



Guiding Principles for **City**
Climate
Action
Planning



ASSESSMENT REPORT Vilankulo, Mozambique:
City Resilience Planning

27 May 2016

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City Resilience Planning***

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First published in Nairobi in 2016 by UN-Habitat
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Cover Photo: The Vilankulo coastline at low-tide. Settlements in the coast are vulnerable to storm surges and rising sea levels.
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ACKNOWLEDGMENTS

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EXECUTIVE SUMMARY

UN-Habitat, together with endorsing partners, is beginning to apply the Guiding Principles for City Climate Action Planning, a set of Guiding Principles launched at the Paris Climate Summit in December 2015. The intent is to apply these Principles in cities with ongoing climate action planning processes, via “accompanied missions”. Through such an assignment, the endorsing partner representative will seek to:

- Apply the Guiding Principles and its indicators to the ongoing process, while at the same time to
- Obtain practical feedback on the applicability of the Guiding Principles in the field, allowing for possible further refinements of the Principles as needed in the future.

Between 28 March and 01 April 2016, Faderr Johm, a consultant to UN-Habitat’s Climate Change Planning Unit, undertook an accompanied mission to Vilankulo, Mozambique. The consultant accompanied a team supporting the City Resilience Action Planning (City RAP) exercise that is being conducted under the auspices of UN-Habitat (Mozambique) and the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR).

The Accompanied Mission developed an indicator-based assessment of the City-RAP process as it was being applied in Vilankulo and observed during the mission. Draft findings subsequently were presented to and discussed with the UN-Habitat Mozambique team that is assisting Vilankulo with their planning process and then finalized. The assessment showed that the Vilankulo plan and planning process in general was **strongly compliant** in terms of the following Principles¹:

- **Inclusive engagement with marginalized communities** – with strong participation by residents of poor neighborhoods affected by flooding.
- **Fair solutions** – with a number of the planned actions targeted at the poor neighborhoods affected by flooding.
- **Actionable solutions** – with responsibility for the planned actions assigned to specific agencies, budgets set for the planned actions, and actions sequenced over time.

- **Verifiable goals** – through an appropriate monitoring framework.

The assessment was in general **partially compliant** in terms of the following Principles:

- **Inclusive engagement with economic actors** – noting in particular the tourism sector as a possible (but currently unengaged) partner; this sector may be impacted by sea level rise in the future, and so may have a stake in building climate resilience.
- **Comprehensive action plan** – with actions for climate change adaptation (but not mitigation) addressed within multiple sectors.
- **Locally relevant** – as the intent of the City RAP facilitators is for their Resilience Action Plan to feed into and inform ongoing local planning processes; however in the absence of the final plan with a statement to that effect there is only partial compliance.
- **Evidenced based** – with local but not scientific knowledge about climate change reflected in a vulnerability assessment.

Lastly, the assessment found that the Vilankulo plan and planning process **requires improvement** in terms of the following Principles:

- **Comprehensive planning process.**
- **Horizontal integration.**
- **Vertical integration with higher levels of government.**

In preparing final recommendations, we acknowledge that the City-RAP is a practical resilience planning tool that is appropriately designed to meet the capabilities of secondary cities in Sub-Saharan Africa, and urge that the tool not lose that focus. That being said, from the perspective of city climate action planning, we **recommend** as future steps in resilience and climate action planning in Vilankulo:

1. Utilize existing scientific data regarding climate change, e.g., projections previously downscaled from regional models.
2. Further sensitize residents about climate change.
3. Identify sources of outside financing or allocate municipal budget resources for Priority Actions.
4. Connect the city plan with the implementation of the National Climate Change Strategy and Intended Nationally Determined Contributions, implementers to ensure that the results of the City RAP exercise are contributing to national goals.

¹ The Guiding Principles are shown in **bold italics** below.

5. Establish a standing committee in Vilankulo that will coordinate implementation of the City RAP activities and that is cross departmental and cross sectoral.
6. Engage academia and the private sector in future climate change planning.
7. Ensure that the final plan includes mechanisms for updating the targets and activities.
8. Develop pilot projects for selected activities. These could serve to demonstrate feasibility, improve design and even garner financial support for upscaling.
9. Set targets with a horizon of 20 years or more that the 10-year targets for the Priority Actions can feed into.
10. Coordinate with other localities in the District on climate and resilience activities.
11. Include simple mitigation activities that will contribute to greenhouse gas reductions.

INTRODUCTION TO GUIDING PRINCIPLES FOR CITY CLIMATE ACTION PLANNING

UN-Habitat, together with endorsing partners, is beginning to apply the Guiding Principles for City Climate Action Planning, a set of eight Guiding Principles launched at the Paris Climate Summit in December 2015². The intent is to apply these Principles in cities with ongoing climate action planning processes, via “accompanied missions”. In such a mission, a representative of an endorsing partner organization accompanies a team that is undertaking climate action planning through some ongoing process.

Through such an assignment, the endorsing partner representative will seek to:

- Apply the Guiding Principles and its indicators³ to the ongoing process, while at the same time to
- Obtain practical feedback on the applicability of the Guiding Principles in the field, allowing for possible further refinements as needed in the future.

With this in mind, below we provide:

1. Background on Vilankulo, Mozambique, and the planning exercise under way there;
2. A summary of the indicator-based assessment undertaken in Vilankulo from the perspective of the Guiding Principles for City Climate Action Planning;
3. A narrative discussion of the assessment; and
4. Recommendations.

² <http://unhabitat.org/books/guiding-principles-for-climate-city-planning-action/>

³ The set of indicators that correspond to the Guiding Principles are available upon request.



BACKGROUND

ACCOMPANIED MISSION - VILANKULO

Between 28 March and 01 April 2016, Faderr Johm, a consultant to UN-Habitat's Climate Change Planning Unit, undertook an accompanied mission to Vilankulo, Mozambique⁴. The consultant accompanied a team supporting the City Resilience Action Planning (City RAP) exercise that is being conducted under the auspices of UN-Habitat (Mozambique) and the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR). For an overview of the three-phase City RAP process, designed as a rapid planning process for secondary cities in developing countries (primarily Africa), see Annex A.

