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DEVELOPMENT OF A
PUBLIC PRIVATE PEOPLE
PARTNERSHIP (4P) FOR
CLIMATE COMPATIBLE
DEVELOPMENT IN
MAPUTO, MOZAMBIQUE

Project Summary

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‘Development of a Public Private People Partnership for climate compatible development in Maputo, Mozambique’ (4PCCD) was an action research project open up spaces of cooperation for climate compatible development in Maputo, Mozambique. Its central objective was to increase citizens’ capacity to advance their concerns and interest in the formation of effective partnerships for climate change.

Climate compatible development in Maputo, Mozambique

4PCCD developed and implemented an innovative planning methodology, to put the urban poor at the centre of the agenda for climate compatible development in Maputo, Mozambique. Because of its coastal location, facing the Indian Ocean, Maputo is exposed to severe climate risks, such as flooding, cyclones and sea level rise. Moreover, 44% of the population is in poverty and access to infrastructure and services is one of the main aspects of urban deprivation in the city. Heightened environmental risks are compounded with high vulnerabilities. Any credible, effective and feasible climate change plan will need to incorporate the local concerns among the urban poor in relation to climate change risks, and the possibilities they see for sustainable growth in their area.

Thus, the project focused on: 1) eliciting local issues in relation to climate change in a particular area; 2) developing partnerships between public institutions, private business and communities to address those issues in relation to broader institutional and economic concerns. While the project focused on the production of a Local Climate Change Action Plan at the neighborhood scale, it also enrolled the municipal and the national government institutions to promote the incorporation of such plans in their municipal and national strategies for climate change.

The project was developed in three stages. The first stage involved reviewing state of the art publications on climate change in Maputo to characterize key climate change impacts, identify vulnerabilities and devise mechanisms to communicate this information at the local level. The second stage involved the imple-

mentation of a participatory methodology in a specific neighbourhood, through which climate change information was shared and key proposals debated. The third stage involved the presentation of the community’s proposals to a wide-ranging group of stakeholders at the municipal and national level to establish potential avenues for implementation of the Local Climate Change Action Plan and develop partnerships to support it.

The process was implemented in the neighbourhood of Chamanculo C. Citizens identified proposals by mapping climate risks onto their current challenges. Thus, they proposed different measures in relation to 1) the improvement and maintenance of drainage channels; 2) the protection of the water supply; 3) the management of local waste streams; 4) and the establishment of awareness and communication channels between citizens and relevant institutions. In doing so, their ideas did not only address the immediate risks they face but also engaged with creating a more sustainable neighbourhood, for example, through recycling and improving the water supply.

The project was designed to facilitate local planning processes and to gain recognition among government institutions of the value and cost-effectiveness of these processes to achieve inclusive and effective climate change planning. In its latest stage the project created opportunities to connect community representatives with relevant institutions that could help them achieve their proposals. At the time of writing, these representatives have gained the knowledge and influence to be able to negotiate such proposals and bring them to fruition in the short term.

An innovative partnership for long-term results

4PCCD is the result of a partnership between University College London (UK), the Environment Fund of Mozambique (FUNAB), Reading University and the University of York. This partnership was established because a representative from FUNAB looked for innovative methods to establish partnerships directly with citizens and communities but, being a national level organization, lacked the means and capacity to achieve that.

The academic partners have combined expertise in planning, climate change communication and participation. They developed practical participation methodologies directed towards achieving a periodic consensus within communities while addressing the vulnerabilities and diversity of the urban poor. Thus, this project was set up as an experiment in which academic partners would mediate the establishment of sustainable partnerships with local partners already operating in Maputo and Mozambique.

