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Tracking Adaptation and Measuring Development (TAMD) in Mozambique

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Q4 Report - Feasibility Testing Phase

Tracking Adaptation and Measuring Development (TAMD)



Quarterly Reporting Mozambique Feasibility Testing Phase

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1. INTRODUCTION AND EVALUATION CONTEXT

This report outlines interventions carried out by TAMD-Mozambique during the period January-March. TAMD has been active in Mozambique since the beginning of 2013. During the year 2013 the project focused in helping the government of Mozambique to establish its national Monitoring and Evaluation (M&E) system for climate change adaptation and mitigation. TAMD helped in producing national level output, outcome and impact indicators which are currently being screened and validated by other partners involved in the M&E system. This process led by the Ministry for Environment Affairs (MICOA) is still underway and TAMD will continue to feed it as long as it has established itself as a valid government partner in the process.

For the period January-March TAMD-Mozambique has planned and undertaken four (4) main interventions. The first intervention was to define the new level of TAMD application. This new level was based on national priorities outlined in the national strategy for climate change adaptation and mitigation (ENAMMC). According to the strategy, the period 2013-2015 is set for strengthening local resilience and every actor should focus interventions at district and community levels. Based on this guidance and in close consultation with government partners TAMD has selected Guija district as its pilot district to implement the TAMD framework. Guijá was selected amongst other reasons due to its higher vulnerability to climate risks and to the fact that Save the Children has a long and well established relationship with the district authorities.

Once the district was selected, the second intervention was to develop and validate a methodological guideline for TAMD application at district level. This was done by organizing a workshop on January 23rd which was attended by key representatives from GoM, including Telma Manjate from MICOA and the Secretary Permanent from Guija District, as well as relevant partners such as DANIDA, UNDP, CARE, WORLD VISION and OXAFM were represented. The third intervention was to carry out a climate vulnerability and capacity assessment (CVCA) at community level which led to adaptation priority interventions. Based on the CVCA and the definition of intervention priorities the TAMD in-country team with technical support from TAMD Kenya developed with the local communities and district officers the theory of change at community level.

The fourth and last intervention which is still underway is to develop, based on the Theory of change and the CVCA, the Local Adaptation plans (LAPs) for the Guija district. The layout for the LPA was presented and agreed with key stakeholders in a 2 day's workshop held in Bilene district, Gaza Province on 21 and 22nd February. This last intervention is an innovation never tried in Mozambique and the government of Mozambique is expecting to replicate it nationwide. So, the stake is higher and the TAMD approach is now to be applied at local level after being applied at the national level. The next sections of the report will detail these interventions following the report structure provided for countries to report TAMD in-country outcomes.

2. STAKEHOLDER ANALYSIS

For the reporting period TAMD has identified and involved the following stakeholders:

- a. **MICOA:** The Ministry for Environment affairs (MICOA) is the leading institution in the issue of climate change in Mozambique. All climate change related interventions are supposed to be anchored in this institution. MICOA is a relevant actor because it provided government endorsement for TAMD to be a useful planning tool in Mozambique. MICOA is very interested in learning and using the TAMD approach for its M&E system as well as in using the of Theory