During the mission, the following events occurred:

- March 28: A **pre-prioritization workshop** was held with the Vilankulo focal points that are individuals from different municipal departments. This was meant to be completed in **Phase 2 of the RAP process** (see Annex A) but was held during this visit. During this meeting the outputs of **Phase 2** were presented by the City RAP team and together with the UN-Habitat DiMSUR team, the results were analyzed. The survey of the municipal department was analyzed to determine which themes were considered high priority, medium priority and low priority. The neighborhood prioritization maps were also presented. These maps convey the main concerns (vulnerability) from the community at the neighborhood level spatially.
- March 30: The **prioritization workshop** was also meant to be completed in **Phase 2 of the RAP process** (see Annex A) but was held during this visit. The workshop comprised of roughly 30 participants with approximately 15 municipal technicians and 15 community members that included neighborhood leaders and other community members. During this process the results from both the municipal department survey and the neighborhood risk mapping were presented to the group (see Image 1). The priority themes were identified and eventually the group chose 4 priority themes. The group was then divided into 4 sub-groups and each was assigned 1 priority theme to develop activities for. The sub-groups then presented their list of activities to the larger group for comments and questions. These initial activities were then elaborated upon by the local RAP focal points with assistance from the City RAP Team.



Image 1: Local RAP focal points presenting the results of the municipal department survey and the neighborhood risk mapping at the Prioritization Workshop. © Faderr Johm

- March 31: The **plan finalization workshop (Phase 3 of RAP process)** was conducted by the local RAP focal points with the help of the City-RAP Team and some council and community members that were present at the previous day's workshop. This process involved mapping the priority themes decided upon and detailing the plan document by including budgetary requirements and the authority responsible for implementation.
- April 01: The **validation of the draft resilience action plan (Phase 3 of RAP process)** was conducted by the City RAP Team (see Image 2). Over 30 municipal technicians and community stakeholders attended the final presentation. The City RAP Team reviewed the City RAP process with the group on how theme areas were chosen and the activities decided upon. Then each activity was reviewed by the group



Image 2: Validation workshop for Vilankulo RAP © Faderr Johm

⁴ Terms of Reference available upon request

to agree upon the wording, the municipal department responsible for implementation and the other departments and partners that could support in the implementation of each activity. The group also decided the implementation procedure and evaluation and monitoring. They decided to establish a group independent of the municipality to monitor implementation of the action plan. They also agreed that evaluation would be conducted on the basis of each activities timeline, but reporting would be annual.

CLIMATE ACTION PLANNING AT CITY AND COUNTRY LEVELS

Vilankulo is the only municipality in the District of Vilanculos. It has a population of 164,264 and is located in the province of Inhambane. Mozambique has a unitary form of government with an executive president as head of state and government. There are 11 provinces headed by a president-appointed governor. Each province is subdivided into districts. The municipalities are however independent from the central government and the mayors are elected.

The stand-alone Vilankulo Municipal Council Resilience Action Plan is currently being finalized. Some plan elements, e.g., on improved security, have no direct relation to climate change, but are viewed as important for improved resilience more broadly defined.

The preliminary action plan was finalized on 01 April 2016 following the validation workshop. The final plan is to be developed in the weeks following the validation workshop and then submitted to the municipal assembly for approval.

At the national level, the “National Climate Change Adaptation and Mitigation Strategy (NCCAMS) was approved by the Council of Ministers in November 2012. This is the first such strategy in Mozambique and sets out a program of climate action priorities across government departments, covering the period 2013-2025. The first phase covering 2013–2014 has focused on piloting, at the community level, integrated adaptation and climate risk reduction actions through the Pilot Program for Climate Resilience [funded by the World Bank, African Development Bank and International Finance Corporation with a \$52 million loan and \$50 million grant, and implemented by the Ministry of Planning and Development and the Ministry for Coordination of Environmental Affairs]. It

has also focused on policy and institutional reform and capacity building at all levels, which has required a series of cross-sectoral strategic actions.”⁵ The NCCAMS has been updated with the second phase covering the period of 2015-2019. The “goal will continue to be the Action Plan, to increase local resilience, fighting poverty and identifying opportunities for adaptation and low-carbon development at community level through its mainstreaming in the process of district planning and budgeting.”⁶ The NCCAMS provides the background and offers a process for developing the Nationally Determined Contributions (NDC). For discussion of Mozambique’s NDC (2015) to address climate change, (see Section 3, Indicator 4.2C, below).

The City RAP is aligned with the NCCAMS in the sense that one of the identified priority actions in the national plan is “4.6.1.8.1 Desenvolver mecanismos de resiliência das áreas urbanas e outros assentamentos” (Develop resilience mechanisms for urban areas and other settlements). The City RAP arguably contributes in many ways to advance the activities planned under this priority action; however, see below.

There is no formal institutional alignment between DiMSUR and the Ministry that oversees climate change. Many governance changes have affected this Ministry since the new government took office in early 2015. As a result, there is limited national concerted effort to harmonize all the actions that are feeding each priority. However, it is the intention that once the City RAP is consolidated to approach central authorities to try to link implementation and results with existing mechanisms and guidelines. In Mozambique, there is a statutory requirement that local authorities develop plans with five and ten year horizons. The team implementing the City-RAP has aligned primarily with Vilankulo’s ten year horizon plan.

There are no antecedents the present planning process in Vilankulo; the City RAP process is the first of its kind in the municipality of Vilankulo with regards to resilience and climate change, however as noted above the focus that exercise is broader than climate change. The City recently developed its Strategic Plan that the City RAP process has tried to align with.

