CIDT

UNIVERSITY OF WOLVERHAMPTON
KNOWLEDGE ▪ INNOVATION ▪ ENTERPRISE

UNIVERSIDADE EDUARDO MONDLANE

Report

Climate Compatible Development

Lessons from Mozambique

Dr Luis Artur, Universidade Eduardo Mondlane (UEM), Maputo, Felizberto Afonso and Liz Mangoele, Ministry of Land, Environment and Rural Development (MITADER), Antonio Beleza, National institute of Disaster Management (INGC) and Nadia Adriao, Ministry of Economy and Finance (MEF), Government of Mozambique

March 2015

Centre for International Development & Training (CIDT)
University of Wolverhampton, Telford Campus, Telford, Shropshire, TF2 9NT. UK.
Tel: +44 (0)1902 323219 Email: cidt@wlv.ac.uk Web: www.cidt.org.uk

DISCLAIMER

Executive Summary

In July 2013, the Climate and Development Knowledge Network (CDKN) in partnership with the Centre for International Development and Training (CIDT) at the Wolverhampton University of UK initiated a Lesson Learning Project (LLP) on climate compatible development (CCD). The main goal was to capture, synthesise and share country solutions and best practice emerging from national-level climate compatible planning in selected countries in Africa in order to support learning, policy development and possible replication of efforts among participating and other countries. The project is being implemented in Mozambique, Kenya, Ethiopia and Rwanda. The current report presents key lessons learned in implementing CCD in Mozambique.

In Mozambique the learning process was jointly developed by the Ministry for Coordination of Environment Affairs (MICOA), the Ministry of Planning and Development (MPD), the National Institute for Disaster Management (INGC) and the Lesson Learning Leader, who is based at the Eduardo Mondlane University (UEM) in Maputo. The methodology used for data gathering and analysis included an inception workshop in July 2013 in Nairobi, Kenya, attended by all the countries involved, CDKN and CIDT. This workshop helped to identify the four learning themes (policies and strategies on CCD; institutional arrangements and coordination; planning and budgeting and, knowledge based planning). The workshop was followed by in-country identification of key stakeholders and interviews, a literature review, focus group discussions and a validation workshop attended by national actors from government, Civil Society Organizations, the private sector, UN agencies and donors. It was also attended by a representative from CIDT. Following this, the report went through a review process involving key stakeholders in Mozambique, CDKN and CIDT.

The following are the key drivers and barriers identified in Mozambique for the country to pursue CCD.

THE CCD POLICY LANDSCAPE

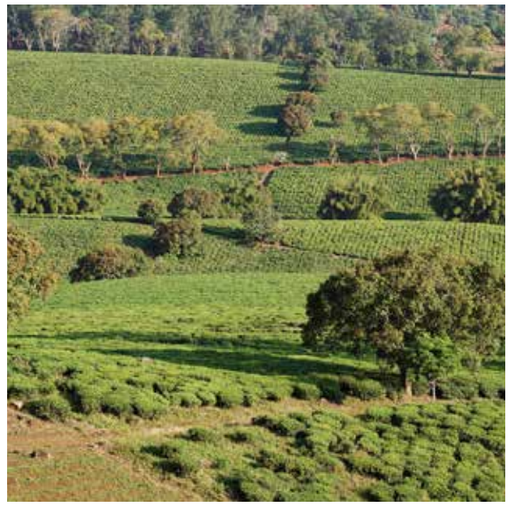
Key drivers

Over the last two decades opinions amongst policy makers have changed to trigger the country's engagement in climate change policy development. This has occurred because of incentives to join international conventions, and being pushed by funding donors and civil society in the aftermath of disasters such as the flooding of 2000, 2001 and 2007; the cyclones of 2000, 2003, 2007 and the drought of 2002-2003, 2004-2005 and 2007. Such is the strength of Government commitment, that over this period, Mozambique has produced on average about two regulatory policy frameworks on environment and climate change per year.

This has been a good driver for CCD. For example, this policy landscape resulted in an increase in the size of protected areas to about 24% (more than twice the international requirement of at least 10% of the country), an expansion in the use of renewable energy and a reduction in the use of diesel for energy production.

Key barriers

Despite the achievements mentioned above, key limitations still remain that include a need for a harmonization of the policy frameworks, the dissemination and embedding of these policy frameworks in a decentralised way nationwide, and funding and human capacity to implement CCD. There is also a need to expand the use of climate change knowledge in planning and budgeting processes. Added to this, because there is yet no M&E system on climate change the effectiveness of the spending is also still unclear.



INSTITUTIONAL ARRANGEMENT, COORDINATION AND LEADERSHIP

Key drivers

In Mozambique pressure from national civil society to reduce loss of life and damage in infrastructure, combined with availability of international funding, have led to increased attention on environment, climate change and disaster risk reduction. In turn this has driven the institutional agenda. The institutional arrangement for climate compatible development has been established and is well embedded. In particular, MICOA is the leading institution on environment and climate change in Mozambique and is mandated to coordinate these issues across the country. And with respect to funding arrangements for environment and climate change, these are overseen by the National Fund for the Environment (FUNAB), an autonomous institution at MICOA. FUNAB is also the designated National Implementing Entity (NIE) for the UNFCCC Adaptation Fund. In 2012, the Government approved the National Strategy for Adaptation and Mitigation to Climate Change (ENAMMC). Under this strategy new units have been proposed and have been sanctioned or are in the process of being established. There is the Climate Change Unit (UMC), created at the already existing National Council for Sustainable Development (CONDES's) Secretariat at MICOA. To fulfil MICOA's function as the coordinator of climate change issues the UMC is charged specifically with this remit. The UMC is technically advised by an interministerial group called the Inter-Institutional Group for Climate Change (GIIMC), by the CONDES technical group, by the Disaster Reduction Technical Group (at INGC) and by the Centre for the Management of Climate Change Knowledge (CGCMC), which is based in the Ministry of Science and Technology. The UMC coordinates and facilitates inter-institutional linkages, prepares annual programmes and work plans, monitors the implementation of the ENAMMC and gives technical advice to ministries on climate change projects and programmes.

Key barriers

Climate change interventions in Mozambique take either the DRR approach which is led by INGC, or the environmental approach pursued by MICOA. This separation has local recognition and is further embedded by two different agencies taking the lead, one for either approach. While both approaches can be complementary and supportive of climate compatible development, little articulation of the links between them in order to avoid duplication has been observed in the present-day setting. The approaches appear to bring different command lines that largely do not engage with each other and this has led to weak coordination. Besides that, the research has found that resource-limitations, competition between institutions, staff turnover and lack of human resource capacity, limited participation of civil society and of the private sector, as well as the limited decentralization of power are all barriers undermining institutional arrangements, coordination and leadership for CCD. Hence, these are key issues that need to be addressed for effective CCD in Mozambique. Although new institutions, such as the UMC, have been established, they are yet to mature and have far to go to overcome these barriers.

PLANNING AND BUDGETING MECHANISMS

Key drivers

The planning and budgeting system is well established in Mozambique and due to pressure from the donor community, keen to see Government of Mozambique (GoM) commitment to climate change, it has space for climate considerations within it. This has been backed up with some finance since the country has also invested about 5% of its annual budget on Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA). The Ministry for Planning and Development (MPD) and the Ministry of Finance (MF) have co-responsibility for planning and budgeting. The national planning process under the responsibility of MPD is based on long-term global and regional development agendas (e.g. MDGs, the SADC development vision and the national long term vision outlined in the Agenda 2025). Together, these agendas help frame the government mid-term planning (through the Five Year Government Plan- Plano Quinquenal do Governo (PQG) and the Five Year Poverty Reduction Strategy - Plano de Acção para Redução da Pobreza -PARP), with these last two ultimately driving sectoral strategies and plans. Since 2010 Mozambique has introduced a budget line in the annual planning process (budget line MCA04) for climate change issues.

The long and mid-term strategies are operationalized through annual plans and budgets – the annual Economic and Social Plan (PES at national level, and the District Economic and Social Plan and Budget PESOD at district level) – which are approved jointly by MPD and MF. The national PES – approved jointly by MPD and MF – is submitted to the Council of Ministers for approval before it goes to the parliament for the final endorsement. PESOD has to be approved by the District Consultative Council (CCD). The national planning system is either geographical/ territorial (National, Provincial and District development plans) or sectoral (each sector has its own strategies and plans for its higher performance) and these are harmonized before funding is approved to avoid duplication. Funding mechanisms follow similar routes. There are funds allocated at national, provincial and district levels as well as funds allocated to each sector. Regardless of the system all plans are supposed to respond to the major indicators addressed at the PQG and at PARP and the national directorate for monitoring and evaluation at the MPD are tasked to ensure this happens.

Key barriers

Planning for CCD in particular requires climate change knowledge – specialized information on the inter-linkages of climate change and the various sectors, at a resolution that is practical for planning at different levels (from local to national). There is some information on the biophysical and socioeconomic impacts of climate change, like information on the inter-linkages between climate change and land, water and forestry sectors. However, in-depth and comprehensive analysis of the inter-linkages of climate change and the various sectors has still not been achieved, yet is required to support planning for CCD.
There is also a need to translate existing information on climate change impacts across different sectors into planning elements that can be budgeted, but this is still very limited. Some sectors may sooner than others become better positioned to integrate climate change in planning and budgeting. For instance, the mapping of the national natural capital, presently underway under the National Green Economy Strategy approved after the ENAMMC, may come to foster the link of climate change and natural resources. Overall though, this has not been the case.

The research also found that different perceptions of climate change within institutions limit coherent and coordinated planning and budgeting. In order to make progress, there is a need to simplify and disseminate key climate change messages. However, this needs to be accompanied by lobbying and sensitization of decision makers within different line ministries and institutions. A shared cross-institutional understanding of climate change is a prerequisite for successful planning and budgeting for CCD.
Finally, the research found that the government has been much faster in addressing climate change within its own planning and budgeting mechanisms than it has been in engaging with civil society organizations and the private sector to ensure shared understanding. This limits the motivation and capacity to act, significantly hampering country-wide implementation.

FUNDING MECHANISMS

Key drivers

Mozambique has established the institutional mechanisms to oversee climate funding. FUNAB is the national designated entity for climate funds and over the past years, national awareness of the need to fund CCD has increased and the government has created, as mentioned earlier, a budget line on climate change (MCA04). It was influenced to do this from a variety of angles – the Public Environment Expenditure Review of 2012 was contributory as well as the pressure from the donors to show commitment to climate change. The result is an important degree of clarity, although the actualisation of CCD programming flowing from this is yet to be demonstrated in practice.

Key barriers

Historically, Mozambique's development has been dependent on international aid, and the survival of most of the NGOs and the CSOs depends entirely on the international community. These circumstances shape how CCD interventions are designed, funded, implemented and evaluated. Overall, CCD is funded through both domestic and external sources, but the latter holds the biggest share. A higher dependency on external funds leads to unsustainable interventions. Donor's shifting agendas, the global financial crisis, and other factors outside national control have shown the need for self-reliance in planning and implementation of climate change interventions. Changes in external funding priorities have resulted in limited or no implementation of the planned activities.

There are several international climate finance initiatives outside the traditional forms of public sector and donor finance, which are becoming available to fund CCD. Thus, funding in itself is not necessarily a problem for Mozambique, but technical expertise to mobilize and manage global funds is a persistent issue. There is a lack of awareness by the majority of stakeholders of funding opportunities and there is also a low capacity to draft proposals on climate change issues, even when opportunities are known. The private sector for instance has been complaining that access to the Clean Development Mechanism (CDM) is too demanding and in addition still do not see how pursuing green growth can be profitable.

Significantly, most of the rural poor depend on agriculture as their main livelihood source, but agricultural funds have been very limited and recent results from national assessments show a decrease in productivity. Yet despite the need, reaching the poor with the financial resources for CCD proves to be a big challenge.

THE USE OF CLIMATE CHANGE KNOWLEDGE IN PLANNING FOR CCD

Key drivers

Mozambique has moved very fast in producing climate change knowledge and scientific and technical expertise. Over the past 5 years, a number of climate change studies have been published which have fed into the development of the ENAMMC, the green economy action plan, the disaster law, and a number of projects and programmes such as the Pilot Programme on Climate Resilience (PPCR). Besides that, a number of public and private academic institutions are now offering courses related to environment, disaster reduction and climate change, and the country is in the process of establishing the national Centre for the Management of Climate Change Knowledge (CGCMC).

Key barriers

Despite the achievements in terms of knowledge production, the dissemination of such knowledge in a language that is useful for most Mozambicans is still to be addressed. On the other hand, there is very limited documentation, acknowledgement and use by decision makers of local knowledge which forms the basis of everyday decision-making for most of the people in Mozambique.

CONTENTS

LIST OF FIGURES

LIST OF ABBREVIATIONS

AAP	Africa Adaptation Programme
ACCRA	Africa Climate Change Resilience Alliance
CBO	Community Based Organization
CC	Climate Change
CCD	Climate Compatible Development
CCGC	Conselho Coordenador de Gestão de Calamidades
CCM	Conselho Cristão de Moçambique
CDKN	Climate and Development Knowledge Network
CDM	Clean Development Mechanism
CEO	Chief Executive Officer
CENOE	Centro Nacional Operativo de Emergência
CIP	Centro de Integridade Pública
CGCMC	Centro de Gestão de Conhecimento em Mudanças Climáticas
CIDT	Centre for International Development and Training of the University of Wolverhampton
CONDES	Conselho Nacional para Desenvolvimento Sustentável
CSO	Civil Society Organization
CTGC	Conselho Tecnico de Gestão de Calamidades
DARIDAS	Direcção de Desenvolvimento das Zonas Áridas e Semi-Áridas
DPPF	Direcção Provincial de Plano e Finanças
DRR	Disaster Risk Reduction
ENAMMC	Estratégia Nacional de Adaptação e Mitigação às Mudanças Climáticas
EU	European Union
FAO	Food and Agriculture Organization
FEMA	Forum Empresarial para o Meio Ambiente
FGD	Focus Group Discussion
FUNAB	Fundo Nacional do Ambiente
GDP	Gross Domestic Product
GEF	Global Environment Facility
GIIMC	Grupo Inter-Institucional para Mudanças Climáticas
GoM	Government of Mozambique
GWh	Giga Watts hour
HDI	Human Development Index
IESE	Instituto de Estudos Socio-Economico
IIED	International Institute for Environment and Development
INGC	Instituto Nacional de Gestão de Calamidades
JICA	Japanese International Cooperation Agency
LDC	Least Developed Countries
LLP	Lesson Learning Project
MCT	Ministério de Ciência e Tecnologia
MDG	Millennium Development Goals
MICOA	Ministério para a Coordenação da Acção Ambiental
M&E	Monitoring and Evaluation
MINAG	Ministério da Agricultura
MITUR	Ministerio do Turismo
MPD	Ministério de Planificação e Desenvolvimento
MF	Ministério de Finanças
MTN	Metical Novo
MWh	Megawatt hour
NAPA	National Adaptation Programme of Action
NIE	National Implementing Entity
NGO	Non-Governmental Organization
OGE	Orçamento Geral do Estado
OMR	Observatório do Meio Rural
PARP	Plano de Acção para Redução da Pobreza
PES	Plano Economico e Social
PESOD	Plano Economico e Social e Orçamento do Distrito
PPCR	Pilot Programme on Climate Resilience
PQG	Plano Quinquenal do Governo
SADC	Southern African Development Community
UEM	Universidade Eduardo Mondlane
UN	United Nations
UNAC	União Nacional dos Camponeses
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNDP	United Nations Development Programme
UMC	Unidade para as Mudanças Climáticas
USD	United States Dollar
WWF	Worldwide Fund for Nature

GLOSSARY OF CLIMATE COMPATIBLE DEVELOPMENT TERMINOLOGY [1] [2]

Adaptive capacity
The whole of capabilities, resources and institutions of a country or region to implement effective adaptation measures

Adaptation
Initiatives and measures to reduce the vulnerability of natural and human systems against actual or expected climate change effects. Various types of adaptation exist, e.g. anticipatory and reactive, private and public, and autonomous and planned. Examples are raising river or coastal dikes, the substitution of more temperature-shock resistant plants for sensitive ones, etc.

