

# Climate Change Adaptation and Disaster Risk Reduction in Mozambique: Past, Present and Future

Report of an ACCRA workshop  
30<sup>th</sup> September 2015  
and  
Stakeholder Meeting  
1<sup>st</sup> October 2015  
Maputo

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## Acronyms

ACCRA	Africa Climate Change Resilience Alliance
CCA	Climate Change Adaptation
CCU	Climate Change Unit
CONDES	National Council for Sustainable Development <i>Conselho Nacional de Desenvolvimento Sustentável</i>
COP	Conference of the Parties
COSACA	Consortium of Concern, Oxfam, Save the Children and CARE
CSOs	Civil Society Organisations
CVCA	Climate Vulnerability Capacity Analysis
DANIDA	Danish International Development Agency
DM	Disaster Management
DPPF	District Planning and Finance Office
DRR	Disaster Risk Reduction
ENAMMC	National Strategy for Climate Change Adaptation and Mitigation <i>Estratégia Nacional de Adaptação e Mitigação das Mudanças Climáticas</i>
EU	European Union
IIED	International institute for Environment and Development
INDCs	Intended Nationally Determined Contributions
INGC	National Disaster Management Institute <i>Instituto Nacional de Gestão de Calamidades</i>
LAP	Local Adaptation Plan
M&E	Monitoring and Evaluation
MEF	Ministry of Economy and Finance
MICOA	Ministry for the Coordination of Environmental Affairs
MITADER	Ministry of Land, Environment and Rural Development
MPD	Ministry of Planning and Development
NAPA	National Adaptation Programme of Action
NAPs	National Adaptation Plans
NGOs	Non-Governmental Organisations
ODI	Overseas Development Institute
PACAs	Participatory Community Action Plans
PDUT	Landuse plan <i>Plano de Distribuição e Uso de Terra</i>
PEDD	Strategy to Integrate CCA into the Strategic District Development Plans <i>Plano Estratégico de Desenvolvimento Distrital</i>
PPCR	Pilot Program for Climate Resilience
REDD+	Reducing Emissions from Deforestation and Forest Degradation +
TAMD	Tracking Adaptation and Measuring Development
UEM	Eduardo Mondlane University
UN	United Nations
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
WB	World Bank
WVI	World Vision International

## Contents

Acronyms .....	2
Introduction .....	4
Objectives .....	4
Methods.....	4
Milestones, outputs and achievements.....	6
Processes leading to the milestones.....	10
2010 Strategy to Integrate CCA into the Strategic District Development Plans (PEDD).....	10
2012 National Climate Change Adaptation and Mitigation Strategy (ENAMMC) .....	10
2014 National Climate Change M&E Framework .....	11
Summary of lessons learned .....	11
Identifying key stakeholders and their relative roles .....	12
2010 Strategy to Integrate CCA into the PEDD .....	13
2012 National Climate Change Adaptation and Mitigation Strategy (ENAMMC) .....	13
2014 National Climate Change M&E Framework .....	13
Visioning exercise – CCA and DRR in the future .....	14
Summary of the role of ACCRA in CCA and DRR in Mozambique .....	15
Charting the way forward: Stakeholder workshop, 1 <sup>st</sup> October 2015 .....	15
From designing policies and strategies to effective implementation .....	15
National level implementation-sectoral approach .....	16
Local level implementation-building on existing structures.....	16
Empowering subnational governments to drive CCA and DRR .....	16
Implementing the National Climate Change M&E framework.....	17
Strengthening coordination.....	17
Ensuring donor and NGO support is channelled into strategic priorities.....	17
Strengthening existing institutions for knowledge coordination .....	18
Summary and conclusion.....	18
Appendix A: ACCRA workshop participant list.....	20
Appendix B: Stakeholder meeting participant list .....	21
Appendix C: ACCRA workshop agenda .....	22
Appendix D: Individual commitments towards the vision.....	23

## Introduction

The Africa Climate Change Resilience Alliance (ACCRA) is a consortium comprising Oxfam GB, the Overseas Development Institute (ODI), Save the Children International (lead in Mozambique), CARE International and World Vision International. It has been working on climate change adaptation and resilience in Ethiopia, Mozambique and Uganda since 2009. Its aims are that the respective country governments support the resilience of citizens by adapting their decision-making and effectively implementing good decisions; and that international and national civil society is able to support the increase in adaptive capacity of vulnerable people through their programmes, policies, and processes.