To do so, in parallel to the participatory planning process, the project has implemented a partnership building method, which included an actor-mapping exercise to determine the movers and shakers of climate change action in Maputo and who could help the community to implement their proposals. First, the actor-mapping exercise helped to determine key actors who had to be involved in the project from the outset, because their involvement had repercussions for the feasibility of the project. These included the municipality of Maputo, Eduardo Mondlane University, and the AVSI foundation. The AVSI foundation, which is implementing the municipality's urban renewal project in Chamanculo C, was directly involved in the management of the participatory exercise and, thus, can lead the replication of the process in other neighborhoods in Maputo.

The actor-mapping exercise also helped to identify other actors whose interests and capacity made them relevant for the overall process of building partnerships for climate compatible development, with or without the direct involvement of citizens. These included, for example, the development associations Amandla or ADASBU, NGOs such as AMOR or the Red Cross, consulting firms such as AMDDA, utilities such as Águas de Mozambique or FIPAG, and international organizations such as UNDP or DANIDA.

The project team approached actors through an ongoing series of interviews to scope the current landscape of climate change governance in Maputo, their interests and the possibilities for partnerships with government and communities. Moreover, the participation of 46 institutional representatives in the learning workshop, alongside the representatives of the community opened up dialogue on mutual interests between multiple organizations and community representatives who are currently engaged in an ongoing debate about partnership development.

Working with communities

4PCCD, which received funding (£114,000) from the Climate Development Knowledge Network, was implemented from January 2012 till July 2013. It was conceived as an experiment to demonstrate the positive impacts of participatory planning in the context of high climate

change risks and high vulnerability. The central aim of the project was to achieve a change in values and ways of understanding the planning process so that planning was conducted to address the local challenges and build upon existing potentialities- specially positive examples of local partnerships for waste management and water provision that already operate in other areas of Maputo.

The project was implemented in the municipal district Nihamankulu (the old District 2) that according to the last census (2007) hosts 154,272 people in a small area of 8 km². This dense area is further divided in several *bairros*, or neighbourhoods, such as Chamanculo C. Located near the coastal area in the Bay of Maputo, the floods devastated Chamanculo C in 2000.

In Chamanculo C the project has had the following results: training of 4 local facilitators; the facilitation of an inclusive participatory process which reached hundreds of families in the neighborhood with several community meetings with 20 to 50 participants; the establishment and training of a 5-member Climate Planning Committee (CPC) that defends the interest of local residents; the communication of results to a wide range of potential partners in a learning workshop (46 participants); the identification of potential partners that can help the communities achieve their proposal and the establishment of communication channels through informal and formal meetings. All these results were monitored during the lifetime of the project by keeping records of attendance to meetings and by recording and transcribing the meetings. Moreover, feedback was obtained from facilitators and participants about the extent to which these meetings had been inclusive and what social or political tensions they raised.

In the longer term we expect that the CPC will be able to implement their proposals with a considerable improvement in drainage, waste management and water supply and thus, a reduction of the neighborhood's vulnerability to climate change events. We secured funds from ICLEI in June 2013 to monitor the progress of these proposals through interviews with participants and institutional representatives until December 2013.

An innovative participatory planning methodology

The project followed a Participatory Action Plan Development (PAPD) methodology, a partnership-building tool, which emphasizes building consensus and relationships between diverse social groups to raise awareness and understanding of their different perspectives.

The participatory process took place from November 2012 to June 2013. To enable constructive discussion and the inclusion of vulnerable groups, the participa-

tory process was organized with the explicit objective to identify in advance interest groups who would have different concerns and would like to discuss their concerns separately. An initial discussion with facilitators and relevant actors within the community helped to identify the following working groups: elderly people (men and women); young people (men and women up to 30 years old, strongly affected by unemployment); local small business (mainly women); women whose main occupation is to care for their families; and residents who work away from the neighborhood both in the formal and informal sectors (mainly men). These groups met independently to discuss the impacts of climate change in their neighborhood and developed proposals accordingly. Each group reported back to the whole community in several larger meetings (of about 50 people).

