

National Adaptation Plans in focus: Lessons from Mozambique

Located on the eastern coast of southern Africa, the Republic of Mozambique has the third-longest coastline on the African continent. Its 2,770 kilometres long coast is home to about 60 percent of its 29.5 million people and hosts critical ecosystems, such as mangroves, reefs, bays, and dunes, amongst others.ⁱ The rest of the country is primarily dominated by savannah and secondary forests. Mozambique borders Tanzania to its north, Malawi and Zambia to its north-west, Zimbabwe to its west, and South Africa and Eswatini to its south. Its coastline faces Madagascar to its east. Four of its six neighbouring countries are landlocked, providing Mozambique with potential strategic economic benefits as a conduit for those countries to global markets. Mozambique's youth is rapidly growing, with around 45 percent of its population being under the age of 15ⁱⁱ. While this presents the country with a relatively large potential pool of labour, weak economic opportunities resulting from multiple development challenges, including widespread poverty, gaps in the education system, low

life expectancy, and high mortality rates, hamper Mozambique from benefitting from this vital economic resource. Mozambique mostly depends on rain-fed agriculture for subsistence and export gains. In 2019, 71.3 percent of the country's total workforce was employed in the agriculture sector, which together with the forestry and fishery sector, contributes to around 24.5 percent (2018) of its national Gross Domestic Product.ⁱⁱⁱ

.....
“Building resilience and adaptative capacities in Mozambique’s community, ecosystem and economy are key for successful development planning in our country.”

Ms Ivete Maibaze, Minister of Land and Environment,
Ministry for Land and Environment.

.....

Climate change risks

Mozambique is severely affected by climate-induced disasters. Over the past two decades, the country experienced an increase in extreme weather events, such as droughts, floods, and storms, which are projected to become only more frequent and intense in the future. The socio-economic implications of past events have been significant in many cases. In 2016, the worst droughts in 35 years associated with the El Niño–Southern Oscillation caused severe crop failure and the death of livestock of thousands of farmers. The implications for the country's food security were tremendous, decreasing overall food availability by 15 percent^{iv}. These difficulties were further exacerbated

by the tropical cyclone Dineo that hit Mozambique in February 2017. According to the government, approximately 550,000 people were affected, and more than 33,000 homes were completely destroyed. In 2019, in short sequence, two cyclones made landfall in March and April. In Mozambique alone, cyclone Idai killed more than 600 people and left an estimated 1.85 million people in need. Cyclone Kenneth was the strongest tropical cyclone ever to hit the African continent and left about 374,000 people in need.^v Together, the two 2019 cyclones caused damages and losses in the country amounting to an estimated US\$3 billion^{vi}.



Empowered lives.
Resilient nations.







Groundwork for supporting the NAP process



Policy, planning and budgeting

Following successive climate-related extreme weather events since 2000, the Government of Mozambique is increasingly concerned with identifying appropriate measures and strengthening their capacity to tackle the adverse impacts these events have on the country's socio-economic development trajectory.

Mozambique's National Climate Change Adaptation and Mitigation Strategy for 2013-2025 (NCCAMS), adopted in 2012, marks a turning point on how the country approaches challenges associated with climate change. It defines both adaptation and the reduction of climate risks as national priorities, and outlines eight strategic areas of intervention where the government will focus to counter the impacts of future climate-related extreme weather events. These are:

	Reducing climate risk
	Water resources
	Agriculture, fisheries, and food security and nutrition
	Social protection
	Health
	Biodiversity
	Forests
	Infrastructure

In addition, a series of cross-sectoral strategic action plans have been formulated as a means to build the capacities necessary to implement the NCCAMS at all levels, to generate knowledge, and ensure public uptake, aiming at a scientific and technically informed decision-making process. These action plans intend to achieve the government's mission to *"reduce climate change vulnerability and improve the wellbeing of Mozambicans through the implementation of concrete measures for adaptation and climate risk reduction, promoting mitigation and low-carbon development, aiming at sustainable development, with the active participation of all stakeholders in the social, environmental and economic sectors"*^{vii}. The first of this series of action plans, which incorporates adaptation, was developed for the period 2015-2019. They are a planning instrument that identifies a set of actions aimed at increasing the resilience of districts and local communities. So far, 128 Local Adaptation Plans have been elaborated, 86 approved and 21 are under implementation. In subsequent medium- to long-term adaptation action plans for the periods 2020-2025 and 2026-2030, respectively, Mozambique updated its adaptation needs and actions to be taken at provincial (medium-term) and national (long-term) levels.

