



TRACTION

Advancing climate adaptation action

Lessons learned from the implementation of Local Adaptation Plans in Mozambique

Using the Traction framework to
systematise learning on climate adaptation
competences in Mozambique

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Executive summary

In 2012 Mozambique approved the National Strategy for Adaptation and Mitigation to Climate Change (ENAMMC) that aims to increase national resilience to the adverse impacts of climate change, and to take advantage of any opportunities that climate impacts may bring. The implementation of the strategy has focused on actions to increase resilience in local communities of those districts considered most vulnerable to climate change impacts. To this end, an approach was developed in 2014 to support the design of Local Adaptation Plans (LAP). Since 2014, 122 LAP have been designed of which 20 have received or are receiving funding from partners for implementation.

Given the wide range of LAP experiences there is interest to learn lessons on LAP design process, results generated and impacts achieved. The Ministry of Land and Environment (MTA) in partnership with the United Nations Development Program has supported an evaluation to identify lessons. The evaluation was based on extensive consultation of secondary documentation, interviews with various stakeholders and visits to locations where LAP have been developed.

The results of the evaluation indicate that LAP has been a crucial instrument for increasing the awareness and understanding of climate change impacts at the local level. LAP have assisted in implementing climate change adaptation actions. LAP enabled, at an early stage, the creation of platforms for debate and awareness creation among different actors on climate change, in the public and private sectors and civil society, including academia. This collective knowledge was decisive in achieving the results seen, including the preparation of 122 LAP at district and municipal levels in just 7 years.

Despite the early successes in the design of LAP, the process of implementing them ended up being held hostage by resource availability. Financial asphyxiation characterized the public sector during this period. Resources for field work, technical teams and multisectoral meetings, among others, were scarce and this contributed to the poor quality of the LAP. The process of developing LAP became more centralized and local control was lost. Poorly functioning local authorities without alternative mechanisms for community engagement meant a reduction in the participation of communities in the LAP processes. These limitations were understood by some partners who began to distance themselves from LAP and to find other platforms from which to implement resilience interventions. Thus, different approaches, parallel to the process designed by the government, have arisen.

The TRACTION framework of climate adaptation competences is intended as a starting point for discussion and peer evaluation of adaptation competences in different national contexts. In this work from Mozambique the TRACTION framework has been used as a filter and analytical guide to systematise the results and findings of the LAP evaluation.

1. The LAP approach

The stages in the preparation of LAP according to the Environment and Land Ministry, Government of Mozambique approach drawn up in 2014 is presented in the table below.

Phase	Stage	Activity	Objectives	Duration
I	1	Preparation of the PLA in the district.	Develop the programme of activities, Bibliographic review on the district, Develop terms of reference, Mobilize the necessary logistics to formulate and approve the LAP at the district level.	Two weeks
	2	Analysis of community level climate vulnerability	Analyze the community's vulnerability to climate change and propose adaptation measures at the level of at least two communities in the district.	Two days per community
	3	Analysis of the district level climate vulnerability.	Analyze the district's vulnerability to climate change and propose adaptation measures at the district level.	Two days
	4	Harmonize information.	Harmonize the information and matrices elaborated in steps 2 and 3 in a single district document.	Two days
	5	Prepare first draft of the LAP.	Define the vision, strategic objectives and activities by objective of the district LAP and prepare a first draft.	Three days
	6	Prepare final LAP.	Define the monitoring indicators, their base values and, elaborate the final version of the LAP for approval.	One month
	7	LAP approval by district authority.	Submit the LAP for approval by the district government and make the necessary corrections.	Depends on district agenda
II	8	Implementation and monitoring of the LAP.	Integrate the LAP into the annual PESOD and monitor its implementation.	Five years
	9	Evaluation of LAP.	Evaluate the implementation of the LAP annually, after two and five years of implementation.	Annually

Since 2014 there have been different attempts to modify and strengthen the LAP approach. The following sessions of this report discuss, first, the experience of the design of LAP based on the Ministry guidelines and, later, the alternative processes and innovations that have emerged over time.

