Planning for climate compatible development in Maputo

A turning point?

Climate change exacerbates the environmental risks that Maputo already faces and highlights vulnerabilities associated with urban inequality. Our project emerges from the belief that urban citizens can plant the seeds of effective strategies to deal with climate change.

"*If we are going to address climate change problems in Maputo, we need to understand what citizens need*", said Carlos Seventine, from Mozambique's Environmental Fund (FUNAB), at the CDKN's Climate Change Action Lab in March 2011.

Carlos' challenge brought together a group of researchers interested in bringing citizens' voices into planning for climate change. Alongside government authorities and the private sector, communities may already have strategies to address climate change risks or to reduce resource dependence. If local institutions or businesses in cities are going to address citizens' concerns, they will need to find mechanisms to hear and understand them. Yet, as Carlos highlighted, citizens and communities may be underrepresented in planning processes in Maputo.

In our project, we understand partnerships as a key strategy to build networks that can address climate change risks and initiate interventions for the sustainable use of resources. Partnerships emerge when actors with apparently different interests identify a common objective and work together towards achieving it.

In Maputo, we have analysed working examples of partnerships and mechanisms for collaboration. In addition, we have implemented a process of participatory planning in a neighbourhood, Chamanculo C, to understand local concerns about climate change. The results of these exercises will support partnerships to foster an inclusive citywide planning process for climate change.

Climate change and cities: the challenge

Climate change impacts, such as rising sea levels, inland floods or heat waves, will have a major effect on the lives of the urban poor, particularly with regards to access to basic urban services. According to the IPCC (SREX, 2011), 'development practice, policy and outcomes are critical to shape disaster risks'. Moreover, as argued by UN-Habitat, cities 'have the solutions to advance climate protection'.

What is climate compatible development?

Climate Compatible Development (CCD) consists of development strategies that "*safeguard development from climate impacts (climate resilient development) and reduce or keep emissions low without compromising development goals (low emissions development)*". Thus, CCD is a response to those who regard adaptation to climate change, climate change mitigation and development as having competing goals. For more information on CCD please visit the website cdkn.org

Partnerships

Social groups, government and businesses may enter partnerships for the sustainable delivery of urban services. Partnerships emerge as a key instrument to deal with the challenges of achieving low carbon and climate resilient services.

The inclusion of private actors in public initiatives can provide additional resources and expertise necessary to complete climate change action and the participation of civil society organisations and communities can provide a high profile to the issue easing the path for municipal policies and enhancing their legitimacy and representativity.

Creative solutions to the complex problems that climate change will bring can only emerge by using all efforts available in the public, private and civil society sector and maximising the synergies in what we have called a Public-Private-People Partnership (4P). However, a 4P will not be effective without a clear mechanism to integrate people's voices through a formal channel of knowledge production, or the co-production of knowledge between experts and local residents.

We believe that this partnership will depend on our ability to engage with local knowledge through pioneering forms of participatory planning to co-produce knowledge between experts and local residents about how to sustain human development in heterogeneous urban areas in Mozambique under climate change.

Partnerships in Maputo

There are already partnerships in Maputo led by citizens and institutions who are interested in addressing different aspects of climate change. We studied three existing examples (see table). Looking at these examples taught us the following partnership principles:

1) partnerships have to be understood as forums for institutions, organisations and associations.

2) within partnerships, existing actors do not always adopt a predetermined role - the partnership defines those roles.

3) partnerships may displace responsibilities for climate protection and service delivery to less powerful actors.

Partnerships	Disaster Risk Reduction	Small Scale Private Water Providers in Maputo	Waste collection and recycling in Maputo
Who is involved?	UN-Habitat National Government Institutions (INGC and others)	FIPAG (Investment and Patrimony Fund for Water Supply) and small scale water providers	AMOR (Civil society) and catadores (informal waste collectors)
What is the role of government?	Support implementation	Financing infrastructure investment	Limited or absent
What are the scale dimensions?	National and international scales	National and local scales	Local and neighbourhood scales
What are the drivers of dialogue?	National level assessment of disaster risk	Needs of small providers which supply directly deprived areas	Relationship of mutual dependence
How does it contribute to managing climate change in Maputo?	The partnership does not incorporate local priorities explicitly	Reach deprived areas better than through the standard model of water provision at the national level	Improving public health, providing local livelihoods and ensuring continuity developing waste streams
Has it produced new institutions?	No	Small water providers	Collection centres
What are the mechanisms for citizen's involvement?	Consulted through participatory process but no part of the partnership	Small water providers may be able to respond to their needs	Catadores from local population respond directly to waste collection needs