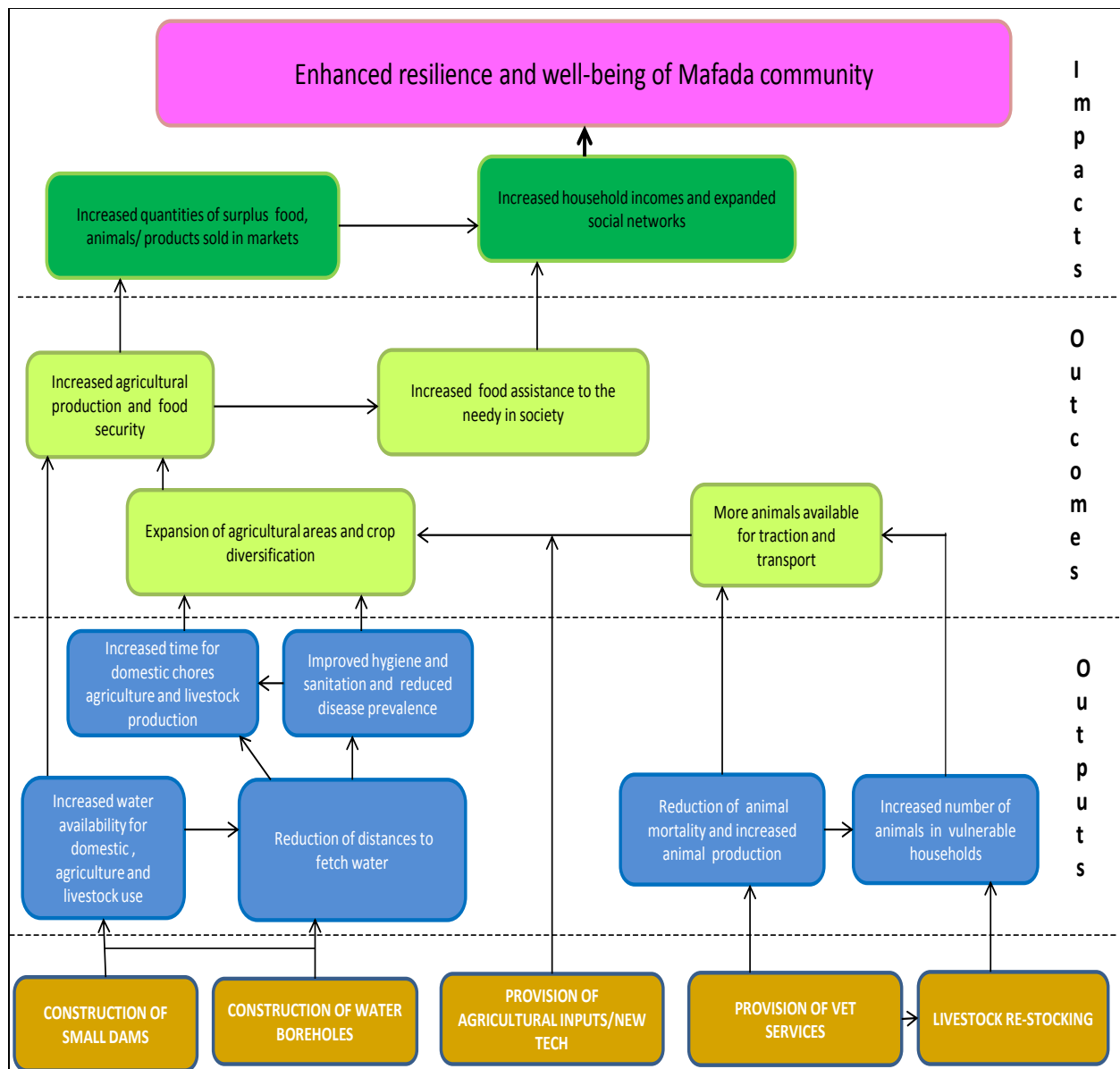
of Change for the local plans of adaptation. Hence, MICOA remains the entry point for TAMD at national level and provides political support for TAMD at district level.

- b. **MPD:** The Ministry for Planning and Development (MPD) is the key actor for the integration of climate change into the national planning and budgeting systems. So, for TAMD to be a valid planning and M&E tool a closer link with MPD is essential. TAMD is working toward the buy-in of the concept of Theory of Change and attributions into the national planning. It seems that at local level this is going to be used in the short-term while at national level the debate on which approach to use has not yet been decided as there are different and competing approaches.. The TAMD initiative can influence this process by advocating for a broader and participatory approach based on national and sub-national level dialogue.
- c. **The Guijá administration/permanent secretary:** The Guijá administration under the leadership of its permanent secretary has emerged as a key actor for TAMD to be piloted in Guija. The permanent secretary has provided political support and has appointed technical staff to help institutionalize TAMD at Guija district.
- d. **Save the Children International in Mozambique (SCIMOZ):** SCIMOZ has shown institutional commitment and has allocated its own staff to learn to apply the TAMD framework. Although changes have not yet taken place, the discussion on the usefulness of the approach is widening within the institution. TAMD in Mozambique has been linked with ACCRA consortium coordinated by SCIMOZ.
- e. **UNDP Mozambique:** UNDP- Mozambique is involved in the process of developing LAPs s and is expecting to use the TAMD approach in developing its own local plans of adaptation. New development around this will be reported in the next quarter report.
- f. **DANIDA:** MICOA LAPs development work is mainly funded by DANIDA in Mozambique through PASAII project, DANIDA is supporting the use of TAMD methodology to be taken within districts where PASA II is to be developed.
- g. **Local Communities:** Local communities have emerged as key actors in the implementation of TAMD approach at district level. They have produced outputs, outcomes and impacts level indicators for community level. In so doing they have asked the government officers to apply the approach in the normal development planning process as they found it to be very participatory and instructive.