The second phase extension of ACCRA (2012-16) in Mozambique has involved four key activities working at both the local and national levels, and with both government and Civil Society Organisations (CSOs). Firstly, the integration of climate change adaptation (CCA) into national planning has been supported through co-designed capacity building and evidence-based research. Secondly, government has been supported to develop a national strategy for climate change adaptation (National Strategy of Climate Change Adaptation and Mitigation, ENAMMC, 2012<sup>1</sup>). Thirdly, the Tracking Adaptation and Measuring Development (TAMD) framework has been trialled and used to develop new indicators. Fourthly, a network approach to working in partnership with CSOs has been undertaken. As the second phase nears its end, it is a good time to reflect upon achievements of the programme and, in order to ensure effective learning, the processes that led to those achievements.

## Objectives

With the above context in mind, a full day workshop was held in Maputo on 30 September 2015. It was attended by 10 participants from NGOs within the ACCRA consortium (Appendix A). The workshop had two objectives:

- To review progress in addressing CCA and disaster risk reduction (DRR) in Mozambique over the last 10 years (approximately) and document best practices and lessons learnt
- To contribute to the development of a strategy for ensuring sustainability and progress in integrating adaptation and DRR into development programming in the future.

Subsequently a half day meeting was held for a wider group of stakeholders (Appendix B). The purpose of this meeting was to feed back discussions from the ACCRA workshop, but also to try and identify tangible activities to contribute to a future vision of a Mozambique that is resilient in the face of climate change and disasters.

## Methods

The ACCRA workshop was fully participatory and intended to build on participants' experiences and inputs. Each of the day's four components involved a briefing, followed by small group discussion, followed by a plenary feedback and further discussion (Appendix C). It was structured in such a way

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<sup>1</sup> Ministério para a Coordenação da Acção Ambiental, 2012, Estratégia Nacional de Adaptação e Mitigação de Mudanças Climáticas 2013-25, Maputo, 71p.

that each session built on the previous one in order that, at the end of the day, a fairly comprehensive overview existed. The first three elements concerned reflection. The first step was to consider key milestones in the evolution of CCA and DRR events in country, and place these in their relative positions along a timeline. The second step built on this by considering the process involved in leading to the attainment of those milestones, which was also added to the timeline. The third step involved an analysis of key players in each identified process (focusing on the formation of policies and institutions from within the milestones). These were also placed on the timeline. The intention was to draw out ACCRA's role vis-à-vis other actors; and thereby to illuminate ACCRA's key achievements and contributions to the overall evolution of CCA and DRR in Mozambique.

The ethos of the discussions was to be one of constructive and non-judgemental reflection. The value of reflecting on experience so far as a learning experience was highlighted – both for use within Mozambique going forward, but also to inform other countries following similar trajectories. Particularly in the case of identifying the relative role of different stakeholders in the process there was concern that this might be viewed externally as dismissive or critical of some actors. In reality the aim was to recognise that different organisations have different strengths and weaknesses, and identify those with comparative advantage in certain areas in order to capitalise on them going forward.

Having considered the progress to date, the participants also looked to the future. The fourth element of the process was thus a visioning exercise in which they considered what they would like to see Mozambique look like in terms of CCA and DRR in 2025, and then what needs to happen in order to achieve those aims. The day wrapped up with individuals grounding those visions in their own agency, and making commitments to what they will undertake in order to move towards that desired future (highlighted in Appendix D).

It is an important caveat that, in the limited time of one day, it was not possible to be fully comprehensive in describing the full details of the process that has brought Mozambique to where it is today in terms of CCA and DRR. A number of other documents exist that more fully summarise the policies and institutional arrangements<sup>2</sup>. The milestone achievements identified by the ACCRA consortium members is, rather, indicative of key ones in which they feel they have had a role to play. Figure 1 shows the timeline that was constructed throughout the day.



<sup>2</sup> Luis Artur, Felisberto Afonso, Antonio Beleza, Felizarda Mangoele, Nádía Adrião, 2014, Climate compatible development: Lesson learning. Mozambique case study. London, CDKN, 59p.

Figure 1: Timeline of milestones, processes and stakeholders in CCA and DRR in Mozambique

The Stakeholder Meeting opened with a presentation summarising the findings of the ACCRA workshop, and continued with facilitated discussion on how to address the emerging issues.

The report proceeds with findings from the ACCRA workshop; and then addresses the activities and priorities identified in the stakeholder meeting.

## Milestones, outputs and achievements

The step of identifying milestones, outputs and achievements was intended to cover such elements as policy enactment, the results of major research studies and publication of reports, development of key institutions, and other key events that have been critical to the evolution of CCA and DRR in Mozambique.

Table 1 highlights the key milestones that were identified. Those in italics represent milestones that are ongoing or planned for the future.