Participatory Planning

A factor in urban resilience is citizens' capacity to influence policies and processes at the district, national and international levels. Mechanisms that facilitate knowledge co-production between citizens and institutions will increase adaptive capacity. Participatory Action Plan Development (PAPD) is a consensus building methodology for use with disadvantaged communities that supports new political and institutional relationships for knowledge co-production.

Participatory planning for climate change involves methodologies that enable: 1) power sharing arrangements to expand citizens' networks, voice and influence; 2) mechanisms to share knowledge and information for adaptation decisions; and 3) opportunities for experimentation and testing of adaptation options (see figure below).

Participatory Action Plan Development (PAPD) is a methodology to understand how power relations shape local development opportunities and, in this context, develop the conditions for power sharing between citizens and the multiplicity of institutions and interests that influence their lives.

PAPD emphasises building relationships between diverse social groups to raise awareness and understanding of their different perspectives. It may work as a partnership-building tool. It requires facilitation to ensure the full participation of the most vulnerable and to facilitate constructive discussion.

PAPD follows six phases that provide a structured and repeatable approach to helping people identify their shared problems and the potential pathways to their resolution:

1. Preparation, and collection of background knowledge.

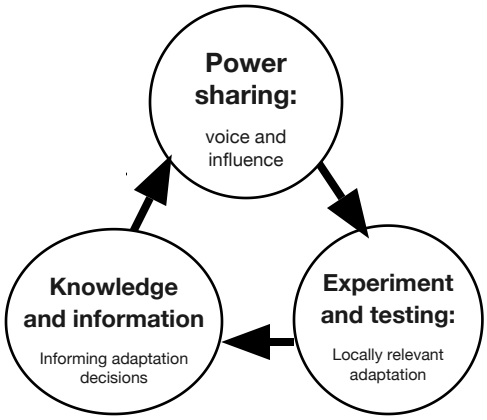
2. Problem census and problem prioritisation in stakeholder groups.

3. Information gathering, including a process of building awareness among all directly and indirectly affected parties through work in small committees.

4. Analysis of solutions in relation to social, technical, environmental, political and sustainability factors.

5. Public feedback and communication of findings to a broad range of stakeholders.

6. Action plan development and enabling support for implementation.



Waste infrastructure in Chamanculo C

In Chamanculo C waste must be delivered in plastic bags to waste collectors with handcarts. The small firm that collects the waste does not collect glass bottles and leaves. Lacking alternatives, residents usually resort to hiding glass bottles and leaves by 'wrapping' them in other waste inside the plastic bags.

Residents feel that increasing recycling of, for example, glass bottles would improve the neighbourhood.

AMOR (Associação Moçambicana de Reciclagem) is a civil society organisation that serves as an intermediary between citizens and organizations involved in waste recycling. In Maputo, all kinds of domestic waste have economic value. A partnership with AMOR could help setting up an 'ecopoint' in Chamanculo C, that is, a site where citizens could bring the recyclables. Land with vehicular access is needed to establish the ecopoint. The PAPD process has also facilitated the discussion of other options such as the construction of a composting plant.

Implementation in Maputo

We conducted a participatory exercise in the city quarter Chamanculo C from November 2012 to June 2013 with the support of local institutions and the collaboration of AVSI, a local NGO.

Chamanculo C hosts a large low income population and faces challenges both in terms of service provision and exposure to climate-related risks. The development of this quarter is a priority for the municipality of Maputo, which in 2011 received funds from the World Bank to upgrade the neighbourhood. In this context, the PAPD attempts to deliver insights into the effectiveness of current development efforts and reveal future challenges.