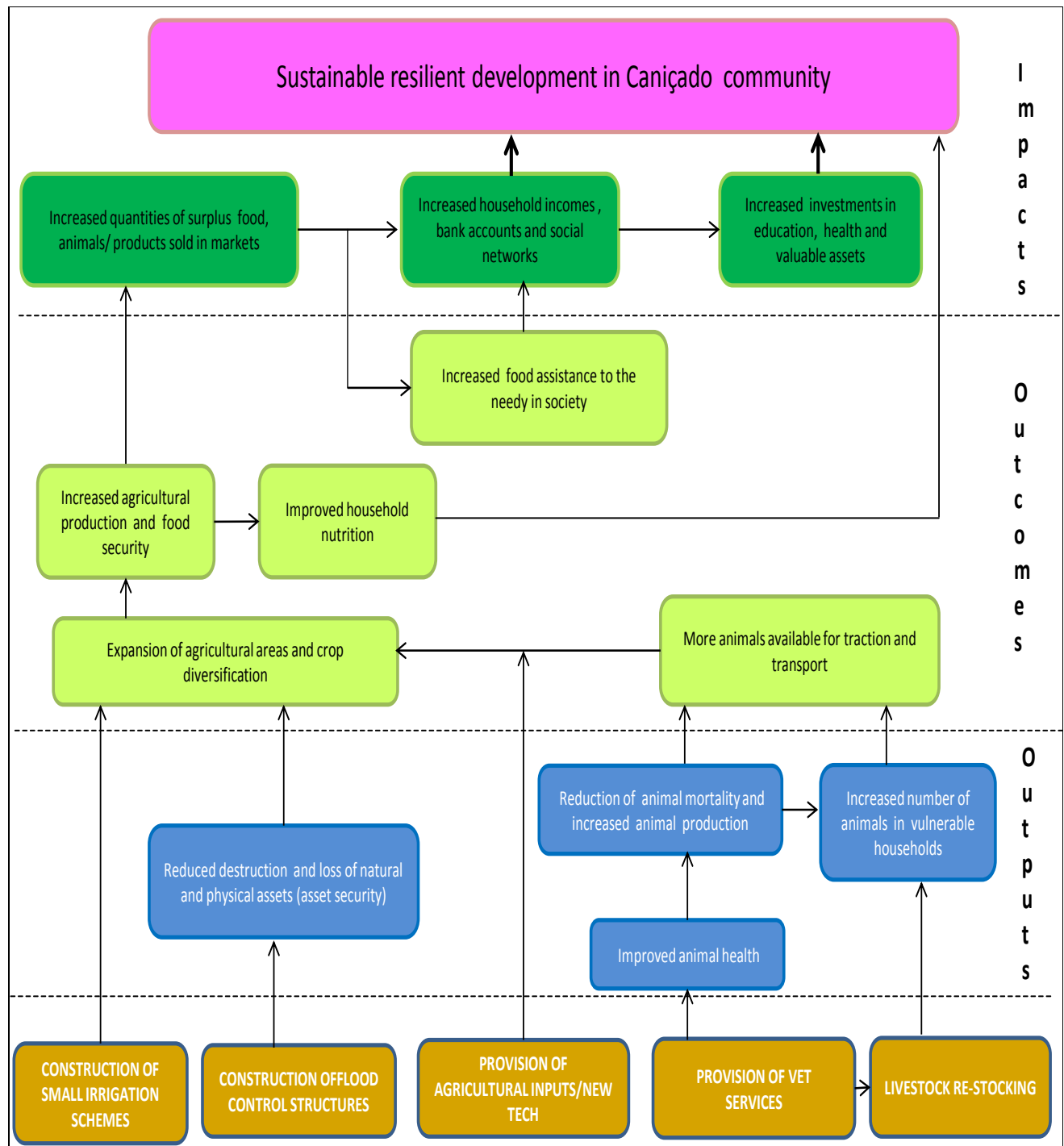
3. THEORY OF CHANGE

During the reporting period the TAMD framework was applied at 2 communities and at the district level. In these the TAMD country team carried out CVCA analysis and based on this tool, the communities and district level outlined key intervention areas which informed the development of the ToC. The following figures shows identified key intervention areas and the Theory of change that emerged at community and district levels based on the agreed intervention areas.

