



Sierra Leone National Adaptation Plan Framework

January 2019

Environment Protection Agency of Sierra Leone (EPA-SL)



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The NAP Framework was developed through the United States In-Country National Adaptation Plan (NAP) Support Program in Sierra Leone, which is implemented by the International Institute for Sustainable Development (IISD), host to the NAP Global Network Secretariat.

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United States In-Country National Adaptation Plan (NAP) Support Program

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Foreword

Adaptation to climate change is becoming a routine and necessary component of planning at all levels. At its seventeenth session, the Conference of the Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) acknowledged that national adaptation planning can enable all developing and least developed country (LDC) Parties like Sierra Leone, to assess their vulnerabilities, to mainstream climate change risks and to address adaptation

The COP also acknowledged that, because of their development status, climate change risks magnify development challenges for LDCs, and recognized the need to address adaptation planning in the broader context of sustainable development planning. With this in mind, the National Adaptation Plan Framework (NAPF) for Sierra Leone has been prepared by the EPA-SL with support from IISD, as a response to these acknowledgements of COP 7.

I am therefore of the strong view that the National Adaptation Plan Framework (NAPF) for Sierra Leone will provide the framework for the development of the actual National Adaptation Plan in tandem with our New Direction National Sustainable Development agenda (2019-2023). It will also help to set the structure and processes that will be necessary to develop the National Adaptation Plan for Sierra Leone that will be inclusive, detailed and country driven and hence assist in increasing our resilience and reduce our vulnerability to the impacts of climate change.

In developing the NAP Framework relevant stakeholders from government Ministries, Departments and Agencies (MDA) including Civil Society organization, Academia and the international community were consulted. The NAP framework was also aligned with the current National Development Agenda (2012-2018) and take cognizance of the National Development Plan (2019-2023) that is currently being developed. In addition, national climate change documents and studies were also consulted. I want to say big thanks to all relevant stakeholders for your various inputs into the document.

I would like to thank and appreciate the NAP Global Network, United States Government in country NAP support programme, USAID, International Institute for Sustainable Development (IISD) and the German Government for their financial and technical support throughout this process. Thanks also goes to both the International and local consultant Dr. Alexandre Borde and Dr. Reynold Johnson for developing the document and for steering the validation process.

PROFESSOR FODAY MORIBA JAWARD
EXECUTIVE CHAIRPERSON
Environment Protection Agency–Sierra Leone



Executive Summary

In response to international commitments and national needs, the Government of Sierra Leone is undertaking its National Adaptation Plan (NAP) as a continuous, progressive and iterative process to ensure a systematic and strategic approach to adaptation in all government decision making, which will facilitate institutional coordination, resource mobilization, technology transfer and—ultimately—effective adaptation actions.

The framework provides insight to help formulate and implement the NAP, which itself serves to implement the adaptation component of the National Climate Change Policy (NCCP). Therefore, the aim of the Sierra Leone NAP Framework is to identify and present objectives, principles, approaches and structures that would lay down the basis for the NAP process in Sierra Leone. It also aims to identify medium- and long-term adaptation needs, while developing and implementing strategies and programs to address these needs. It ensures that the NAP is aligned with existing policies, plans and strategies and does not contribute to the proliferation of planning processes and related documents.

The NAP Framework sets out the approaches and principles that will underpin how the NAP is implemented. It also sets out the institutional arrangements that will guide the formulation and coordination of efforts to implement the NAP and thus steer the national process over the long term. In addition, it proposes some initial efforts to further the NAP process. However, it does not itself constitute an action plan, which would require more activities and wider consultation. Recommendations are given at the end of the document to proceed with next steps.

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Abbreviations and Acronyms

A4P	Agenda for Prosperity
CAF	Cancun Adaptation Framework
CBD	Convention for Biodiversity
CBO	community-based organization
CCA	climate change adaptation
COP	Conference of the Parties
DCFW	domestic climate finance window
EBA	ecosystem-based adaptation
EPA –SL	Environment Protection Agency – Sierra Leone
FAO	Food and Agriculture Organization
GCCA	Global Climate Change Alliance
GCF	Green Climate Fund
GEF	Global Environment Facility
GoSL	Government of Sierra Leone
GVWC	Guma Valley Water Company
ICFW	international climate finance window
ICM	integrated coastal management
IFAD	International Fund for Agricultural Development
IISD	International Institute for Sustainable Development
INDC	intended nationally determined contribution
HRCSL	Sierra Leone’s Human Rights Commission
LECRDS	low-emission climate-resilient development
MDAs	ministries, departments and agencies
MRV	monitoring, reporting and verification
M&E	monitoring and evaluation
NAP	National Adaptation Plan
NAPA	National Adaptation Programmes of Action
NAP GN	National Adaptation Plan Global Network
NCCAP	National Climate Change Adaptation Policy
NCCP	National Climate Change Policy
NCCSAP	National Climate Change Strategy and Adaptation Plan
NC3	Third National Communication to the UNFCCC
NDA	national designated authority
NGO	non-governmental organizations
NSCC	National Secretariat for Climate Change
PMCFW	private and market climate finance window

PRSP	Poverty Reduction Strategy Paper
SALWACO	Sierra Leone Water Company
SDGs	Sustainable Development Goals
SLACB	Sierra Leone Association of Commercial Banks
SLAJ	Sierra Leone Association of Journalists
SLCCF	Sierra Leone Climate Change Fund
SLCCIA	Sierra Leone Chamber of Commerce, Industry and Agriculture
SLIA	Sierra Leone Insurance Association
SLIEPA	Sierra Leone Investment and Export Promotion Agency
SLMet	Sierra Leone Meteorological Agency
SLPMC	Sierra Leone Produce Marketing Company
SME	small and medium enterprises
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
USAID	United States Agency for International Development
WoNES	Women's Network for Environmental Sustainability
WMO	World Meteorological Organization

1.0 Introduction

1.1 Context

Like many least developed Sub-Saharan African countries, Sierra Leone's vulnerability to environmental and climate hazards has been taken for granted in the absence of alternatives for centuries. Sierra Leone is rated as the third most vulnerable country to climate change, after Guinea Bissau and Bangladesh (Maplecroft, 2013). Even under the scenario of 1.5°C of global warming, Sierra Leone will experience severe negative climate change impacts. However, climate change is not only a future concern: it is already apparent in current climate observations and trends. Extreme weather events of September 16–17, 2016 and August 14, 2017 caused the most devastating flooding and landslides the country has ever experienced. The 2017 landslide led to substantial loss of lives (over 1,000), EM-DAT (n.d.), livelihoods and infrastructure. In addition, warming oceans and acidification are leading to increasing rates of coral mortality, with negative implications for fisheries, tourism, biodiversity and livelihoods. Sea level rise has already led to the encroachment of saline water into aquifers and coastal areas, threatening coastal settlements.

Sierra Leone's first National Climate Change Policy (NCCP) was released in 2012, followed by its Intended Nationally Determined Contribution (INDC) in 2015 (INDC, n.d.), and Third National Communication (NC3) was released in 2018 (Government of the Republic of Sierra Leone, 2018). For Sierra Leone, the National Adaptation Plan (NAP) process is seen as key to the implementation of both the Climate Change Policy and the adaptation component of the INDC. The NAP process will do so by identifying medium and long-term adaptation needs, as well as developing, implementing and monitoring strategies and programs to address these needs (UNFCCC, n.d.).