⁵ <http://www.cgcmc.gov.mz/attachments/article/183/Meeting%20the%20challenges%20of%20climate%20change%20with%20photos.pdf>

⁶ http://www4.unfccc.int/submissions/INDC/Published%20Documents/Mozambique/1/MOZ_INDC_Final_Version.pdf



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GUIDING PRINCIPLES INDICATOR SUMMARY

The following summarizes the indicator-based assessment of the City-RAP process as it was being applied in Vilankulo and observed during the mission in late March 2016⁷. Additionally, on 19 May the preliminary assessment was presented to and discussed with the UN-Habitat Mozambique team assisting Vilankulo with their planning process; the present document reflects that discussion.

COLOR RATING KEY

Preliminary evidence	Conclusive evidence	Preliminary evidence	Conclusive evidence	Preliminary evidence	Conclusive evidence
No or Weak compliance		Partial Compliance		Full Compliance	
Not applicable / Not determined / Pending / Cannot determine ⁸					

GUIDING PRINCIPLES ⁹	INDICATOR ¹⁰	ASSESSMENT	
AMBITIOUS – Setting goals and implementing actions that evolve iteratively towards an ambitious vision. PLAN	1A	Mitigation. For a given long-term target year (of 20 years or more), a city-level plan’s long-term emission reduction targets meet or exceed those found in the Nationally Determined Contributions (NDCs) of the corresponding country AND/OR the city has set a 2050 target of 80% or greater reductions from base year (or equivalent).	<i>Mitigation is not applicable to the Vilankulo plan</i>
	1B	Adaptation. The plan not only seeks to make vulnerable populations, key systems and critical infrastructure more resilient to climate-related risks, but to do so in a way that is transformative ⁷ , e.g., increases security of tenure or otherwise addresses some of the root causes of poverty.	<i>Pending</i>
	1C	Mitigation and Adaptation. The city plan sets a date to review, update and strengthen the targets and actions in the current plan.	<i>Pending</i>
INCLUSIVE – Involving multiple city government departments ¹¹ , stakeholders and communities (with particular attention to marginalized groups), in all phases of planning and implementation. PROCESS	2A	Documented process of consulting with civil society during climate action planning shows specific efforts at outreach to or communications with ONE OR MORE OF THE FOLLOWING marginalized groups: (i.) Women’s groups, (ii.) Neighborhoods where the average household income is below the median for the city or region, (iii.) Neighborhoods with a history of flooding or landslides, or that an assessment has shown are highly vulnerable to such climate-related hazards, AND/OR (iv.) Any other groups explicitly recognized and marginalized. Specify:	
	2B	Evidence of ongoing engagement with other (non-marginalized) stakeholders, e.g. economic actors that are potential implementation partners.	

⁷ The table above reflects the Guiding Principles set of indicators as of May 2016; they have been updated based on the Vilankulo experience.

⁸ Assessment is shown in grey if virtually no data are available as basis for assessment, or if indicator is not applicable to this planning process.

⁹ Column also shows whether the Principle primarily concerns: (i.) the climate action planning process, and/or (ii.) the plan itself – the main output of the planning process. Corresponding indicator(s) follow suit.

¹⁰ Several indicators refer to a single ‘plan’, however in the case of mainstreaming this can refer to multiple plan documents.

¹¹ For indicator reflecting cross-departmental engagement within the city, see Indicator 4.1A.

FAIR – Seeking solutions that equitably address the risks of climate change, and share the costs and benefits of action across the city.	3A	Mitigation. Policy goals in the plan explicitly reflect ONE OF THE FOLLOWING: (i.) An aim not to unfairly or excessively burden the poor with the costs and any negative impacts associated with climate action (ii.) The principle of ‘common but differentiated responsibility’ AND/OR (iii.) The ‘emitter (or polluter) pays’ principle.	<i>Mitigation is not applicable to the Vilankulo plan</i>
PLAN	3B	Adaptation. At least some climate actions in the plan are clearly targeted at helping ONE OR MORE OF THE FOLLOWING marginalized groups: (i.) Women’s groups, (ii.) Neighborhoods where the average household income is below the median for the city or region, (iii.) Neighborhoods with a history of flooding or landslides, or that an assessment has shown are highly vulnerable to such climate-related hazards, AND/OR (iv.) Any other groups explicitly recognized and marginalized. Specify:	
COMPREHENSIVE – Coherently undertaking adaptation and mitigation actions across a range of sectors within the city ...	4.1A	Process. Existence within the local government of a standing cross-departmental working group that has met at least once in the past year, whose terms of reference or written mandate includes promotion of coordinated climate action.	
PROCESS AND PLAN	4.1B	Plan. The climate action plan addresses BOTH adaptation AND mitigation, AND Adaptation actions address two or more sectors, AND Mitigation actions address two or more sectors.	
INTEGRATED [horizontally and vertically] – ...as well as supporting broader regional initiatives and the realization of priorities of higher levels of government when possible and appropriate.	4.2A	Inter-municipal (includes other localities and metropolitan). Existence of a plan or formal agreement between the local government and one or more other adjacent local governments AND/OR metropolitan level of government, that explicitly references coordination or collaboration in climate action or resilience planning.	
PROCESS	4.2B	Intermediate level. Existence of a plan or formal agreement between the local government and an intermediate level of government (e.g. province or state) that explicitly references coordination or collaboration in climate action or resilience planning.	
	4.2C	National. EITHER Nationally Determined Contribution OR National Climate Action Plan in the corresponding country includes provisions for empowering or coordinating climate action by local governments, AND/OR A proposal developed by the national government and either (i) registered as a Nationally Appropriate Mitigation Action or (ii) submitted to a multilateral climate fund (GEF, AF, GCF) includes an explicit role for local governments (including the one in question) in implementing or executing the action.	<i>Out of the municipality’s control</i>
RELEVANT – Delivering local benefits and supporting local development priorities.	5A	Plan includes a statement (or equivalent) that criteria for decision-making included the delivery of climate benefits, as well as support to local development priorities AND Plan clearly identifies that both delivery climate benefits and support to local develop priorities informed planned actions.	
PROCESS AND PLAN			