Table 1: Key milestones in climate change adaptation and disaster risk reduction in Mozambique

Milestone	Time	Examples	Funder/implementing partner(s)
Policies /laws /strategies	2006 2007 2010   2012 2014  2015 <i>Under devt</i>	Disaster Risk Reduction Master Plan 2006-15 National Adaptation Programme of Action (NAPA) Gender, Environment and Climate Change Strategy Land Use Plan Strategy to integrate CCA in the PEDD Urban Infrastructure Plan Landuse plan (Plano de Distribuição e Uso de Terra, PDUT) National Disaster Management Institute (INGC) National Strategy National Strategy for Climate Change Adaptation and Mitigation (ENAMMC) <i>Local Adaptation Plans Guide</i> (in process of approval) Disaster Management (DM) Law National Gender and Climate Change Strategy National Climate Change M&E framework <i>Regulation framework for the DM law (began 2015)</i> <i>REDD+ Strategy (began 2015)</i> <i>Strategy for CCA and DRR integration in Planning</i>	UNDP
Major research programme /reports	2009 2011 2009-20 2013  2014	INGC phase 1 study INGC phase 2 study ACCRA programme (2009-20) Local Adaptation Plan (LAP) Tracking and Monitoring Development (TAMD) Development IBIS study –mapping climate change (impacts, actors, institutions)	IIED, ACCRA, MICOA <sup>3</sup>  IBIS

<sup>3</sup> MICOA became MITADER after the 2014 national election in Mozambique. Both terms are used here, reflecting how they were used by participants in the workshop

Major projects/ activities	2009-2011	ACCRA phases 1 and 2 Pilot Program for Climate Resilience (PPCR) phase 1	MICOA, Ministry of Planning and Development (MPD), World Bank
	2011-15	Adaptation Learning Programme	CARE
	2013	LAP pilot in Guija	ACCRA
	2014	LAPs in 6 districts: Chigubo, Angoche, Moma, Mogincual, Morrumbala, Mopeia Climate Vulnerability Capacity Analysis (CVCA) in Angoche, Moma, Homoine	CARE
		Participatory Community Action Plans (PACAs) in Angoche, Moma, Larde, Liupo	CARE, Oxfam, AENA
	2015	Promoting integration of DRR and CCA in the district development plans and	World Bank, World Vision International (WVI)
	2015-19	Community DRR in Gaza Province (WB and WVI)	MEF, MITADER, World Bank
	2015-19	PPCR phase 2	
2015-17	<i>Government expanding LAPs to 31 districts (began 2015)</i>	<i>USAID</i>	
2020-	<i>Urban LAPS in Quelimane/Pemba (began 2015)</i> <i>Elaboration of National Adaptation Plans (NAPs)(planned)</i>		
Institutions	2012	Climate Change Unit (CCU) and Climate Change Knowledge Management Centre established within CONDES (National Council for Sustainable Development) <sup>4</sup>	
	2013	National Civil Society Organisation (CSO) forum on Climate Change	
Key events	2013	Government Coordinating Meeting on M&E	DANIDA, World Bank
	2015	ACCRA was part of the official delegation to Sendai (March) Government website on adaptation established (ACCRA has space to post) (Sept) CSO Reflection on UNFCCC COP-21	EU

<sup>4</sup> The CCU will be moved into the National Directorate of Environment at MITADER.



		MITADER workshop on the Intended Nationally Determined Contributions (INDC)	
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## Processes leading to the milestones

The second step considered the process that took place in order to give rise to these key milestones (outputs, achievement) – and focused mainly on policies/strategies and institutions. Questions that participants considered to do this included:

- What happened?
- What was the timeframe (any slowing down/speeding up of processes)?
- What challenges were encountered from which we (and others) can learn?

Three key milestones were chosen for examination of the process: the 2010 Strategy to Integrate CCA into the PEDD; the 2012 ENAMMC; and the 2015 National Climate Change M&E Framework.

### 2010 Strategy to Integrate CCA into the Strategic District Development Plans (PEDD)

In 2010, as part of its One UN joint programming interventions to support government in flood prone Gaza province, UNDP developed guidelines to support the integration of CCA into the local development plans. Based on these guidelines, the concept was then scaled up to create a national strategy.

Although this was innovative in terms of being the first available product to support integration of adaptation into development planning, the strategy was up-scaled based on one pilot project in Gaza. Consultations and attempts to ensure its appropriateness across other contexts were inadequate, and the strategy was poorly informed by other major research outputs that were produced around the same time. These include studies undertaken by ACCRA, as well as the first phase of the INGC's studies to determine how climate change would affect disaster risk in Mozambique. A revision of the strategy is now taking place to address these issues.

Challenges identified in the process were:

- Inadequate leadership of the process and consultation (revision ongoing)
- It was a small scale pilot that led to an inadequate implementation framework

### 2012 National Climate Change Adaptation and Mitigation Strategy (ENAMMC)<sup>5</sup>

The National Climate Change Adaptation and Mitigation Strategy (ENAMMC) was finalised in late 2012. The time that lapsed from its initiation to formalisation was short – less than a year. However, in that time consultation meetings were undertaken that involved MICOA, UNDP, and included NGOs and CSOs – however they tended to be more focused at national level, with very little attempt to actively seek inputs from the provinces and districts. The final strategy was also informed by multiple research outputs, including those from ACCRA, UNDP, and USAID.