1.2 Purpose and Objectives of the NAP Framework

Sierra Leone's NAP process will be a country-driven and contextually defined vehicle that will seek to:

- Prepare institutional coordination around adaptation
- Accelerate resource mobilization for adaptation
- Deliver effective and sustainable adaptation outcomes for Sierra Leone

Adaptation planning in Sierra Leone has similarities with planning efforts related to natural resource management and development, and the NAP process will attempt to complement and build upon these processes and past initiatives. Existing processes and mechanisms will only be supplemented when necessary. Due to the similarities between adaptation efforts and other sustainable development processes, there is a wide variety of stakeholders that should be involved in adaptation planning and implementation. The NAP process is designed and developed with this in mind, and will aim to build a national adaptation plan that is understood, accepted and owned by Sierra Leoneans.

The NAP Framework represents an early step in the NAP process. This process will be coordinated on behalf of the Government of Sierra Leone by the Environment Protection Agency (EPA-SL) (EPA-SL, n.d.). The framework will help develop the structures and processes necessary to conduct the NAP in an inclusive and comprehensive manner specific to the Sierra Leone context.

1.3 Approach Used for the Development of the NAP Framework

The NAP Framework was developed through a participatory and inclusive process. The initial phase of its development included an extensive review of the existing literature on climate change adaptation planning in Sierra Leone (both at the national and sub-national levels), and the mapping of key stakeholders that needed to be involved in the NAP process. An interview guide was then developed, followed by face-to-face and written consultations with approximately 30 key stakeholders,¹ including the private sector. These consultations were held in order to:

- Understand and raise awareness of the benefits of the NAP process
- Ensure alignment with existing policies, programs and activities in planning processes
- Identify key issues for climate adaptation planning in Sierra Leone
- Develop an institutional structure for the management of the NAP process
- Make the NAP process more inclusive
- Continually adjust the NAP Framework in response to stakeholder feedback

Key stakeholders were identified and categorized into four groups: i) national and local authorities, ii) civil society, iii) private sector and iv) development partners. These key stakeholders and their roles in the NAP process are outlined in Figure 1.

1.4 Goals of Sierra Leone's NAP Framework

Sierra Leone's NAP Framework aims to set objectives for and determine the principles, approaches and structure of the NAP process for the country. The NAP Framework identifies medium- and long-term adaptation needs in consultation with relevant stakeholders. It seeks to set a foundation for developing—or complementing and further implementing—strategies and programs to address these needs. It ensures that the NAP is aligned with existing policies, plans and strategies relating to climate change adaptation, and does not contribute to the proliferation of planning processes and related documents. It explores and highlights key opportunities and challenges associated with the NAP process at the local, national and global levels, and synthesizes information relevant for the currently implemented programs and strategies.

¹ See annex.



Figure 1. Mapping of Stakeholders

1.5 Mandate for Sierra Leone's NAP Process

The mandate for Sierra Leone's NAP is rooted in the 2012 NCCP and the country's obligations under the Cancun Adaptation Framework (CAF), developed under the United Nations Framework Convention on Climate Change (UNFCCC). The NCCP does not make explicit references to the NAP process, but under the UNFCCC, the NAP is identified as the process that builds existing adaptation activities. For Sierra Leone, it will integrate climate change into every aspect of national decision making, thereby fulfilling Sierra Leone's commitment to the UNFCCC and operationalizing the NCCP at all levels.

As described in the Guidelines for National Adaptation Plans, the NAP process builds on the National Adaptation Programme of Action (NAPA) process (UNFCCC, 2012). In Sierra Leone, the NAPA framework is closely linked to the national strategic frameworks under the title "Poverty Reduction Strategy Paper" (PRSP) (Ministry Of Transport And Aviation, 2007; IMF, 2005).

Currently, Sierra Leone is preparing its **Fourth Generation Poverty Reduction Strategy Paper (PRSP) for the period 2019 to 2023**, and climate change will likely be integrated into this document. The preceding PRSP (called PRSP 3, Agenda for Prosperity or A4P) had defined the development path for the country for the 2013–2018 period, and listed strategic objectives and priority activities for the agriculture and fisheries sectors, which matches key vulnerabilities identified in the country's National Adaptation Programme of Action (NAPA) (Government of Sierra Leone, 2015; Ministry of Transport and Aviation, 2007). For the agriculture sector, it focused on increasing crop production to improve food security; for fisheries, it emphasized protecting fish supplies for both domestic market and international markets.

The PRSP 3/A4P (2013–2018) also provided a number of strategies and goals that further strengthen the mandate for the NAP. Sierra Leone strives to become "a model in responsible natural resource exploitation, with revenues directed at transforming and developing the country in a framework of sustainable environmental protection" (Government of Sierra Leone, n.d., p. xiii). **Among the PRSP 3/A4P's eight pillars, it highlighted the need for:**

1) adaptation strategies to control coastal erosion; 2) adaptation measures in the water and sanitation infrastructure; 3) social protection and community programs building up climate resilience and adaptation; 4) adaptation and preservation fighting the challenges of land degradation from subsistence agriculture, forest exploitation and unplanned urban development.

The PRSP 3 will conclude on December 2018, to be succeeded by PRSP 4. PRSP 4 will be prepared by Ministry of Planning and Economic Development and aligned with the African Union Agenda 2063 and the United Nations' 2030 Agenda for Sustainable Development. Cluster seven of the New National Development Plan (2019–2023) under the New Direction hinges on addressing vulnerabilities and building resilience. Its strategic thrust is to put environment, climate change and disaster management issues at the top of the agenda in national development planning as a means to addressing vulnerabilities and build national resilience and thereby contribute to economic growth and social well-being.



2.0 Approaches Underpinning the NAP Process

2.1 Incorporating Adaptation Through Horizontal and Vertical Integration

Horizontal integration is the process whereby government ministries, departments and agencies (MDAs) incorporate climate change into their work and create institutional links, enabling cross-sectoral issues to be addressed. This has long been a government objective in Sierra Leone. Efforts to integrate climate change into MDAs' work, including the National Secretariat for Climate Change (NSCC), the National Climate Change Policy (NCCP) and National Climate Change Strategy and Action Plan (NCCSAP) (2016–2020) have continued. The NAP process will be designed to support these ongoing efforts. It reinforces the call for improved horizontal integration, identifying the need for an oversight group that represents all sectoral interests led by people that have the requisite holistic understanding. To help achieve this, the need for a cross-Ministerial and MDAs' NAP Steering Committee is proposed.

Vertical integration is the “process of creating intentional and strategic linkages between national and sub-national adaptation planning, implementation, and monitoring and evaluation” (NAP Global Network, 2016). Within the Sierra Leonean context, “sub-national” refers to official government structures, in descending order of size: wards, divisions, provinces and districts/municipalities. It also refers to the village level, in many of which adaptation plans are to some extent already being produced. A vertically integrated NAP will be aligned with the A4P and the new National Development Plan (2019–2023), which encourages action at all levels (national, regional, district, chiefdom and wards) to build environmental resilience, nurture social improvement and reduce poverty, encourage economic growth and make Sierra Leone less vulnerable to climate change impacts. The A4P also highlights that investments will continue in a more integrated manner, with divisional development plans developed in consultation with communities and other stakeholders. The new national plan (PRSP 4), which will be launched in January 2019, will follow in a similar vein.

2.2 Supporting a Community-Based Approach

Districts form the basis of rural development planning in Sierra Leone. Adaptation issues need to be integrated into this development process in a way that avoids the creation of parallel governance arrangements. Community-based adaptation processes will be paramount at the village level, where individual vulnerability profiles and adaptation priorities persist—and specific monitoring and evaluation of adaptation interventions need to be made. The need for the NAP to incorporate community-based adaptation stems from the A4P, which sets out to strengthen community-based management and community participation in its strategic pillars and for a more effective decentralization (Government of Sierra Leone, n.d.). By focusing on communities, adaptation becomes a bottom-up adaptation process

2.3 Engaging with the Private Sector

Sierra Leone's private sector²—like in many Sub-Saharan African countries—remains underdeveloped. This includes the country's insurance sector, which compounds the private sector's vulnerability to climate change. The private sector in Sierra Leone can be divided into two main categories according to the scale of their operations and technical capabilities: artisanal companies, and large corporations and/or multinational investors.

