



INSIDE STORIES

on climate compatible development

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Key messages

- The Public Private People Partnerships for Climate Compatible Development (4PCCD) project used an urban planning tool that recognises the capacity of citizens living in informal settlements in Maputo, Mozambique, to develop a vision for the future of their neighbourhood in a changing climate.
- A participatory planning process empowered citizens to develop a collective vision and present it to government institutions and private firms in Maputo.
- 4PCCD also created opportunities for dialogue among government institutions, businesses and communities, both in informal meetings and public forums.
- The project showed that municipalities can speed up climate policy development by inviting local communities to share their experiences and knowledge.
- The project also highlighted that participatory planning needs sufficient allocation of time and money in order to undertake meaningful community consultation and a detailed scientific assessment of climate impacts.

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A local vision of climate adaptation: Participatory urban planning in Mozambique

With an estimated population of 1.1 million,¹ Maputo is the most densely populated city in Mozambique. The city is sharply divided into two areas: 'the cement city', or the old colonial centre with paved roads and high-rise buildings, and the *bairros* – largely underserved, congested areas that house the majority of the city's population. Situated on the Indian Ocean, the city is highly vulnerable to climate change impacts such as cyclones, flooding and sea level rise. Poverty and inequality, which are concentrated in the *bairros*, further exacerbate climate change vulnerabilities in the city. Chamanculo C is one such *bairro* where vulnerabilities have become evident during recent flood events. Responding to the urgent need to address urban deprivation, the municipality is currently implementing a neighbourhood upgrading programme in Chamanculo C. When it comes to debating climate-related action, displacement and relocation dominate the government's thinking.

Public Private People Partnerships for Climate Compatible Development (4PCCD) was a small project (£114,000 or roughly US\$189,500) that ran from 2011 to 2013. It asked: can local views be represented fairly in national and municipal planning processes through a partnership approach? Answering this question required: i) understanding what makes a successful partnership among relevant actors; ii) providing a platform to support such a partnership; iii) developing formal outputs, such as local development and climate change action plans; and iv) disseminating the lessons widely to bring new partners into the process. By experimenting with different forms of participatory planning, 4PCCD aimed to identify local priorities for climate-related action, along with the key actors and resources needed to make it happen.

4PCCD was unique in three ways. First, it used a participatory planning methodology called Participatory Action Plan Development to address climate change in an urban context. A key aspect of its implementation was to link development and climate change priorities. The project team synthesised data

from global circulation models and previous experiences of cyclones and flooding in Maputo.

Second, it focused on starting long-term collaborations. The project constituted a partnership among academics, the

Government of Mozambique and local communities in Chamanculo C. At the outset, the governmental institution National Fund for the Environment of Mozambique (FUNAB) teamed up with academics from University College London, Reading University and the University of York to devise a participatory planning project that could build relationships between key stakeholders. From this point, the focus was on actors in Maputo who held the potential to work together over the long term. Actor mapping was used to understand the key players who were delivering climate change interventions in Chamanculo C and Maputo. Following this scoping analysis, the team involved other key stakeholders: Eduardo Mondlane University provided expertise central to the planning process in Maputo itself and established a direct link with the municipality; neighbourhood leaders were consulted to provide access to the target communities; representatives of international development agencies, such as UN-Habitat, were enrolled to ensure appropriate links to the existing interventions for climate change in the city; civil society organisations with extensive expertise in development interventions in Chamanculo C, such as the non-governmental organisation AVSI and the local development association AMANDLA, supported the development of the project. Finally, the project enrolled actors that communities wanted to work with: Associação Mocambicana de Reciclagem (the Mozambican recycling association), the water utility Fundo de Investimento e Património de Abastecimento de Água (FIPAG) and the Ministry of Coordination of Environment Affairs.

Third, the approach involved a diversity of groups from the community. Residents identified particularly vulnerable groups in the neighbourhood and ensured that their concerns were discussed. This allowed close consideration of multiple priorities.