One of the catalysts for the rapid development of ENAMMC was the fact that INGC had developed a DRR and CCA strategy. This was submitted but rejected as a national strategy on the grounds that climate change falls under MICOA's mandate. INGC thus retained its strategy as a department-wide one, and MICOA rapidly developed the ENAMMC. The “competition” between INGC and MICOA reflects a broader reality that is observed in Mozambique (and further afield) between DRR and CCA. The two issues, whilst clearly related, are often separated as a result of being addressed by different ministries. This tension is also fed by the fact that donors tends to have their own national

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<sup>5</sup> Ministério para a Coordenação da Acção Ambiental, 2012, Estratégia Nacional de Adaptação e Mitigação de Mudanças Climáticas 2013-25, Maputo, 71p.

“branding” preferences as to whether they support DRR or CCA and this, in turn, is reflected in the NGOs.

Challenges identified in the process were:

- high level consultation took place but less at the local level
- competition between INGC and MICOA, which filters through other actors; for example each institution will preference donors and/or NGOs that work with it as opposed to the other
- different funding streams leads to competition between INGC and MICOA

It was noted that ACCRA has developed positive working relationships with both institutions: working most directly with MICOA but also achieving good recognition and support from INGC. ACCRA has worked effectively to mediate and overcome some of the tensions by supporting both institutions and encouraging both to attend meetings.

### 2014 National Climate Change M&E Framework<sup>6</sup>

The National Climate Change M&E framework was launched in 2015. This followed initial discussions on the need between CONDES (the National Council for Sustainable Development) and the World Bank on the macro-scale framework for M&E. Earlier in 2013, ACCRA and MICOA had been discussing another M&E framework for adaptation in light of the developing of the Local Adaptation Plans (LAPs). There was a danger of the two processes continuing in parallel until DANIDA, ACCRA and UNDP organised coordination meetings for discussion and to reach agreement on drawing together the various issues.

Challenges identified in the process were:

- CONDES and the World Bank began discussion on a monitoring process in 2014; then there was TAMD and ACCRA and MICOA in 2013 (but then coordination meetings were held for agreement on the issues that multiple organisations were variously addressing (organised by DANIDA and ACCRA)
- There are ongoing issues of implementation (including questions such as what will be monitored, and by whom?)

### Summary of lessons learned

To summarise the lessons learned from reflecting on the process of achieving the selected milestones, several issues emerged from the examples.

#### **Challenges exist with regards to the consultation process in country**

National consultations for policy and strategy development have improved in Mozambique, and there is welcome participation from a variety of government and non-government actors. However, very few participants from provincial and district level are able to participate. Currently consultations take place in Maputo, and so there are barriers of cost relating to the geographical distance many people would have to travel (given Maputo’s location in the far south of a country that covers over 2500km from north to south).

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<sup>6</sup> Conselho Nacional de Desenvolvimento Sustentável (CONDES), 2014, Sistema Nacional de Monitoria e Avaliação das Mudanças Climáticas, Maputo, 53p.

### **Research findings that inform processes are not always representative**

Linked to the reasons that impede provincial and district participation in national consultations, research findings and evidence that are used to inform national policies and strategies are currently limited. This is problematic as research which has taken place over a limited spatial area, for example one district, is not necessarily representative of the situation elsewhere. Policies and strategies should therefore not be based on geographically-limited research findings and there should first be investigations into whether the conditions elsewhere in Mozambique are similar.

### **Institutional barriers impede effective integration of CCA and DRR**

A pervasive issue, that is not unique to Mozambique, is the fact that different institutions have the mandate for CCA and DRR (MICOA/MITADER and INGC, respectively). Common “turf battles” can impede effective collaboration. This is further reinforced by donors who choose to support either DRR or CCA activities and NGOs who, reflecting donor preferences, in turn have DRR or CCA projects which then brings them into alignment with one or other of the institutions.

### **Successful collaboration is evident in the development of the National Climate Change M&E Framework**

The fact that two different institutions – the World Bank and ACCRA – were both considering climate change M&E could have resulted in an incomplete strategy or even competing frameworks. The scale of activities – the World Bank at macro-level (with CONDES) and ACCRA at micro-level (with MITADER), meant that the processes were occurring in parallel and would not have necessarily been aware of each other. A proactive approach by a donor, together with willingness to cooperate by the various parties, gave rise to a coordinated and stronger resulting National Climate Change M&E Framework.