<p>ACTIONABLE – Proposing cost-effective actions that can realistically be implemented by the actors involved, given local mandates, finances and capacities.</p> <p>PLAN</p>	<p>6A</p>	<p>THREE OR MORE of the following conditions are met:</p> <p>(i.) Responsibilities for implementing actions are assigned to specific entities/ agents,</p> <p>(ii.) At least half of the actions presented in the plan include an estimate of implementation costs and financial returns (ideally presented as both net present value and internal rate of return),</p> <p>(iii.) At least twenty percent of the actions designate a planned funding source,</p> <p>(iv.) Some actions are shown as ‘quick wins’,</p> <p>(v.) Some pilot actions are included,</p> <p>(vi.) The plan includes actions to cut emissions from and/or improve resilience of the municipal estate and operations,</p> <p>(vii.) The plan sequences actions over time,</p> <p>(viii.) The plan includes a process for engaging suppliers and procuring key assets and facilities,</p> <p>(ix.) The plan includes a strategy for advocacy, communication, dissemination and/or implementation.</p>	
<p>EVIDENCE-BASED – Reflecting scientific knowledge and local understanding, and using assessments of vulnerability and emissions and other empirical inputs to inform decision-making.</p> <p>PROCESS AND PLAN</p>	<p>7A</p>	<p>Mitigation. Plan includes a summary of a baseline greenhouse gas emission inventory (and potentially an energy costs inventory), disaggregated by sector and produced according to international GHG accounting guidelines,</p> <p>AND</p> <p>A statement that this inventory was used to inform and support decision-making and to help prioritize mitigation actions.</p>	<p><i>Mitigation is not applicable to the Vilankulo plan</i></p>
<p>PROCESS AND PLAN</p>	<p>7B</p>	<p>Adaptation. Plan includes a summary of a vulnerability assessment, with a spatial dimension, that reflects local and scientific knowledge (ideally based upon credible data from climate projections, local infrastructure inventories, socioeconomic data and so on),</p> <p>AND</p> <p>A statement that this assessment was used to inform and support decision-making, and to help prioritize adaptation actions.</p>	
<p>TRANSPARENT – Following an open decision-making process and [providing for public reporting on progress towards achieving] goals...</p> <p>PROCESS</p>	<p>8.1A</p>	<p>ALL of the following conditions are met:</p> <p>The plan summarizes:</p> <p>(i.) Opportunities for engagement that civil society had during the planning process,</p> <p>(ii.) The criteria and process for prioritizing climate actions, AND</p> <p>(iii.) Commitments for reporting (including in public meetings) on progress towards implementing the plan,</p> <p>AND</p> <p>More detailed evidence to support this summary information or confirm implementation of these plans is available from the local government upon request,</p> <p>AND</p> <p>Plan is available online, in a language that is understood by the public as well as those with technical understanding.</p>	<p><i>Pending</i></p>
<p>VERIFIABLE – ... setting goals that can be measured, reported, independently verified, and evaluated.</p> <p>PLAN</p>	<p>8.2A</p>	<p>The plan features a monitoring and evaluation framework that BOTH:</p> <p>(i.) Includes indicators that correspond to key climate targets and/or actions,</p> <p>AND</p> <p>(ii.) Provides for the periodic measurement of progress towards meeting those targets or actions</p>	



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APPLICATION OF GUIDING PRINCIPLES

The following provides a narrative discussion and justification for the assessment summarized above for Vilankulo (see *Image 3*).

PRINCIPLE 1 – AMBITIOUS

INDICATOR 1B

The present Vilankulo plan only considers ‘Expected Results’ and activities up to 10 years, however the ‘Expected Results’ have no target years. Among the most ambitious activities in the plan are: Activities 28, 29, and 31 (see *Annex B*). Additionally, the activities under the Priority Action Areas are planned under short- (0-2), middle- (2-5), and long- (5-10) term periods – (see *Annex B*).

PRINCIPLE 2 – INCLUSIVE

INDICATOR 2A

The City-RAP is quite an inclusive process as its methodology includes numerous community consultations and workshops that inform the final decisions. Each stage of the process included representatives from multiple municipal sectors and spectrums of the community. All consultations included a range of representatives, such as women, the elderly, and even a representative of the municipal police. This was the case for most of the group meetings held. Per the City RAP tool, the “Participatory Risk Mapping and Prioritization Mapping” ensured the inclusion of the (ii)

poorest neighborhoods and (iii) areas most affected by natural disasters. These were used as criteria for selecting priority neighborhoods. Otherwise there were no focus group-type meetings held with individual marginalized groups, or other means found to ensure that those groups could speak out. In the community consultations there was a lack of youth representation. The number of participants varied between 20-40 people. Regarding the lack of involvement of youth groups, academia, etc., the City RAP team had advised that they were not considered crucial at this time but would be considered for inclusion when the City-RAP tool is updated and subsequent City-RAPs developed. The hope is to accomplish this through an improved, detailed stakeholder mapping in a next stage of the City-RAP tool.

INDICATOR 2B

Some economic actors were present at the Opening and Validation workshops and participated minimally, however the City-RAP team has highlighted that this is a gap they hope to address in the future. It is worth noting that the economic sector Vilankulo is not strong, however its tourism industry is one of the biggest in Mozambique. Thus it could play a role, and has a vested interest in adaptation activities, particularly for coastal protection.



Image 3: The central area of Vilankulo close to the municipal offices. © Faderr John

PRINCIPLE 3 – FAIR

INDICATOR 3B

As noted above, the intent of the participatory City RAP process was to give prominence to the priorities of the poorest and most vulnerable to natural disasters. As a result one expects that the prioritized actions that are the output of that process will reflect that aim. While this is not always clear in the descriptions of prioritized activities currently available (see *Annex D*), we assume that the forthcoming final plan document will more clearly articulate how many of these activities will target the poor and vulnerable. Among the climate-focused activities that surely will be so targeted are: Activities Nos. 3 (water tanks), 7 (expanded water distribution network), 24-28 (disaster preparedness and early response), and 31 (rainwater drainage).