The private sector operates under various ministries, covering the following sectors: trade, industry, tourism (hotels and tour operators), mining, energy, transport (port operators, boat owners and operators transporters), and agribusiness. There are many private sector initiatives supported by the Government of Sierra Leone that include the development of a Corporate Social Responsibility Framework, such as the Private and Financial Sector Development Project, with the support of the United Nations Development Programme (UNDP) (UNDP, n.d.). There are also initiatives to build adaptive capacity to catalyze active public and private sector participation to manage the exposure and sensitivity of water supply services to climate change in Sierra Leone (UNDP Global Environmental Finance, n.d.). Artisanal companies are regulated by the Sierra Leone Chamber of Commerce, Industry and Agriculture (SLCCIA) (Sierra Leone Chamber of Commerce, Industry and Agriculture in Sierra Leone, n.d.).



Private sector engagement in climate change adaptation can involve businesses supporting government led adaptation measures, or businesses adapting operations to ensure that they remain operational and profitable in the face of a changing climate. For the private sector to adapt, they will have to adapt their day to day operations (e.g., where stockpiles are located and the amount of water required to function). Hence it is critical that adaptation measures are incorporated into everyday business operations and plans.

The public sector alone will not be able to provide all the considerable financing required to cover the NAP process in Sierra Leone; it is necessary to also involve the private sector in the financing process. If correctly directed and influenced by the government, private financing can represent a significant financing tool during the implementation of the adaptation actions prioritized in the NAP process.

To support the climate change adaptation actions, private enterprises can integrate climate risk into their business operations, and they can develop and distribute non-financial products and services supporting climate change adaptation, such as climate-resilient seeds, water-efficient irrigation systems or consulting services. In addition, the development of climate-related insurance products is important to cover extreme events damages. These recommendations reflect the fact that in developing countries, private enterprises are often vulnerable to climate change and have limited capacity to address the risks of climate change.

For the purposes of the NAP, it would be useful to set up a Private Sector Consultative Group composed of industry associations that can provide input into the content of a NAP document

² Here, the private sector also includes state-owned companies.

and ensure it covers issues relevant to the private sector. The private sector partners may include: the SLCCIA, the Sierra Leone Investment and Export Promotion Agency (SLIEPA), the Sierra Leone Produce Marketing Company (SLPMC), the Sierra Leone Insurance Association (SLIA), the Sierra Leone Association of Commercial Banks (SLACB), and the Guma Valley Water Company (GVWC).

The private sector can support adaptation by delivering financial resources and through public-private equities. The former can take form of (Parry, Dazé, Dekens, & Terton, 2017):

- Guarantees, which provide protection from various forms of risks of capital loss for investors
- Debt, typically in the form of subordinated or concessional debt (or both)
- Equity, typically in the form of junior equity accepting higher risks for lower financial returns.

Private financiers can use a combination of financial instruments to provide financial support to private sector actors and governments. In addition to the more traditional financing mechanisms such as debt, equity and de-risking instruments and grants, private financiers can use innovative financial products (Parry et al., 2017) such as:

- **Green Bonds:** Green bonds represent a new form of financial flows that are essential for tackling climate change, with the prospect of substantial investments in mitigation and even adaptation projects. These debt instruments have the same financial characteristics as a standard bond, i.e., the same guarantees, the same seniority and the same rating. The difference between green and traditional bonds is the investment profile. The market for green or climate-friendly bonds has been growing sharply for several years now: annual amounts have increased tenfold between 2012 and 2017, with more than USD 162 billion issued in 2017 (Climate Bonds Initiative, n.d.).
- **Blue Bonds:** Also called water bonds, they have the same financial principle as green bonds, but are focused on projects promoting marine ecosystem conservation.
- **Impact investing funds:** Facilitate investment in green projects by providing capital to green sectors and projects.
- **Guarantees for development:** A specific type of guarantee that provides security to projects focusing on the welfare and development of developing countries. They are designed to reduce the risks associated with large infrastructure projects to attract investors.
- **Risk-financing facilities:** This type of innovative financial instrument allows the transfer of risk associated with natural disaster financial flows to support, for instance, the issuance of disaster bonds.
- **Climate insurance products:** These products are common in developed countries (to cover losses and damages for weather events such as hurricanes, droughts, floods, etc.), but limited in developing countries. There is a need to adapt the products to the specific contexts of developing countries, for example with climate index insurance for the agricultural sector. Local insurance companies also need to understand how they can be backed by large reinsurance companies.

Private sector investments are increasing; in 2016, global investment to address climate change reached USD 383 billion, of which 63 per cent came from the private sector. Private investors were mainly project developers, but there was increasing participation from commercial finance institutions (Global Climate Finance Flows, n.d.).

2.4 Promoting Ecosystem-Based Adaptation Options at the Community Level

The vulnerability of Sierra Leone's ecosystems has sparked calls for urgent and immediate adaptation to support their preservation. This covers its critical coastal ecosystems, marine life, as well as lowlands and uplands. Ecosystems—and the services they provide—have deteriorated in Sierra Leone in part due to climate change, but also because of deforestation, combined with land and environmental degradation caused by illegal encroachment or the exploitation of fauna and flora (Ministry of Transport and Aviation, 2007; Government of Sierra Leone, 2015). For instance, rising sea levels will exacerbate shoreline recession, increasing flooding risks for its coastal lands and wetlands (and the salinization of water), thereby heavily affecting its coastal ecosystem. Through ecosystem-based adaptation (EBA), ecosystems are placed at the centre of adaptation planning, to strengthen them, conserve biodiversity and maintain the resources they provide. This helps people to adapt to the adverse effects of climate change (Convention on Biological Diversity, 2009; Munroe et al., 2011; Republic of Sierra Leone, 2017). Experience with EBA is demonstrating that it can protect against climate-related damages, and increase local community resilience and adaptive capacity at the same time. Wider evaluations have found that EBA generates social, economic and environmental co-benefits, as well as adaptation, development, and mitigation co-benefits (Doswald, et al., 2014).

The promotion of EBA also contributes to the alignment of the NAP with the ecosystem approach to conservation adopted by the United Nations Convention on Biological Diversity (CBD).

To set up an effective EBA approach, it is necessary to assign values to ecosystems and the services they provide, and incorporate them into sub-national adaptation planning, adaptation decision-making system processes and project design. It may also prove useful to require justification should EBA approaches not be used or considered among alternative adaptation options.

Integrating EBA into adaptation planning and projects will require its incorporation into planning at all levels, i.e., at local and more regional scales. Whereas a “community” is frequently considered as a geographically local entity, ecosystems and their resources need to be considered through the lenses of landscapes, since an ecosystem and its resources are not restricted to one geographical region. Consequently, community-based adaptation needs to be considered alongside EBA approaches.

2.5 Considering Sierra Leone's Commitments in Human Rights and Gender

It is vital that the NAP process be undertaken in recognition of Sierra Leone's Human Rights Commission (HRC SL) and in compliance with Sierra Leone's commitments under the Agenda for Humanity and its ratified UN human rights conventions (Office of the United Nations Commission on Human Rights, n.d.). The adoption of a human rights-based approach also aligns the NAP process with the A4P which calls for the developing of the country's human rights culture, along with inclusivity and equity.