Barrier
Any obstacle to reaching a goal, adaptation or mitigation potential that can be overcome or attenuated by a policy, programme, or measure. Barrier removal includes correcting market failures directly or reducing the transactions costs in the public and private sectors by e.g. improving institutional capacity, reducing risk and uncertainty, facilitating market transactions, and enforcing regulatory policies.

Climate
Climate in a narrow sense is usually defined as the average weather, or more rigorously, as the statistical description in terms of the mean and variability of relevant quantities over a period of time ranging from months to thousands or millions of years. The classical period for averaging these variables is 30 years, as defined by the World Meteorological Organization. The relevant quantities are most often surface variables such as temperature, precipitation and wind. Climate in a wider sense is the state, including a statistical description, of the climate system. In various parts of this report different averaging periods, such as a period of 20 years, are also used.

Climate change
Climate change refers to a change in the state of the climate that can be identified (e.g. by using statistical tests) by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external forcings, or to persistent anthropogenic changes in the composition of the atmosphere or in land use. Note that the United Nations Framework Convention on Climate Change (UNFCCC), in its Article 1, defines climate change as: 'a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods'. The UNFCCC thus makes a distinction between climate change attributable to human activities altering the atmospheric composition, and climate variability attributable to natural causes

Climate compatible development
Climate compatible development emphasises climate strategies that embrace development goals and development strategies that integrate the threats and opportunities of a changing climate. As a result, it heralds a new generation of development processes that safeguard development from climate impacts (climate resilient development) and reduce or keep emissions low without compromising development goals (low emissions development), going beyond the traditional separation of adaptation, mitigation and development strategies. Climate compatible development goes one step further by asking policy makers to consider 'triple win' strategies that result in low emissions, build resilience and promote development simultaneously[3].

Development path or pathway
An evolution based on an array of technological, economic, social, institutional, cultural, and biophysical characteristics that determine the interactions between natural and human systems, including production and consumption patterns in all countries, over time at a particular scale. Alternative development paths refer to different possible trajectories of development, the continuation of current trends being just one of the many paths and many differentiate between business as usual and green growth model

Green Growth
Green growth means fostering economic growth and development while ensuring that natural assets continue to provide the resources and environmental services on which our well-being relies. To do this it must catalyse investment and innovation which will underpin sustained growth and give rise to new economic opportunities

Implementation
Actions (legislation or regulations, judicial decrees, or other actions) that governments take to translate international accords into domestic law and policy.

Mitigation
In the context of climate change, a human intervention to reduce the sources or enhance the sinks of greenhouse gases. Examples include using fossil fuels more efficiently for industrial processes or electricity generation, switching to solar energy or wind power, improving the insulation of buildings, and expanding forests and other "sinks" to remove greater amounts of carbon dioxide from the atmosphere.

Mitigative capacity
This is a country's ability to reduce manmade greenhouse gas emissions or to enhance natural sinks, where ability refers to skills, competencies, fitness and proficiencies that a country has attained and depends on technology, institutions, wealth, equity, infrastructure and information. Mitigative capacity is rooted in a country's sustainable development path.

Mitigation Potential
In the context of climate change mitigation, the mitigation potential is the amount of mitigation that could be – but is not yet – realised over time.

MRV
Measurable, reportable and verifiable. A process/concept that potentially supports greater transparency in the climate change regime.

Policies
In United Nations Framework Convention on Climate Change (UNFCCC) parlance, policies are taken and/or mandated by a government – often in conjunction with business and industry within its own country, or with other countries – to accelerate mitigation and adaptation measures. Examples of policies are carbon/other energy taxes, fuel efficiency standards for automobiles, etc.

Stakeholder
A person or an organisation that has a legitimate interest in a project or entity, or would be affected by a particular action or policy.

United Nations Framework Convention on Climate Change (UNFCCC)
The Convention was adopted on 9 May 1992 in New York and signed at the 1992 Earth Summit in Rio de Janeiro by more than 150 countries and the European Community. Its ultimate objective is the "stabilisation of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system". It contains commitments for all Parties. Under the Convention, Parties included in Annex I (all OECD member countries in the year 1990 and countries with economies in transition) aim to return greenhouse gas emissions not controlled by the Montreal Protocol to 1990 levels by the year 2000. The Convention entered in force in March 1994.

Vulnerability
Vulnerability is the degree to which a system is susceptible to, and unable to cope with, adverse effects of climate change, including climate variability and extremes. Vulnerability is a function of the character, magnitude, and rate of climate change and variation to which a system is exposed, its sensitivity, and its adaptive capacity.

[1] Adapted from https://www.ipcc.ch/pdf/assessment-report/ar4/syr/ar4_syr_appendix.pdf
[2] Adapted from http://unfccc.int/essential_background/glossary/items/3666.php#R
[3] From CDKN, Defining Climate Compatible Development. Policy Brief.

SECTION 1

Introduction

Vulnerability is expected to increase over the next two decades as climate change impacts reduce people's livelihood assets and impinge on food production, thus undermining Mozambique's overarching goal of reducing extreme poverty.
(INGC, 2009: 36)

1.1 MOZAMBIQUE AND CLIMATE CHANGE

Located in the Southern Africa Region between the latitudes 10°27' and 26°52' south and longitudes 30°12' and 40°51' east, Mozambique is a country of contrasts: between war and peace, development and disaster, attention to climate change issues yet investment in fossil fuel extracting economic activities. On one hand, following years of war –first for independence from Portuguese colonization[5] and then an internal civil war[6] between Frelimo in power and the Renamo guerrillas – the country quickly moved to become one of the world's fastest growing economies and a success story of transition from civil war to development. Peace, stability, international aid and private investments allowed an annual average GDP growth of 8% and the reduction of the extreme poverty rate from nearly 90% by the end of the civil war in 1992 to about 54% in 2003 (MPF et al, 2004). The discovery of large minerals and gas deposits are currently putting Mozambique on the global map of large investments. In 2011, Mozambique received about USD 2 billion of private investments mainly in the sector of fossil fuel extraction, i.e. coal and gas. Mozambique has one of the highest aid/GDP ratio in Africa – about USD 89.2 per capita (AfDBet al, 2012:5).

On the other hand, the gains have been systematically wiped away each time climate related hazards such as cyclones or floods strike the country. In 2000, a record flood killed about 700 people and produced losses estimated at about USD 700 million (Christie and Hanlon, 2001). Economic growth derailed from the expected 10% to about 2% (GoM, 2001). Cities like Chokwe and Xai-Xai in southern Mozambique were completely submerged and many people had to be rescued by helicopters. It took several years for the country and particularly these cities to recover. Indeed, in 2013, less than 15 years later, Chokwe was again submerged and losses are, at this point in time, still to be fully accounted. The government claims that the 2013 flooding resulted in 117 deaths, about 176 thousand displaced people and economic losses of about USD 513 million[7]. For the size of the national and local economy, and for the local people the losses represents a reversal on their efforts to build a brighter tomorrow. An assessment by the Ministry of Planning and Development (MPD, 2010) found poverty levels in 2008 stagnant at 54% since 2003 and it claims recurrent disasters such as the flooding of 2007 and 2008 as the main reasons for this slow down on poverty reduction.

Currently Mozambique is one of the poorest countries in the world. It ranks third from the bottom on the Human Development Index (HDI) just above Niger and Democratic Republic of Congo (UNDP 2013). Climate change is already fuelling the Mozambican

[5] Frelimo started the armed struggle for independence in 1964 and Mozambique got its independence from Portugal in 1975.
[6] Civil war started immediately after independence in 1976 and ended in 1992
[7] Press conference on July 26, 2013

context of poverty and disasters and, as highlighted in the introductory quotation, it is expected to continue to produce overwhelming damages. According to the INGC (2009), over the past 50 years, average temperatures in Mozambique have increased by between 1.1°C-1.6°C and are expected to increase by up to 6°C at the turn of the century if global CO2 emissions keep current pace. As temperatures have risen, there have been unpredictable and reduced rainfalls, and increases in dry spells and drought duration. Rainy seasons have also started later and ended earlier; the number of hot days and nights has increased and there has been a reduction in the number of cold days and nights (INGC, 2009). Along these changes, the frequency and intensity of hazards such as cyclones, floods and droughts has increased and is expected to continue to increase (INGC, 2009). The intertwining of higher poverty rates with these hazards makes Mozambique, with its long history of disasters, even more vulnerable to them in future. On average Mozambique is affected by a disaster of great magnitude every year (INGC *et al.*, 2003:7) and ranks 8th on global vulnerability (UNU-EHS, 2011) and third on global weather-related damage following Bangladesh and Ethiopia (Buys *et al*., 2007:38). Given the context presented above, dealing with climate change and embracing climate compatible development in Mozambique is of great relevance for the country to sustain its development and eradicate poverty.

1.2 THE LESSON LEARNING PROJECT

This assessment is written under the Lesson Learning Project (LLP) on CCD, funded by the Climate and Development Knowledge Network (CDKN) and implemented by the Centre for International Development and Training (CIDT) at the University of Wolverhampton in the UK, in partnership with the Eduardo Mondlane University (UEM), the MICOA, the Ministry of Planning and Development (MPD) and the National Institute for Disaster Management (INGC). The Africa Climate Resilience Alliance (ACCRA) was also pivotal in sourcing the research team and in providing technical and logistical support. This will be discussed further in the methodology section.

The main objective of the project is to capture, synthesise and share country solutions and best practice emerging from national-level climate change planning in selected countries in Africa in order to support learning, policy development and possible replication of efforts among participating and other countries. The project is being implemented in Mozambique, Kenya, Ethiopia and Rwanda with the following key expected learning outcomes:

1. Policy makers in the project countries look backwards and reflect on what has happened and why;
2. Participants from the other countries involved in the project learn from each other in a confidential and trusting environment;
3. Further countries who may not yet be at the same level of articulation of national policies incorporating climate compatible development will gather valuable learning insights from the 4 involved countries;
4. The global community working on CCD gather learning that may help them improve their practices.

1.3 REPORT STRUCTURE

The report is structured into eight sections. Section 1 above introduces the reader to the country and the LLP Project, while section 2 describes the methodology followed for project implementation and reporting. Sections 3 to 7 present project findings, looking systematically at policies and strategies (section 3), institutional arrangement, coordination and leadership (section 4), planning and budgeting mechanisms (section 5), funding mechanisms (section 6) and knowledge-based planning (section 7). Section 8 presents the conclusions and key recommendations emerging from the research.

SECTION 2

Methodolgy

2.1 SETTING UP A NATIONAL LESSON LEARNING TEAM

In June 2013, the Climate and Development Knowledge Network (CDKN), through the Centre for International Development and Training (CIDT) at the University of Wolverhampton, UK, approached the Government of Mozambique (GoM) and ACCRA to discuss the possibilities of starting the Lesson Learning Project (LLP) on Climate compatible development in Mozambique. The project partners included a LLP leader and strong involvement by key line ministries on climate change in Mozambique.

The Government, through the Ministry of Planning and Development (MPD), the Ministry for the Coordination of Environmental Affairs (MICOA) and the National Institute for Disaster Management (INGC), nominated project focal points with the main objective to jointly collect information and produce lessons on key drivers and barriers on the country's efforts to plan and implement CCD. In so doing, the national authorities helped the Project team to frame useful learning questions of national interest and global learning. To help gather data and report, the project set up included the appointment of a Lesson Learning Leader (LLL). In the case of Mozambique the position was filled by Dr Luis Artur, a University lecturer well known in the country as a researcher on climate change issues.

This LLP team met on 15th July 2013 to discuss preliminary research topics and to identify institutions and people to be involved in the process as well as establish the mechanisms to communicate the lessons learned. Based on the meeting and discussions, the team drafted key thematic areas and the country's methodology for the learning process. This was then presented and discussed at a project inception workshop held in Nairobi on 16-18 July, 2013.

2.2 THE INCEPTION WORKSHOP

The inception workshop was organized to allow participating countries to better understand the nature, scope and purposes of the project, to discuss and agree on research thematic areas, and jointly establish the conceptual framework and set the research road map and dissemination processes. The workshop helped also to clarify the roles and responsibilities of each of the actors involved in the project.

The following roles and responsibilities of the country team were outlined:

For the national LLL:

1. Keep in touch with CCD (including CDKN where relevant) initiatives and projects and particularly any CDKN Engagement Leaders and ensure meeting with policy makers;
2. Search out lesson learning opportunities – to engage in existing CCD activities and training in country;
3. Organize in-country collection of lessons;
4. Report on the in-country lessons;
5. Write blogs or other public discussion pieces – with appropriate support;
6. Act as a rapporteur for this project in any policy meetings;
7. Submit monthly activity reports;
8. Collect primary evidence for monitoring, evaluation and the uptake report and submit to the M & E officer;
9. Lobby to be involved in any events and activities to prepare the way for lesson learning materials to be used.

For the government focal points:

1. Help link up the project with government authorities;
2. Identify critical government documentation for the lesson learning process;
3. Help identify key respondents for the lesson learning research;
4. Participate in interviews and group discussion whenever possible;
5. Provide government sensibilities and needs around the project;
6. Help set the agenda and the organization of the validation workshop;
7. Help in the dissemination of the lesson learned and project way forward and
8. Co-author all country's project publications.

2.3 DEFINING THE CCD CONCEPTUAL FRAMEWORK AND RESEARCH THEMES

Over the past years there has been a growing consensus that countries in the world should follow a development route and policy agenda that simultaneously builds resilience, mitigates climate change, and encourages sustainable development. This means pursuing a national policy and planning strategy that seeks to affect the dual imperatives of i) continued economic growth needed to reduce poverty and improve wellbeing; and ii) improved environmental management needed to tackle resource scarcities and climate change impacts.

This migration toward a new approach of CCD has been accompanied by a proliferation of definitions and terminology. Yet, currently there is not a singularly accepted term or operational definition that is universally applied that encapsulates the hybrid of mitigation and adaptation strategies within the context of sustainable development. According to CDKN (2010), the term CCD can reasonable be seen as being interchangeable with 'low carbon climate resilient development'.