Achieving climate compatible development depends on bringing together the interests of the different people and institutions involved. FUNAB was interested in finding opportunities for climate change mitigation, but the recurrent flooding in Chamanculo C necessarily oriented the project towards adaptation. Floods paralyse Maputo's *bairros*. Water covers roads and properties, and the deficient drainage – which is often blocked by uncontrolled waste – prolongs the impact of floods. These impacts are keenly felt by – and preoccupy – residents. Vulnerability to climate change impacts therefore became a focal point for local residents. Local proposals concentrated on improving drainage and infrastructure to increase the capacity to deal with floods. While these initiatives may have implications for mitigating greenhouse gas emissions, these mitigation aspects are relatively incidental to residents.

The research team focused on understanding specific development challenges in Maputo, including: local concerns, institutional support mechanisms, values and priorities. It also considered more mundane issues such as existing transport, water, sanitation and energy infrastructures, livelihood opportunities and daily practices. A clear understanding of the interests of different actors is important to enable constructive forms of dialogue; this way, all concerned can recognise the multiplicity of concerns and objectives involved in achieving climate compatible development. Because interests may change, the methodology

People's participation is rather important, because they know something about the area and how life happens. If the community gets together and makes a claim, that can echo.

– Dra Sílvia Cabrita, Maputo Municipality

focused on making the project responsive to stakeholders' varied needs as they emerged during the project.

Achievements and success factors

4PCCD has demonstrated the potential of Participatory Action Plan Development methodologies to develop institutions for climate change governance at the local level and to establish channels of communication among different stakeholders from government, business and civil society. For example, the participatory planning approach had a clear impact in terms of facilitating community organisation, and strengthening their representation through the establishment of a Climate Planning Committee (CPC) - whose expertise and legitimacy has been acknowledged in joint learning events with stakeholders and policy makers in Maputo.

The CPC wrote the community's proposals into a Community Plan for Climate Change Adaptation. All facilitators were Maputo-based and received training to play this role. The facilitators provided check points but the communities developed proposals, wrote the plan, presented it to other actors and made follow-up approaches to institutions for further support.

This process showed how local residents can engage with climate change information, and how they can use climate change as a theme to foster local debate – and generate partnerships – around their key development concerns, particularly in relation to their safety and health. Residents of Chamanculo C proposed measures to improve the *bairro's* waste management and drainage through community organisation, repairing networks to improve the water supply, and improve waste management through a recycling centre. They also suggested the promotion of environmental education to, for example, learn about waste

management and emergency responses to flooding. However, they rejected the option of relocation because they believed it would have an unbearable impact on their livelihoods.

4PCCD also gave communities a forum in which they could present their plans to a wider audience of institutional representatives and policy-makers in a learning workshop led by the CPC. This created expectations about what the communities could achieve, and local residents became confident in their perspectives. The project created a shift away from passive participation in neighbourhood planning to active leadership and mediation. Some policy-makers responded enthusiastically. There is no evidence of policy impact as of yet but the municipality has embarked on deeper climate change planning processes, following this project. What is more, FUNAB has acknowledged the project's benefits. Its staff received training to further implement participatory methods and gained confidence in the way such methods can involve local residents in climate change adaptation planning decisions. They showcased the project to other government institutions to demonstrate their capacity to think innovatively about how to address climate change in Maputo. The challenge for both FUNAB and local residents will be to implement proposals demonstrating that participatory planning can improve the capacity of residents in Chamanculo C to respond to flooding events.

Demonstrating how local proposals could be implemented was another aim of the project. The CPC identified key actors who could support them or who were responsible for delivering some of the proposed interventions. This raised interest among different institutions that could intervene in the climate change sphere, including the Ministry of Environment, the Maputo Municipality, the

This is an important project that came to fill a gap in the capacity of the national government to listen to the citizens of Maputo.

– Carlos Seventine, FUNAB

water utility FIPAG and private and civil society organisations including the Italian NGO AVSI, the Mozambican recycling association and the local development association AMANDLA. The CPC met with each of these actors, creating new networks, some of which have maintained discussions beyond the project lifetime. Now, some months after the initial project, the residents are beginning to mobilise external funding for their proposals and move towards implementation.

Overall, 4PCCD showed that climate change is a very relevant and current issue in Maputo, not just for policy-makers but also for citizens. The CPC's technical evaluation of the community proposals' sustainability and feasibility allowed community members to recognise the possibility of realising their visions, based upon their own human and social capital and local resources. This realisation has accelerated a process of institutional development and mobilisation around climate change in the community: now there is a dedicated climate change team working within the community.