The government ratified the Paris Climate Accord in 2018, which was followed by the submission of its first Nationally Determined Contributions (NDCs) the same year. The document is utilised by the

government to communicate both present and future climate risks and vulnerabilities, as well as the direction the country intends to take to ensure sufficient capacities to tackle these risks.

To achieve these ambitious goals, Mozambique will need to strengthen its capacities and continues to heavily rely on significant financial and technical contributions from international development partners.

Preparing for adaptation planning

Significant research and analyses on climate risks, vulnerabilities, and adaptation needs were conducted as part of Mozambique's First National Communication to the UNFCCC (2003), its National Climate Change Adaptation and Mitigation Strategy with its short-, medium-, and long-term action plans, as well as its Initial Nationally Determined Contributions published in 2018.

The Government of Mozambique is putting local communities at the centre of climate change adaptation planning through its decentralised and inclusive process for planning at the district level. The development of the first series of Local Adaptation Plans in several districts of the country yielded positive results and will now inform the adaptation planning process at national level. Selected strategic adaptation actions followed by the Local Adaptation Plans are to i) strengthen early warning systems and the capacities to prepare and respond to risks from climatic changes, ii) make more effective use of available lands including the protection of floodplains and other areas subject to frequent floods, iii) guarantee food security and adequate nutrition levels through increased resilience of the agriculture, livestock, and fisheries sectors, iv) protect biodiversity, v) counter soil degradation, vi) develop novel mechanisms to increase climate resilience in urban areas and tourist and coastal zones, and vii) transfer and adopt clean and climate-resilient innovations and technologies.

Implementation of adaptation actions

The government of Mozambique, together with national and international partners, has implemented various climate change-related projects and programmes. A selection includes:

- Adapting to Climate Change, GIZ (2012-2020): Improving the adaptation to climate change impacts on water resources of the national framework and the actions taken by relevant stakeholders in the Rio Búzi catchment area;
- Mozambique Coastal City Adaptation Project, USAID (2014-2019): Working with two vulnerable cities along Mozambique's coastline to improve their municipal planning processes and adapt to climate change;
- Cities and Climate Change - Pilot Program for Climate Resilience of Mozambique, World Bank (2012-2019): Strengthening municipal capacity for sustainable urban infrastructure provision and environmental management which enhance resiliency to climate related risks;
- Climate Resilience: Transforming Hydro-Meteorological Services Project for Mozambique, World Bank (2013-2019): Strengthening hydrological and meteorological information services to deliver reliable and timely climate information to local communities and to support economic development.

Challenges and successes

Support programmes

Mozambique is part of the Pilot Programme for Climate Resilience (PPCR), which supports the country to integrate climate resilience into its development planning and investment across its sectors and stakeholder groups. Specifically, the programme targets institutional and policies' reform for the funding of pilot projects and improvement of its knowledge management strategies. Other development partners include the Least Developed Countries Fund (LDCF), the Programme of Support to the Environmental Sector (PASA) supported by DANIDA and the European Commission (Ireland), the African Development Bank, JICA, USAID, and the Portuguese Carbon Fund.

April 2014

A government delegation from Mozambique attended the National Adaptation Plan Global Support Programme (NAP-GSP) Africa Regional Training Workshop in Addis Ababa, Ethiopia.

September 2015

A stocktaking and mission report is produced by the NAP-GSP outlining gaps and entry points for Mozambique's NAP process.



Challenges

Based on the stocktaking and fact-finding exercises conducted by the NAP-GSP, several gaps and barriers were identified. These included i) insufficient coordination and governance mechanisms lead to insufficient policy coherence at national, provincial, and district levels, ii) lack of technical capacity to mainstream climate change at national, provincial, and district planning and budgeting systems, and iii) poor climate change and gender-sensitive data and information.

Successes

In the scope of the implementation of the National Climate Change Adaptation and Mitigation Strategy in 2012 and the subsequent creation of the Climate Change Coordination Unit in 2014, Mozambique established a National Climate Change Monitoring and Evaluation System the same year. Its objectives are to improve accountability in use of resources, support inter-sectoral coordination, and evaluate the efficiency of the National Climate Change Strategy in reducing vulnerability to climate change. A Knowledge Management Centre further supports all tasks related to monitoring and evaluation.

February 2017

The NAP-GSP undertakes a mission to Mozambique to conduct a technical training on the NAP process and support the formulation of the NAP roadmap.

May 2017

Initiation of the formulation of a Readiness and Preparatory Support Proposal for NAP for submission to the GCF.