## **Identifying key stakeholders and their relative roles**

The third step in the process focused on the policies and strategies discussed in step two, and considered the role of various stakeholders in driving those processes forward. Once the stakeholders had been identified they were assigned to one of three groups reflecting their level of influence in the process: very important (shown on blue cards), important (shown on yellow cards) and relatively important (shown on green cards)(see figure 2). It is important to bear in mind that, by virtue of being identified as stakeholders, all were seen as key actors in bringing about the achievement of the milestones.

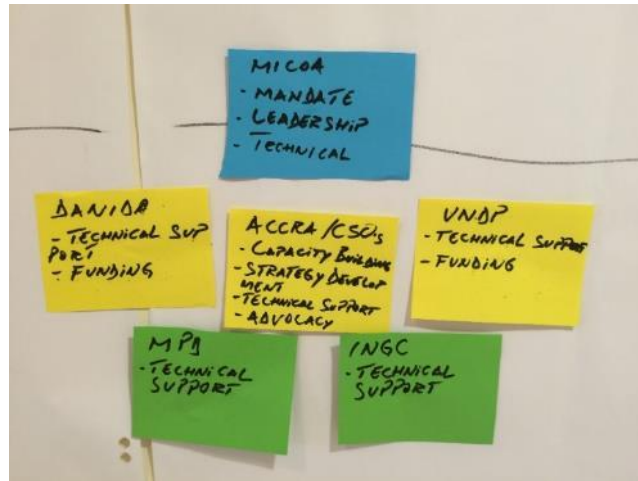


Figure 2: Example of categorisation of stakeholders involved in the ENAMMC process

### 2010 Strategy to Integrate CCA into the PEDD

Key stakeholders in the process of developing the Strategy to Integrate CCA into the PEDD were identified to be the UN Joint Programme, the District Planning and Finance Office (DPPF) in Gaza province, Chicualacuala district government, and the district level of the Ministry of Planning and Development (MPD).

Of these stakeholders the UN Joint Programme was considered to be very important. This was by virtue of the fact that it provided the financing, coordination, and led on the elaboration of the guidelines and then strategy. The DPPF in Gaza province was deemed important because it provided office space and technical inputs. The Chicualacuala district government and the district level office of MPD were thought to be relatively important: the former because they played a role in testing the guidelines; and the latter because they held workshops and meetings for planning, and also disseminated the guidelines.

### 2012 National Climate Change Adaptation and Mitigation Strategy (ENAMMC)

Key stakeholders in the process of developing the ENAMMC were identified to be MICOA, DANIDA, ACCRA and CSOs, UNDP, MPD and INGC.

Of these stakeholders, MICOA was deemed to be very important because they had the mandate to develop the strategy, provided leadership of the process, and also technical inputs. DANIDA, ACCRA and CSOs and UNDP were thought to be important actors. DANIDA and UNDP both provide technical support to MICOA through placing of full time technical assistants within the ministry. ACCRA participated in the consultation meetings. MPD and INGC were considered to be relatively important, with both providing technical support and inputs to the development of the strategy. Additionally, INGC could be credited with catalysing the process by developing the initial DRR and CCA Strategy which became its own departmental framework for action.

### 2014 National Climate Change M&E Framework

Key stakeholders in the process of developing the National Climate Change M&E Framework were identified to be MICOA, CONDES, DANIDA, ACCRA (with UEM and IIED) and the World Bank.

Of these stakeholders, MICOA and CONDES were considered to be very important as they had the mandate, provided overall leadership, and were involved in the development of indicators that make up the framework. DANIDA, UNDP and ACCRA were important as it played a key role in lobbying – bringing together the World Bank and their top down approach, and ACCRA with its bottom up

approach – to create a consistent framework. ACCRA (with Eduardo Mondlane University and IIED) was also important in contributing to the development of the indicators, undertaken capacity building around adaptation M&E, and providing funds. The World Bank was relatively important by providing funds to support the process.

## Visioning exercise – CCA and DRR in the future

Step four involved participants considering what they want Mozambique to look like in terms of CCA and DRR in 2025, and then considering what needs to be done to achieve that vision. Table 2 outlines participants’ visions.

Table 2: Participants’ visions of Mozambique in 2025

<ol style="list-style-type: none"> <li>1. “A prosperous, sustainable Mozambique that is resilient to climate change”</li> <li>2. “A country free of the adverse effects of climate change”</li> <li>3. “Enhanced capacity and knowledge within CSOs so that they can engage government on climate change implementation and accountability”</li> <li>4. “Local government and communities that are more involved with skills, knowledge and adequate resources”</li> <li>5. “A country with DRR coordination mechanisms that take into account gender equity”</li> <li>6. “Smaller numbers of people losing their lives, homes and livelihoods in emergencies”</li> </ol>
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The following actions were considered to be necessary to achieve these visions.