Following the PAPD approach we engaged with community groups, who developed a shortlist of priorities such as rehabilitating drainage channels, improving waste collection and disposal, construction of sanitary blocks and repairing leaking water pipes. Local committees are currently evaluating the proposals and developing a roadmap of implementation options. Representatives of the communities will present their proposals at a meeting to foster local partnerships in June 2013.

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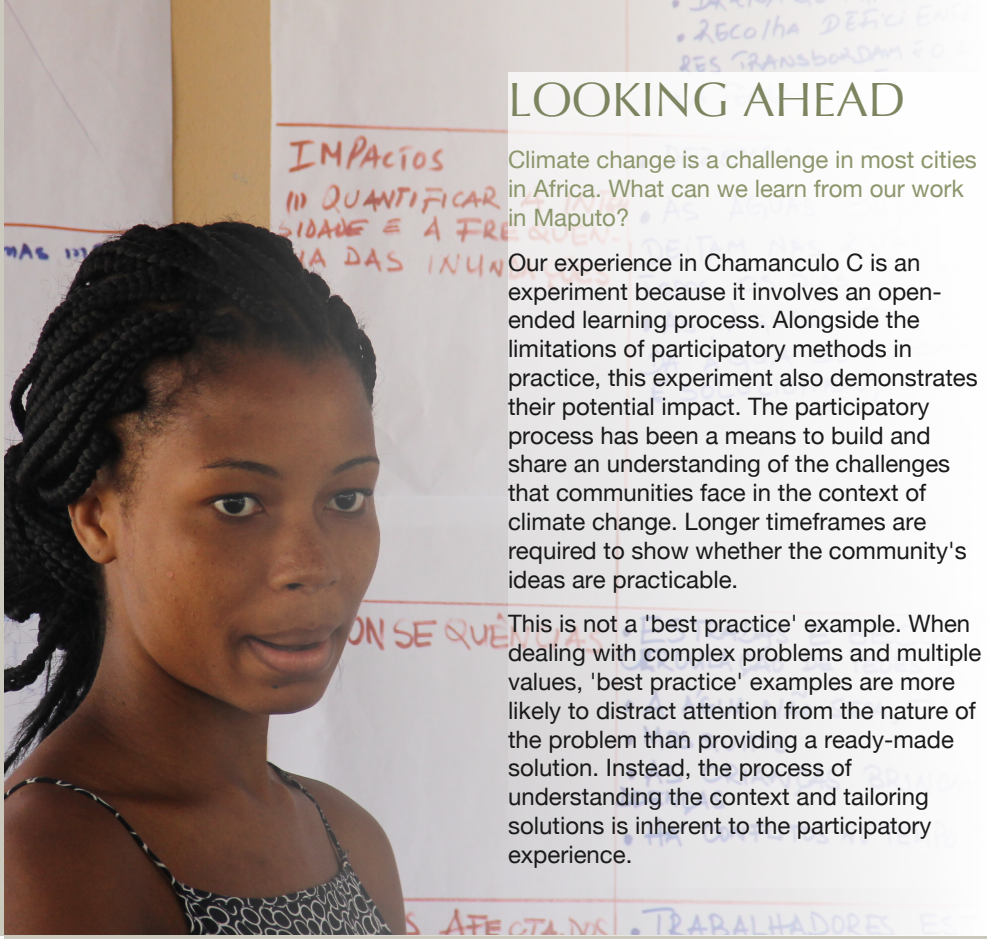

LOOKING AHEAD

Climate change is a challenge in most cities in Africa. What can we learn from our work in Maputo?

Our experience in Chamanculo C is an experiment because it involves an open-ended learning process. Alongside the limitations of participatory methods in practice, this experiment also demonstrates their potential impact. The participatory process has been a means to build and share an understanding of the challenges that communities face in the context of climate change. Longer timeframes are required to show whether the community's ideas are practicable.

This is not a 'best practice' example. When dealing with complex problems and multiple values, 'best practice' examples are more likely to distract attention from the nature of the problem than providing a ready-made solution. Instead, the process of understanding the context and tailoring solutions is inherent to the participatory experience.

DISCLAIMER

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