For the purposes of this report, CCD means development that minimises the harm caused by climate impacts, while maximising the many human development opportunities presented by a low emissions, more resilient future (CDKN, 2010:1)[8]. Inherent in this definition is all-embracing planning that encompasses regulatory and fiscal measures, spans all climate sensitive sectors (mainstreaming) and is buttressed by an appropriate coordination mechanism. Indeed, integrated planning is pivotal for successful CCD, and requires the incorporation of domestic (and international) climate change objectives into country-wide development planning processes, as well as integrating planning across sectors. This is being termed National CCD Planning and is the focus of the Lesson Learning Project.

For the above mentioned endeavour, the LLP defined four research themes:

1. Institutional arrangements and coordination

This was taken to mean questions about the policies, institutional architecture and considerations of leadership for CCD.

2. Planning and budgeting

This refers to the issues of how national planning and budgeting mechanisms enhance/hinder the implementation of CCD interventions.

3. Finance/funding mechanisms

This theme looks at both internal and external modes of financing CCD work. It encompasses not just climate funds but green economy, and is concerned with, for example, inconsistencies within policy areas from environment to industry and energy sectors.

4. Knowledge/evidence based (including capturing local knowledge) planning

This encompassed both the scientific and the tacit and local knowledge systems and how they influence decision making. This theme provides a distinct opportunity to consider both civil society and private sector engagement.

[8] Mitchell, T. & Maxwell, S., Defining climate compatible development, CDKN (2010), page 1.

2.4 SOURCES OF DATA AND INFORMATION

This report was based on data and information obtained from different sources namely:

Literature review

An expanded desk-based review of governmental, academic and NGO-authored documents was carried out, over a period of two months, supplemented as appropriate throughout the report writing period, by applying the content analysis technique[9]. This was particularly relevant in order to capture national policies and strategies around CCD.

Interviews

Twenty-three key informants from the government, NGOs, private sector and academia were interviewed. The interviews were conducted based on the research questions presented in Annex 1 of this report.

Focus group discussion

A group discussion was held at INGC with 4 staff members on October 16, 2013 and another one was held with 12 master students at the Faculty of Agronomy and Forestry Engineering on November 19, 2013. The master students were at the final stage of their course on disaster management as part of their master on rural development. Both discussions were on planning and implementing interventions on climate change, disasters and development in Mozambique. Besides these events, the LLL also attended a 3-day focus group organized by ACCRA (24, 25, 28 October 2013) to discuss Mozambique's planning, monitoring and evaluation (M&E) mechanisms on climate change. This workshop helped the LLP to get a deeper understanding on the national policy and institutional frames and efforts being made to set up an M&E system on CCD in Mozambique.

Validation workshop

A validation workshop took place on March 12, 2014 and was attended by 25 participants from the government, CSO, NGO and private sectors. The main objective of the workshop was to provide results of the lesson learning to those who took part in it, and further distil the lessons into meaningful and acceptable lessons for this report. It also provided a platform to solicit ideas and views on "what next?" in terms of how the lessons can be used and taken up in Mozambique and externally.

[9] Content Analysis is defined as a technique for making inference by systematically and objectively identifying special characteristics of messages (Horsti, 1969). In content analysis researchers examine artefacts of social communication which typically are written documents or transcripts of recorded verbal communication.

SECTION 3

Progress on CCD Policies in Mozambique

3.1 INTRODUCTION AND SUMMARY OF POLICY DEVELOPMENT

This section provides an overview of the CCD policy context while analysis and lessons learned on policies are presented in section 3.2.

Historically, Mozambique's institutional response to environment degradation and climate change can be traced back as far as 1994. Following the World Summit on Sustainable Development in Rio, 1992, Mozambique established the Ministry for the Coordination of Environment Affairs (MICOA) in December 1994. Mozambique ratified the three Rio Conventions – the Convention on Biodiversity and on climate change in 1995, and on Desertification in 1996[10]. Since 1995, the GoM has been embedding issues of environmental protection in the Five-year Government Plans (PQG), in the National Strategy for Poverty Reduction (PARP) as well as in the National Economic and Social Plans (PES) and District Economic and Social Plans (PESOD).

The concept and framework for National Adaptation Plan of Action (NAPAs) were globally discussed and approved by the Marrakesh Ministerial declaration in 2001 where countries agreed to create guidelines for the preparation of NAPAs and to establish Least Developed Country (LDC) expert groups to help develop NAPAs. NAPAs determine the eligibility to apply for the LDC fund managed by the Global Environment Facility (GEF). The first NAPA to reach the United Nations Framework Convention on Climate Change (UNFCCC) secretariat was from Mauritania (November 2004). It was not for several years until Mozambique focused more clearly on climate change adaptation. Due mainly to limited expertise to develop its NAPA, the Council of Ministers were only able to approve the country's NAPA on December 4, 2007 with the English version submitted to the UNFCCC secretariat in July 2008.

Many factors contributed to Mozambique developing its NAPA. The global context of the UNFCCC and Marrakesh Declaration was favourable for this, including the availability of financial and technical support from UNFCCC and GEF. Internally, the NAPA was developed mainly as a framework to adapt to the increased occurrence of disasters and to be eligible for global climate funds. The flooding of 2000, 2001 and 2007; the cyclones of 2000, 2003, 2007 and the drought of 2002-2003, 2004-2005 and 2007 have all triggered the need for the country to engage in NAPA (MICOA, 2007:1). NGOs and civil society organizations were also pushing the country to engage more firmly on the issue of climate change[11].

According to Villar (2010), the NAPA was the first policy document specifically addressing adaptation in Mozambique that was politically endorsed at the level of Council of Ministers.

The overall objective of the NAPA is to strengthen the national capacity to cope with the adverse impacts of climate change. It outlined interventions in four major areas namely: (i) strengthening the early warning system; (ii) strengthening the capacity of producers to cope with climate change; (iii) reducing climate change impacts in coastal zones and (iv) the management of water resources under climate change.

More recently, in 2012, the government approved the National Strategy for Adaptation and Mitigation to Climate Change (ENAMMC). The ENAMMC is developed around three themes:

a) Adaptation and climate risk management – addressing interventions around 8 strategic sectors namely Disaster Risk Reduction; Water; Agriculture, Fisheries and Food Security; Social protection; Health; Biodiversity; Forestry and Infrastructures;

b) Mitigation and low carbon development - addressing interventions around 4 strategic areas namely Energy; Industry; Land Use and Waste Management; and

c) Cross-cutting issues that include institutional and legal reform for climate change; research on climate change, and training and technology transfer.

In 2013, the government also approved the Mozambique Green Economy Action Plan which outlines interventions for Mozambique to embrace a greener economy. In between, other policies and strategies related to CCD have been approved by the government. Villar (2010) compiled a list of 29 legal and policy instruments relevant to CCD (directly or indirectly related to adaptation, mitigation, low-carbon development and resilience) that were approved in the period from 1994 to 2009. This research shows that, over the past 20 years, Mozambique has produced, per year, on average two policy frameworks related to CCD. Similar to the development of the NAPA, both external and internal drivers such as global protocols and funds, recurrent disasters and a push from donors and civil society organizations to address environment and climate change have all contributed to this policy context.

Figure 1 below portrays an overview of the key national policy framework related to CCD approved since 1994.

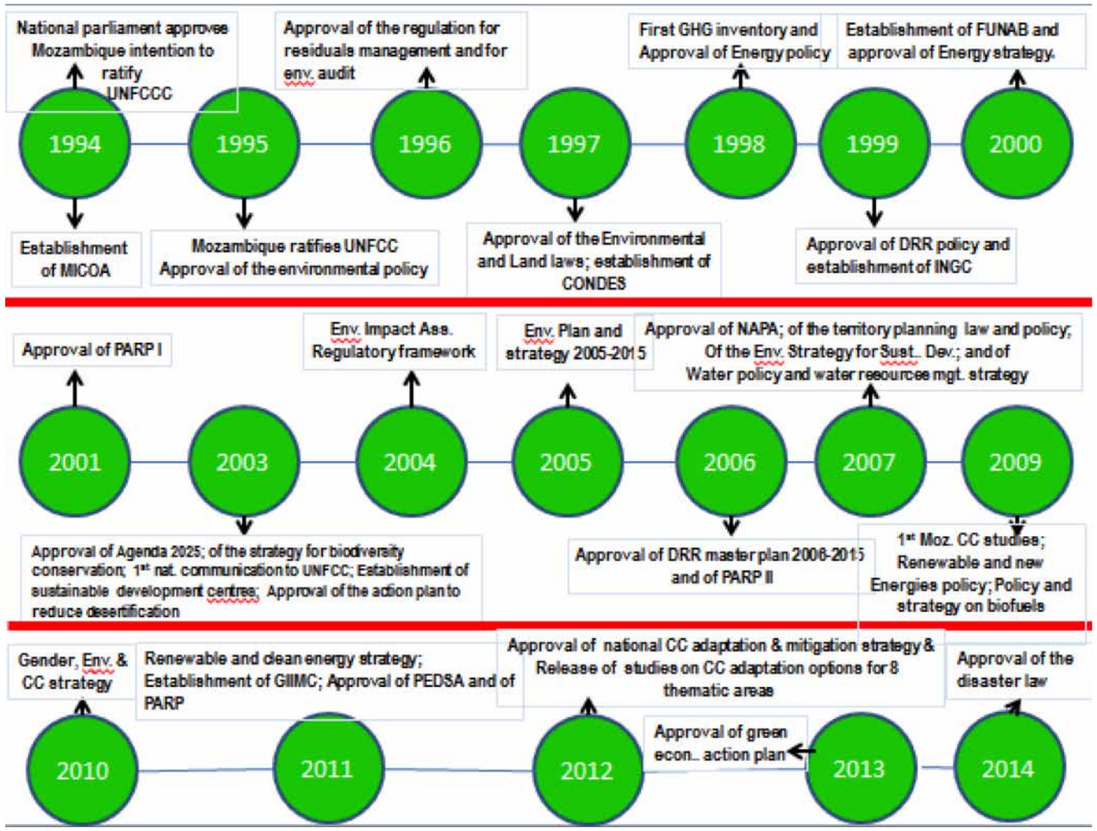


Figure 1: Depiction of key policies relevant for CCD

[10] UN Convention of Biological Diversity (1992) and UN Framework Convention on Climate Change (UNFCCC) "Rio" Convention (1992) and UN Convention to Combat Desertification (1994) entering into force in December 1996.
[11] Excerpts from the validation workshop group presentations

3.2 LESSONS LEARNED ON POLICY DEVELOPMENT

Figure 2 provides an overview of key lessons learned on policy development on CCD in Mozambique that are discussed further below.

Lesson 3.2.1
CCD requires long-term vision and political commitment

According to many interviewees, in Mozambique rapid policy development is correlated with strong commitment by the government on environment and climate change issues. Over the past years several large-scale adaptation and mitigation interventions have taken place. For instance government spends about USD 300 million of its annual budget on disaster risk reduction (DRR) across different sectors. Although this may look like a small amount, it represents about 5% of annual government budget and it is nearly the same budget allocated to the health sector in 2012 (USD 420 million, about 7.5% of the national budget)[12]. The government has also been pursuing specific programmes and has budget lines on climate change, on environmental education and on renewable energy[13]. The environment regulatory framework has helped to increase the size of protected areas to about 24% of the national land area, representing more than twice the international requirement from the biodiversity convention of at least 10% (MICOA, 2012). According to government officers interviewed, the President of Mozambique, Mr Armando Guebuza, has been a key figure in this process. Along with the regulatory framework, the President himself has been promoting the initiative "One student one tree and one leader one forestry" (*um aluno uma planta e um líder uma floresta*) since 2006, in order to increase environmental awareness and forested areas. Due to these efforts on environment protection, in 2011 the Mozambican President received, the 'Gift to the Earth' award by the Worldwide Fund for Nature (WWF) for his leadership on environment.

Policies and budgets to expand clean and renewable energy, such as from hydropower outlined in the energy policy and strategy, are also contributing to the mitigation of climate change. Over the past 10 years, the government has expanded hydropower energy access to nearly all districts. However, in the short to medium term since the new petroleum law (approved by the parliament on August 15, 2014) says 25% of gas produced must remain in the country to boost national industry and there are plants in pipeline to convert coal and gas into electricity. So electricity may become less green in the near future in the attempt to grow the economy and exploit natural resources. Hydropower electricity production has increased by 50% in 10 years from 2000 to 2011 jumping from about 9.6 GWh to 16.5 GWh, while electricity production from diesel has reduced from 41.6 thousand MWh to just 99 MWh (Ministerio de Energia, 2012:57). By 2012, about 38% of the 23 million Mozambicans had access to clean energy (6 million people have access to hydro power and an additional 3 million to solar panels[14]. In February 2015 private hydro power companies were given the go-ahead to construct two hydro-electric plants along the Zambezi River that will produce 1,000 megawatts of electricity at a time[15]. The approval of the National Green Economy Strategy and respective Action Plan, which supports the link between climate change and natural resources, may push the country to move forward to an environmentally friendly economy, reinforcing the long-term political commitment for CCD.

Respondents from the government sector have highlighted these developments as evidence of political commitment and a long term vision by the government and have referred to this as crucial for CCD. However, in the validation workshop, participants from civil society were sceptical about new developments on coal and on timber logging. The country is expecting to start burning coal to produce electricity and timber logging has increased steadily on what some have called 'Chinese takeaway' (Mackenzie, 2006). As one participant from the civil society put it:

> **"We need to be clear that all efforts so far may be multiplied by zero if we are not able to control timber logging and do not know what to do with the coal."**

[12] Group discussion at the INGC
[13] Interviews at MICOA

Figure 2: Depiction of key policies relevant for CCD

Lesson 3.2.2
Global agendas and funding are highly relevant for pushing the national CCD agenda

Mozambique's commitment to environmental issues reflects, to a large extent, its commitments to global agendas. Mozambique ratified the three Rio conventions and many other subsequent global treaties. By ratifying, the country is obliged to pursue and report globally on its CCD measures. For this the country has also been entitled access to global funds created for countries to pursue the agenda. Respondents have discussed that because of global agendas, government can claim international funds and international donors can demand national action.

> **"Signing international treaties is important for us. Mozambique becomes eligible to funds and we, donors, can always use this to justify to our constituents in home countries why we are funding this country."** Interview with a donor representative

This is especially noticeable through the establishment of the Programme Aid Partnership (PAP) – a joint commitment by donors and national government to pursue 'good' development interventions across multiple sectors. Because of Mozambique's dependence on the international community (as from now about 40% of the government budget comes from external donors), international funds are still very relevant to frame and implement the national development agenda.

[14] Interview ministry of energy to media 25 November 2012
[15] http://www.ventures-africa.com/2015/01/mozambique-oks-construction-of-two-1000mw-capacity-hydro-power-plants (accessed 12th February 2015)

Lesson 3.2.3

Active national citizenship is relevant for global agendas on CCD to be turned into national policy frameworks

Interviewees pointed out that it is not enough that the country signs global treaties and accesses global funds. A strong national civil society is important for these to be turned into policies and national strategies. For example, in order that small scale farmers and poor households remain entitled to their land and forestry, a national campaign (*Campanha Terra*) was launched in 1995 which led to the approval of national land and forestry laws in 1997 that protect poor farmers and their environment – globally recognised as one of the best land laws in the world. It also helped in the settling of the National Council for Sustainable Development (CONDES) at MICOA.