*Visions 1 (“a prosperous, sustainable Mozambique that is resilient to climate change”), 2 (“a country free of the adverse effects of climate change”), 5 (“a country with DRR coordination mechanisms that take into account gender equity”) and 6 (“smaller numbers of people losing their lives, homes and livelihoods in emergencies”)*

- (a) Keeping abreast of the emerging nature of the issue
  - Continuous mapping of risk zones (possibly in conjunction with the Climate Change M&E Framework)
  - Identification of key sectoral activities
  - Design and implementation of long duration programmes
  - Development of capacity for all interventions
- (b) Bringing together what already exists (better coordination within and between CSOs, donors, and government departments; and with international commitments such as the Sendai Framework for Disaster Risk Reduction, UNFCCC and the Sustainable Development Goals)
  - Establishment of a platform of dialogue between all stakeholders
  - Creation of a national unit to respond to climate change (including through the management of climate change funds)
- (c) Linking the local with the national
  - Integration of climate change in development plans at all levels of governance
  - Effective coordination of CCA and DRR

*Vision 3 “Enhanced capacity and knowledge within CSOs so that they can engage government on climate change implementation and accountability”*

- Mapping and assessing capacity and establishing national network of CSOs on CCA and DRR
- Development and implementation of a capacity building strategy for CSOs in engaging government

*Vision 4 “Local government and communities that are more involved with skills, knowledge and adequate resources”*

- Facilitation of coordination dialogues to improve the mandates, roles and responsibilities among ministries and donors
- Development of tailored tools and methodologies which are simple and usable by local districts and communities

## Summary of the role of ACCRA in CCA and DRR in Mozambique

It was clear from the workshop that ACCRA has played a key supporting role in the evolution of climate change adaptation in Mozambique. As well as direct support to the policy process, the research that ACCRA has supported actively informed key strategies, such as the ENAMMC and, through TAMD, the National Climate Change M&E Framework.

ACCRA has also played a key role in contributing to the robustness of the consultation processes for policy and strategy development. Given the criticisms that consultation processes are too Maputo-focused, ACCRA members are able to bring their direct experience of working “on the ground” throughout the country and thus contribute to a contextualised experience and inputs. As well as through its own participation, a large part of this is due to the efforts spent on building capacity of other CSOs so that they, too, could actively contribute.

ACCRA has not had a direct effect on the DRR policies, institutions and projects. However, through building a good relationship with INGC and involving them in meetings and workshops it can be credited with enabling the building of bridges between two entities whose relations have typically been strained and served to impede effective integration of CCA and DRR.

## Charting the way forward: Stakeholder workshop, 1<sup>st</sup> October 2015

This section outlines identified priority actions and pathways towards the future vision. It elaborates identified mechanisms to address challenges that have been experienced to date, and also suggests institutional frameworks and processes that build on the comparative strengths and opportunities of different actors. The themes that underpin future progress towards CCA and DRR in Mozambique include **strategic direction and programming of activities**, and **converting policies and strategies into tangible adaptation and risk reduction actions**.

### From designing policies and strategies to effective implementation

Whilst Mozambique has been successful in designing policies and strategies, the focus now has to shift to effective implementation. This needs to occur at both national and local levels, and thus will require addressing some of the identified coordination challenges – both horizontally (at national level), and vertically (from between national and local). Whilst national level coordination is

contingent upon commitment and willingness on the part of the relevant departments, local level implementation still has additional challenges to address.

#### National level implementation-sectoral approach

Since it is a cross-cutting issues, the ENAMMC highlights actions for different sectors to take in order to reduce the impacts of climate change on their activities, and minimise their emissions of greenhouse gases. In order that this is then embraced, each sector must therefore develop its own sector-wide strategy and or action plan to guide implementation. At the current time a number of sectors have made progress in this regard. Agriculture, Transport and Infrastructure, Health and Women and Social Welfare have made varying degrees of progress with this aim. By the end of 2015 less than half of the sectors will have climate change actions plans – so a critical priority going forward is to ensure uptake and active engagement of all the sectors in Mozambique.

#### Local level implementation-building on existing structures

Implementation of policies and strategies at local level is currently impeded by a breakdown in the chain of communication from national to local level. Awareness of ENAMMC at provincial and district level is highly variable, and yet these subnational governments have a key role to play in linking the strategy with the grassroots level. INGC already has an effective institutional architecture in place, coordinated by district disaster management officers who, in turn, play a role in facilitating and training community level DRR committees. Given these institutions and the coordination mechanism, INGC has comparative advantage in ensuring that building adaptive capacity and risk reduction is undertaken, and that credible early warning messages are issued. Local DRR committees can also play a key role in supporting the process of LAPs.