2. Experience with current guidelines

The LAP methodological guidelines developed and promoted by the Land and Environment Ministry are neither prescriptive nor a finished product. They are seen as a support tool that should evolve and adjust over time and space. As a recommendation, the guidance draws recommends implementing technicians and teams to always use their creativity for better results.

Stakeholders interviewed for the assessment consider that the guidance played the supportive role they should and this helped in achieving the numbers of LAP completed – 122 during 7 years of implementation. In general, users find the guidance easy to use, support the collection of the basic information required to assess the vulnerability and capabilities of communities in the face of climate change. In Gaza, for example, of the 30 adaptation interventions carried out by the LoCAL programme, 20 were taken directly from the district LAP. The establishment of

implementation teams that normally includes technicians from central, provincial and district levels and from different sectors has been seen as a positive aspect because it allows vertical and horizontal integration.

From LAP related documentation consulted and the interviews undertaken allowed the following critical assessment of the implementation of guidance. It was noted that:

Secondary information review: little or no consultation of previous reports and studies. The few documents referenced are mainly from government sources (i.e. census data, district profile). No cross referencing with other secondary information.

Staff training: In 2014, before the beginning of the LAP roll-out, 10 trainers of trainers were established. Regional level training on the LAP methodology was carried out. Since then, there has been almost no training of new staff on the methodology and the intrinsic LAP philosophy. New staff are entering the process of LAP development and experienced staff have moved on. Institutional memory and collective knowledge has not been supported.

Implementation Teams: often constituted 'ad hoc' without considering the criterion of technical competence in the subject, training or experience.

Local level engagement: The methodology presupposes, for various reasons, that implementation teams spend about 15 days engaged in local level work. For various reasons, including financial limitations, some LAP were developed with only one week of local engagement. This reduces appropriation of the process at the local level.

Involvement of other sectors: At the initiation of the LAP roll-out the involvement institutions, especially the ministries for planning and finance was prioritised. In recent years this has all but disappeared due, in essence, to budgetary constraints. This omission has implications in particular for the design and monitoring of the actions planned.

Reflection on practice: At the central level the process of designing LAP was, in principle, supported by moments of structured reflection by a multidisciplinary multisectoral teams that included academia, NGOs, ministries and multi-lateral agencies. These were opportunities to discuss advances in the LAP design and to accumulate learning to improve the process. Over time these reflections and learning have not been followed through.

Bureaucratic and top-down: Some district level technicians have seen that their counterparts from central (national agencies) have taken over the LAP processes. This makes the costs higher and alienates local stakeholders from the process.

Tendency to copy and paste: By reviewing the LAP documentation chronologically it was found that a significant number have identical formulation and content. This raises doubts as to the authenticity of later LAP.

Monitoring matrices, indicators and progress reports on implementation: The preparation of LAP includes establishing a monitoring matrix with clear indicators, as well as baseline data. However, few LAP have monitoring frameworks with indicators and even less have reported on progress. Without a M&E system it is difficult to evaluate the performance of any plan.

LAP quality has decreased over time: Interviewees consider that the quality of LAP has decreased over time. This is problematic from the perspective of using them as robust planning and financing tools. In general, interviewees felt as the quantity of LAP increased the quality fell away.

3. Innovations and approaches

During the seven years since 2014 innovations and different approaches to local adaptation planning have been tried. The main ones are listed here:

1. *Poverty-centred local adaptation*¹: the Ministry of Gender, Child and Social Action (MGCAS) and partners implemented in the district of Mabote a LAP focused on aligning Social Protection delivery with supporting local

¹ For further details please see: Melq Gomes (2020) Poverty-centred local adaptation in Mozambique. Reflect & Act. IIED.
<https://pubs.iied.org/17771iied>

adaptation to climate change. The LAP design included a revised vulnerability matrix to capture the vulnerabilities and capabilities of those people and households assessed as eligible for social protection support. The matrix also includes a more detailed analysis of gender relations in communities. This initiative prioritized LAP activities that benefited households eligible for social protection programmes.