After the 2000 great floods and subsequent droughts in 2002-2003, civil society organizations and the national media started to demand DRR measures more fiercely. This has helped, to some extent, INGC to speed up its internal restructuring process in 2005 and produce the master plan on disaster reduction in 2006[16]. Currently, many civil society organizations such as *Justiça Ambiental*, LIVANINGO, *Centro Terra Viva*, União Nacional dos Camponenes (National Union for Rural People - UNAC), Centro de Integridade Pública (Centre for Public Integrity - CIP),the Observatório do Meio Rural (Observatory of Rural Life - OMR), and Instituto de Estudos Socio-Economico (Institute for Socio-Economic Studies - IESE) are actively engaged in demanding good governance and sustainable development over natural resources.

Despite these efforts, this research found that the media debate on climate change is still weak and a champion NGO or civil society network/platform on climate change is also still lacking.

[16] Interview at the Conselho Cristao de Mocambique

Lesson 3.2.4

Disasters can catalyse national and global CCD political commitments

Disasters are a clear manifestation that the country's development path has not been resilient. Because of the socio-economic, political and environmental impacts of disasters such as loss of lives, destruction of physical infrastructure, and reduced economic growth, countries like Mozambique and international donors have been driven by the concern of preventing, reducing or nullifying these impacts.

An interviewee at the INGC put this very clearly by quoting how national and international development thinking has shifted after the 2000 great flood in Mozambique. The interviewee said that frequent climate related disasters such as floods and droughts have triggered development planning that is climate compatible. The Hyogo Framework of Action (2005-2015) which was agreed by signatory governments, including Mozambique, is also perceived as a step towards greater uptake of DRR within development processes. As one Masters student also pointed out in a group discussion:

> **"Mozambique is a victim of disasters but it also profits from it. We see how donors quickly respond to disasters and how government is pushed to do something to avoid the repetition… when disasters strikes you see the parliament asking the government how is it preparing for this to not happen in the future."**

These perceptions were stressed in the validation workshop where some participants pointed out how the establishment of national emergency response centres (CENOE) across the country and a department to deal specifically with drought areas (DARIDAS) are additional indicators of how disasters shape planning and catalyse funding.

Lesson 3.2.5

Policies are not enough for countries to pursue CCD

Nearly all interviewees stressed that Mozambique has produced good environment and development policies, but that policies are not enough. According to the respondents, existing policies are hampered in their implementation by limited coordination and even more importantly by limited human capacity to access existing funds. Overall policy implementation, as well as monitoring and evaluation, have been referred to as the main limitations and not the policies themselves.

Lesson 3.2.6

There has been limited harmonization of different policy frameworks

As seen from Figure 1, environment policies and strategies have been produced to help guide the development process. However, many interviewees stressed that the harmonization of these different policy frameworks is still low.

Some mentioned that policies on trade, transportation, infrastructure, agriculture, health and environment should be aligned as they have much in common and depend on each other. But this is not yet the case. As stressed by one interviewee:

> **"The number of car imports, which is set as an indicator of development, is increasing exponentially with very limited concern about pollution and environment degradation. And to have these cars running, roads are being quickly built with limited understanding of current and projected climate change impacts."**

In the validation workshop some suggested that this has to do mainly with the fact that policy and strategy development has been rapid, leaving limited time for comprehensive consultation and cross-sectorial harmonisation.

Others have argued that in some cases policies or strategies are donor driven and follow donors' or consultants' views of how things should look, actors who indeed may have a limited understanding of the cross sectoral context. Some others have claimed that this should be expected.

> **"In every context we can expect an initial stage of huge amount of policies which over time will become harmonized and more concise. So, Mozambique is in the normal and expected curve of climate compatible development, a new theme which still requires a lot to be learned."**

Lesson 3.2.7

Limited knowledge of the existing policies, especially in the countryside

Most of the interviewees believe that the overwhelming majority of citizens have limited awareness of the national governing laws and regulations, and consultation for policy development has been limited. Most do not know their rights and obligations and so have limited say on development interventions. This is further reinforced due to high rates of illiteracy, especially in the countryside. Limited dissemination of climate change messages has also hindered progress and the ability to advocate for local needs. It has been claimed that at this point in time – where investors are pumping many billions of US Dollars into Mozambique for natural resource extraction (such as for coal in Tete Province and gas in Cabo-Delgado Province) – a new wave of "campanha terra" with NGO champions on climate change and environment protection is needed to ensure CCD stays on track.

Key recommendations on policy development

From the interviews and discussions as well as from the analysis of the data provided above, the following key recommendations have been highlighted:

1. Mozambique needs to maintain its political commitment to environmental protection and sustainable development and make sure that new investments in coal, other minerals, gas and timber logging do not jeopardize CCD.

2. There is a pressing need for a strong civil society platform on climate compatible development, supported in its advocacy by a well informed media.

3. Donors should support the development of national human resource capacity to help unlock access to financial resources and effectively implement, monitor and evaluate policies and programs on CCD.

4. Key national and international policies and strategies on development, climate change and disaster risk reduction should be developed and disseminated in partnership between state and non-state actors.

5. Policy developments need to stress broad-based cross sectoral consultation and an in-depth cross-referencing of the existing related policy frameworks.

SECTION 4

Institutional Arrangements, Coordination and Leadership

4.1 INTRODUCTION AND SUMMARY OF INSTITUTIONAL ARRANGEMENTS, COORDINATION AND LEADERSHIP

This section provides an overview of the institutional arrangements, coordination and leadership for CCD. Analysis and lessons learned over these aspects will be presented in section 4.2.

Environmental management and climate change or climate risk management are cross-cutting issues; they are all-embracing. In consequence, they are relevant to many institutions. In Mozambique, the Ministry for the Coordination of Environmental Affairs (MICOA) is the coordinating institution of environment affairs and climate change issues. MICOA was established by the government in 1994 as the apex institution responsible for environmental and climate change related strategies and interventions. It is tasked with providing the policy framework and leadership to coordinate the different actors and interventions around environment and climate change.

To fulfil MICOA's mission, the government established a number of supporting entities with specific mandates. In 1997, the government created, under the Law nº. 20/97 of October 1, the National Council for Sustainable Development (CONDES). CONDES is a multi-sectoral council chaired by the Prime minister and represented by ministers of MICOA, Planning and Development (MPD), Finances, Transport and Communications, Agriculture, Public Infrastructure, Industry and Trade, Mineral Resources, Energy, Tourism and Fishing. CONDES is a key entity on environment and climate change as it has to guarantee a correct and effective coordination and integration of the principles and the environmental management activities in the country's development process. CONDES' secretariat is hosted at MICOA and funds for the functioning of the secretariat are channelled through MICOA. CONDES has also a Technical Council (CT-CONDES) composed of technical staff from the above ministries and from private sector and NGO representatives whose mandate is to technically advise the CONDES. Additionally, in 2000, the government established the National Environment Fund (FUNAB) under the responsibility of MICOA, whose mandate is to oversee funding of environmental and climate change interventions.

In 2011, the government established an Inter-Institutional Group for Climate Change (GIIMC) to provide advice and recommendations specifically on climate change issues. GIIMC is hosted at the CONDES secretariat and has similar representation as the CONDES technical Council (CT-CONDES) and in many cases the same technical staff attend both CT-CONDES and GIIMC. CONDES is higher level institution which oversees both CT-CONDES and GIIMC. The main difference between GIIMC and CT-CONDES is that while GIIMC is focused on climate change and includes representatives from different ministries, from the private sector and civil society organisations, CT-CONDES advises CONDES on a range of sustainable development issues.

In 2012, the government approved the National Strategy on Climate Change (ENAMMC). The Strategy mandated the creation of the Climate Change Unit (UMC) – settled in the CONDES' Secretariat since 2013. ENAMMC also recommended the setting of the National Centre for the Management of the Climate Change Knowledge (CGCMC) which is at the Ministry of Science and Technology (MCT). The main reason for creating these two institutions is that there were no dedicated and specialized units to oversee the coordination of climate change interventions neither to document nor disseminate climate knowledge. GIIMC established in 2011 is just an inter-institutional consultative body. The idea of placing CGCMC at the MCT is based on the idea that climate knowledge is more related to science and technology and should be better placed at the MCT but it will get all its support from universities and research centres. The UMC is mandated to coordinate and facilitate inter-institutional collaboration, prepare annual programmes and work plans, monitor the implementation of the ENAMMC and provide technical advice on projects and programmes on climate change. This is, to a large extent, a strategy set by the council of ministries to improve inter-institutional coordination. UMC is under the CONDES which, as mentioned earlier, is chaired by the country's Prime-Minister and includes a number of ministries. The UMC is technically advised by GIIMC, by the CGCMC, by the CONDES and CT-CONDES, all mentioned earlier, and also by the technical group on disaster risk reduction (CTGC) hosted at the National Institute for Disaster Management (INGC) belonging to the Ministry of State Administration (MAE). Social and economic planning is overseen by the Ministry of Planning and Development (MPD) and the budgeting is endorsed by the Ministry of Finance (MF). There are a number of donor institutions supporting climate change interventions (including the World Bank, United Nations Environment Programme (UNEP), United Nations Development Programme (UNDP), the Japanese International Cooperation Agency (JICA), African Development Bank (AfDB), European union (EU), Danish International Development Agency (DANIDA) and the UK Department for International Development (DFID/UKaid). The FUNAB is the funding entry point on climate change while the implementation of the national efforts on climate change is to be carried out by different actors from government, NGOs, private sector and community based organizations.

Figure 3 below depicts this institutional landscape.

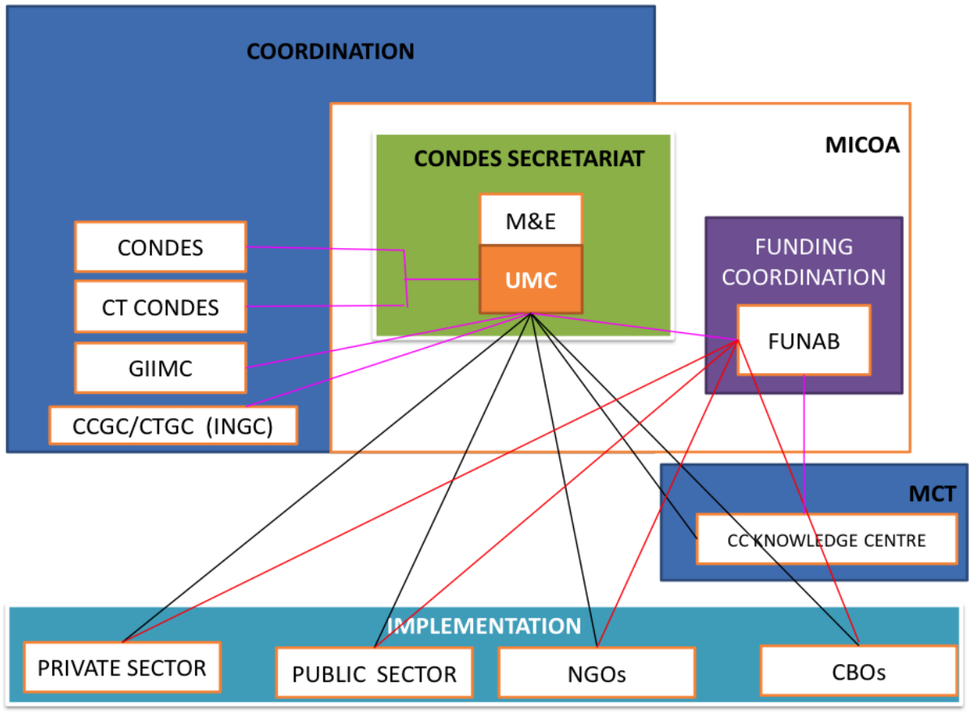


Figure 3: Climate change institutional architecture. Source: Artur et al., 2013 based on MICOA, 2012

Legend
(Black lines): focus on technical advice and M&E relationships
(Red lines): focus on funding relationships
(Pink lines): focus on advisory and coordination relationships

4.2 LESSONS LEARNED ON INSTITUTIONAL ARRANGEMENTS, COORDINATION AND LEADERSHIP

Figure 4 below outlines the key lessons learned on institutional arrangements which are further distilled below.

Lesson 4.2.1
There has been weak inter-institutional coordination

Various studies (e.g. Cabral & Francisco, 2008; Artur, 2011; CCM, 2011; Buján, 2013) have highlighted weak inter-institutional coordination on climate change issues. This has been also identified by the interviewees and participants in group discussions held for this research.

Climate change interventions in Mozambique take either the DRR approach which is led by INGC or the environmental approach pursued by MICOA. While both approaches are necessary and complementary, little synergy has been observed so far. Their structures and even their understanding of climate-related risks and impacts appear quite separate. INGC has its own political structures such as the Coordinating Council for Disaster Management (CCGC) and its Technical team (the Technical Council for Disaster Management CTGC) while MICOA has the CONDES and CT-CONDES. As some of those interviewed pointed out:

> **"The key issue is coordination. When disaster risk reduction and climate change are far from each other and tend to downplay and undermine each other then we have really coordination issues...**

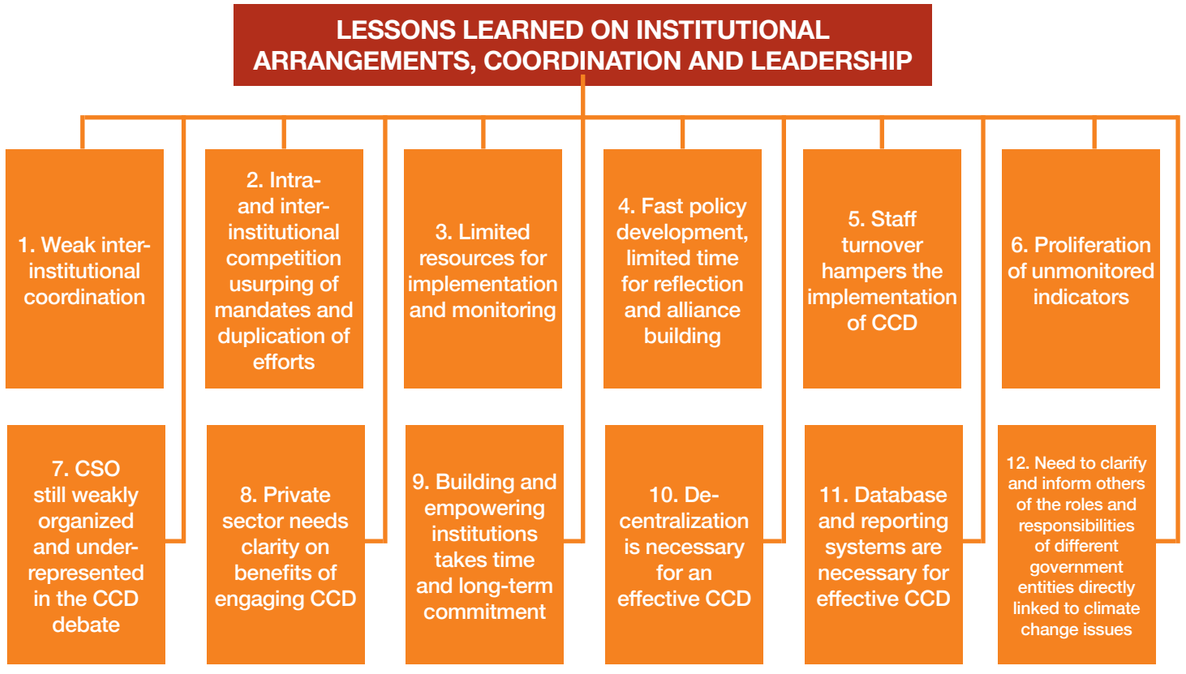


Figure 4: Summary of lessons learned on institutional arrangement

> **..For example, we have technical group on climate change and a different technical group on disaster risk reduction. Under limited resources context this brings along competition and lack of efficacy and efficiency. The problem is that all this separation starts from the top and goes down to local. I think there should be one technical team and political umbrella and funds should be put together. This would reduce competition and would allow easier coordination. We need same institution and same person deciding one climate change and disaster risk reduction. There could be probably two different directorates but under the same institution. The level of competition and misunderstanding is still too high!"**

On the other hand, the cross cutting nature of the environment and climate change issues is also a key challenge. Although this is amply agreed by MICOA and actors outside the MICOA, practical implementation has been poor. Interviewees have stressed that the existing environment/ climate change units created at the different ministries hardly function and link up with MICOA. Staff turnover, job burden and limited political power and technical capacity have all been described as contributing to low performance of these units.