As well as using existing government structures, NGOs often have comparative advantage to support local level CCA and DRR processes, including the development of LAPs. Supporting implementation of policy is often within the mandate of many NGOs, and they often work with networks of CSOs that can be involved in supporting monitoring and participation and implementation. This can be particularly supported by relevant capacity building.

There is a growing number of LAPs that have been developed, or are in the process of being developed. Ensuring implementation of activities is thus becoming more critical to emphasise that the plan development was not a rubber-stamping exercise. Implementation will also serve to demonstrate the importance of adaptation in other districts where, to date, LAP development has not yet commenced. In order to enable effective implementation it is also important to ensure that the LAPs are integrated into district development plans. These district level planning documents outline key priorities and are used to motivate for appropriate funding. Integrating the two is thus essential for effective resource mobilisation. It is also necessary to highlight that costs of adaptation should not be seen as additional to existing development, but rather that development priorities are modified to ensure their resilience in the face of climate change (thus being adaptations). Within the context of decentralisation MEF has a key role to play in continuing to support this process of integrating CCA and DRR into planning. A number of NGOs, including World Vision and ACCRA, are involved in backstopping this process.

#### Empowering subnational governments to drive CCA and DRR

In recognition of the fact that CCA and DRR planning has been largely centralised until now, there are active intentions to improve opportunities for involvement at provincial and district level.



Currently MITADER is preparing a national meeting that will take stock of the LAP drafting process and lessons learned to date. The meeting will be attended by a variety of stakeholders who have experiences to share, including districts that have undergone the LAP development process. This will enable MITADER to provide evidence-informed process-based steps on LAP formulation. Such information is critical to empower subnational governments to be proactive in implementation adaptation.

As well as sharing lessons learned, a key requirement to achieve the future visions of a resilient Mozambique is concerted efforts to build capacity around CCA and DRR at provincial and district levels. Without this there is a danger of lack of buy-in and, more importantly, overlooking of the way in which climate change will affect the development context and thus, potentially, undermining of development gains.

### Implementing the National Climate Change M&E framework

Given that the National Climate Change M&E Framework has been designed, it is important to look at ensuring its implementation. Currently the structure for M&E is fragmented in that sectors undertake their own monitoring. Although MEF provides support to districts on how to mainstream CCA and DRR, they are therefore impeded from monitoring the extent to which this takes place, and how successful (or otherwise) it is in enabling CCA and DRR because they do not have the mandate to require reporting from the districts. Linking the National Climate Change M&E framework with the broader Mozambican systems is thus important.

As with all M&E systems, the National Climate Change M&E framework is based around three indicators: process, impact and outcome. Whilst discussion on harmonisation of M&E systems is underway at national level, it will be possible to train local level government and NGO staff in collecting data to fulfil those indicators, and thus effectively be able to monitor implementation progress of the ENAMMC. NGOs and CSOs often have a comparative advantage to support this process: they are typically familiar with M&E from their own systems, and thus minimal training on the nature of the CCA indicators will enable them to support the process.

### Strengthening coordination

#### Ensuring donor and NGO support is channelled into strategic priorities

An improved coordination mechanism is required between donors and NGOs and government. This will reduce the likelihood of duplication of activities, and enable government to effectively communicate priority gaps and needs in order to improve the efficiency and effectiveness of implementation of ENAMMC and the DRR Master Plan. In particular, with the ongoing development of LAPs, it is important for MITADER to keep a living record of the progress made in different districts to date, as well as any external assistance. USAID, for example, is building on-and complementing-ACCRA's support to the LAP process in urban settings. It is currently working with ACCRA to facilitate urban municipality adaptation plans in two districts, with the intention to later scale up this effort to additional districts. With improved donor-NGO-government coordination, MITADER will be able to advise on the priority urban areas to target next. This will address the current often-fragmented donor landscape where government does not feel ownership of projects which are "branded" and managed entirely by donors. One potential mechanism to explore in support of this aim is to have the Interministerial Climate Change Committee screen potential projects and programmes to ensure complementarity with the government's strategic vision.

Building on the recognition of comparative strengths of institutions identified during the stakeholder analysis of the ACCRA workshop, interest was expressed in exploring how this might be formalised going forwards. In particular there is the opportunity to learn from other countries. In Kenya, for example, government has “contracted” an NGO to conduct vulnerability assessments at local level to inform the design of district level adaptation plans. This is in recognition of their knowledge and capacity to leverage partners (other NGOs and CSOs) and provide training and supervision whilst ensuring that a uniform approach is applied in a context of quality assurance.

### Strengthening existing institutions for knowledge coordination

There is a significant role for coordination – and several institutions that now exist with the mandates to undertake this function. The Knowledge Management Centre for Climate Change in the CCU – currently in CONDES but potentially due to move to MITADER – is the obvious choice to embed a climate change network that could coordinate research and programmatic activities. This network can be used to chart outstanding research needs as well as to highlight findings which may, in turn, inform projects and programmes.