2. *A value chain analysis approach:* The Ministry of Agriculture through the PROSUL programme, supported in the design of 4 LAP in the provinces of Gaza and Inhambane. In this process, PROSUL encouraged the elaboration of LAP to focus on the development of value chains of local importance focusing meat (cattle), vegetables, cassava and the expansion of financial services.
3. *Food security, nutrition and environment:* The LoCAL (UNCDF) programme in Gaza province focused LAP design and implementation on issues related to food security and environment. LAP design and implementation was thematic rather than sectoral. Other elements such as gender equality and local governance were integrated into this rural development oriented approach to LAP.
4. *District development plans focus:* the GIZ tested an approach that used the district development plan and PESOD as entry points. Together with district authorities, analyses of the climate risks to local development plans were conducted and adaptation measures identified.
5. *A community-focused approach:* The Land and Environment Ministry developed a project known as PACA that focused on drawing up adaptation plans at the local community level. Districts of highest climate vulnerability were prioritised.
6. *Children-focused approach:* Organizations such as Save the Children, PLAN, UNICEF and World Vision have focused climate adaptation programmes on the needs of children. Their purpose is to highlight the issues of children and the infrastructure on which they depend for their growth and development much more reflected in LAP.
7. *Market-oriented approach to women's empowerment:* The Ministry of Agriculture and Rural Development's Rural Markets Promotion Programme (PROMER) has used a climate change resilience approach that focuses on the resilience of rural markets with very strong gender equality components. This initiative uses the GALS (Gender Action Learning System) methodology including instruments such as the 'path and walk of vision', gender balance tree, income tree, leadership and social empowerment map, among others.
8. *Integrated Context Analysis (AIC-PMA):* the World Food Programme developed climate change interventions using a geographic mapping that connects food security and disaster risk management. Accordingly, they identify areas and interventions to increase the resilience of communities.
9. *Forecast-based financing approach:* The Mozambican Red Cross has begun a process for reducing vulnerability and increasing resilience. This does not directly support LAP or local government actions. Forecast-based risk assessments trigger the release of funds to help local people strengthen their responsive to sudden onset disasters.
10. *An urban approach:* In 2015, USAID's Coastal Cities Adaptation Program (CCAP) began a process of drafting LAP in urban areas with pilots in Quelimane and Pemba.

4. Learning from the LAP experiences In Mozambique relevant to the TRACTION competency areas

The TRACTION framework² of climate adaptation competences is intended as a starting point for discussion and peer evaluation of competences in different national contexts. From a synthesis of existing competence/capability frameworks in the climate and environment sphere, five broad competence areas are identified: (a) visioning goals, targets and outcomes, through policy and leadership; (b) defining and developing pathways from the present towards envisioned outcomes – governance processes and capacity to respond including financing; (c) synthesis and utilisation of knowledge – understanding knowledge systems for society and the natural environment; (d) facilitation of cross-sector and cross-organisational collaboration via stakeholder and public engagement; (e) consideration of ethics and justice via normative competence. These have been elaborated through review of existing environmental governance scholarship, with particular focus on the broader societal context within which policymaking happens.

The framework should be used as a stimulus for discussion rather than an exhaustive ‘checklist.’ Also, it should be noted the framework is intended as a means of evaluating strengths and areas for development that are appropriate to the locale under review, rather than as a straight comparison between different contexts.

In this work the TRACTION frame has been used as a filter and analytical framework to systematise the results and findings of work in Mozambique to review the experiences and learning from seven years of using the government’s local adaptation planning methodology.

4.1. Visioning, goals, targets and outcomes through policy and leadership

- *National policies and legislation*

In 2012 Mozambique approved its National Strategy for Adaptation and Mitigation to Climate Change (ENAMMC) which aims to increase the resilience of the country in the face of the adverse impacts of climatic factors and to take advantage of what changes may bring. The strategy implementation route defined, in a first phase, focus on actions to increase resilience in local communities, in the districts most vulnerable to the climate change impacts. Local adaptation planning guidelines were developed in 2014 to support the design of Local Adaptation Plans (LAP). Since then the LAP has become a recommended instrument in the Government's Five-Year Planning cycles (2014-2019 and 2020-2024). A total of 122 LAP have been completed, 86 have been approved by local governments and, about 20 have received external support for implementation.