PRINCIPLE 4.1 – COMPREHENSIVE

INDICATOR 4.1A

As part of the validation workshop the group was asked to propose a coordination mechanism. The choices proposed were to create regular inter sectoral meetings within the municipality in which other stakeholders can also participate in the implementation of the Action Plan but to assign responsibility for coordinating the Action Plan to one municipal department, or to establish a new stand-alone coordination unit for this purpose. The decision has not been finalized but consensus at the workshop was that a municipal department should be assigned responsibility for coordinating with others as needed. The Validation workshop group felt that assigning responsibility to one department (rather than setting up a new cross-departmental working group) would allow for greater efficiency and accountability with fewer meetings.

INDICATOR 4.1B

As discussed above, the plan encompasses resilience planning, which is broader than climate change adaptation and resilience. Only 1 of the 4 Priority Actions directly tackles (partially) climate change adaptation (City responsiveness to natural disasters). However, some activities under the other Priority Actions indirectly assist in climate change adaptation and resilience. Multiple sectors are addressed, including storm water drainage, water, and buildings, and cross-sectoral land-use planning.

PRINCIPLE 4.2 – INTEGRATED [HORIZONTALLY AND VERTICALLY]

INDICATOR 4.2A

Vilankulo is the only municipality within its District. The closest municipality is some distance away. This contributes to very little inter-municipal work between Vilankulo and other municipalities in the Province and indeed this is likely a lower priority. There are other localities within the District, but there has been no collaboration with them on resilience or climate action. Additionally, Vilankulo is considered to be more of a village than an urban area and thus a metropolitan authority is not relevant. In a debriefing, the City RAP team acknowledged the value of planning for some resilience investments that extend beyond the municipal boundary.

INDICATOR 4.2B

As it is a municipality the Mayor of Vilankulo is an elected official. The provincial and District leaders however, are chosen by the national government. As such the relationship between municipalities and districts and provinces varies, many times along political divide. There is no provincial plan to work on climate change in Inhambane; however at the district level the Vilanculos District has been working on climate change and participated in the earlier stages of the City-RAP process. However, there is no formal agreement or plan for the Municipality and District to work on climate change.

INDICATOR 4.2C

(i) The goal of the Mozambique's Nationally Determined Contribution (NDC), as with the National Climate Change Adaptation and Mitigation Strategy (NCCAMS), is to increase local resilience and "[identify] opportunities for adaptation and low-carbon development at community level through its mainstreaming in the process of district planning and budgeting." However the NDC makes only one reference to coordinating climate action by local governments and no mention of empowering local governments. The NCCAMS also defines a national priority as integrating adaptation and mitigation in local planning.

(ii) Mozambique is one of the countries included in a UN-Habitat funding proposal to the Adaptation Fund to build urban climate resilience, with a role for local authorities. The proposal seeks to both develop local capacity and develop City Resilience Plans for the 12 urban settlements

chosen in the 4 project countries. This is not a national government proposal to a multilateral fund, but national government agencies were consulted and signed off on the development of the proposal.

PRINCIPLE 5 – RELEVANT

INDICATOR 5A

Pending the final plan document, this indicator is difficult to assess. As noted above this general resilience planning process did not have a particular focus on climate resilience or adaptation. In the workshops observed, climate change was discussed minimally, particularly in the Prioritization Workshop (**Phase 3**). It was also discussed in the Crash Course (**Phase 1**). The City RAP team has however, highlighted that it will improve the mainstreaming of climate change in its methodology for an updated City-RAP tool. Additionally, the City RAP team has made clear that the process and plan activities look to align and support Vilankulo's 10-Year Strategic Plan.

PRINCIPLE 6 – ACTIONABLE

INDICATOR 6A

Part of the City RAP process includes a multi stakeholder decision that (i) assigns actions and responsibilities and (ii) sets budget estimates for all of the activities. Unfortunately there is no funding source yet identified for any of the planned activities, even those in the short term. The plan (vii) sequences activities over time in 3 phases (0-2 years; 3-5 years; and 5-10 years – see Annex B).

PRINCIPLE 7 – EVIDENCE-BASED

INDICATOR 7B

Phase 2 of the City RAP process includes mapping risks at the neighborhood level in a participatory manner. However the planning process only considers current and immediate risks through use of local knowledge to inform decision-making; it does not try to apply scientific knowledge and long-term projections (20-years and above) of future climate impacts. This is primarily as a result of the simplicity of the City-RAP tool that is crafted purposely for small- and medium-sized municipalities with low technical capacities. The City-RAP team has indicated an interest in working with universities in Mozambique to include existing scientific knowledge in the RAP to assist the municipalities taking part develop long-term projections.

PRINCIPLE 8.1 – TRANSPARENT

INDICATOR 8.1A

Assessment of this indicator is pending review of the final plan document.

PRINCIPLE 8.2 – VERIFIABLE

INDICATOR 8.2A

As shown in final workshop materials, the indicators for monitoring of progress are simple. They include identifying the number of activities initiated, the number of activities completed, and the number of times the plan was used by the municipality to raise funds or support the development of other plans. The indicators are to be monitored annually with a focus on implementation after 2 years for short-term activities, 5 years for medium-term activities, and 10 years for long-term activities.



RECOMMENDATIONS

The City RAP process is a practical planning tool that is appropriately designed to meet the capacities of secondary cities in sub-Saharan Africa. It should not lose that focus. While preparing final recommendations for Vilankulo from the perspective of the Guiding Principles, we became aware of the inexorable ‘pull’ that such normative guidelines exert towards greater complexity and greater demands on capacity. We have tried to fight that urge when finalizing recommendations for Vilankulo -- but likewise, when considering suggestions, implementers should select only those that are consistent with the basic, rapid planning approach that is City RAP’s strength and hallmark. Likewise we are aware that City RAP addresses resilience at large, not just climate resilience, and is not primarily concerned with curbing greenhouse gas emissions.