The key learning is that a clear strategy for inter-institutional coordination is still needed. There are hopes that the UMC –currently supported by the World Bank under the Pilot Program for Climate Resilience (PPCR) –may play this pivotal role.

Lesson 4.2.2
The proliferation of policy frameworks and institutions with limited coordination has resulted in an unnecessary and unhealthy intra- and inter-institutional competition, usurping of mandates and duplication of efforts

Many interviewees claimed that the institutional setting of many policies and low coordination is leading to a fierce and unhealthy competition between actors for funds, visibility, expertise and other measures of organisational effectiveness.

Confidentially many interviewed have provided examples from their own institutions where departments hardly share information or are developing activities beyond their mandates, mainly driven by competition for funds. One staff member from a government institution said:

> **"We are actually the one doing the things but we have to get money either through the UN member organization or through another department within our ministry that came first and signed the contract. This is annoying because [this] consumes a lot of time, we have to share the funds and [this] leads to delays and ineffective interventions."**

Someone from the NGO group has pointed out that:

“You will be very lucky if someone tells you their funding opportunities and how to get funded on climate change. They fear you may grab their donor. Hence, information sharing on donors is very scarce among us NGOs.”

And someone from the UN system provided the following example of duplication:

“We are working with two different ministries. Once we went to visit a district and see the interventions. Each of the two ministries had to take its own staff, cars, etc. to go to the same district and see interventions very close to each other. I found this unnecessary duplication.”

Lesson 4.2.3

The speed of policy production has not been accompanied by related resources for implementation and monitoring

This issue was echoed by all the interviewees and also in the group discussions and at the validation workshop. As noted previously, there are many policies and strategies, yet these are typically ‘empty shells’ in terms of human and financial resources for their implementation. Among other examples people feel that the AGENDA 2025, the action plan to reduce desertification, the national strategy on gender, environment and climate change and the NAPA have hardly been implemented. For example, Mozambique was able to mobilize only one NAPA project funded by the Least Developed Climate fund at UNEP since the endorsement of its NAPA in 2008.

In the validation workshop someone from a civil society organization questioned who is demanding all these policy frames and why the country cannot just take a break and reflect back on their effectiveness. Many have agreed that is better to have a few good policies in implementation than a dozen which are not implemented or when implemented are not monitored and evaluated. A disclaimer is indeed needed here.

Donors interviewed have pointed out that, in many cases, although resources are a bottleneck, the capacity within government institutions to utilize funds and adequately report to donors is also a key issue. In some circumstances, government has been provided funds but was not able to spend it (all) or had spent but the audits were not properly settled. Bureaucracy and long command lines are also to blame for this. As put by a UNDP officer:

“We wanted to put resources closer to local levels. We went to district level and jointly, with local level authorities, we produced an action plan that we jointly thought was ready to implement. Then, we were told that due to the budget being considered high, an agreement with central level is required and someone from the central or provincial level need to be involved in bank affairs. So, due to this bureaucracy we ended by losing part of the finances.”

Lesson 4.2.4

The speed of policy production does not provide enough time for institutions to digest the content and to forge necessary alliances for action

The policy framework is evolving rapidly in Mozambique. MICOA produced the ENAMMC in 2012 and the Green Economy Action Plan in 2013. In 2014, a disaster management law drafted by INGC, which addresses DRR, adaptation and mitigation, was approved by parliament.

All are inter-related and necessary, but many interviewees have suggested that they have difficulties in dealing with this rapidly growing body of strategies and to find and forge the necessary funding and implementation alliances.

The outcome in most of the cases is that people end up being very selective on what they want to engage in and shelve other key documents.

A participant in the validation workshop pointed out the following regarding the ENAMMC:

“This has two sides: first the process was very rapid and we did not have enough time to digest and participate in policy production. And following the publication there is not much happening beyond the document production. On the other, it is also related partly on how the organizations themselves have time and commitment to be in and understand CC. We need on one hand that MICOA broaden the platform for discussion and on the other civil society organization needs more capacity building on climate change. The lesson learned from this first part of the issue is that following a policy formulation (e.g. ENAMMC) and its implementation a participatory time consuming exercise is required.”

Lesson 4.2.5

Staff turnover has been hampering the implementation of CCD

Interviewees and group discussants pointed out that there are some skilled staff knowledgeable in climate change and DRR, who are currently moving around from one institution to another and from one region to another without necessarily practising climate compatible development in the new posts. According to those interviewed, this has been producing gaps, slow down or lack of continuity in processes started because in many cases the replacement is non-existent or achieved very late and with people who require training. Examples provided include

people moving from the government to NGOs and the UN system, or district administrators and district technical staff moving from one district to another. Keeping in mind that climate compatible development is quite a recent paradigm, most institutions have not established the necessary "environment" to work with the approach and those knowledgeable people moving around end up in "hostile" environments for pursuing climate compatible development. At one interview someone provided a clear example of this:

> **"I know someone who was a key person on climate change at the UNDP. He left the institution to join the private sector (Vale Moçambique). When I speak to him whether climate change is an issue of concern he tells me "not much" and that he is working on something else."**

Staff turn-over is not a new issue. It happened in the past and will, under the existing market-oriented economy, continue to exist in the future. However, because of the novelty of the climate change issue, interviewees have stressed that turn-over from knowledgeable staff has a deep impact.

It has been difficult for the government to overcome this challenge as salaries and working conditions are less attractive when compared with non-governmental institutions. Government has tried to retain the staff by using a number of incentives such as:

- Improving working environments;
- Approving careers and promotions based on performance;
- Signing memorandums of understanding with key partners for capacity building;
- Sponsoring training and academic diplomas; and
- Helping staff in improving their housing status and transportation either by providing these or facilitating their access.

Lesson 4.2.6

The proliferation of policy frames and institutions has resulted in a proliferation of CCD indicators which are hardly harmonized, monitored and evaluated or baselined

This was a critical issue discussed at the ACCRA workshop. The MPD recognizes that there is a proliferation of overlapping development indicators, requiring data collection. This is important to monitor progress and proclaim any success on CCD. For example, the poverty reduction strategy (PARP) has a set of indicators, sectors themselves have their own set of indicators for each policy and strategy, and donors and government through the Programme Aid Partners (PAP) and framework (Programme Aid Framework, PAF) have additional indicators and so on. As a result, there have been too many indicators which are difficult or nearly impossible to monitor. The current idea by MPD, MICOA and other key government and non-government stakeholders is to have a set of CCD indicators for which government will seek to generate data to assess progress on CCD over time. A representative from the NGO World Vision at the validation workshop added:

> **"A further issue is that when you say this is a cross-cutting issue, it becomes an empty shell as it is supposed to be everybody's business and then at the end no one may really take a responsibility on monitoring and evaluating it. In my institution as elsewhere, I think the persons/ institution in charge of climate change needs to be provided sufficient support and power...**

> **It should be to some extent some written guidelines which show that you need to pass through there if you have to do some development related interventions. How to do this? For example, go and see the baselines that are produced before project intervention and you will see many of them have no indicator on climate change. So, one option should be to direct project managers to include one climate change related indicator and this would oblige them to integrate climate compatible development into their projects and programmes."**

Because of this recognition, in 2012 the government decided to create a dedicated unit – the Monitoring Department (Departamento de Monitoria e Avaliação) – within the MPD to provide the policy frame and key mandatory set of indicators for measuring CCD. This is currently under construction but until this becomes public and absorbed by different institutions the range of non-measured indicators will persist.

Lesson 4.2.7

Civil society organizations are still weakly organized and under-represented in the CCD debate

Climate change and climate compatible development are still new fields of knowledge in Mozambique and many actors especially from civil society are not yet well informed and skilled to engage in the debate. On the other hand, because climate change opens funding opportunities, many NGOs, as shown in the quotation above in section 4.2.2, are competing with each other for donors and funding. Additionally there has not yet been any coherent platform for the civil society organizations to voice their views on the issue. An initial idea was launched in 2012 by Save the Children and CARE for the establishment of a platform on climate change issues but this was not taken further. The government has created the GIIMC, a forum for discussion of climate change issues, but civil society organizations are still under-represented. Only two national NGOs participate individually in the forum and they do not represent any working platform neither the views of the entire civil society. These are also not really champions on climate change issues in Mozambique.

A common practice in Mozambique is that many NGOs act on a wider range of issues, partly depending on what funding opportunities are available. Hopefully, the discussion to create an NGO platform on climate change will re-emerge. Additionally, a number of NGOs (Comunidade Moçambicana de Ajuda, JustiçaAmbiental, Livaningo, Care, VisãoJuvenil) decided in 2014 to jointly developing a media and advocacy strategy on climate change. This may help to increase civil society voices on CCD in the context of Mozambique.

Lesson 4.2.8

Private sector needs clarity on the benefits of playing an active role in CCD

The private sector is crucial in the climate change agenda. Their intervention can help or hinder adaptation measures and importantly contribute to or undermine mitigation.

The sector is fast growing in Mozambique especially around agriculture, coal, other minerals, oil and gas, but it is nearly absent in the climate change debate. As argued by the representative of the private sector in an interview, the private sector largely does not see tangible results of engaging in the climate change discourse.

Those who attempted to apply for the Clean Development Mechanisms (CDM) have seen their proposals rejected either nationally or

at the international levels and furthermore the requirements to access the climate funds are beyond the capacities and means of most local private sector organisations. The private sector has been invited to participate in the national dialogue through trainings and workshops, and has a seat on the FUNAB, CONDES and at the GIIMC board, but their participation in these forums has been inconsistent and limited.

The representative of the private sector claimed that there is a need for a much more persuasive communication strategy to engage the private sector. The strategy should focus more on what gains the private sector can achieve by engaging in CCD.

Currently there are misconceptions such as that engaging on mitigation is about increasing production costs because it includes technology upgrade and fulfilling environmental targets, which most see as unrealistic for their business unless special funds are easily available for the transition. As it was put:

"Private sector is about business. They have to see what business opportunities are there. They have to learn and be convinced that by embracing climate change they may reduce production costs, have less taxation, have privileged access to financial loans, etc. If this is not clear for them you cannot expect them to join the agenda."

However, government officials see this quite differently. As some interviewees pointed out:

"In the private sector there are people who really care about the environment and climate change issues such as those working on environment related tourism in parks and reserves and should be praised. There is also a 'selfish private sector' which looks only at short term revenues at expenses of climate compatible development and those need to be sensitized and penalized whenever necessary."

Lesson 4.2.9
Building and empowering institutions takes time and long term commitments

As stated above, climate change is a new field and the policy framework is just emerging. For instance, the UMC, GIIMC, CGCMC institutional forums are just in the process of being settled and embedded. Interviewees concurred that people should not expect fast results. It will take time in order for this to be fully operational and contribute meaningfully to national CCD planning. As political commitments do exist from the GoM and financial and technical commitments from donors, this issue is on a good path. In the interviews, there was an overall agreement that in order for newly established institutions to flourish there is a need for supporting the efforts and providing time and necessary backup for goal setting and support to reach initial achievements.

This was highlighted as the role of all the stakeholders, but in particular the government needs to continue to provide political, human and financial support, as well as donors.

Lesson 4.2.10
Decentralization is necessary for effective CCD

Over the past seven years the government has implemented a decentralization process from which investment decisions at local level are discussed and agreed by local consultative councils (*ConselhosConsultivos*) made of representatives from different local structures (such as churches, women's and youth groups, traditional authorities, government representatives, and local community based organizations). This has helped to create local ownership, ground decisions locally and implement interventions efficiently. As a result of the decentralization process it has become easier for local vulnerable people – who are most directly affected by climate change impacts – to demand and provide feedback on CCD approaches.

All interviewees have cherished this process and agreed it to be relevant for CCD. Note however that there are budget limits for local autonomy and decentralized applications. As quoted above, certain amounts need clearance from the higher levels and therefore a balance needs to be maintained between large scale activities which have to be nationally coordinated and those which are locally selected and managed.

Lesson 4.2.11
Database and reporting systems are necessary for effective CCD

Currently there are many organizations working on climate change issues, but few know where the resources are found, how they are used and what outcomes are achieved. There is no database and reporting systems. This is leading to a lack of documented lessons learned and organizations trying to implement things that have already been tested and did/did not work. This was experienced by organizations interviewed such as UNAC, LIVANINGO and CCM.

The settling of Unidade para as Mudanças Climáticas (Climate Change Unit – UMC) and Centro de Gestão de Conhecimento em Mudanças Climáticas (Centre for Knowledge Management on Climate Change – CGCMC) are expected to overcome this. As mentioned earlier, UMC is charged with coordination while CGCMC is expected to gather and manage climate information and actors across the country.

Lesson 4.2.12
Need to clarify and inform others of the roles and responsibilities of different government entities directly linked to climate change issues

A number of governmental institutions play roles on climate change. As previously explained, MICOA is the leading institution but there are also the INGC, the MPD, the Ministry of Finance, the Conselho Nacional para Desenvolvimento Sustentável (National Council for Sustainable Development – CONDES), the UMC, the Fundo National Ambiente (National Environment Fund – FUNAB), the Grupo Inter-Institucional para Mudanças Climáticas (Inter-Institutional Group on Climate Change – GIIMC), the CGCMC, the Conselho Tecnico de Gestão de Calamidades (Technical Council for Calamaties – CTGC), and the Coordinating Council for Disaster Management (CCGC) just to refer to some. Although some roles are clear there is also a lot of overlap between them. For instance in many cases people attending the GIIMC are also part of the CTGC and CONDES and play a similar role as the CCGC. FUNAB and the Ministry of Finance both work on finance and need to clarify their roles and coordination mechanisms; similarly MPD and UMC that oversee projects and programs on development and on climate change also need to connect better to avoid duplication and misunderstanding. Different institutions with little coordination and unclear roles bring along ineffective CCD. As someone from the NGO put it:

"We are getting confused who to link with. Sometimes MICOA appears to be the right partner, but you will find also others working on a similar issue as you partnering with INGC or MPD."