It is furthermore paramount that gender concerns are integrated into the NAP, as gender equality is a universal human right, acknowledged within international instruments such as the Universal Declaration of Human Rights and the Convention on the Elimination of All Forms of Discrimination against Women. Under the UNFCCC, the full integration of gender considerations is a key requirement, and insufficient attention to gender considerations may result in ineffective and unsustainable adaptation processes. With the country's history of a highly patriarchal society, gender equality and women's empowerment have been placed high on the agenda in the A4P, and

Sierra Leone's government has committed to a number of related policies and legal frameworks (Government of Sierra Leone, n.d.). Finally, this ensures compliance with Sierra Leone's National Gender Strategic Plan, and the National Action Plan for the Full Implementation of United Nations Security Council Resolutions 1325 (2000) & 1820 (2008) (Government of Sierra Leone, 2009).

A gender-responsive approach requires examination and addressing of gender norms, roles and inequalities (and the active promotion of gender equality), particularly regarding the patriarchal systems of Sierra Leone (UNDP, n.d., Human Development Report; Government of Sierra Leone, 2014). It also needs to be reflected at all stages of the NAP (i.e., formulation, implementation and M&E) and at different levels of decision making. In order to ensure the gender-responsiveness of Sierra Leone's NAP process, technical parameters will be proposed and used to determine whether gender is being adequately integrated into adaptation projects across all stages. To help ensure a gender-responsive NAP process that reflects wider government policy, the National-level Steering Committee should include a representative from the Ministry of Social Welfare, Women, Children and Gender Affairs (Ministry of Social Welfare, Gender and Children's Affairs – Republic of Sierra Leone, n.d.). Representatives from civil society and development actors with expertise in gender issues should also be included in consultative steps. In addition, capacity-building efforts may be required to enable effective participation.

2.6 Acknowledging Rural and Urban Areas

For policies, a distinction is often made between rural and urban areas. Rural areas are traditionally characterized by higher poverty levels and endowed with the majority of environmental resources, but also where livelihoods are most climate-sensitive. In rural settings, the need to adopt holistic adaptation objectives such as food security is critical. It is also recognized that urban areas in Sierra Leone—particularly unplanned urban areas—are in risk from climate issues such as heavy and variable rainfall, which increases risk can result in substantial damages to physical assets and infrastructure, much of which is of poor quality.

The NAP will need to recognize that rural and urban areas are linked from the perspective of adaptation planning and intervention (Government of Sierra Leone, 2015). Adaptation planning at regional and district levels will need to cover both rural and urban needs, and recognize the ways in which they are linked. Additionally, adaptation plans for major urban areas will need to account for the specific climate vulnerabilities of the city and the ways that economic growth is generated across geographical borders.

It is important to ensure the use of long-term climate projections in planning processes to ensure a climate-resilient infrastructure. Efforts to improve urban adaptation planning have already begun, but more progress is required, including a reconsideration of how urban areas are planned, governed and transformed, as well as how infrastructure is developed. This will require mixed-use urban design, green urban growth and green city development models. The relationship between natural resources (e.g., coral reefs and mangroves) and urban resilience needs to be taken into account. Additionally, a resource mobilization strategy is necessary, taking into account the role of urban planning and actors.

2.7 Recognizing the Importance of Developing Early Warning Systems

The frequency of natural disasters (dry spells, flooding events, etc.) has been increasing in Sierra Leone, resulting in loss of life, property damage and environmental destruction. The number of people at risk has been growing each year, and the majority are in disaster-prone areas, especially in Freetown, with high poverty levels making them more vulnerable to disasters. These populations have fewer resources to cope with disasters, making them more susceptible to their effects. They are also less likely to receive timely warnings from the Sierra Leone Meteorological Agency (SLMet).

Furthermore, even if meteorological warnings were issued, many populations have fewer options for reducing losses in a timely manner. Poverty levels affect the resilience and process of recovery from disasters. Disaster mitigation, preparedness and prevention needs to address socioeconomic issues in addition to geological and meteorological aspects. Flooding has become more frequent in Sierra Leone: floods may be long or short, and come with no meteorological warning (early warning system) depending on the type. For example, flooding within parts of a major river may develop over a number of days or even weeks, whereas flash floods give no warning. The speed or onset of the flood may be gradual or sudden, and there are seasonal patterns of flooding across the country.

Disaster risk reduction is vital for building a more equitable and sustainable future, to prevent risks, and to develop insurance products such as climate index coverages for the agricultural sector. As such, it must be a key component of the NAP, alongside strengthened early warning systems.

Since natural disasters and floods in particular have become more frequent in Sierra Leone, they are likely to worsen in the future due to climate variability. It may not be possible to completely remove these risks. Robust meteorological systems adapted to sectoral needs, designed to fully understand the flood risks and the associated effects, are important aspects to consider in the NAP process, as well as within the framework of Disaster Risk Reduction to help in adapting to climate stresses.

In this regard, it is important to recognize the role of the World Meteorological Organization (WMO), which has its own strategy for supporting adaptation measures. National weather services in the WMO, especially in developing countries, provide key information for the development of successful and sustainable adaptation measures.

3.0 Guiding Principles

The following guiding principles will be applied to the NAP process in Sierra Leone.

3.1 A Participatory Approach

Participation is an important guiding principle for NAP development and implementation because of the variety of adaptation stakeholders in the country, each of whom has abundant existing relevant knowledge and experience to inform the NAP. It is crucial that the NAP reflect an inclusive and multistakeholder process to minimize duplication of efforts, as well as promote information sharing, policy alignment, and coordination of efforts at multiple levels. It is also important to realize that a large number of adaptation stakeholders are already active in adaptation planning. For instance, community-based organizations (CBOs) support the development of local-level village plans; at the same time, larger NGOs and regional bodies support provincial and division development boards, which themselves help shape sub-national development plans.

3.2 A Robust and Transparent Decision-Making Process

There are three interlinked principles that must be emphasized for the purposes of NAP planning and implementation besides the principles highlighted within the A4P. First of all, it requires robust and transparent decision making based on the best available science. Adaptation decision making can be frustrated by uncertainties regarding projections of climate change in specific areas and further complicated by insufficient understanding of socio-ecological systems. The NAP process must be designed to reduce uncertainty when possible through appropriate means. In addition, it must operate despite this uncertainty and not delay the implementation of protective, anticipatory and preventive measures. Moreover, adaptation planning must cope with and balance current and future climate impacts, noting that the “climate change signal” is already apparent in current climate observations and trends. It is important for Sierra Leone’s NAP process to employ a “resilience” or “robust” approach focused on the precautionary principle, the use of climate models to screen potential adaptation options, and the identification of “no-regret” options. The NAP process should also put more emphasis on the fostering of social and policy learning. Screening adaptation and development options against a range of potential future scenarios will be particularly relevant for major infrastructure investments as well as settlement relocation.

3.3 A Pro-Poor Growth Policy

The principle of the NAP being pro-poor is especially relevant to the NAP process and is a central theme of the A4P. Low-income and otherwise disadvantaged groups are often the most vulnerable to the effects of climate change, but these groups also often have the least capacity to cope with and adapt to those effects. It is believed that in order for efforts to tackle vulnerability experienced by low-income and otherwise disadvantaged groups to be effective and equitable, it is necessary for them to recognize the context-specific, interlinked, and multidimensional nature of poverty

and vulnerability. This often means adaptation interventions must incorporate the links between poverty and vulnerability into their design, or, in other words, simultaneously address poverty as well as vulnerability to climate change. If adaptation interventions are to be pro-poor, they must build upon and seek to improve the agency and knowledge (including indigenous or traditional knowledge) of low-income and otherwise disadvantaged groups.