After a few rounds of discussion, depending on the level of agreement, each group designated a representative to the CPC. This committee discussed all the collective proposals and established a priority list. They then analyzed each proposal in relation to social, technical, environmental, political and sustainability factors. The committee did this analysis through interviews and meetings with relevant actors holding information and ideas about how to progress towards the implementation of the community's proposals. In this process, the committee looked into very concrete details from the exact location of a composting plant or a waste collection point, to the possibilities to harness funding from water utility companies such as FIPAG. The committee did not only feedback their results for their debate in a broader meeting within the community, but also, presented their proposals to a range of stakeholders in the learning workshop mentioned above, which has been followed up by meetings with individual institutions who wished to discuss future steps towards implementation.

Overall, through their participation in this project, the community has been organized in working groups; has gained a recognized voice which has been heard by potential institutional and business partners; has identified a shortlist of concrete proposals and has evaluated them; and has identified opportunities for partnerships. In the long term, we hope this exercise will help to empower this community, so that citizens are involved in decisions that affect their resilience to climate change and the future sustainability of their neighborhood.

Working towards replicability

The key strategy to scale the project up was the formation of partnerships as a means to institutionalize the participatory planning process on the ground. The process in Chamanculo C can be scaled up at the municipal level and at the national level. At the municipal level,

the project was developed in close consultation with the municipality of Maputo. The Municipality is interested in incorporating the local climate change action plan for Chamanculo C in their forthcoming climate change action plan, which is currently under development. Moreover, we have established informal partnerships with diverse institutions operating in the city (NGOs such as AMOR and the AVSI foundation or local institutions such as Aguas da Região de Maputo) and raised their interest to work with the CPC to understand how they can improve ongoing interventions in Chamanculo C and similar neighbourhoods.

At the national level we have obtained the commitment from the Ministry of Environment (MICOA) and the Environmental Fund (FUNAB) to work towards a participatory approach that reflects the needs of the urban poor in the implementation of their Climate Change Development Policy, which was supported by the World Bank. FUNAB described the members of the CPC as 'champions' deserving support from all the other actors. The active participation of international organizations such as Carbon Africa, UNDP and DANIDA in our learning workshop points at future possibilities for scaling up this initiative beyond the context of Maputo and Chamanculo C.

The participatory methodology developed in Chamanculo C is replicable in other neighbourhoods across Maputo and Mozambique. This methodology has been synthesized in a 'handbook' that, building upon the experience of the project, emphasizes how to replicate this approach. To promote replication in Maputo, the handbook will be translated to Portuguese and distributed among citizens and institutions in September 2013.

Engaging with the potential for long term transformations in Chamanculo C

According to the IPCC (2000) "participatory approaches have been shown to improve the quality, effectiveness, and sustainability of development projects, and strengthen ownership and commitment of government and stakeholders". Yet, there are few experiences of participatory urban planning which explicitly address climate change. Challenges are how to communicate climate change information and how to avoid generating an unfeasible 'wish list' of development priorities with little reflection on climate change concerns. In response to this debate, this project demonstrates that citizens living in informal settlements can engage in discussions of climate change information when such information is synthesized and made it relevant to their concerns and life practices. Moreover, the project shows that participatory planning processes reveal climate vulnerabilities and open up opportunities for sustainable development.

This project thus challenges top-down, technocratic visions of how climate change should be managed at the local level.

The project shows that business, governments and communities could work together to address climate change through local partnerships. The project also highlights the crucial role that informal business and informal workers play in the city's economies, often addressing infrastructure and service provision failures. In Maputo, for example, waste management depends on local operators, 'catadores', and water provision relies on small providers.

Through participatory planning the community identified business opportunities that they can take part in. For example, following their participation in the Local Climate Change Action Plan the CPC gained the support of the NGO AMOR to establish a recycling plant, which could become a profitable local business. Community representatives are also working to establish a micro enterprise to tender for a contract for primary collection of waste. These examples show the potential for transformative change embodied in the recognition of communities as active economic agents, which contribute to the long-term sustainability of the city economy.



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