPs can enhance ongoing national development planning processes, safeguard development gains, and build resilience.



**'The NAP process is entirely aligned with the DRC's development priorities as well as national climate change policies and strategies.'**

*Aimé Medard Kalombo, Head of the Climate Change Division, Ministry of the Environment and Sustainable Development, DRC*

## Opportunities

The PNSD 2017-2050, once adopted, will offer an opportunity to integrate adaptation, including the adaptation priorities identified in the NDC and to include climate-relevant Sustainable Development Goals (SDGs). It also provides the opportunity to support mainstreaming of adaptation concerns across sectors, different levels of government and scales, into planning and budgeting. Given the considerable potential for development of the country, it is essential that the DRC achieves its transformation in a sustainable and environmentally friendly manner, and that the country is fully prepared to address the medium- and long-term adverse effects of climate change.

The advancement on the NAP process will be built on the PSPA-CC 2016-2020. In line with the 2015 NAP roadmap, the first phase of the GCF-NAP readiness support project will contribute to building capacity to further integrate climate change adaptation priorities into the sectoral, national and provincial development plans. It will also support the identification of financing options for adaptation investments in the priority sectors.

## Key documents

- National Strategic Plan for Development (PNSD) 2017-2050
- National Climate Change Policy, Strategy and Action Plan (PSPA-CC) 2016-2020
- Third National Communication 2015
- Nationally Determined Contribution (NDC) 2015
- National Adaptation Programme of Action (NAPA) 2006

## Successes and lessons learned

The NAP process is supported by political will as well as by several funders. A multi-sectoral and multidisciplinary institutional arrangement is currently being set up for climate change adaptation coordination at the national level. Rural populations are aware of changes in rainfalls and are open to adaptation measures. The existence of a Consultation Framework for stakeholders from certain climate change initiatives and of provincial development policy documents will facilitate the NAP process.

## Notes

- (1),(4),(5) World Bank, 2018. *World Development Indicator Database*. Available at: <https://data.worldbank.org/products/wdi>
- (2) Ministère de l'Environnement, Conservation de la Nature et Développement Durable (MECND) 2015. *Protocole Méthodologique de l'Évaluation du Couvert Forestier National de Référence en République Démocratique Du Congo*. Available (in French) at: [https://www.iucn.org/sites/dev/files/content/documents/rapport-finale-methodologieterracongo-02072015\\_2.pdf](https://www.iucn.org/sites/dev/files/content/documents/rapport-finale-methodologieterracongo-02072015_2.pdf)
- (3) United Nations Development Programme (UNDP), 2016. *Human Development Report 2016*. Available at: <http://hdr.undp.org/en/2016-report/download>.
- (6) Integrated Food Security Phase Classification (IPC), 2017. *Report of the 15th cycle of IPC Acute Food Insecurity Analysis*. Available in French at: <http://www.ipcinfo.org/ipcinfo-detail-forms/ipcinfo-map-detail/en/c/1029391/>
- (7) Schellnhuber, H.J., Hare, B., Serdeczny, O., Schaeffer, M., Adams, S., Baarsch, F., Schwan, S., Coumou, D., Robinson, A., Vieweg, M. and Piontek, F., 2013. *Turn down the heat: climate extremes, regional impacts, and the case for resilience*. Available at: <http://www.worldbank.org/en/topic/climatechange/publication/turn-down-the-heat-climate-extremes-regional-impacts-resilience>

15

adaptation measures identified in NDC

11%

of rural population affected by acute food insecurity

4

NAPA projects under implementation

550,000

people affected by the 2015-2016 flooding

80%

of rural population exposed to increased droughts

## About the NAP-GSP

The joint UNDP-UN Environment National Adaptation Plan Global Support Programme (NAP-GSP) was launched in June 2013, financed by the Global Environment Facility (GEF) Least Developed Countries Fund (LDCF), and the Special Climate Change Fund (SCCF). The NAP-GSP, together with partners, are assisting developing countries to identify technical, institutional and financial needs to integrate climate change adaptation into medium and long-term national planning and financing. The NAP-GSP provides technical expertise and guidance on country NAP processes, and provides opportunities for knowledge exchange on NAPs.



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