3.4 No- and Low-Regret Adaptation

Usually, adaptation measures are classified according to the impacts that uncertainty associated with climate information might have on project risk, into no-regret, low-regret and high-regret investments. Adaptation actions that are considered “no-” or “low-regret options” yield their benefits regardless of climate change, and can be an effective way of circumventing the difficulties created by large uncertainties in climate modelling. They may also represent early benefits or quick payback periods. Investment decisions for such interventions can be taken without assessing project risks due to uncertainty on future climate. Also, no-regret investments can be implemented immediately, because more information on future climate change impacts will not influence their desirability. However, it may be that an intervention is not perceived as a “no-regret” adaptation by all stakeholders. This is why low-regret adaptation is also recognized as a guiding principle. Priority given to no-regret adaptation should not be a barrier to implementing more transformative adaptation measures, such as those needed when dealing with high magnitude impacts.



3.5 Trade-offs and Consensus

An important guiding principle for Sierra Leone’s NAP process is to always find a common and consensual ground to manage trade-offs. **This may be relevant when choosing between multiple adaptation options or for the distribution of the benefits and costs of adaptation options.** There will be a need for transparency, taking into account the needs of all stakeholders, and the rationale for each decision, as well as the need to implement government policy. For instance, participatory multi-criteria analysis offers a good way for adaptation planners and decision-makers to efficiently compare alternative adaptation options and evaluate trade-offs. Other potential tools include cost– benefit analysis, environmental impact assessments and strategic environmental assessments, although these may need to be improved to take into account climate change concerns.

4.0 Alignment With Existing Policies and Planning Processes

4.1 Links to Other Existing Policies, Programs and Planning Processes

The main policy guidance for the NAP process stems from the A4P, and Sierra Leone’s INDC. Aligning the NAP process with these policies will help translate their goals and priorities into action, while also promoting coordination among stakeholders.

Many other national policies have relevance to the NAP due to its cross-cutting nature, such as the 2012 draft revised National Youth Policy (Chipika, 2012), or the National Sustainable Agriculture Development Plan (Republic of Sierra Leone, 2009). A listing of these policies is summarized in Table 1.

In addition to national-level policies, a number of international conventions and commitments will influence the NAP process in Sierra Leone. These include the country’s commitments to the UNFCCC and its ratification of the Paris Agreement in 2016, the UN Convention to Combat Desertification (UNCCD, 2002), and the UN Convention for Biodiversity (CBD, 2009). National and regional programs on climate change adaptation, some of which are highlighted in Table 2, should also be considered during the NAP development process.

Table 1. Key policies for climate change adaptation

No	Name of the policy, strategy, plan	Government division responsible
1.	National Climate Change Policy	Environment Protection Agency – Sierra Leone, Climate Change Secretariat
2.	National Climate Change Strategy and Action Plan (NCCSAP)	Environment Protection Agency – Sierra Leone, Climate Change Secretariat
3.	Intended Nationally Determined Contribution	Environment Protection Agency – Sierra Leone, Climate Change Secretariat
4.	National Development Plan – the Agenda for Prosperity	Ministry of finance
5.	Upcoming National Development Plan (2019–2023)	Ministry of finance
6.	Renewable Energy Policy	Ministry of Energy
7.	National Sustainable Agriculture Development Plan 2010–2030	MAFS

No	Name of the policy, strategy, plan	Government division responsible
8.	Integrated Coastal Area/zone Management (ICAM)/(ICZM)	EPA-SL & others
9.	National Environment Action Plan (NEAP)	EPA-SL
10.	National Disaster Management Policy	Disaster Management Department in the Office of National Security
11.	National Action Plan on Gender Based Violence	Ministry of Social Welfare Gender and Children Affairs (MSWGCA)
12.	National Gender Strategic Plan	Ministry of Social Welfare Gender and Children Affairs (MSWGCA)
13.	Mainstreaming Climate Change Guidelines into National Development Planning	EPA-SL
14.	Sierra Leone Forestry Policy ³	Government of Sierra Leone
15.	Sierra Leone's Second National Biodiversity Strategy and Action Plan (NBSAP) 2017-2026	Republic of Sierra Leone, EPA-SL

Table 2. Current and planned programs on climate change adaptation

Name of the program/project	Timeframe	Technical and financial partner	Implementing agency/ies	Theme(s)	Geographic focus
Strengthening Climate Information and Early Warning Systems in Africa for Climate-Resilient Development and Adaptation to Climate Change	2013–2018	UNDP (GEF5006)	Sierra Leone Meteorological Department; Environment Protection Agency; Office of National Security/Disaster Management Department	DRR	National
Sensitization and Awareness-Raising Campaigns on Climate Change Impacts on Women	Continuing	Irish Aid	Ministry of Social Welfare, Gender and Children's Affairs	Gender	National

³ Government of Sierra Leone. (2010). *Forestry policy*.

Name of the program/project	Timeframe	Technical and financial partner	Implementing agency/ies	Theme(s)	Geographic focus
Development of Inland Valley Swamps for Rice Production in the Moyamba District	Planned	Unknown	MAFFS	Food security	Local, District level
Establishment of New Forest Reserves, Protected Areas and National Parks in Sierra Leone	Planned	Unknown	NPAA ⁴	Forestry	National
West Africa Biodiversity and Climate Change	2015–2020	USAID	<ul style="list-style-type: none"> • ECOWAS • Mano River Union • Abidjan Convention • Tetra Tech ARD, Lead Implementing Partner, with: • Development & Training Services Inc. (dTS) • Center for International Earth Science Information Network (CIESIN) • Population Communications International (PCI) Media Impact • Wetlands International Africa (WIA) • Pact World • Together with non-governmental organization networks 	Biodiversity and CC	ECOWAS Region

⁴ National Protected Areas Authority Act, (2012)

Name of the program/project	Timeframe	Technical and financial partner	Implementing agency/ies	Theme(s)	Geographic focus
Building the Adaptive Capacity of Water Supply Services to Climate Change in Sierra Leone	2012–2018	UNDP	Ministry of Water Resources; Environment Protection – Agency Sierra Leone; Sierra Leone Meteorological Department	Water management	National
Adapting to Climate Change-Induced Coastal Risks Management in Sierra Leone	2017–2022	UNDP (GEF 5902)	EPA-SL	Coastal zones	National
Building Resilience to Climate Change in the Water and Sanitation Sector	2016–2020	AfDB (GEF 5209)	Ministry of Finance and Economic Planning, and Ministry of Energy and Water Resources	Water and sanitation	National

5.0 The NAP Process: Proposed Institutional Arrangements

The formulation and coordination of the NAP process has to be done across many ministries, sectors and organizations so that adaptation planning is effective and efficient. It will need to be situated within existing mechanisms in order to avoid the creation of parallel governance structures. The organizations involved in adaptation have relevant expertise so that it becomes essential to draw upon this expertise for adaptation planning and for institutional learning to occur. An inclusive formulation and coordination mechanism helps ensure that the NAP process has practical value, technical validity, acceptance and legitimacy.

Existing policies, including the A4P, highlight the strong partnerships at all levels to build resilience. Enhanced partnerships can facilitate institutional learning by improving the flow of expertise from practitioners and implementers to policy-makers, which is seen as an inherently bottom-up process. Both national and sub-national formulation and coordination mechanisms are required to vertically integrate the NAP process. It is hoped these arrangements will result in a NAP which is valued, used and co-owned by all stakeholders.

It is proposed to set up the following institutional arrangements for the NAP process.

5.1 A NAP Steering Committee

It is proposed that a **national-level NAP Steering Committee (NAP SC) be created**. This Steering Committee will be built upon existing committees (as appropriate) as the National Secretariat for Climate Change (NSCC).