Key recommendations on institutional arrangements, coordination and leadership

The following emerged as key recommendations on institutional arrangements, coordination and leadership:

1. Mozambique has created a detailed institutional set-up. However, there is still a need for a clear inter-institutional communication strategy and clarity on the roles and responsibility of each institution working on climate change.

2. Coordination and leadership does not happen just because there is a policy mandate. Coordinating leadership is needed for the on-going effort of engaging partners in a transparent and systematic manner in processes that affect their everyday lives. It appears that MICOA still needs support (in terms of human resources and financial means) to undertake this task.

3. Many stakeholders are not aware of climate change funding opportunities neither are they institutionally prepared to mobilize and manage climate funds. There is a necessity to disseminate funding opportunities as well as provide additional training on how to mobile and manage climate funds.

4. The private sector is increasingly recognized as a key partner in addressing climate change. In Mozambique the government still needs to provide an enabling environment for the private sector to see the benefits of participation and then be active partners in the climate change agenda. But the private sector itself needs also to be very proactive on the issue. Parallel to this, CSOs currently playing mainly a peripheral role, need to be more proactive and supported to strengthen their position on climate change.

5. Staff turn-over will continue to be a key challenge, but by increasing the number of people with knowledge on climate change and CCD the impacts can be reduced. It is also very important that within institutions climate change and climate compatible development is aggressively supported as a cross-cutting issue as through processes of institutionalization this would also reduce the impacts of staff turnover.

SECTION 5

Planning and Budgeting Mechanisms

5.1 INTRODUCTION AND SUMMARY ON PLANNING AND BUDGETING MECHANISMS

This section provides an overview of the planning and budgeting mechanisms in Mozambique. Analysis and lessons learned over these aspects will be presented in section 5.2.

The planning and budgeting system in Mozambique is a co-responsibility of the MPD and the Ministry of Finance. The national planning process, the responsibility of MPD, is based on the long-term global development agendas (e.g. MDGs, SADC development vision and the national long term vision outlined in the Agenda 2025). Altogether, these agendas help frame the government's mid-term five year's development plan (Plano Quinquenal do Governo-PQG), and the five year poverty reduction action plan (Plano de Accão para Redução da Pobreza- PARP) with these last two ultimately directing sectoral strategies and plans.

The long and mid-term strategies are operationalized through annual plans and budgets (Plano Economico e Social-PES at national level and Plano Economico e Social e Orçamento do Distrito-PESOD at district level), which are approved jointly by MPD and the Ministry of Finance. The PES is submitted to the Council of Ministers for approval before it goes to parliament for the final endorsement.

The national planning system is either geographical/territorial (national, provincial and district development plans) or sectoral (each sector has own strategies and plans for its higher performance) and the funding mechanisms follow a similar pattern. MPD makes sure that each plan contributes to national mid and long-term plans and has a national monitoring directorate to check the implementation and gather performance data.

Only donor funding and donor projects that are channelled through the PESOD or PES show up in MPD plans.

Annual planning starts at the district level. Then the District PES go to the provincial level where the plans and budgets are scrutinized by the Provincial Directorate of Planning and Finance (DPPF) for consistency, feasibility and links with PQG and PARP. Then, the district PES are harmonized and feed the provincial PES which after clearance from DPPF feed the national PES which is critically reviewed at the national level by MPD and MF before going to the Council of Ministers. Along the chain, the sectors make sure that the proposed interventions are also aligned with their own sectoral strategies while MPD and MF provides sectoral budget ceilings.

Over the past five years (since 2011) national planning has been based on the programmatic/result based approach (Planificacao por Programas) meaning sectors budget their plans along a number of programs defined in the PARP and PQG. It is within this new framework that the government approved a specific programme and budget line on climate change in 2011. It must be noted indeed that besides this programme there are a number of other programmes that directly address climate change such as on Environment Protection and on DRR.

The State Budget (OGE) allocated to these different levels and actors is based on the mid-term fiscal scenarios (Cenário Fiscal de MedioPrazo-CFMP) which indicate prospectively possibly available funds for upcoming years. The fiscal scenario is designed on a three-year horizon. MPD monitors and advises the plans implementation and does the reporting of achievements, while the Ministry of Finance does budget audits.

5.2 LESSONS LEARNED ON PLANNING AND BUDGETING

At the introduction of the report we have outlined how climate change is challenging development efforts in Mozambique. Due to this challenge, the government has embraced climate change into its planning and budgeting system. Over the period of implementing planning and budgeting climate change the following lessons have been highlighted, as seen in Figure 5 below:

Lesson 5.2.1
Planning for CCD requires climate change knowledge

The planning for CCD requires availability of specialized information on the inter-linkages of climate change and the various sectors, at a resolution that is practical for planning at different levels (from local to national). Recent studies have provided insights into the biophysical impacts (Queface and Tadross, 2009; Cosgrave *et al*. 2007; INGC, 2009), and socioeconomic impacts (e.g. World Bank 2009; INGC, 2010; World Bank, 2010) of climate change.

The inter-linkages between climate change and land, water and forestry sectors were explored by MICOA (2012). At the time of writing, MICOA was mapping the national natural capital, to feed into the National Green Economy Strategy. All this knowledge was and will be pivotal for the integration of climate change into the planning and budgeting system.

MPD has been strengthening its capacity to embed climate change into the planning process. Over the past five years and through a number of programs such as the African Adaptation Programme (AAP), the African Climate Change Resilience (ACCRA) programme and Tracking Adaptation and Measuring Development (TAMD), a number of MPD staff at national, provincial and district levels were trained on how to include climate change in planning.

Apart from the training programmes mentioned, at the central MPD in Maputo there is a focal point on climate change issues who provides advice on the issue whenever solicited, or in partnership with MICOA, to organize trainings for other institutions.

Despite these achievements, many sectors still lack climate change knowledge to allow for proper budgeting. Building codes under climate change are currently not available and roads, houses and many other public infrastructure are being built using the "business as usual" approach. This is a short-term and risky exercise which costs a significant amount of money every year, and could lead to mounting longer term costs.

Figure 5: Summary lessons learned on planning and budgeting

Lesson 5.2.2
Different perceptions of climate change within institutions limit coherent and coordinated planning and budgeting

Each institution or department or group within each institution appeared to have a particular and sometimes different perception of what is climate change and how it affects institutional or sectoral performance. Because of this diverse understanding, arriving at a commonly agreed budget that considers issues of climate change has been very challenging.

Leadership and knowledge on climate change and sectoral impacts and adaptation measures appears highly relevant for coherent institutional planning and budgeting on CCD.

Currently climate change knowledge is limited in many departments and the ones having this view tend to be downplayed. As one interviewee pointed out:

"Nobody will do something just because there is a strategy on climate change and MICOA is the leading institution. There is a need for strong lobbying, lot of information dissemination and commitment by decision makers at different line ministries and institutions. Unless this is done and different departments have a shared view of how relevant is climate change into planning and budgeting, budget on climate change will be limited and business as usual will prevail."

Lesson 5.2.3
Government is far ahead in planning and budgeting CCD compared to CSOs and the private sector

From all the interviews it emerged that the Government of Mozambique, through its policies, strategies and institutional settings, is far ahead on climate change discourse compared to other national stakeholders especially the CSO and the private sector. Many NGOs have neither a strategy nor any action plan for intervention on climate change; interventions on climate change are more ad hoc, in many cases driven by funding opportunities from donors; this is also observed with the private sector. All this reflects the limited participation of these actors on the climate change debate as discussed in the previous sections. Although appropriate leadership from national government is positive, a lack of civil society participation in decision-making is counterproductive for the debate, design, implementation and good monitoring of climate change interventions.

Lesson 5.2.4
Decentralization of budgets pays off

In 2003, the government approved a decree law which provides local authorities (at the district level) the power to decide on the main development interventions (law 8/2003) and in 2005 approved the regulatory framework for the application of the law (regulatory frame 11/2005). From 2006 onward, the government started to provide funds for local development known as Fund for Local Development (FDD). Individuals apply for the loans in competitive annual rounds and are expected to reimburse the rolling fund at a subsidised interest rate. Ever since, districts have witnessed an increased expansion of agricultural production and commercial activity. Despite critics around eligibility criteria and limited reimbursement, all interviewed have praised the decentralization process. Many have suggested that this has helped many households to reduce their vulnerability and adapt to climate change[17].

Lesson 5.2.5
Planning for climate change requires a different mind set

One of the key concerns over why Mozambique's economic development has been systematically affected by disasters despite the evolving knowledge on DRR and climate change adaptation is the mind set of policy makers. One example of this could be the case of the prevailing mind set relating to what is budgeted for.

Due to funding constraints, the budgeting system still aspires to "business as usual" – so for instance, instead of building fewer, but stronger schools to resist cyclones and strong winds or flooding, the aspiration is still to have more schools at lower price and quality. With such a budgeting system developed with limited considerations of future climate trends, people and institutions can hardly change their usual practices and thus the damages remain and multiply. Interviewees have stressed that the government has to shift from the approach of doing a lot with little (meaning attempting to build a lot of infrastructure at low cost that is wiped away easily) to an approach of doing little with a lot [meaning doing less but robust (costly) infrastructure] so that we can have resilient infrastructure. However, this is easier said than done.

As pointed out by a representative from the Ministry of Education at the validation workshop, when thousands of children are studying under a tree, there is-pressure to build more schools instead of better ones. Therefore there is an issue of both mind set and what is needed in terms of awareness changing, to inform policy makers' perception of climate risk and what it is possible to change through a more proactive planning and budgeting approach.

Lesson 5.2.6
Definition of priority intervention areas for CCD is contentious

The decentralization process has provided room at the local level for local actors to propose their own development priorities. But local levels have limited control over the funding. The final plan and budget, as presented at the introduction of this section, depends heavily on the perception at the provincial and national levels, and local priorities can end up being vetoed and replaced by what province and central levels perceive as more important for the national agenda. This can mean that climate change and climate and development issues stay way down the priority list, particularly in light of the pressures related in 5.2.5 above. This local level priority setting has been contentious and there are a number of governance issues related to this. One staff from the MPD has put this conflict in the following terms:

"Sometimes, district or provincial levels can plan activities with no real impact on the national agenda. While the central level can advise lower levels not to include, there is no control system to check whether such activities have been really excluded and either the districts have not added other ones. In addition, it is noticed that, the level of access to funds by a province or district depends in some cases on lobbies that each directorate is able to make. We have seen key directorates with very limited funds while others had extraordinary increases. Under such circumstances planning and budgeting climate compatible development is extremely difficult and even harder with limited M&E system."

[17] MPD (Ministério da Planificação e Desenvolvimento), 2009. Relatório Balanço da Implementação do Orçamento de Investimento de Iniciativa Local 2006 – 2008. Maputo: Governo de Moçambique.

Valá, S., 2010. O Orçamento de Iniciativa Local e a Dinamização da Economia Rural em Moçambique. Economia, Política e Desenvolvimento, Volume 1, Número 2. Revista Científica Inter-Universitária, pp. 27-51.

SECTION 6

Funding Mechanisms

Key recommendations on planning and budgeting for CCD

The following emerged as key recommendations on planning and budgeting:

1. There is still a need to expand knowledge on planning and budgeting climate change related interventions.

2. The GIIMC or the CGCMC should be involved in the planning and budgeting system as technical advisers on the PES and PESODs.

3. The planning system needs to shift from a reactive approach to investing more in a climate resilient future, such as with respect to infrastructure investments.

4. Decentralization needs to continue and be expanded. Additionally, as local levels improve their performance on financial audits and increased their expertise on CCD more financial autonomy could be allowed.

6.1 INTRODUCTION AND SUMMARY ON FUNDING MECHANISMS

This section provides an overview of the funding mechanism for CCD. Analysis and lessons learned over these aspects will be presented in section 6.2 and can be seen below in Figure 6.

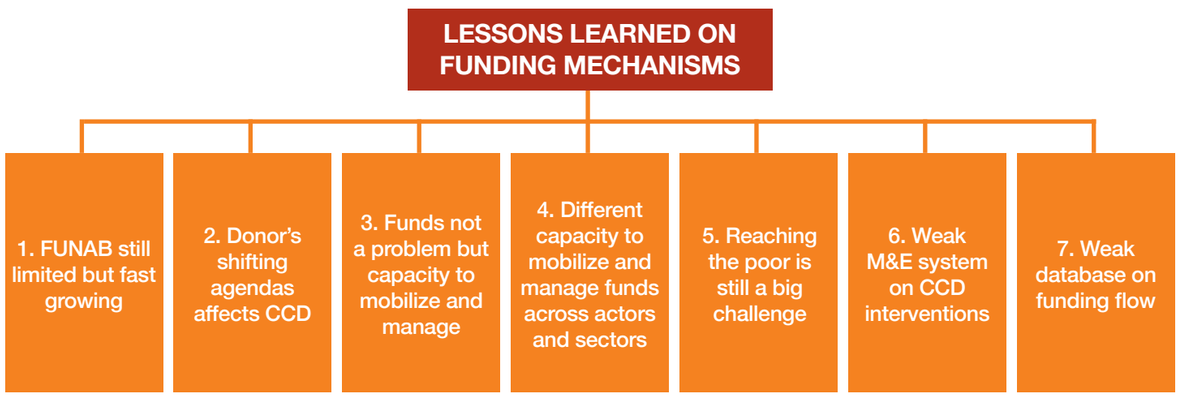
Historically, Mozambique's development has been dependent on international aid. At present, about 40% of the government budget comes from donor support, while the survival of most of the NGOs and the CSOs depend entirely on the international donor community and their supporter base. These circumstances shape how CCD interventions are designed, funded, implemented and evaluated.

Overall, CCD is funded through domestic and external sources, the latter holding the biggest share. Domestically, the government has been funding CCD interventions through the Orçamento Geral do Estado (National Budget – OGE). In order to implement interventions on climate change mitigation and adaptation, funds are allocated to the most relevant sectors i.e. the energy sector, environment, agriculture, mining, tourism and the INGC.

Bilateral and multilateral funds represent the majority of funding on climate change interventions. Although no clear figures are easily available, there is a consensus that the country has been receiving a considerable amount from international funds to pursue CCD. The lack of clarity is because there are different routes that external funds are channelled into Mozambique, only some of which can be fully incorporated into planning and implementation systems: (i) through OGE at the Ministry of Finance; (ii) through 'broker' institutions such as UNDP or World Bank; (iii) directly to an implementing agency such as a ministry or an international or national NGO. At this point and in order to set a coherent database on funding, the government is using the funds provided under the PPCR programme to set the M&E system on climate change. This process includes technical support from the World Bank that is working closely with MICOA and MPD.