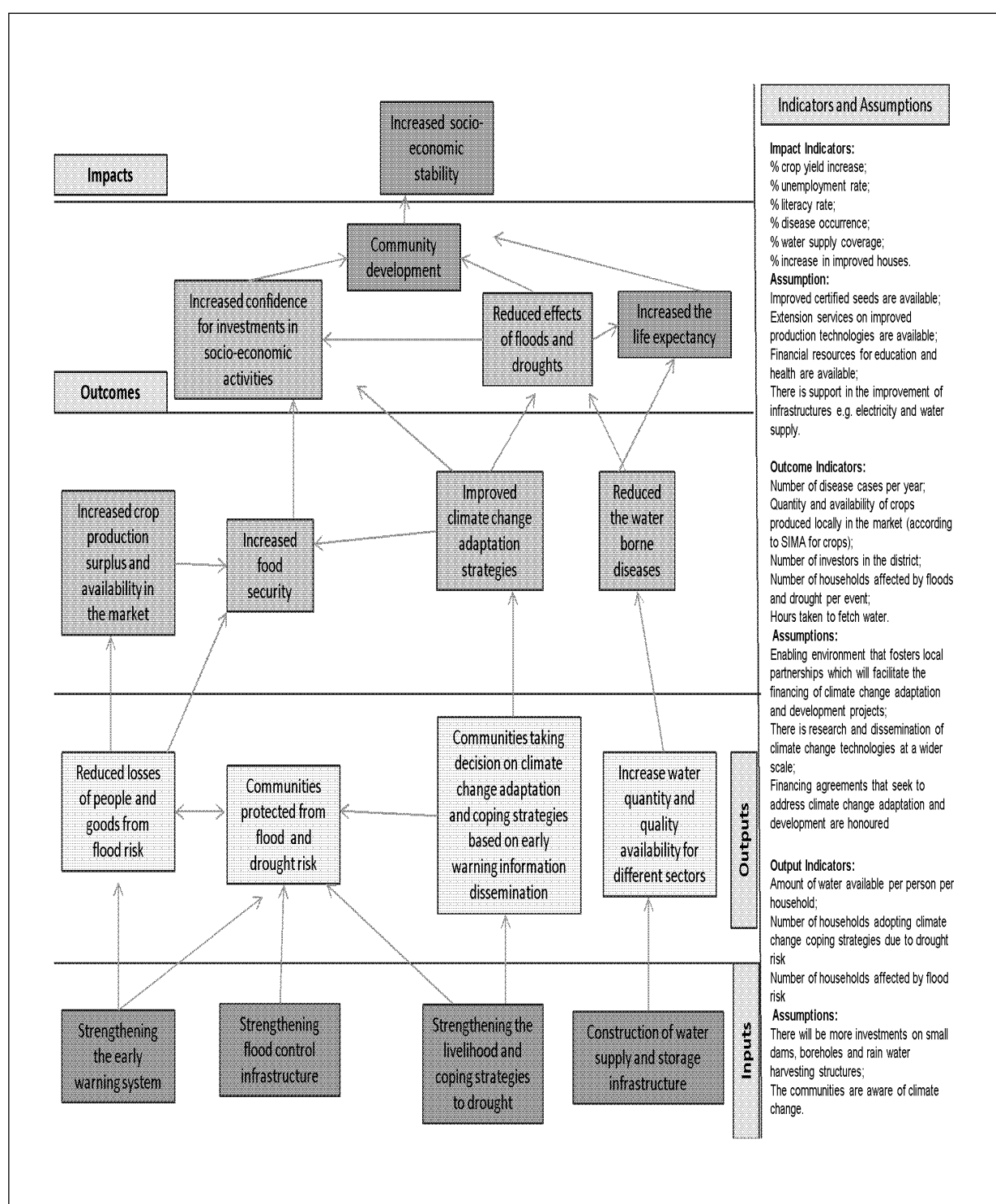
Theory of change for the Community of MAFADA



Theory of change for the Caniçado community



Theory of Change for the district of Guijá



An analysis of the communities ToCs showed that their interventions were well linked with the district interventions that had been identified in December and which were reported on in the Q3 report.

4. INDICATORS DEVELOPMENT AND METHODOLOGICAL APPROACH

The following indicators have been developed from the ToC. At each stage of the ToC, participants were asked to identify indicators that would prove that changes have taken place. At community and district levels we focused on TRACK 2 indicators looking at interventions to reduce vulnerability. Baseline values for TRACK 1 indicators at district level were collected by using the scorecards (Annex 1 to this report).