The NAP SC will consist of representatives from different line ministries (including agriculture, industry, finance and economic development), reflecting climate change's nature as a cross-cutting issue. It would be chaired by the EPA-SL. It will include heads of departments, as well as focal points and National Designated Authorities (NDAs) for the UNFCCC, the Global Environment Facility (GEF) and the Green Climate Fund (GCF). The purpose of the steering committee will be to establish responsibilities, review and ratify the content and direction of the NAP process, to ensure ministries continue to prioritize the NAP process on an ongoing basis, and to specify key actions, milestones and outputs over each NAP cycle. Membership in the Steering Committee should demonstrate a commitment toward achieving the objective of mainstreaming climate change concerns within each government ministry. It will also be responsible for identifying priority sectors for adaptation plans, in response to stakeholder consultations.

Three representatives from the local authorities (provinces and districts) will also be members of the NAP Steering Committee.

It is the responsibility of government agencies and stakeholders to contribute toward the NAP, coordinate its implementation and report on progress. The mandate will be further developed by the national level NAP Steering Committee once it is created.

5.2 A Scientific and Technical Advisory Taskforce

A Scientific and Technical Advisory Taskforce will be created in recognition that at times the NAP Steering Committee will need access to scientific and technical expertise. It is composed of experts specialized in the creation, management and interpretation of environmental and climate data in order to ensure that the most up-to-date, authoritative and globally representative science is used. It will consist of technical entities, NGOs, academic and research institutions but may also include key government agencies such as the SLMet and knowledge brokers to enable the other stakeholders of the NAP process to make sense of data and information.

5.3 Three Consultative Groups

Based on the mapping of the stakeholders, it is proposed that three consultative groups be established to support NAP planning and implementation: one from the private sector, one from civil society, and one from international technical and financial partners (donors and international/regional technical agencies).

The Private Sector Consultative Group will be composed of industry, insurance and banking associations to ensure that the content of the NAP document covers issues relevant to the private sector through a consultation with suggestions or recommendations for changes to the NAP. However, final decisions on the content of the NAP rest with the NAP Steering Committee. As a significant proportion of adaptation actions will be carried by the private sector, this consultative group should include interested representatives from all major economic sectors, notably finance, insurance, mining, transport, tourism and agriculture. It will also be important to include private sector “platforms” such as the SLCCIA in this process.



The Civil Society Consultative and Local Communities’ Group will review and suggest or recommend changes to the content of the NAP to ensure it meets the needs of the civil society from both national and local levels, and is incorporating best practices. However, final decisions on the content rest with the NAP Steering Committee. Adaptation interventions at the local level are often reliant on civil society organizations for implementation and execution, and generate practical adaptation knowledge through their experience.

The Development Partners Consultative Group shall be composed of those international technical and financial entities supporting sustainable development in Sierra Leone. The Government of Sierra Leone recognizes the active role these organizations and donors play in climate change adaptation, and the need for regional integration, cooperation and coordination. Examples include the African Union and the African Development Bank.

5.4 National-Level Formulation and Coordination Mechanism

A national-level mechanism is required to create and institutionalize structures that enable the flow of resources to the sub-national level in a way that is aligned with government policies as well as the objectives of the NAP. This mechanism will be supervised by EPA-SL.

The national level is the entry point for integrating international policy and resources in sub-national structures. The national-level mechanism will be composed of the NAP Steering Committee and the consultative groups mentioned above, which would be expected to provide input into the development of NAP processes and outputs. Key stakeholders should generally seek to join one particular consultative group, but may join multiple groups if they justifiably have different programs or departments that result in them having expertise across the various elements of the national-level structure.



Figure 2. Structure of National Level Formulation and Coordination Mechanism

5.5 Sub-National Formulation and Coordination Mechanism

Efforts to vertically integrate the NAP process will build upon pre-existing sub-national governments and governance structures to avoid unnecessary parallel structures. Sub-national steering committees have also been used in various adaptation programs to create sub-national plans, and the NAP process will seek to build on the lessons gained from these programs.

These existing structures will be augmented so that sub-national development planning adequately incorporates climate concerns. This is consistent with the A4P, which highlighted the local government transformation and decentralization efforts. Capacity building of sub-national government representatives and local NGOs and community-based organizations will also be required to ensure development plans adequately incorporate adaptation policy. Finally, district forums with multi-sectoral representation, including women and youth, will be established to ensure the participatory nature of the NAP process. These will be supported by secretariats based at the District Council.

6.0 Monitoring, Evaluation and Learning Aspects of Climate Adaptation and Implications for the NAP Process

Monitoring and evaluation (M&E) is a general term that describes the process of assessment mechanisms that facilitate the measurement of the impacts of a development project, program or policy on a target group and assess whether the desired indicators and objectives have been achieved. Monitoring is the regular collection, analysis and dissemination of information and data on the progress of the activities and programs implemented, while evaluation and impact assessment work at a deeper level. Evaluation and impact assessment are two slightly different processes. Evaluation establishes whether the positive outcomes planned by the project have been achieved, while impact assessment looks at the positive and negative impacts of the project. Information generated from monitoring and evaluation regarding problems encountered and solutions developed will be useful to generate lessons learned for continuation of adaptation actions and for other similar projects and programs under consideration and preparation. M&E mechanisms can be applied at various levels. They can be used to monitor projects at field level, programs both at field and at institutional levels, and policies at the institutional and governmental levels. The NAP SC will ultimately be responsible for the adoption of an M&E system for the NAP, the development of which will be led by the EPA-SL.

Monitoring, evaluation, reporting and verification should be critical activities of the implementation of the NAP. These activities are expected to ensure that the strategies and projects identified in the NAP process are effective. Activities under the NAP put more emphasis on integration of climate change risks and responses into development frameworks, and so go beyond the implementation of the project activities. These activities should be able to influence and effectively contribute to the achievement of sectoral, national and regional development objectives and goals, while complementing national efforts and ongoing and planned initiatives by other bilateral and multilateral development partners.

The overarching objectives of the M&E components of the NAP will be to track the transition of Sierra Leone toward a climate-resilient economy. This will include:

- Generating a clear picture of the various response measures included in climate change adaptation actions.
- Providing an assessment of the effectiveness of these actions.
- Applying a consistent approach to these assessments, to allow for greater comparability.
- Improving coordination of climate change response measures.
- Demonstrating impact of response measures to the Government of Sierra Leone and development partners.
- Increasing transparency on financial flows relating to climate responses.
- Increasing awareness of observed and projected climate impacts.

It will be necessary to develop and apply an integrated framework for measuring, monitoring, evaluating, verifying and reporting results of response (adaptation and eventually mitigation)

actions and the synergies between them. Effective implementation of the NCCP, the NCCAP and the NAP is highly dependent on the internal “feedback” generated through monitoring, reporting and verification (MRV) processes. The framework must be able to assess the effectiveness of investment in mitigation and adaptation actions because the mobilization and continuation of financial and technological support are contingent on the effectiveness of the MRV framework. National, bilateral and multilateral financial partners and other providers of finance need the results of MRV systems to validate the effectiveness of funds they provide. Therefore, securing further financial support for the implementation of the NCCP, NCCAP and the NAP will be dependent on the successful establishment and implementation of an MRV framework.

Such an ideal MRV framework for Sierra Leone should:

1. Build on existing institutions and skills
2. Take into account the planned climate change governance structures
3. Provide guidance on the implementation of climate change response actions, whether in the form of policies, projects, programs or investment ventures
4. Help Sierra Leone fulfil its international reporting obligations
5. Demonstrate Sierra Leone’s climate finance readiness
6. Provide a strong platform for attracting international climate finance flows from multilateral and bilateral development partners.