- *Integration of adaptation across sectors and scales*

Throughout LAP implementation multisectoral involvement at the central and provincial level was facilitated by the existence of environment focal points at the ministry level. In districts, the District Technical Team that includes technicians from the different district services has enabled multi-sectorial engagement. However, over the seven years since 2014 there have been considerable challenges in this area.

- *Leadership and ‘champions’ from government in driving adaptation processes forwards*

The LAP guidance recommends that the design and implementation of LAP should be participatory involving the following key actors:

- I. District Government: Leads the entire LAP production process providing all necessary support including establishing the technical team to be involved at all stages of the process.
- II. Communities: Collaborate by providing information about risks, vulnerability and adaptive capacity, as well as actively participate in LAP decision-making processes at the local level.

² See: <https://www.sniffer.org.uk/traction>

- III. Environmental management agency at provincial and central levels: Provides training and technical assistance on climate change, in addition to monitoring the implementation of LAP activities.
- IV. Planning ministry at provincial and central levels: To ensure that the LAP is integrated into the district development plan and implemented through district financial framework.
- V. Public sector agencies (health, education, social protection): representatives of public service bodies to ensure the integration in the LAP of aspects related to their areas of action.
- VI. Cooperation partners: Donors, civil society organisations, academia and the private sector, through the alignment of their actions with government priorities, support technically and/or financially in the preparation and implementation of LAP.

High staff turnover at provincial and central (national) levels affected the ways that LAP processes evolved. At the beginning of the process the planning and finance agencies were involved – but this lapsed over time. LAP became the preserve of the environment and land ministry.

Cooperation partners' interest and engagement is clear and illustrated by the number of LAP produced with the financial support of these partners. Given that climate change is well established on cooperation partners' agenda, it is up to the government to define mechanisms allow better designed LAP that can attract and mobilize funding for implementation.

Three main planning, financing and implementation arrangements for LAP and other climate actions can be identified:

- Full state control: State-funded initiatives through national budget or with funds the State accesses using mechanisms such as loans and donations.
- Shared control: Access to funds depends on endorsement by the state by fund mobilised by multi-lateral partners such as UNDP, UNEP or FAO.
- Control by partner: initiatives whereby funds mobilised by partners independently, without requiring mandatory endorsement of the State, largely by iNGOs.

Each of these modalities have positive and negative aspects. State control: has, among others, the advantage of ensuring state ownership and the opportunity to strengthen internal fund management mechanisms. A disadvantage is that when finance systems are not properly organised bureaucratic delays, or worse corruption and nepotism. Shared control can overcome some of the disadvantages of the state control, but this format has the disadvantage of being prone to conflicts among parties, and suspicions of unbalanced decision-making power. Control by partner brings disadvantages of marginalising government structures, lack of alignment with national strategies, lack of coordination and duplication of efforts, among others. An advantage is that this format can be delivered much faster and does not generate conflicts with other parties as in the shared control model.

4.2. Defining and developing pathways from the present towards envisioned outcomes – governance processes and capacity to respond

- *Fostering innovation and learning*

The LAP were not consistent in their preparation and implementation of monitoring and evaluation. Discussion of how to combine the monitoring and evaluation system of the national strategy climate action strategy – ENAMMC approved in 2014 – with the LAP M&E system. This alignment would be important as it would allow bottom-up learning. It should also be noted that, in broad terms, districts have a weak capacity to collect information on progress indicators.

All LAP reviewed had results matrix (RM) that allow monitoring the implementation of LAP action. In all projects RM present the main activities (inputs), products (outputs), outcomes and expected impacts of the interventions. However, some LAP do not have a detailed M&E plan. Others, such as the PRIORIZE Initiative in Mabote district and the PASA II have M&E frameworks including theories of change, data flowcharts, data collection and analysis instruments, and mechanisms for dissemination of results.