That being said, from the perspective of city climate action planning, we recommend as future steps in resilience and climate action planning in Vilankulo¹²:

1. Utilize existing scientific data regarding climate change, e.g., projections previously downscaled from regional models. The current City RAP process is designed primarily to acquire local knowledge to inform decision making. There is no inclusion of projections and future scenarios in the process and as such priority areas for action and their corresponding activities do not reflect future possible scenarios.
2. Further sensitize residents about climate change. The municipality should promote education via school programmes, town halls, and other such forums; this can be supplementary or congruent with the City RAP advocacy, outreach, and communication activities. This would help to build support for climate action now and in the future.
3. Identify sources of outside financing or allocate municipal budget resources for Priority Actions. An initial identification of proposed sources of financing, particularly for short-term activities, is useful to ensure continuity in the process and avoid any delays.
4. Connect the city plan with the national climate change strategy (NCCAMS) and NDC to ensure that

the results of the City RAP exercise are contributing to national goals. In particular approach the Ministry for Land, Environment and Rural Development to recognize Vilankulo’s RAP under NCCAMS Priority Action 4.6.1.8.1 (see Annex B), and potentially the Pilot Program for Climate Resilience. Additionally, the plan’s activities support the National Five-Year Plan Priority V: Strategic Objective (iv.) and (v.) (see Annex C); the project should liaise with the responsible Ministry so that this support is recognized. Additionally, ensure that the City RAP activities in Vilankulo are receiving national support.

5. Establish a standing committee in Vilankulo that will coordinate implementation of the City RAP activities and that is cross departmental and cross sectoral.
6. Engage academia and the private sector in future climate change planning. To this end academia could play a role in the scenario analysis and projections that the current process lacks. Since the City-RAP is working in multiple localities in Mozambique, a Maputo-based university or similar could play a role in such processes, helping to provide continuity and build in-country capacity. The private sector may be able to take the lead in implementing and financing certain short-term activities that also benefit them (e.g. Activities 3, 5, 8, 12, and 21 – see Annex D). Both groups would bring expertise and knowledge to the process that could improve the outcome. The tourism sector is a crucial industry in Vilankulo and could play an implementation role in building resilience, e.g. in responding to sea level rise and storm surges (see Image 4).
7. Ensure that the final plan includes mechanisms for updating of the targets and activities. This will help ensure that the plan evolves and can be improved upon.
8. Develop pilot projects for selected activities. These could serve to demonstrate feasibility, improve design and even garner financial support for upscaling. For example pilot actions could be implemented for Activities 8, 24, 28 and 31 (see Annex D).

¹² Most of the following recommendations are relevant for both: (i) Vilankulo and (ii) the City RAP tool.



Image 4: Vilankulo is a popular tourist destination in Mozambique; economic actors in the sector are stakeholders with possible roles in implementation. © Faderr Johm

9. Make efforts to set targets with a horizon of 20 years or more that the 10-year targets for the Priority Actions can feed into. Such a long perspective is important for resilience planning under changing climate conditions.
10. Coordinate with other localities in the District on climate and resilience activities. As Vilankulo is the only municipality in the District, it has a leadership role to play, and should coordinate with and look to support other localities in the District. Likewise this approach would permit the consideration of new types of resilience investments that require cross-border coordination and implementation to be effective.
11. Include simple mitigation activities that will contribute to greenhouse gas reductions. These can be small scale interventions that reduce greenhouse gas emissions while yielding other benefits, e.g., income-generating solid waste collection and recycling activities implemented by a community-based organization. Likewise some actions already planned can be implemented in a low-carbon manner, for example by using LED lighting when improving public lighting (Activity 16; see Image 5). Similarly, the other 30 resilience actions proposed (see Annex D) should be reviewed from a mitigation perspective, and low-carbon technologies incorporated when feasible.



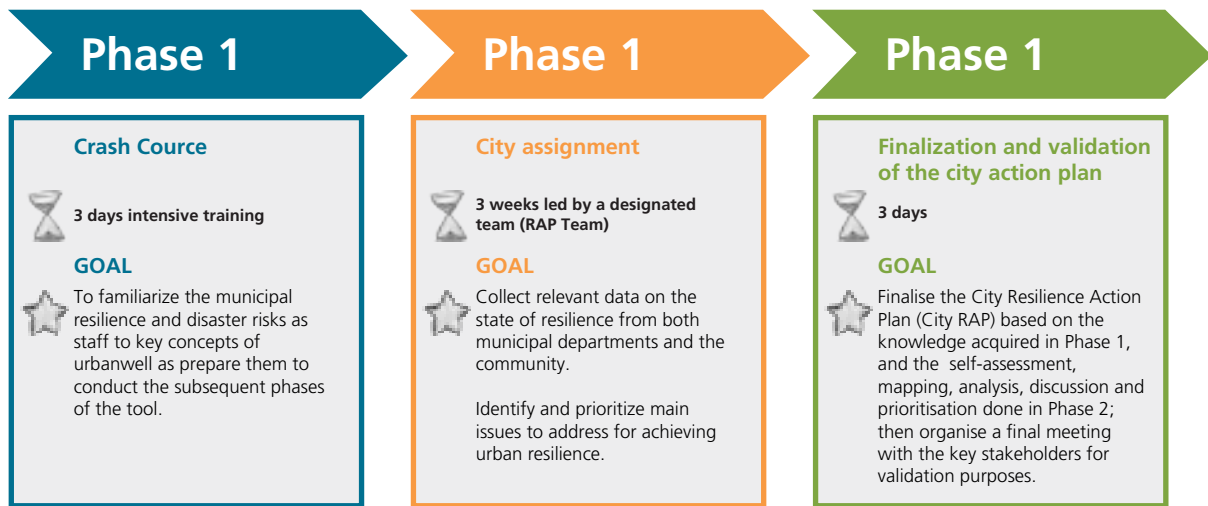
Image 5: A street in the central area of Vilankulo. The lighting on this street and others could be changed to LED or powered by solar; this is an example of the sort of simple climate change mitigation actions that the city could undertake. © Faderr Johm

ANNEX A

OVERVIEW OF CITY RESILIENCE ACTION PLANNING TOOL

The City RAP Tool targets municipal authorities and their staff, urban resilience stakeholders, and communities. Implementation of the the City RAP Tool lasts one month. It is divided into three phases, described below.