Additionally, because of dispersed entities receiving and managing external funds and the related logistical, coordination and other implications, the government, through the Decree no. 26/2011 of June 15 2000 and the ENAMMC, has designated FUNAB, which oversees funding of environment interventions, as the national entity to mobilize and coordinate climate funds. FUNAB's role is discussed further in the next section.

Figure 6: Summary lessons learned on funding mechanisms



6.2 LESSONS LEARNED ON FUNDING MECHANISMS

Figure 6 summarizes the key lessons to be discussed on funding mechanisms:

Lesson 6.2.1
FUNAB is still limited but fast growing

FUNAB was created in 2000 with the mission to promote environmental management interventions and serve as a contingency fund for environmental accidents. In that sense, FUNAB emerged long before a climate change discussion began in the country. In 2011, FUNAB was allowed to move beyond environment promotion and responses to environmental accidents, to generating and mobilizing funds to finance interventions on clean energy and responses to climate change. Taking that mandate into consideration and the long experience of FUNAB in funding environment issues, the national strategy on climate change, approved by the government in 2012, also decided that FUNAB was well placed and should be the National Implementing Entity (NIE) for Adaptation Funds.

At the time of writing, the process of accreditation to become the NIE had begun with the initial support of UNDP, UNEP and the World Bank. In 2010 KPMG – another partner - was appointed and funded by the Climate and Development Knowledge Network (CDKN) to assess FUNAB's capacity in relation to the requirements for successful accreditation. FUNAB has become familiar with the NIE application requirements.

At the time of writing FUNAB had resolved internal governance structures to meet the Adaptation Fund Board's criteria. It had developed a new organizational chart and with the support of the World Bank, hired a Finance and Procurement specialist and trained its staff in project design, management, monitoring and evaluation. Tools for procurement and the M&E system were in place and the institution has drafted its new strategic plan (2015-2020). Based on these developments FUNAB is now the registered and is enrolled in the Adaptation Fund's system. At the time of writing, FUNAB was selecting and organizing the documentation in order to complete accreditation (Maló and Munhequete, 2014).

But FUNAB's capacity is not limited to adaptation funds. It has the legal mandate to lead overall funds on environment and climate change. These can be the Adaptation Fund, Green Climate Fund or any other that may require different criteria. As pointed out by the FUNAB CEO in an interview in September 2013:

> **"We are at the turning point. Either we change to lead in this process or we may be left out. We decided that we need to change to lead the process. Hence key steps and radical changes have been taking place. First we decided we need a direction and now we are finishing our strategic plan (2015-2020) which sets the direction. Second we decided for inclusiveness and our board now includes new stakeholders such as private sector and soon will include academia and CSO. Third in order to access climate funds there was a capacity assessment to FUNAB which outlined our strengths and main weak points and CDKN and KPMG have helped us to overcome these weak points. These were mainly around administration norms and rules...**

We have now settled a Result Based System, we have a monitoring and evaluation system and we are finalising the resource mobilization strategy. We have also recruited 2 additional staff members to help improving financial management and we are still discussing further measures. We want stakeholders to believe in FUNAB and we don't want to look like but we want to be."

But the CEO has also noted:

"…the restructuring process was not meant for the accreditation for the AF but importantly for ourselves so that from now on we can build trust and credibility. When you are credible all people will join you."

Lesson 6.2.2
Donors' shifting agendas affect CCD interventions in Mozambique

In the previous section it was stated that government as well as NGO budgets depend to a large extent on donors.

Some interviewed, such as at UNAC and CCM, have stressed that some donors had faced difficulties in complying with their promises over the past five years either because they withdrew funding due to the global financial crisis or because they shifted their agenda. In the annual meetings with the national Budget Support donors (known as G20), the Government has repeatedly stressed the impact of this issue to donors. This affects planning and implementation as exemplified by the quotation from a staff member from one NGO:

"We had three years ago a livelihood project which included forest management and agriculture. It was for 5 years. Then, at the end of the first year we were told that the project would be reduced to 4 years due to financial crisis. Then after the second year we were told that part of the budget would be channelled for good governance and gender equity so, the livelihood budget was cut and some of my colleagues were dismissed even before the 4th year."

Another has added:

"One critical issue on funding is that we depend on donor's interest. They define the lines and we have to dance their music. So, if it is not a priority for donors, then we don't have funding and have to move to new themes. The result is what happened in 2008. Due to financial crisis, lots of civil society organization scrambled because funds became very limited."

Lesson 6.2.3
Funds in themselves are not the main problem but rather the technical expertise to mobilize and manage global funds

Despite a discourse on lack of funds for implementation of policies and strategies on climate change, people that attended the Validation Workshop in Maputo, March 2014 have noted that the problem is not the non-existence or changing nature of international funds but rather the national technical capacity to access them. This is because funds are provided under competitive bids and for such endeavours institutions need people to write good proposals in English, which is the main challenge. MICOA (2012) has provided a list of more than 25 funding sources on climate change and many staff at national level have been trained on project writing, but when it comes to writing a good legible proposal in English, institutions are blocked. Most of the projects on climate change in Mozambique are developed by contracted English speaking consultants or by the UN (English speaking staff) through its different units. This is highlighted by the NAPA. Although the NAPA was approved in 2007 and climate funds for NAPAs have been there ever since, only one NAPA project has been secured which was actually written by an international consultant. A staff member from UNDP has pointed this out in the following terms:

"If one looks back, Mozambique received lot of funds after the 2000 flooding when lots of international staff were still around but then I think we were not able to sustain that amount of funds. On the other, we have had good progress on DRR over the past years and we need to make sure that we will be able to sustain these progresses and this will require funds over time. I think we have people able to do things in Mozambique even to write good proposals. People have limitations to express themselves in English but there are good and well qualified people around in Mozambique."

Someone interviewed from the government has also pointed out:

"I think technical capacity is still the main handicap. But I think after the approval of the national climate change strategy the national capacity will grow because it forces different institutions to think and act on climate change."

Lesson 6.2.4
There are different capabilities to mobilise and manage climate funds across actors and sectors

Climate change knowledge is concentrated at a higher national level and is almost non-existent at the local level – from where planning and budgeting of CCD starts. This distortion implies that the difficulties to mobilise funds for CCD are more pronounced at the local level. Apart from this bottom up inequality there is intra and inter-institutional differentiation on climate change knowledge and fund mobilization. Within the government MICOA, MPD and INGC appears capable in

mobilizing funds while many others, especially those that are service provides such as health, education, sports and so on, are far behind. Between institutions it also can be claimed that UN units and international NGOs are better placed than local ones, and these better placed than the CBOs. The key lesson is that we cannot put every institution in the same box because there are so many differentiations. For instance, interviewees from the Ministerio do Turismo (Tourism Ministry – MITUR) have shown the difficulty they are facing to understand the links between climate change and tourism:

"We wanted to apply to funds on climate change. Our idea was to write on the conflict wildlife-important for tourism and human settlements in relation to climate change. We had serious problems on how to link these two. We asked support from MICOA and had some training from an expert from outside the country to link up tourism and climate change. Then we were able to say that climate change is putting additional pressure on people and wildlife for water and food and because of that contacts are becoming more frequent between the two."

Lesson 6.2.5
Reaching the poor is a big challenge and targeting is needed

Most of the poor in Mozambique live in rural areas and depend on agriculture and ecosystem services for their livelihoods. About 90% of the total cultivated land is tilled by small scale subsistence farmers. But agriculture, which employs most of the vulnerable poor people, has been stagnant or in decline over the past 10 years, as shown in figure 7 below on productivity with respect to yield of cereals and pulses – two of the main crops.

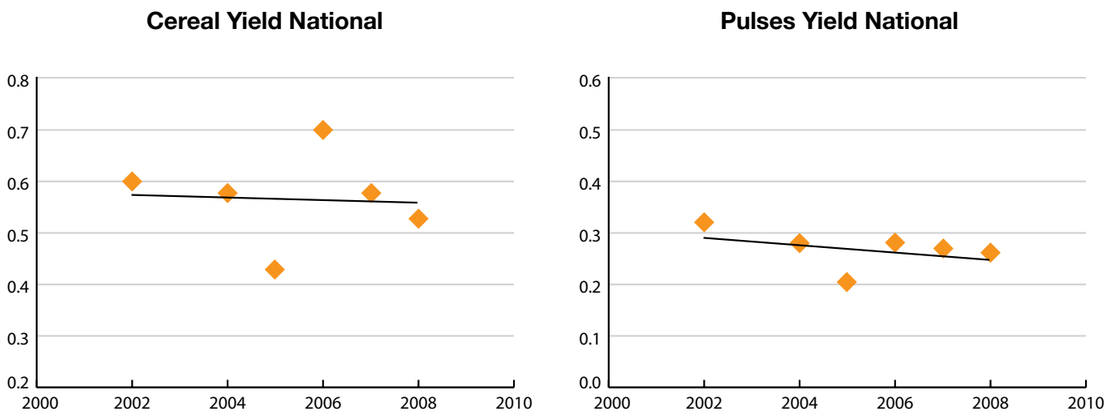


Figure 7: Productivity in cereals and pulses in Mozambique 2002-2008

Lesson 6.2.6
Weak M&E system on CCD

The report has argued in the previous sections that climate change is still a relatively new topic in many places including Mozambique. Despite the numerous legislation and different sectors contributing to CCD, there is still no coherent M&E framework which includes indicators on climate change adaptation and mitigation.

The National Strategy on climate change targeted 2014 as the year to settle an M&E system that includes issues around climate change. The 3-day workshop organized by ACCRA, that some of the Government and Academic authors of this report attended, focussed on the development of an M&E system. ACCRA has organized a meeting to discuss key indicators to be included in the M&E system on climate change and the Tracking Adaptation and Measuring Development (TAMD) initiative by IIED is also feeding the current draft of the M&E system, which is being undertaken by a consultant hired through the World Bank, PPCR programme. It is expected that the M&E system will be approved in the near future and be piloted over the next 5 years. Until then, each institution will continue the dominant practice of implementing climate related interventions (on adaptation and mitigation) applying its own M&E system without a reference framework feeding in to a national database.

The intention of an M&E system on climate change is to have a set of key indicators that would provide evidence that adaptation and mitigation interventions are helping keep development on track. Each different program would provide information of their indicators and data to the UMC which will manage the national M&E system on climate change. This will be either localized or globalized analysis of the impacts of adaptation and mitigation interventions on CCD.

Lesson 6.2.7
Limited funding database limits tracking of CCD financial flows

There are several climate funding initiatives globally and different organizations are using different climate funds. The key issue is that because neither the CGCMC nor the UMC are yet fully operational there is not yet a coherent national database which can be interrogated to show and analyse total financial flows relating to CCD. Lying behind this issue is that there is not yet a binding regulatory framework that obliges organizations working on climate change to share their basic information with FUNAB or MICOA. The newly established structures and the strengthening of the FUNAB are supposed to help in creating a coherent funding database. However to date there is little information sharing and few actors are divulging how much funding they have, how and where (geographically) money is being used and what lessons are emerging. Local government also has a limited say on what and how NGOs and others actors are operating, partly because they are interested in implementation to improve local conditions rather than joining the dots to ensure that central government has information that is not mandatory. In other words, to a large extent neither MICOA nor FUNAB know the total climate funds in Mozambique and the Ministry of Finance is not able to track every single dollar entering the country. As pointed out by the KPMG staff interviewed:

"So, it is well possible that Mozambique (even before access to global adaptation funds) is receiving lots of money but nobody knows exactly how much, who has what, how that money is being used and where."

A representative of an NGO said he was once surprised that after submitting a proposal to a donor, they were told that the donor was funding another NGO in the same area with a similar project!

Key recommendations on funding mechanisms

1. FUNAB is the national entity on climate change funding and it has been strengthening its capacity to better fulfil its role. Nonetheless, because the climate change issue is evolving and the institution is at the early stages of building its capacity it still needs technical and financial support to fully fulfil its role. Hence, it is recommended that donors continue to provide their support to FUNAB. Some of the limitations discussed here such as difficulties to track financial flows, weak M&E systems, the issue of reaching the poor or the limited capacity to mobilize and manage funds can be overcome with a much stronger FUNAB.

2. Donors' commitments on climate funds need to be stable, secure and transparent so that short and long-term interventions to address long-term impacts of climate change and long- term attempts of reducing GHG are not undermined.

3. Government needs to continue keeping its commitments on funding CCD. The government also needs to foster an environment in which private sector and other stakeholders see that engaging in CCD is worthwhile.

4. Every project on climate change should preferably have an indicator as to how it reaches the most vulnerable in the population. This is an important indicator because the vulnerable are the most affected by the impacts of climate change.

Image: Limpopo River by TSGT Cary Humphries is in the public domain.

SECTION 7

Knowledge-Based Planning on CCD

7.1 INTRODUCTION AND SUMMARY ON THE KNOWLEDGE BASE FOR CCD

This section provides an overview of the knowledge base for CCD in Mozambique. Analysis and lessons learned over these aspects will be presented in section 7.2 and can be seen below in Figure 8.

Mozambique has a long history of climate related disasters including floods, droughts, cyclones and climate induced plagues. Local people and national researchers have produced a comprehensive body of knowledge on how people address climate issues and this tacit (or documented) and oral (or not documented) knowledge has been used, over time, to frame policies and interventions. The message from climate science is that these old manifestations will tend to increase in frequency and intensity, affecting old and new areas and we could expect new manifestations to arise. Studies from the INGC (2009; 2012) and World Bank (2010) have shed light on future climate conditions and outlined intervention areas for adaptation and mitigation. This led to the design and approval of the ENAMMC in 2012. Like these, there are many other dispersed publications from different research thematic areas and actors ranging from academia, NGOs and the private sector touching upon climate change issues.

Hence, in Mozambique there is not a single moment and study that could be declared as pivotal in framing climate change policies and interventions. As referred to in the Validation Workshop, the climate change debate and policies in Mozambique emerged from a complex array of trigger factors: Recurrent disasters and their impacts, funding opportunities, NGO and donor pressure and support, and government commitments have all evolved to create the required momentum for climate change discourse.

Due to the dispersed nature of knowledge on climate and environment, the government has decided to establish the national Center for the Management of Climate Change Knowledge (Centro de Gestão de Conhecimento sobre Mudanças Climáticas- CGCMC). This unit – in establishment at the Ministry of Science and Technology – is expected to capture, synthetize and disseminate existing and new climate knowledge, and to feed policy and development planning more systematically.