For effective and efficient monitoring, reporting and verification, criteria with quantitative and qualitative indicators covering various sectors and levels of the national economy need to be developed and used in the monitoring process. Particular attention should be paid to the scale and nature of the activity, whether it be at the grassroots/community, sub-national, or national level; and the sector (agriculture, water resources, ecosystem, etc.). The monitoring and evaluation criteria must also include an assessment of the impacts of the activity on the community and country, including changes in knowledge and awareness on climate change, improvements in livelihoods, and influence on decision- and policy-making at the local and national levels.

Indicators developed for the MRV system should include institutional adaptive capacity indicators that provide measures of the effectiveness of initiatives to build institutional adaptive capacity at the county level. This could include the number of ministries and departments, civil society organizations, youth and women groups, and media representatives that have received training for staff operating at district/county and national levels on the cost and benefits of adaptation to climate change. The indicators should also include vulnerability indicators, which may be a mixture of process-based and outcome-based indicators and should measure the effectiveness of local- and national-level initiatives to reduce vulnerability at the national level. Such indicators could include (a) number of people permanently displaced by climate change-induced floods due to storm surges and/or sea level rise; (b) percentage of roads and other relevant infrastructure maintained or rehabilitated; and (c) number of households that are in need of support such as pipe-borne water, food aid and shelter.

Win-win and/or synergistic indicators, where mitigation and adaptation responses support each other or provide trade-offs and enhance sustainable development, should also be determined and applied. Typical win-win indicators include: (a) tonne of soil carbon per hectare in agricultural land targeted for conservation tillage practice; (b) improved human health from improvements in vehicle efficiencies, reduced air pollution and replacement of kerosene lamps with renewable lamps in the home; (c) food shortages and price rises for cereals caused by increased growth of biofuels; (d) improvements in passenger vehicle emissions resulting in lower mobility for the poor if cost passed onto consumer; and (e) the restoration of land in flood plains by planting trees, which helps reduce impacts of floods, improves water quality, and leads to co-benefits such as restoring biodiversity and sequestering greenhouse gases.

7.0 Status of Climate Finance

7.1 Resourcing the Sierra Leone Climate Change Fund

By necessity, the climate change finance framework needs to comprise a suite of measures to create and maintain long-term funding for mitigation and adaptation actions, and to trigger swift and urgent action toward climate-resilient development. The emerging climate change response finance options include grants for research and development cooperation; commercial finance through debt and equity, concessionary finance, risk insurance, specialized environmental funds, and new capital market innovations, such as green and climate bonds (Parry et al., 2017). These options may be extended by integrating financing for natural resources, such as payment for ecosystem goods and services. Importantly, while accessing funds is a crucial aspect of the NAP process in Sierra Leone, removing the barriers to and creating enablers for using these funds is as important and will need to be given focus.

It is recommended that resources should be mobilized both domestically and internationally. For this reason, the Sierra Leone Climate Change Fund should be designed to have three parts: (1) Domestic Climate Finance; (2) International (Bilateral and Multilateral) Climate Finance; and (3) Private and Market Climate Finance.

7.2 Resourcing the Domestic Climate Finance Window of the Sierra Leone Climate Change Fund

The Domestic Climate Finance Window should be resourced from about 10 per cent of the National Income Tax. Government institutions that are collecting environmental levies should be encouraged to assign 10 per cent of these levies collected to domestic climate financing. The Sierra Leone tax system is based on a self-assessment system and consists of domestic taxes and international taxes (direct taxes and indirect taxes). These taxes are administered by the Income Tax Department for all domestic taxes (direct taxes) and the Customs and Excise Department for all international taxes (indirect taxes). The Income Tax Department carries out its functions within the framework of the tax law known as the Income Tax Act. The Customs and Excise Department carries out its functions through offices located at major ports, airports, industries, and mining areas in the country as well as at international border ports and posts. At the local level, the District Councils should be empowered to manage and distribute funds from the domestic climate finance window for the intended purpose.

It is proposed in this resource mobilization strategy that the funds in the Domestic Climate Finance Window should be managed based on the decision and be allocated to Local Authorities at the District/Chiefdom level in Sierra Leone.

Local governance in Sierra Leone essentially consists of a system of 19 elected councils. The 2004 Local Government Act (Government of Sierra Leone, 2004) largely subordinated the central government and Paramount Chiefs' authority and powers to the supremacy of local councils for virtually all development activities in the relevant council localities. As a participatory constitutional democracy, a legal basis thus exists within the constitutional framework for

political checks and balances on the central government, in the allocation of funds and resources in a transparent manner with a concomitant responsibility by the local administrations to be held liable by their constituents for failures to “initiate, draw up and execute development plans for the locality,” as mandated for the Local Government Act. As clearly enshrined in Part V, section 20 (1) of the Local Government Act:

A local council shall be the highest political authority in the locality and shall have legislative and executive powers to be exercised and shall be responsible, generally for promoting the development of the locality and the welfare of the people in the locality with the resources at its disposal and with such resources and capacity as it can mobilize from the central government and its agencies, national and international organizations and the private sector.

7.3 Resourcing the International Climate Finance Window of the Sierra Leone Climate Change Fund

It is proposed that the International Climate Finance Window of the Sierra Leone Climate Change Fund be resourced from bilateral and multilateral sources, including UNFCCC funds.

Examples of bilateral and multilateral funds from which the Sierra Leone Climate Change Fund could benefit include the GCF, the GEF, the Adaptation Fund, the NAP Global Network, the GCCA, funding from donors such as the African Development Bank, the European Investment Bank, the World Bank and the Nordic Climate Facility.

Among the key funds that Sierra Leone can target, the GCF has a special status as a large international funding mechanism for adaptation, with 10 billion USD already pledged.⁵ When the Paris Agreement was reached in 2015, the GCF was given an important role in serving the agreement and supporting the goal of keeping climate change well below 2°C. The fund pays particular attention to the needs of societies that are highly vulnerable to the effects of climate change, including many African states.

At the last GCF Board (B.21) in October 2018, the GCF decided to invest USD 1 billion for developing country climate action, and launched its first replenishment (GCF, 2018).

Sierra Leone will need to establish a coordinated strategy and operational capacity for accessing these funds. For accessing the GCF and its Private Sector Facility, an NDA is required: for Sierra Leone, it is EPA-SL (GCF, n.d.b). The country can benefit from the GCF Readiness Programme for Adaptation and submit projects, either under the normal funding process or under the Simplified Approval Process (SAP) (GCF, n.d.c). Only an accredited entity (GCF, n.d.a) is allowed to submit a project.

It is also important to define institutional competence in measurable terms such as organizational mandate, staffing, resource budgets, information systems, pilot actions, sectoral leadership and



⁵ The GCF was established by the COP-16 by decision 1/CP.16, designed throughout 2011 by a Transitional Committee and launched at COP-17 through decision 3/CP.17

local champions. Accessing GCF NAP Readiness funds will be a priority early in the NAP process, as these funds (up to USD 3 million per country) will help support development of the NAP process in Sierra Leone.

7.4 Private and Market Climate Finance Window of the Sierra Leone Climate Change Fund

The Private and Market Climate Finance Window (PMCFW) can be resourced from funds mobilized from national and international private and business sector financiers and from funds such as the Africa Climate Change Fund (AfDB, n.d.) or the GCF Private Sector Facility (Green Climate Fund, n.d.b). All efforts should be made at the national level to put in place relevant structures and instruments to facilitate links and cooperation with the private sector and private investors.

It is recommended that the management of affairs of the PMCFW of the Sierra Leone Climate Change Fund is in conformity with the management of SLCCF itself. It is proposed that the NAP Private Sector Consultative Group should, in its terms of reference, manage and direct the initial structuring and operations of the PMCFW and also design the financial instruments. The instruments set up for the operations of this PMCFW should ensure transparency and consistency, with low transaction costs and at speeds that are consistent with private sector decision making. Such instruments will facilitate the mobilization of private investment and capital. The managing structures will be accountable to the Sierra Leone Climate Change Fund. Emphasis must be placed on getting the PMCFW running quickly without compromising efficiency. The private sector compartment should be ready to receive and disburse funds at the same time that the overall of the Sierra Leone Climate Change Fund becomes operational.