Staff from all relevant departments of the Municipality participate in the implementation of the City RAP Tool. A small group of 2 to 3 people, called the Resilience Action Planning (RAP) Team is formed to lead the process. The RAP Team plays a particularly important role in leading key activities and ensuring effective communication with external technical experts, as well as communities that participate in the mapping activities in Phase 2.



This project is being facilitated by UN-Habitat's Regional Office for Africa's Mozambique team.

ANNEX B

MOZAMBIQUE NATIONAL CLIMATE CHANGE ADAPTATION AND MITIGATION PLAN (EXCERPT) P.22-23`

4.6.1.8.1 Desenvolver mecanismos de resiliência das áreas urbanas e outros assentamentos

Para as áreas urbanas e outros assentamentos o aumento da capacidade adaptativa compreende:

- elaborar e actualizar os instrumentos de planeamento e ordenamento territorial climaticamente robustos e reforçar a sua implementação
- mapear as infraestruturas vulneráveis ou em risco, em função do tipo de fenómeno climático (cheias, ciclones, aumento do nível do mar)
- reformular os códigos de construção das infra-estruturas de transportes, telecomunicações, distribuição de energia, edifícios, infraestruturas hidráulicas e de tratamento de águas residuais de modo a torná-las resilientes ao clima
- assegurar que os investimentos, particularmente públicos, em áreas de risco sejam à prova do clima
- promover o desenho e implementação de potenciais mecanismos de seguro contra riscos climáticos no património edificado.

ANNEX C

MOZAMBIQUE NATIONAL FIVE-YEAR PLAN 2015-2019 (EXCERPT) P.40-41

PRIORITY V: Ensuring sustainable management and transparent of natural resources and environment

Objectivo Estratégico (iv): Promover estudos e investigação visando a redução do risco de calamidades e adaptação às mudanças climáticas

64. Para assegurar a redução da exposição das comunidades locais, da economia e infraestruturas aos desastres naturais e riscos climáticos e ao mesmo tempo criar capacidade de resiliência ao nível nacional, sectorial e local de resiliência, o Governo dará prioridade às seguintes acções:

- l) Prosseguir o mapeamento das zonas de risco de calamidades à escala adequada;
- m. Fomentar a pesquisa aplicada orientada para identificação, avaliação e análise de risco climáticos e de calamidades a diversas escalas nos sectores prioritários ao desenvolvimento;
- n. Promover pesquisa sobre opções de adaptação às mudanças climáticas e redução de risco de calamidades nos diversos sectores e escalas;
- o. Desenvolver directrizes para a integração da gestão do risco de calamidades e da adaptação às mudanças climáticas nos planos nacionais, sectoriais e locais de desenvolvimento;
- p. Reforçar a capacidade nacional de investigação sobre desastres naturais e mudanças climáticas;
- q. Operacionalizar o Centro de Gestão de Conhecimento sobre Mudanças Climáticas e Redução do Risco de Desastres;
e
- r. Operacionalizar a Rede de Mudanças Climáticas.

Objectivo Estratégico (v): Reduzir a vulnerabilidade das comunidades, da economia e infraestruturas aos riscos climáticos e às calamidades naturais e antropogénicas.

65. A redução da vulnerabilidade das comunidades, da economia e infraestruturas aos desastres naturais e à variabilidade e mudança climáticas exige o reforço das medidas de preparação e prontidão das pessoas e instituições para responder de forma eficaz e atempada às ameaças, combinadas com o reforço das medidas de prevenção e mitigação visando reduzir o grau de exposição das pessoas e bens aos riscos conhecidos e potenciais.