These are still the early days of Chamanculo C's experiment in participatory planning. It remains to be seen whether the enthusiasm and open dialogue that arose during the project will be manifested in formal partnership commitments. The original assumption of 4PCCD was that the community's capacity for self-organisation would generate formal commitments and long-standing partnerships, but this was not proven within the lifetime of the project. Still, the

project team is positive about the long-term viability of the outcomes. The proposals put forward by the CPC are feasible, and several key institutions – especially FUNAB and the Maputo Municipality – have expressed their commitment to implement them. FUNAB continues to support the idea of participatory planning and may play a key role in replicating the project and ensuring the sustainability of its achievements over time.

Project implementation

4PCCD faced several challenges and depended on certain enabling factors to achieve success. Two such factors were: i) the need to adapt the project to the realities on the ground and ii) shifting conditions during implementation.

One key challenge was the short timeline. Given its experimental character, this project could not have been implemented at a larger scale without a prior proof of concept – which 4PCCD has now provided. Yet, institutional development and proposal implementation require maturing over time. External university-based facilitators, who knew the global debates and could grasp the local context, played a key role both in connecting communities with governmental and business actors and maintaining enthusiasm across the board. The question emerging here is: how much facilitation (and therefore project time) is needed before the community (and the CPC) can drive the planning process? Any participatory planning process needs to balance the provision of facilitation with the community's need to develop independence.

Another challenge was the project team's capacity to interpret local climate information and to perform a technical analysis of climate change impacts in Maputo, beyond the broad analysis performed through a literature review and the downscaling of global circulation

models. One important omission was urban climatology and the specific interactions of the city with the atmosphere. This would have enabled more precise estimates of actual impacts and thus, it could have led to greater precision to understand the potential improvements in adaptive capacity derived from the community's proposals.

Within the project design, several factors improved its chances of success. FUNAB's commitment to the project from the outset was key – its members both championed it and helped gain access to other institutional actors. Their support helped build legitimacy for the project's objectives and also raised interest, for example, among residents in Chamanculo C. Another successful strategy was to recruit a dynamic and committed facilitator who had the capacity to communicate equally with citizens and bureaucrats, as well as emphasising consensus-building. Also, keeping an open mind as to how priorities are articulated within the local context allowed the project team to avoid (consciously or unconsciously) imposing external proposals and priorities. Finally, the development of a communications strategy that included both informal contact and exchanges in formal forums with multiple institutions at different levels, from national government to local development institutions, enabled more open dialogue among stakeholders.

The project gained support from local communities and institutional representatives who were conscious about the risks from natural hazards, and their impacts on the daily lives of Maputo's citizens. Flooding is perceived as a problem inherent to life in Maputo, but climate change has conferred new urgency to it. Citizens also demonstrated a capacity for self-organisation, fostered perhaps by the interest of some individuals within the community to raise their political profile. The project provided multiple opportunities for adapting the process of research and dealing with uncertainty. A final and significant enabling factor for partnership development was the interest of local small and medium enterprises – for example those involved in the management of waste streams – who saw climate change as both a challenge and business opportunity.

Conclusion

This project demonstrates that local residents in Chamanculo C, and perhaps Maputo, are responsive to and able to take a leading role in a participatory planning approach. Lending each citizen a voice is essential to harnessing the potential of local communities: both to engage with climate change information and to catalyse action for climate change. They can do so by incorporating climate change concerns into local development priorities. While conflicts

between development, mitigation and adaptation priorities may seem irreconcilable in an abstract setting, communities are able to formulate practical and feasible options which negotiate and even resolve such trade-offs. By addressing a key development priority of improving sanitation with a raised awareness of the potential risks posed by climate change, residents of Chamanculo C are reducing their vulnerability to its impacts.

Local communities are capable of organising themselves to work towards collective action; engaging with climate information, uncertainties and futures when these relate to their daily experiences; and putting forward sensible proposals for development that directly tackle climate change vulnerabilities. The 4PPCD project also demonstrates that governmental institutions and business have a lot to gain from listening to local perspectives. Overall, local communities have a grounded understanding of climate change and can do a lot with limited resources, by drawing on their own human capital.

Endnote

- 1 INE (2012) Definitive data of the 2007 3rd population and habitation census of Mozambique. Maputo: Instituto Nacional de Estadística.



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