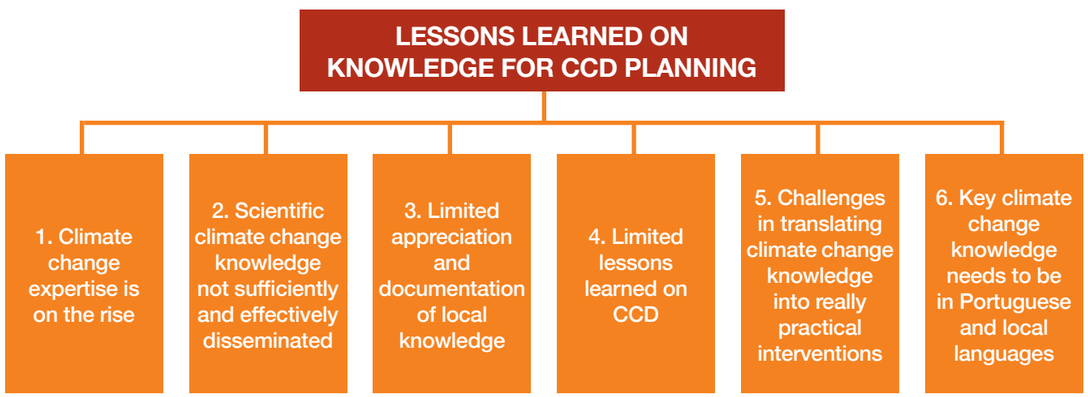


Figure 8: Summary lessons learned on knowledge based planning

7.2 KEY LESSONS LEARNED ON KNOWLEDGE

Figure 8 summarizes the key lessons learned on knowledge which are further discussed below.

Lesson 7.2.1
Climate change expertise is on the rise in Mozambique

Nearly all those interviewed have agreed that although still limited, the national cadre of people with climate change and DRR knowledge is growing very rapidly.

People interviewed have stressed that five to ten years back it was nearly impossible to find a Mozambican able to write and discuss climate change issues but now this has changed. Key ministries such as MICOA and INGC had almost no people trained on climate change and DRR.

Currently there are a number of Mozambicans across the country carrying out research, training, consultancies and designing policies and strategies on climate change. This has been attributed to the increased offers of scholarships for Masters and PhDs in the areas of DRR, climate change and environmental management. More recently (over the past 5 years) national research and training centres (i.e. universities) are also offering courses in these areas. In Maputo alone, the Universidade Eduardo Mondlane, the Universidade Tecnica, and the Universidade Pedagogica have started to offer courses with an emphasis on climate change and DRR.

Lesson 7.2.2
Scientific climate change knowledge is not sufficiently and effectively disseminated

In the previous sections we have highlighted that climate change knowledge is concentrated at the central level in Maputo and within a small group of institutions. Studies such as those produced by INGC and World Bank providing the state of the art climate change information in Mozambique as well as adaptation and mitigation options are virtually unknown for many people, even for those working on climate change issues. As the representative of Livaningo put it:

> **"I come to know what is happening in Mozambique on climate change through partners outside the country."**

Besides this, as argued at the Validation Workshop, the existing format of climate change data and knowledge is still too scientific and difficult to grasp for many actors eager for it. A clear communication strategy is required and was very much stressed by those interviewed.

Lesson 7.2.3
There has been limited appreciation and documentation of local knowledge

While scientific knowledge on climate change is advancing due to increased provision of training and research funds on climate change, the documentation of local practices and perceptions of climate change is still limited and has been receiving much less attention in Mozambique. There is a tendency to downplay local knowledge by labelling it "traditional or backward". All the participants in this work have stressed the need to understand the local knowledge and its process of production and impacts on people's practices.

“There is much we can learn from it but we ignore. When a flood strikes, most of the people are saved by local means and knowledge- not the scientific we claim to want to teach them. In an equal position let see what is positive from them and what we can share from what we know”
A participant at the validation workshop

Lesson 7.2.4
There is limited accessible documentation of lessons learned on climate change in Mozambique

All those interviewed have noted that although many interventions are taking place on climate change in Mozambique, there has been very limited production of lessons learned. Organizations do produce quarterly, annual and other reports but these are not meant for an external and public audience. Key lessons (either positive or failures) are hardly documented and shared with a wider audience. Many have advocated that every single project should put documentation of lessons learned as one of its pivotal activities and should have a project indicator on this.

Lesson 7.2.5
Translation of scientific climate knowledge to real practical intervention faces double challenges

Climate adaptation interventions take place at local levels where indeed the scientific understanding of climate change is still limited. Hence, most of the staff involved in running climate interventions at the rural local level have to come mainly from elsewhere (mainly in urban areas) posing additional challenges not directly related to climate change per se such as knowing and understanding local norms, values and appreciating local knowledge on climate change. This leads in turn to a less than optimum rapport between local people and external researchers and intervention staff. As mentioned by one NGO staff interviewed:

“The main challenge is not to provide the knowledge and run the climate change intervention. Rather, the challenge is to set a proper learning environment where people can appreciate the project and own it.”

An assessment on a climate project by FAO in the semi-arid Chicualacuala district, in south Mozambique, highlighted this very clearly. The report argues that the project lacked time for learning the local context and for the buy-in of key local actors (FAO, 2012). The key lesson emerging from this is that climate change interventions face double challenges – limited skilled people at local level and, time pressure for quick results to reduce local vulnerabilities in a fast growing climate risk environment.

Lesson 7.2.6
Key climate knowledge needs to be available in Portuguese and in local languages

Many people (about 50% of the population) in Mozambique do not speak or read Portuguese, let alone English. However, knowledge on climate change produced in Mozambique is still mainly in English (as most of the researchers are still expatriates or are Mozambicans commissioned by international organizations that demand reports to be written in English). Apart from the content itself which needs to be presented in a user-friendly manner, the language (English) adds a second barrier for many Mozambicans interested in climate change issues. The need to translate climate knowledge into user-friendly Portuguese and even key local languages was echoed at the Validation Workshop.

Key recommendations on knowledge for CCD

1. Over the past years climate change knowledge has expanded steadily in Mozambique but it is still not accessible to many people because the format and the language is still technical. Hence, there is a need for a clear communication strategy on climate change and climate compatible development.

2. There is a need to continuously document the experiences of implementing CCD including how local knowledge plays a role in this process.

3. Climate change knowledge is still mainly in English which further reduces the chances of its dissemination. Should there be more information in Portuguese and local languages access to more people would be more achievable.

4. Much is available on the science of climate change but there is very limited information on how this knowledge could be applied in specific sectors and regions. Hence, there is a need to move from a broad scientific understanding of climate change to an action-oriented/sectoral climate change knowledge that can help societies profit from it or adapt.

SECTION 8

Conclusions and Key Recommendations

8.1. CONCLUSIONS

This report has looked at Mozambique's experiences in planning and implementing climate compatible development (CCD). For this endeavour, the report used a framework which addresses the planning and implementation of CCD as depending on 4 main components. First, in order for a country to pursue CCD it needs to set its regulatory framework (which includes policies and strategies for CCD); second, the country must create an adequate institutional landscape that can implement the policy framework; thirdly, it needs planning and funding mechanisms, which are aligned to CCD. Finally all these dimensions, especially the third-on planning, need to be knowledge based. Throughout the various sections the report looked at these dimensions and based on that the following key conclusions are drawn:

1. Mozambique has made remarkable strides in policy development for CCD. Since the end of the civil war in 1992, Mozambique has quickly moved to sign global treaties such as the three Rio conventions and nationally a comprehensive policy framework has been produced and continues to be updated – the latest one being the disaster law approved in 2014. However, this has not been accompanied by coherent harmonization, implementation, monitoring and evaluation of the policy frameworks.

2. The institutional landscape is also well established and is being strengthened. MICOA oversees climate change and has established various units. There is the national unit for climate change, the national environmental fund, the inter-institutional group on climate change, the centre for climate change knowledge management and the national council for sustainable development which together can facilitate climate compatible development.

3. Climate change is embedded into the national planning and budgeting system and annual budgets are allocated to mainstream climate change sector-wide and country-wide.

4. Over the past 5 years the country has expanded its climate change knowledge very quickly by releasing a number of studies ranging from projections of the future climate up to 2100, but also by producing key adaptation and mitigation recommendations. This knowledge was very influential in defining the national strategy for climate change adaptation and mitigation released in 2012 as well as in the design of the green economy (2013) and of the disaster law (2014).

Overall, despite these achievements, Mozambique still faces many challenges. Around the policy framework the most relevant ones include:

1. The (high) number of unharmonised policies and strategies produced over time face implementation challenges due to limited financial and human resources.

2. There are many indicators developed, which are not monitored and harmonized.

3. Related to the institutional landscape, inter and intra institutional communication and coordination is still weak, institutions are competing for financial and human resources and there is still an (urgent) need to clarify roles of key governmental actors. Key institutions such as FUNAB, the Climate Change Knowledge Centre and the Unit for Climate Change Coordination have only been recently established and need time to mature.

4. On planning and funding key challenges included sensitizing decision makers on the relevance of considering climate change in the planning, the national capacity to mobilize financial resources and the establishment of a coherent database on financial flows and a M&E system on climate change.

5. Regarding knowledge, the key challenges is to have a communication strategy that allows translating climate knowledge into a media-friendly format that can be usefully applied by different stakeholders. Another key challenge is to learn from local knowledge on climate change. It appears that much emphasis is given to scientific knowledge while local knowledge is seen as invalid, suspicious and irrelevant, although it is at the heart of the local everyday decision-making.

8.2. OVERALL KEY RECOMMENDATIONS

In each section the report has distilled key recommendations. These are considered to be the fundamental recommendations stemming from all lessons learned:

1. The government should make every climate change product a joint production from different stakeholders; that is, engage, whenever possible, as many stakeholders as possible.

2. Government and donors should avoid unnecessary speed up of policy and strategy production but rather focus on funding and implementing key strategies that overall show a greater benefit for climate compatible development.

3. In order to allow fund mobilization and coordination, government and donors should help:
- Speed up the accreditation of the National Implementing Entity FUNAB;
- Strengthen, through financial means and human resource development, the newly established climate change knowledge centre;
- Strengthen, through financial means and human resource development, the newly established Unit for climate change at the CONDES;
- Clarify and disseminate the roles and linkage mechanisms between key governmental institutions.

4. Government needs to produce a communication strategy to allow wider dissemination of climate change knowledge;

5. Government needs to provide an enabling environment for an active role of the private sector and CSOs on the climate change agenda and, whenever possible, stakeholders should provide climate compatible development knowledge at local levels and foster decentralization of climate change related interventions;

6. Government and donors should help FUNAB or UMC to establish a national database of actors engaged on climate change, financial flows and an M&E system;

7. Donors need to be accountable also to countries they assist not just countries being accountable to them. Hence, global tracking and penalty measures to donors need to be established because a lack or break in commitments can lead to maladaptation in developing countries.

SECTION 9

References

AfDB, OECD, UNDP and UNECA (2012) African Economic Outlook 2012. Tunisia

Artur, L. (2011) Continuities in Crisis. Everyday Practices of Disaster Response and Climate Change Adaptation in Mozambique. PhD Thesis, Wageningen University, The Netherands

Artur, L., Tellam, I., Anderson, S., Fisher, S., 2013. The monitoring and evaluation of climate change adaptation in Mozambique: A review of national systems. IIED

Bujan, J. (2013) Climate Change Adaptation Action and Mainstreaming in Mozambique. Final Evaluation Report

Buys, P.; U. Deichmann; C. Meisner; T. That; D. Wheeler (2007) Country Stakes in Climate Change Negotiations: Two dimensions of vulnerability. The World Bank, Washington DC.

Cabral, L. And Francisco, D. (2008) Instituições, Despesa Publica e o Papel dos Parceiros do Desenvolvimento no Sector Ambiental. ODI

CDKN (2010) Defining Climate Compatible Development. Policy Brief, November 2010

Christie, F. And Hanlon, J. (2001) Mozambique and the Great Flood of 2000. African Issues, London. Long House Publications

Cosgrave, J.; C. Gonçalves; D. Maryris; R.Polastro and M. Sikumba-Dils (2007) Inter-Agency real time evaluation of the response to the February 2007 floods and cyclone in Mozambique. Report for UN System

GoM (2000) Post-Emergency Reconstruction Program: International Reconstruction Conference, Rome Italy

Horsti, O. (1969) Content Analysis for the Social science and Humanity Reading. MA; Addisson-Weslay

INGC (2012) Relatorio Nacional de Progresso da Implementação da Plataforma de Acção de Hyogo (HFA), Moçambique, 2009-2011. Maputo

INGC (2009) Synthesis report. INGC Climate Change Report: Study on the Impacts of Climate Change on Disaster Risk in Mozambique: van Logchem, B. and Brito, R. (eds). INGC

INGC, UEM & Fewsnet (2003) Atlas for Disaster Preparedness and response in the Limpopo Basin. Maputo

IRENA. (2012) Mozambique Renewables Readiness Assessment. Online. http://www.irena.org/DocumentDownloads/Publications/IRENA%20Mozambique%20RRA.pdf

Malo, S. And Munhequete, C. (2014) Readness for climate finance: Mozambique case study. One World

MICOA (2012) Estratégia Nacional de Adaptação e Mitigação `as Mudanças Climáticas. Maputo

MICOA (2007) National Action Plan for Adaptation (NAPA). Maputo

Ministério da Energia (2012) Estatísticas de Energia 2000-2011. Maputo

MPD (2010) Pobreza e Bem Estar em Moçambique. Terceira Avaliação Nacional. Maputo

UNDP (2013) Human Development Report 2013. The rise of the South: Human progress in a diverse world. Washington DC, US

Queface, A. and Tadross, M. (2009) study on the impacts of climate change on disaster risk in Mozambique. INGC, Maputo

UNU- EHS (2011) World Risk Report, German

Pauw, K.; Thurlow, J.; Uaiene, R. and Mazende, J. (2012) Agricultural Growth and Poverty in Mozambique: Technical Analysis in Support of the Compreensive Africa agricultural Development Programme (CAADP). IFPRI

World Bank (2009) Economic vulnerability and disaster risk assessment in Malawi and Mozambique – Measuring Economic Risks of Droughts and Floods. Washington DC

World Bank (2010) Economics of Adaptation to Climate Change: Mozambique Country Study. Washington DC

SECTION 10

People Interviewed

Maria Cidalia, MITUR

Antonio Maduereia, KPMG

Claudio Jamal, World Vision

Carlos Seventine, FUNAB

Carmen Munhequete, OXFAM NOVIB

Vicente Adriano Vicente, UNAC

Melq Gomes, Save the Children

Aldemar Ribeiro, MPD

Alima Issufo, MINAG

Domingos Pangueia, Livaningo

Figueiredo Araujo , INGC

Antonio Beleza, INGC

Hilario Mavie, Ministerio de Recursos Naturais

Titus Kuuyour, UNDP

Malene Wiinnblad, DANIDA

M. Mataveia, Ministerio de Energia-Energias renovaveis

Higino Filimone, CCM

Casimiro Sande, UN Humanitarian country team

Antonio Queface, UEM

Lina Evaristo, ABIODES

Clara Landeiro, UNDP/MICOA

Almeida Sitoe, UEM

João Viseu, FEMA

MORE INFORMATION

For further information on CIDT services please get in touch with a member of the team.

Contact details

Centre for International Development and Training,
University of Wolverhampton,
Telford Innovation Campus,
Telford, Shropshire,
TF2 9NT. UK.

Telephone: +44 (0)1902 323219
Email: cidt@wlv.ac.uk
Website: www.wlv.ac.uk/cidt

FIND US ON SOCIAL MEDIA