ANNEX D

VILANKULO RESILIENCE ACTION PLAN - PLAN ACTIVITIES¹³

Original Text in Portuguese	Preliminary English Translation
Acções Prioritárias 1. Ampliar e Melhorar o acesso a água potável	Priority Actions 1: Expanding and improving access to drinking water
Resultados Esperados: Assegurado o acesso a água potável em toda a cidade de forma sustentável	Expected Results: Ensured access to drinking water throughout the city in a sustainable way
Curto Prazo (0 a 2 anos)	Short-term (0-2 years)
1. Mapeamento da rede de distribuição de água da cidade	1. Mapping of the city's water distribution network
2. Identificar e estimar as demandas de água na cidade	2. Identify and estimate the water demand in the city
3. Criação de depósitos de água e caleiras nas casas em pelo menos 50% das casas	3. Creation of water tanks and gutters on for at least 50 % of dwellings
4. Reforçar o controlo e testes periódicos da qualidade de água abastecida na cidade	4. Strengthen the monitoring and periodic testing of supplied water quality in the city
5. Reforçar a manutenção periódica do sistema de abastecimento	5. Strengthen the periodic maintenance of the supply system
6. Operacionalização do furo de Alto Macassa	6. Running of the High Macassa hole
Médio Prazo (2 a 5 anos)	Medium-term (2-5 years)
7. Assegurar com EMA e o Governo distrital a extensão da rede de distribuição de água na área municipal	7. Ensure with EMA and the district government the extension of the water distribution network in the municipal area
Longo Prazo (5 a 10 anos)	Long-term (5-10 years)
8. Aumento da capacidade de armazenamento de água (construção de mais furos, depósitos e centros de distribuição)	8. Increase water storage capacity (construction of holes, warehouses and distribution centers)
9. Elaboração de um Plano de controlo da qualidade de água	9. Development of a water quality monitoring plan
Acções Prioritárias 2. Reforçar a segurança da cidade	Priority Action 2: Strengthening the security of the city
Resultados Esperados: Criminalidade nos bairros da cidade reduzida e garantida a segurança nos espaços públicos	Expected Results: Crime in city neighborhoods reduced and guaranteed safety in public spaces
Curto Prazo (0 a 2 anos)	Short-term (0-2 years)
10. Mapeamento das zonas de criminalidade na cidade	10. Mapping of crime areas in the city
11. Selecção e formação dos membros do Conselho Comunitário	11. Selection and training of members of the Community Council
12. Fornecimento de equipamento para os membros de policiamento comunitário (uniformes, lanternas, algemas, cassetete e apitos)	12. Supply of equipment for community policing members (uniforms, flashlights , handcuffs, batons and whistles)
13. Criação de campanhas de sensibilização nas comunidades face ao combate a criminalidade direccionado a jovens, adolescentes e crianças	13. Creation of awareness campaigns in the communities face to combat crime directed at young people, adolescents and children
14. Reforço da coordenação entre a PRM e o Conselho Comunitário através de reuniões periódicas e vigilância coordenada	14. Strengthening coordination between the PRM and the Community Council through periodic meetings and coordinated surveillance
15. Criar Guarda municipal comunitária presente nos diversos espaços públicos do Município prestando orientações a população e protegendo o património público	15. Create a communal municipal Guard at the various public spaces in the municipality providing guidance to the population and protecting public property
Médio Prazo (2 a 5 anos)	Medium-term (2-5 years)

¹³ The following is extracted from the outcome document of the Phase 3 of the City RAP.

Original Text in Portuguese	Preliminary English Translation
16. Elaborar e implementar um Plano estratégico de iluminação pública visando dar maior segurança a pontos cruciais de circulação	16. Develop and implement a strategic plan for public lighting aiming to ensure greater security at crucial points of movement
Longo Prazo (5 a 10 anos)	Long-term (5-10 years)
17. Instalar câmaras de vigilância em pontos de maior criminalidade	17. Install surveillance cameras at points of higher crime
18. Criar um plano municipal de segurança com projectos e acções encaminhadas ao Estado e ao Ministério da Justiça para obtenção de recursos	18. Create a municipal security plan with projects and actions directed to the State and the Ministry of Justice to obtain resources
Acções Prioritárias 3. Elaborar e implementar instrumentos de ordenamento do território	Priority Action 3. Develop and implement land-use planning
Resultados Esperados: Planos parciais e de pormenores elaborados e implementados	Expected Results: Partial plans and details elaborated and implemented
Curto Prazo (0 a 2 anos)	Short-term (0-2 years)
19. Elaboração de Termos de Referência para o Plano Parcial da Vila de Vilankulo	19. Terms of Reference Preparation for Partial Plan of Vilankulo village
20. Ampliar o Plano de Cadastro da Vila para facilitar a entrega de DUATs e cobrança de taxas	20. Expand the Registration Plan Village to facilitate the delivery and collection of fees DUATs
21. Elaborar um Plano de Pormenor e iniciar a sua implementação, nomeadamente: demarcação de espaços públicos, loteamento, abertura das vias acesso e valas de drenagem	21. Develop a detailed plan and start its implementation, in particular: demarcation of public spaces, housing development, opening the way access and drainage ditches
Médio Prazo (2 a 5 anos)	Medium-term (2-5 years)
22. Elaboração de Planos parciais de urbanização	22. Preparation of partial urbanization plans
Longo Prazo (5 a 10 anos)	Long-term (5-10 years)
23. Elaboração e implementação de 4 Planos de Pormenores	23. Development and implementation of 4 Details Plans
Acções Prioritárias 4. Preparação a desastres e resposta a emergência	Priority Action 4. Disaster preparation and emergency response
Resultados Esperados: Cidade com capacidade de resposta face os desastres naturais.	Expected Results: City with responsive capacity to face natural disasters
Curto Prazo (0 a 2 anos)	Short-term (0-2 years)
24. Mapeamento de riscos a nível da cidade e dos bairros, com vista a identificação das possíveis ameaças, de zonas seguras e de rotas de evacuação	24. Identification and mapping of risks within the city and neighborhoods, with a view to identifying possible threats, secure zones and evacuation routes
25. Revitalizar os comités de gestão de riscos de calamidades	25. Revitalize the disaster risk management committees
26. Capacitar e equipar os membros da comissão de gestão (megafones, quites de primeiros socorros, bicicletas, bandeirolas, pás, botas, luvas, macas, fardamento, etc)	26. Train and equip members of the management committee (megaphones, first aid even, bicycles, pennants, shovels, boots, gloves, stretchers, uniforms, etc.)
27. Capacitação dos técnicos municipais e membros das comunidades em matéria de gestão de riscos de desastres	27. Training of municipal technicians and community members in the area of disaster risk management
28. Organizar simulações conjuntas sobre como lidar com desastres em períodos de emergência criando sinergias de interação entre os comités locais de gestão e o município.	28. Organize joint simulations on how to deal with disasters in times of emergency creating synergies of interaction between local management committees and the municipality.
Médio Prazo (2 a 5 anos)	Medium-term (2-5 years)
29. Reforçar a aplicação dos códigos de construção e medidas adaptativas de resistência a ciclones e ventos fortes	29. Strengthen the application of building codes and adaptive measures resistance to cyclones and strong winds
Longo Prazo (5 a 10 anos)	Long-term (5-10 years)
30. Elaborar um plano de contingência	30. Develop a contingency plan
31. Garantir a drenagem das águas pluviais da cidade	31. Ensure the drainage of rainwater from the city



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