The ways that LAP successes are assessed is important for learning. LAP were generally aimed at climate vulnerability reduction, but the progress indicators in some cases were indirect in terms of the LAP being incorporated into district development plans and numbers of adaptation activities funded. However, other LAP sought to measure progress in reducing vulnerability through use of vulnerability indices aggregating different variables related to adaptive capacity, exposure, and sensitivity. Some baseline studies were conducted so progress could be assessed against a counterfactual.

Most LAP progress assessment is based upon process indicators, while others go beyond that focusing also on result indicators. LoCAL and MERCIM have greater focus on quantitative indicators, while PRIORIZE in addition uses qualitative instrument using most significant change approaches to collect participants' perceptions of changes (positive or negative) that the intervention is related to.

In all LAP reviewed the M&E systems work within the government structure. The district technical teams have the responsibility to collect data and write quarterly progress reports. The provincial teams compile data from different districts and report to the central level of the environment and land ministry.

- *Financing, resourcing and assets*

One of the benefits of the decentralization of the process in Mozambique for the implementation of LAP actions is that districts technicians must know how to design a procurement process in line with Decree No. 5/2016, of March 8, in relation to the Contracting of Public Works, Supply of Goods and Provision of Services to the State. Thus, in almost all districts where LAP were implemented there has been the need to train/update the provincial and district technicians in the procurement processes. According to interviewees, this resulted in a greater appropriation of the LAP implementation by district administrations and contributed to the improved competence of district technicians.

However, despite the gains in technical competence and LAP ownership at provincial and district levels, challenges in areas related to procurement were identified, such as:

- Bureaucratic delays due to hierarchical decision making.
- Delays due to logistical bottlenecks and shortages.
- Lack of motivation of some state technicians to push forward on activities for implementation.
- Difficulties in finding suppliers of goods and services at the local level and meeting the fiduciary requirements imposed by the formal system.
- Difficulty for private sector providers to comply with state competition eligibility requirements.
- Difficulties in invoicing and receipts at local level.
- Nepotism and bias in commissioning.

The local content approach of the PRIORIZE initiative in Mabote district is an example of positive deviance. According to this approach, goods and services were preferably procured at the district level. This has helped to boost the local market and fore-shorten supply chains and reduce delays.

4.3. Synthesis and utilisation of knowledge – understanding knowledge systems for society and the natural environment

- *Knowledge availability and accessibility*

At the district level climate change knowledge requires strengthening to allow local interpretation and technical assessment of risks and opportunities. A large proportion of technical staff in district agencies come from the education sector and lack the technical background required for adaptation planning. High levels of staff turnover and

staff seeking to move into provincial and central level jobs can augur against capacity development strategies that benefit district knowledge capacities and adaptation competence.

- *Knowledge competences of policymakers*

Climate adaptation knowledge is largely held by technical staff in the MTA at the national level. The INGC have in-depth knowledge of disaster response and recovery. Experiential knowledge of both adaptive measures and disaster response is held by line ministry and agency staff at local levels. The ways this knowledge has and can filter upward to policy making requires more investigation. National level policy documents have generated by specialists and commissioned by development agencies. The MTA has a small team working on meeting Mozambique's obligations under the global environmental agreements including the UNFCCC.

- *Synthesis of knowledge across disciplines and scales*

The synthesis of adaptation and disaster response knowledge faces institutional barriers due to mandates held by different agencies of government. However, INGC has a team working on climate adaptation in dryland areas specialised in response measures to slow onset drought.

4.4. Facilitation of cross-sector and cross-organisational collaboration via stakeholder and public engagement

- *Public, stakeholder and civil society inclusion*

Due to resource restrictions local committees and/or councils have found it difficult to function properly over the last few years. This has limited engagement of different actors in local decision-making processes and harms communities because their spokespersons should be heard through local councils.

Stakeholders considered that local councils should move from a passive role of consultation onto a more decision-making and monitoring role.