The PMCFW of the Sierra Leone Climate Change Fund is expected to leverage private sector skills and experience in the activities and the investments made. Risks may include conflicts of interest and lack of trust, which can undermine the effectiveness of engagement. These risks can be managed through careful design and selection processes. Selection criteria and processes must be rigorous to ensure members are independent and selected on the basis of individual skills and experience, not by constituency. The selection criteria must also ensure that at least 50 per cent of the membership is held by individuals who bring deep experience from markets and they have previous experience with companies or organizations that operate within the sub-region.

7.5 International Cooperation

The cooperation strategy must contain a systematic “climate check,” designed to ensure that cooperation between development partners and Sierra Leone contributes to climate protection and to improving the adaptation of Sierra Leone and its citizens to the effects of climate change. This is particularly true and important in the building and strengthening the capacity of Sierra Leone so that the country and its citizens can take ownership of the task of adapting to climate change—and planning and implementing the most appropriate adaptation measures. This can be achieved in part through cooperation with the international community that promotes expanding climate research capacities; identifying and adopting the most appropriate technologies relevant to climate change response strategies in Sierra Leone, and setting up a climate finance portfolio and developing appropriate resource mobilization strategies.

8.0 The Process Moving Forward: Next steps and milestones

The first key milestone for the NAP process is the verification and finalization of the NAP Framework. The NAP Framework will be presented at the 24th Conference of the Parties (COP24) to the UNFCCC in Katowice, December 3–14, 2018 (COP24, 2017).

After the NAP Framework has been adopted and relevant institutional structures established, the development and implementation of the NAP process will begin. The NAP should go under formal review at the start of every national development planning cycle (every five years), and should direct Sierra Leone's enhanced NDC. Adaptive learning is needed, with feedback sought from consultative groups comprising stakeholders across government, civil society, development partners, academia and the private sector integrated into the process throughout its life. The validation of the NAP Framework will drive the formal start of the NAP process.

Prioritize Adaptation Needs and Related Activities

Assessing the extent to which climate change adaptation has been integrated into relevant activities, and also in climate change-related legislation, is important. To insure that current adaptation strategies are in line with government policies, further awareness-raising workshops and sessions for policy-makers, decision-makers, and local and national planners on climate change issues should be held. Additionally, the assessment will need to include activities relating to, and being delivered by, the private sector. This could also include an assessment of whether these projects are effective in improving the adaptive capacity of the private sector. Furthermore, the assessment will need to include all non-state efforts to pilot adaptation planning and interventions.

Promote Learning Between Adaptation Stakeholders

The initial consultations pointed out the lack of a mechanism to disseminate project information, lessons learned, and best practices to other stakeholders, including government departments. There is a diverse range of adaptation projects being realized that would take advantage of sub-national adaptation planning and implementation. For instance, many NGOs are launching pilot projects on the creation of adaptation plans that could address the integration of adaptation concerns into the development plans which existed for decades. Efforts to this end could include the organization of an annual conference or national workshop concentrating on aspects of adaptation, such as the National Summits of the past. The Government of Sierra Leone should also develop the project documentation's standardization procedure that they receive, to simplify the knowledge management system.

Establish an M&E System to Monitor Progress

The creation of a monitoring and evaluation system to control and inspect the progress toward horizon and vertical climate integrating issues into current processes will demand revitalizing the lines of exchanges of opinions between government ministries and departments. National policy has determined that monitoring and evaluation be carried out by EPA-SL. There will also need to be a national process behind setting up a monitoring and evaluation system which can observe the extent to which the local-level adaptation plans can be achieved. Such a process should include community-based processes when possible and present arguments can't be used.

Elaborate a NAP Sectoral Agenda and Start Three NAP Sectoral Processes

Developing a NAP process requires adopting specific adaptive strategies and actions in priority sectors. Hence, it is recommended to identify the priority sectors to benefit from the NAP process, from a tentative list of pre-identified sectors⁶: Fisheries and Marine Resources, Agriculture, Education, Water, Energy and Tourism. To start, three key sectors for which a NAP sectoral process is required will be selected. A workplan will be developed for how these sectoral strategies will be developed.

Prepare Research and Technical Approach Papers to Address Adaptation Using Local Knowledge

To be effective, the NAP will have to be based on comprehensive studies targeting key factors of the NAP process that integrate up-to-date theoretical and experienced knowledge. The launch of technical approach papers needs to bridge the gap between “what should be done,” “what can be done,” and “what is the best practice currently?” The searching area is important to make the NAP process work effectively with the resource mobilization and vulnerability assessments.

Develop a Resource Mobilization Strategy

A comprehensive resource mobilization strategy would allow the NAP process to progress without delay. Resources should not just flow to financing but should also flow to non-financial areas such as human resources. Connected with the implementation of adaptation activities, any resource mobilization strategy will need to consider the most basic needs of rural and urban regions and the general need to increase exposure to improve financial services and enlarge the domestic capacities to operate such funding, considering that the responsibility toward rural and urban affairs takes place between different ministries. Coordination is important to guarantee that resource mobilization strategies are complete. The method by which adaptation finance is conducted at the local level will also need to be addressed. The system would have to preserve compliance with trust management principles, to safeguard against corruption and enable stakeholders to fully track adaptation finance. Any resource mobilization strategy should be aligned with principles associated with local-level adaptation finance. For example, it may be appropriate to state a minimum amount of finance that has to flow toward local-level adaptation planning and implementation. Gender-responsive budgeting should also be taken into account. Any resource mobilization strategy should cover the different needs related with financing incremental and transformational adaptation efforts. At the end, the resource mobilization strategy would need to merge streams of domestic finance for public and private sector and financial sources from other countries. One stream of finance which may be particularly relevant is the allowance by the Green Climate Fund to support the development of the NAP.



⁶ These sectors were preselected at the NAP Framework Validation Workshop on November 15, 2018 in Freetown.

Invest in Adaptation at the Sub-National Level

For now, there is no standard set of procedures for sub-national-level vulnerability assessments, which is a fundamental component of integrating adaptation into development planning. It is uncertain at what stages scientific data need to be inserted. For instance, should climate observations, projections and GIS data be used at village level, district, provincial or divisional level—and what problems are experienced when trying to do so? Furthermore, it is also unclear how the topics of climate change, disasters, and development needs can be included in vulnerability assessments without over-burdening communities with consultations. Moreover, it is unclear what part is to be played by different stakeholders in charge of this process and to what extent capacity building is needed for them to be more effective. At this point it is uncertain to what extent—and when—the issues of adaptation barriers and limits are incorporated into vulnerability assessments. The ways that vulnerability assessments will be used to define the actions to be designed and implemented to deliver vulnerability adaptation are also yet to be fully explained. For instance, some interventions may provide few benefits over the short term but provide transformative benefits over the medium and long terms. This relates to the need to understand how to manage trade-offs.

Hence, integrating adaptation into sub-national development planning processes is critical to the NAP process. At present, there are some interesting pilot projects and programs around adaptation being implemented at the sub-national level; extracting key lessons learned from these projects and organizing a forum or workshop where project results and best practices are discussed could strengthen sub-national planning. Any related process would need to account for the stipulated approaches and principles of the NAP process, consisting of community-based adaptation, EBA, and a pro-poor focus (including a gender and human rights approach). Local-level development plans may also need to be modified with adaptation concerns. Ascertaining how this can be best achieved is the priority for achieving vertical integration.

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