## Summary and conclusion

The workshop highlighted that significant progress has been made in addressing CCA and DRR over the last ten years. This is evidenced in the number of policies, strategies and laws that have been enacted; all of which have been supported by research initiatives and a number of projects and programmes that have highlighted good practice in enabling CCA and DRR. ACCRA was highlighted as having played a particular role in both arenas – contributing to policy development through consultations and capacity building of government staff on climate change; as well as through undertaking research and supporting the process of LAP development.

Challenges that were observed can be grouped into three categories but, crucially, there is also a very strong example of success. Consultation processes have largely taken place at national level and in Maputo, impeding the ability of subnational actors to participate. Research findings and outputs that have been used to inform strategy development have not always been truly representative, resulting in strategies that are not best suited to the variety of contexts within the country. As in many countries, the division of DRR and CCA into separate ministries has created an institutional barrier that has impeded effective collaboration. However, coordination between institutions was very positive in the creation of the National Climate Change M&E Framework, with donors, NGOs and government departments working well together to achieve a common aim.

Workshop participants variously described their future vision for a Mozambique that is resilient in the face of climate change and disaster risk reduction, based on enhanced capacity at all levels of government and amongst all relevant stakeholders. The stakeholder meeting identified some tangible priority activities that will put Mozambique on this trajectory.

Moving to the future there is a desire for **strategic direction and programming of activities**, and **converting policies and strategies into tangible adaptation and risk reduction actions**. This will be enabled through improved implementation at national level through the sectors, and at local level through improved communication and utilisation of the existing institutional architecture. Subnational governments will be supported in the process through capacity building on climate change, LAP development and how to monitor and evaluate progress, with the support of NGOs. Improved national coordination of donors and NGOs will ensure a more strategic approach to CCA and DRR that is driven by government priorities. This will be supported by improved knowledge

management and transparent inventories of who is doing what in Mozambique, and where, in order to maximise efficiency and optimise CCA and DRR.

## Appendix A: ACCRA workshop participant list

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## Appendix B: Stakeholder meeting participant list

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**Climate change adaptation and disaster risk reduction in Mozambique:  
Past, present and future  
Hosted by the Africa Climate Change Resilience Alliance (ACCRA)/Save the  
Children**

**Wednesday 30<sup>th</sup> September  
Hotel VIP, Maputo**

The objectives of the workshop are twofold:

1. To review progress in addressing climate adaptation and disaster risk reduction in Mozambique over the last 5 years and document best practices and lessons learnt
2. To contribute to development of a strategy for ensuring sustainability and progress in integrating adaptation and disaster risk reduction into development programming.

Time	Session	Structure	Facilitator
08h00 – 08h30	Introduction and objectives	Plenary	Melq/Saide/ Margaret
08h30 – 10h30	Charting progress made to date in Mozambique on addressing climate change adaptation and disaster risk reduction	Small groups then plenary feedback	Katharine
10h30 – 11h00	Coffee break		
11h00 – 12h30	Identifying lessons learned	Small groups then plenary feedback	Katharine
12h30 – 13h30	Lunch		
13h30 – 15h00	Stakeholder analysis-key actors in climate change adaptation and disaster risk reduction	Small groups then plenary feedback	Katharine
15h00 – 17h00 (coffee available in the room)	Visioning exercise: How will the progress in climate change adaptation and disaster risk reduction in Mozambique be sustained?	Individual reflections, small groups, plenary discussion	Katharine
17h00 – 17h30	Progressing towards the future vision	Individual thoughts then plenary feedback	Katharine

## Appendix D: Individual commitments towards the vision

Taking into account their varied backgrounds, skills and job roles, the participants made individual commitments towards achieving their vision for Mozambique in 2025. These are outlined in table 3.

Table: Individual commitments towards the vision

- Undertaking research to create more evidence on the opportunities created by climate change
- Popularising the national M&E framework across levels
- Facilitating the process of development of local level indicators through LAPS to link with national indicators (to improve accountability)
- Supporting a continuous M&E process
- Training and capacity building of local government and CSOs of COSACA on vulnerable districts and shelter and WASH in emergencies
- Supporting local governments to develop contingency plans
- Building the capacity of local communities to enable them to actively participate in the process of producing local development plans
- Creating CSO network
- Advocating to include gender in all emergency and DRR interventions
- Advocating to government for continued progress on CCA and DRR
- Promoting the creation of a platform for dialogue between all the key actors to improve coordination, planning and implementation of CCA and DRR-related activities
- Investigating the possibility of replicating this process of reflection to other ACCRA countries