The government's LAP methodology recommends a very participatory process at the local level for the conception, design, implementation, and monitoring and evaluation LAP. In general, from the stakeholder interviews and the documents consulted there is evidence that communities were indeed engaged. However, participation had different forms. In some cases, people were only consulted by the technicians (extractive participation), in other cases local people were kept informed of what was happening (passive participation); in others incentives (e.g. lunches) were used; while in other cases there is evidence entirely genuine participation where local people were pro-actively involved (self-mobilization). Depending on the level of engagement and ownership of the process, the results tended to be different. There are cases of good successes where progress has been achieved and the LAP have gained sustainability in the communities. But there have also been problems cases.

One problematic aspect emphasized by interviewees was the lack of feedback to local communities after the consultative appraisal exercises. This tendency was worse where the functions of the district councils were weak.

- *Reflexivity on collaboration*

The various LAP 'projects' have been implemented in different ways depending on the context and focus of interventions. Different collaborations were established among stakeholders and partner organizations, but overall, the objective to strengthen local capacity for adaptation. The different approaches allow the exchange of experiences. The districts were in the lead and local authorities were in the position to define what is good for the district. Some of the experiences in collaboration are reviewed below.

The PRIORIZE Initiative sought to support the LAP process by the district of Mabote. It established central and provincial reference groups involving the different sectors and actors, namely the MTA, INGC, MGCAS, Eduardo Mondlane university, and others. These partners had quarterly meetings. At the district level, the district technical team coordinated the process but the Initiative made a point of strengthening local civil society engagement through

a CBO ADELMA (Agency for Local Development of Mabote). Support was provided at the local level by a local coordinator working with state technicians and at the central level there was an Initiative coordinator and a monitoring and evaluation officer.

A dedicated bank account managed by the district authority was used finance LAP related activities. The LAP was developed and those activities considered priority and capable of rapidly leveraging the well-being of participants were implemented. Activities included opening water holes, assistance for crop agriculture and small livestock production, bee-keeping, and local microfinance. Gender equality and empowering women were priorities across all activities and training was provided for the technical team and participating local groups.

In the PASA II project, DINAB deployed two technicians to provide technical assistance in the preparation and implementation of LAP. These technicians participated in monitoring visits in coordination with PASA consultants and also in the preparation of letters and communication notes between central and provincial level. THE NIRAS/PASA consultants also hired two specialists, one in agriculture and another in construction, to empower and support beneficiaries in the supervision and monitoring of adaptation actions. In addition, three trainings were organized in the areas of procurement, financial management and construction management.

In the MERCIM Project and LoCAL, several provincial directorates have benefited from long- and short-term training on various aspects, such as: projects implementation for strengthening climate resilience, water supply systems, education and health infrastructure, roads and coastal protection projects; monitoring and technical assistance in the areas of project quality, procurement and financial management, etc. The financing process at MERCIM and LoCAL was based on a performance incentives approach. Better performance by the district was rewarded by an increased financial transfer the next year.

- *Linking adaptation policy with development goals*

The integration of LAP and climate change considerations into district development plans (PDD) and development budget frameworks (PESOD) is integral to the LAP methodology. LAP are seen as an auxiliary instrument to the district development plan, and LAP implementation and monitoring should be conducted via budget framework. As the LAP were initiated (2014) the PDDs had little or no information on the environment and climate and, as a result, there was little opportunity to include aspects of adaptation and climate resilience. The stated intention was that when PDDs were reviewed, all climate resilience activities contained in the LAP would be integrated and, thus, the districts would have one single instrument to guide their resilient development. In 2017, the ministry of finance, with World Vision and the World Bank, developed a guide for the integration of climate change issues into PDDs. But the use of this guide has been delayed by not gaining state approval and also because district reviews of PDDs has not happened. However, LAP remain a reference instrument for the implementation of climate resilience activities in the districts.