The process to formulate and implement NAPs

In cooperation with line ministries and sector bodies, coordination of climate change-related matters are distributed primarily across the Ministry of Finance, the National Disaster Management Institute, and the Ministry of Coordination of Environmental Affairs, the latter which also functions as the Designated Lead Authority on climate change under the United Nations Framework Convention on Climate Change (UNFCCC). The government of Mozambique recognises that targeted actions across the various line ministries and stakeholders, as well as the integration of climate awareness strategies amongst these, are critical for the success of their efforts. To this end, in 2014, Mozambique established a Climate Change Coordination Unit, which oversees and coordinates all climate change-related operational activities.



Opportunities and next steps

To implement the targets outlined in Mozambique's NDCs and to further advance the NAP process, the NAP-GSP identified the following opportunities: i) define precise coordination mechanisms, ii) operationalise the implementation mechanisms of the NCCAMS, iii) elaborate and implement the capacity plan to conduct research in relevant areas, iv) increase the capacity to lead the climate change adaptation planning cycle, v) strengthen relevant institutions to collect and manage data and information, run climate models, and elaborate scenarios at provincial levels, vi) develop and implement strategies for climate change education, awareness-raising, communication, and public participation, vii) assess adaptation technology needs, viii) update sectoral policies, ix) develop or improve monitoring and evaluation tools, x) strengthen capacities to mainstream other cross-cutting issues such as gender or biodiversity, xi) build national technical and institutional capacities to design and manage projects to access climate financing, and xii) establish climate insurances.

Key documents

- [Initial National Communication to the UNFCCC \(2006\)](#)
- [Intended National Determined Contribution \(2015\)](#)
- [First National Determined Contribution \(2018\)](#)
- [Climate Change and Gender Action Plan \(2014\)](#)
- [National Climate Change Adaptation and Mitigation Strategy 2013–2025 \(2012\)](#)
- [National Adaptation Program of Action \(2007\)](#)
- [Master Plan for Risk and Disaster Reduction 2017–2030](#)

Notes

- ⁱ World Bank. The World Bank Open Data. URL: <https://data.worldbank.org/indicator/NV.AGR.TOTL.ZS>
- ⁱⁱ CIA. The World Factbook: Mozambique. URL: https://www.cia.gov/library/publications/the-world-factbook/geos/print_mz.html Accessed online 28 December 2019.
- ⁱⁱⁱ World Bank. The World Bank Open Data. URL: <https://data.worldbank.org/indicator/NV.AGR.TOTL.ZS>
- ^{iv} USAID. Climate Risk Profile Mozambique. URL: <https://www.climate-links.org/resources/climate-risk-profile-mozambique>
- ^v United Nations Office for the Coordination of Humanitarian Affairs. Cyclones Idai and Kenneth. URL: <https://www.unocha.org/southern-and-eastern-africa-rosea/cyclones-idai-and-kenneth>
- ^{vi} World Bank. World Bank Injects \$130 Million in Support of Recovery Efforts in Cyclone Affected Communities. URL: <https://www.worldbank.org/en/news/press-release/2019/09/30/world-bank-injects-130-million-in-support-of-recovery-efforts-in-cyclones-affected-communities>; United Nations Economic Commission for Africa. Building Back Better – Planning Workshop for Climate Resilient Investment in Reconstruction and Development in Cyclone Affected Regions of Malawi, Mozambique and Zimbabwe. URL: https://www.uneca.org/sites/default/files/images/ACPC/mozambique_presentations_on_impacts_of_cyclones_idai_and_kenneth.pdf (Accessed 6 February 2020)
- ^{vii} Republic of Mozambique. Nationally Determined Contributions. URL: https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Mozambique%20First/MOZ_INDC_Final_Version.pdf. Accessed online 24 January 2020.
- ^{viii} World Bank. Economics of Adaptation to Climate Change: Mozambique. URL: <https://openknowledge.worldbank.org/handle/10986/12748>
- ^{ix} World Bank. The World Bank Open Data. URL: <https://data.worldbank.org/indicator/NV.AGR.TOTL.ZS>

Projected sea level rise of by 2090 at least **18-59 cm**

68 climate-related disasters over the last 50 years killed more than **100,000 people**^{vii}

Number of LAP elaborated: **128** out of a total **154**
Number of approved: **86**
Under implementation: **21**

Agriculture accounts for up to **24.5% of GDP**^{ix}

2019 cyclones caused damages and losses amounting to **US\$3b**

About the NAP-GSP

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



Email:

Rohini.Kohli@undp.org
Mozaharu.Alam@unep.org

For media enquiries / dissemination:

Melanie.Pisano@undp.org

Website:

<http://globalsupportprogramme.org/nap-gsp>