Another aspect with regard to the integration of LAP into development planning is that the LAP should provide the district and the respective sectorial agencies with clear recommendations and progress indicators for implementation. The same indicators should feed the development planning balance sheet and thereby into the national development M&E system. Some stakeholders reflected that the appropriation of LAP plans and indicators by sectorial agencies was weak.

Similarly, the cooperation partners did not consistently support LAP implementation unless there had been prior interest/support for the LAP design process. Synchronising cooperation partner financial support for LAP with the national PESOD operating cycle has also been a challenge.

The districts' LAP need periodic review and revision to account for changes in climate risks and vulnerabilities. This will allow local planning to be more climate risks responsive. Climate adaptation activities can be systematically included in the PESOD to allow access to predictable funding and to identify where additional funding is required. Stakeholders consider that districts need to improve their ability to develop 'bankable' climate action projects while also better distinguishing between climate adaptation/resilience activities and normal local development activities. Districts also

need consolidated knowledge on monitoring climate risks to local development and progress assessment of adaptation actions.

It should be noted that the decentralization process is quite new in Mozambique and both initiative managers and local technicians are still concerned about making decisions that could compromise their careers. In the interviews it was reported that many administrators made decisions only after consultations at the higher levels and that technicians depended heavily on their superiors for decision-making. The top-down culture in public service hinders bottom-up innovation. Believe in building local capacity is required. Help to increase the self-confidence of local technicians and leaders, through technical training, freedom of expression and decision-making encouraged through constructive criticism is required.

4.5. Consideration of ethics and justice via normative competence

- *Inclusion of equity and justice issues in core national climate adaptation policies and statements*

Mozambique adaptation policies and programmes do focus on areas of high vulnerability to climate risks.

Mozambique has a highly developed poverty and food security mapping capacity that can support and complement climate vulnerability mapping.

Additionally, there has been collaboration between the MTA and MGCAS in certain places where targeting of local adaptation measures has used the national social protection targeting methodology to identify priority households as participants in local adaptation processes.

- *Actions to understand and address unequal exposure to climate risks depending on gender, ethnicity, race*

The review of local adaptation experiences did not reveal actions of these types.

5. Conclusions

The table below provides a summary of the findings from the LAP evaluation systematised using the TRACTION criteria.

TRACTION competence areas and components	Findings from Mozambique LAP assessment
Visioning, goals, targets and outcomes through policy and leadership	
<ul style="list-style-type: none"> • National policies and legislation 	<i>Both the national climate change strategy and the LAP methodology developed by MTA framed and guided the evolution of the local adaptation planning process.</i>
<ul style="list-style-type: none"> • Integration of adaptation across sectors and scales 	<i>District authorities are multi-sectorial in composition they operate across scales from household, locality to district. Districts are accountable to provincial authorities and line ministries.</i>
<ul style="list-style-type: none"> • Leadership and 'champions' from government in driving adaptation processes forwards 	<i>District level leaders have emerged as champions of LAP. However, resource constraints have precluded the pro-active leadership and have resulted in a take-over of the LAP process by central line ministries.</i>
Defining and developing <u>pathways</u> from the present towards envisioned outcomes – governance processes and capacity to respond	
<ul style="list-style-type: none"> • Fostering innovation and learning 	<i>The LAP methodology does encourage innovation and there have been various attempts to change/improve the LAP methodology. Learning from different LAP experiences has not be undertaken systematically. M&E frameworks and investment in monitoring has not be sufficient to provide a basis for learning.</i>
<ul style="list-style-type: none"> • Financing, resourcing and assets 	<i>This has emerged as a key constraint to local authority leadership, implementation of adaptation plans and systematised learning from LAP experiences.</i>

Synthesis and utilisation of <u>knowledge</u> – understanding knowledge systems for society and the natural environment	
<ul style="list-style-type: none"> Knowledge availability and accessibility 	<i>Knowledge management has not been prioritised as part of the LAP deployment process. High staff turnover and technical background and capacity of district level staff have imposed constraints to knowledge development and management.</i>
<ul style="list-style-type: none"> Knowledge competences of policymakers 	<i>Climate adaptation is a new and highly technical area. Policymakers have had few opportunities to develop their competence.</i>
<ul style="list-style-type: none"> Synthesis of knowledge across disciplines and scales 	<i>This is an important gap in the LAP deployment process.</i>
Facilitation of cross-sector and cross-organisational <u>collaboration</u> via stakeholder and public engagement	
<ul style="list-style-type: none"> Public, stakeholder and civil society inclusion 	<i>The functioning of local government has been subject to difficulties over the last few years. Resources for participative and inclusive local governance have been very scarce. Consultative models have been used for LAP – but these fall short of the engagement required for effective LAP.</i>
<ul style="list-style-type: none"> Reflexivity on collaboration 	<i>Some stakeholders have sought to assess and learn from LAP experiences and an informal body of knowledge exists. However, reflexive learning among multi-stakeholder groups has not been supported in a systematic way.</i>
<ul style="list-style-type: none"> Linking adaptation policy with development goals 	<i>LAP can be and have been incorporated into district development plans and the finance & planning frames to support implementation. However, resources for LAP implementation have been insufficient in many cases.</i>
Consideration of <u>ethics and justice</u> via normative competence	
<ul style="list-style-type: none"> Inclusion of equity and justice issues in core national climate adaptation policies and statements 	<i>Poverty and economic exclusion is severe and affects a very high proportion of people living in rural areas of Mozambique. LAP have been focused on the most climate vulnerable districts, and some cases LAP processes have been targeted on the poorer and more vulnerable people in those districts.</i>
<ul style="list-style-type: none"> Actions to understand and address unequal exposure to climate risks depending on gender, ethnicity, race 	<i>LAP are climate vulnerability oriented. In several cases local recognition of social and climate vulnerability has been used to prioritise LAP actions. The effectiveness of these strategies need assessed by reviewing the evidence from LAP processes to date.</i>

From reflection on the Mozambican experience so far with local adaptation planning the following conclusions can be identified.

LAP have been and continue to be a very useful tool for raising climate change awareness at local levels. The LAP have been and continue to be useful for the implementation of adaptation and mitigation projects in Mozambique

There was initial enthusiasm and acceptance of LAP by both the government and cooperation partners, resulting in the generation of some 122 LAP across districts during the last 7 years. The expansive deployment of LAP methodology did not maintain the quality of final products. The initial model of LAP deployment was based on wider decentralization, multi-sectoriality and local dialogues. Over time this model has tended to become centralized and closed.

Many innovations have emerged to the initial model for the design and implementation of LAP. These variants and the accompanying positive deviance has not been sufficiently captured by the oversight body of government. Reduced, over time, the dynamics and engagement of other actors. Three management models for planning and implementing LAP exist, namely controlled by the state, shared control between the state and partners, and fully controlled by the partner.

Climate change factors and LAP are integrated in the local and provincial government's annual planning mainly due to locally generated evidence on the occurrence of climate risks and increased awareness of climate related disasters. There has been an increase in the capacity of districts to make investment decisions for incremental adaptation actions, but at a larger scale, decision-making is still the preserve of agencies at provincial and central levels.

Monitoring and evaluation of LAP performance has been weak and there is a disconnect between LAP and the national climate change strategy M&E system. The information collected through LAP monitoring then to be only on process indicators.

Findings on the enablers and barriers in the application of LAP during the past 7 years with recommendations to build upon lessons

LAP is an enabler for adaptation action, as an effective tool for climate change awareness at local level and supporting implementation of adaptation and mitigation projects in Mozambique

The initial model of LAP deployment was based on wider decentralization, multi-sectoriality and local dialogues. Over time this model has tended to become centralized and closed.

Three management models for planning and implementing LAP exist, namely controlled by the state, shared control between the state and partners, and fully controlled by the partner.

Climate change factors and LAP are integrated in the local and provincial government's annual planning mainly due to locally generated evidence on the occurrence of climate risks and increased awareness of climate related disasters

Monitoring and evaluation of LAP performance has been weak and there is a disconnect between LAP and the national climate change strategy M&E system.

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