INDICATORS	DISTRICT LEVEL	COMMUNITY LEVEL
OUTPUT LEVEL	<ul style="list-style-type: none"> - Amount of water available per person per household; - Number of households adopting climate change coping strategies due to drought risk - Number of flood protection measures implemented - Number of people benefiting from flood protection measures - Number of animals at the district level - Average time spent to fetch water in the district - Number of households practicing irrigated agriculture 	<ul style="list-style-type: none"> - Number of animals at the community; - Number of herds per household - Time (hrs/min) spent on fetching water; - Number of complaints on water scarcity; - Number of baths /day and cloth washing/week or month; - Time spent (hrs/min) by animals to access water - Number of households practicing irrigated agriculture
OUTCOME LEVEL	<ul style="list-style-type: none"> - Number of water borne disease cases per year; - Number of malnourishment cases reported cases per year - Quantity and availability of crops produced locally in the market (according to SIMA for crops); - Number of investors in the district; - Production quantity (tons) per production unit (i.e. ha) - Number of households using animal traction; 	<ul style="list-style-type: none"> - Area (ha) used for agriculture; - types of crops being produced - number of households using animal traction; - number of agricultural production cycles; - production quantity (tons) per production unit (i.e. ha) - number of donation for outside the community per household - Number of meals/day
	<ul style="list-style-type: none"> - Food security (number of food months available at the household level) - Unemployment rate; - Literacy rate; - Mortality rate - Number and % of households affected by floods and drought per event; - % of households accessing national formal health system; 	<ul style="list-style-type: none"> - Number of households selling agricultural products - Income per household - Number of assets per household; - Number of social events taking place in the community per year - Number and strength of household networks; - Prices of local agricultural products in the

IMPACT LEVEL	- Water supply coverage;	market
	- Number of improved houses	- Number of new investments in the community
	- Number of assets per household	- Literacy rate
	- Number of new investments in the district	- Mortality rate
	- Number or % of household in need of food assistance	- Food security (number of months food is available at the household)
		- Number or % of household in need of food assistance

As can be seen from the indicator list above the indicators proposed at community and district level are relatively similar. This shows that according to the local level these measures of development outcomes would be the main measures of resilience in the context of Guija district.

5. EMPIRICAL METHODOLOGY AND DATA COLLECTION

The process of implementing TAMD at district level involved the following key steps and tools:

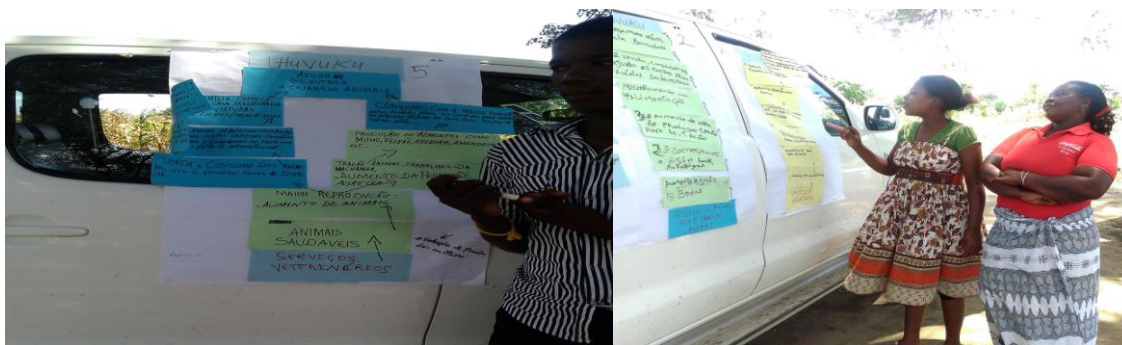
Step 1-Preparations for fieldwork: this step involved literature review about the district, stakeholder engagement, logistics and the preparation of fieldwork research tools.

Step 2-Carrying out CVCA at community level: CVCA is a research tool developed by CARE and has been widely used for assessing climate vulnerability and capacity. During the field work 5 main CVCA tools were used namely: vulnerability matrix; venn diagram/stakeholder analysis; risk mapping; timeline and seasonal calendar. Four groups were identified at community level (leaders, women, youth and adults). Each group had a facilitator and was asked to focus on specific tools. Leaders focused on vulnerability matrix, timeline and stakeholder analysis. Women focused on vulnerability matrix, risk mapping and seasonal calendar. Youth did the vulnerability matrix and risk mapping while adults focused on vulnerability matrix, stakeholder analysis and timeline. After the exercise a joint result presentation and discussion was held the following day and people agreed on key interventions for reducing local vulnerabilities. The pictures below shows moments of CVCA.



Left: group of leaders working on the community timeline. Right: women discussing seasonal calendar

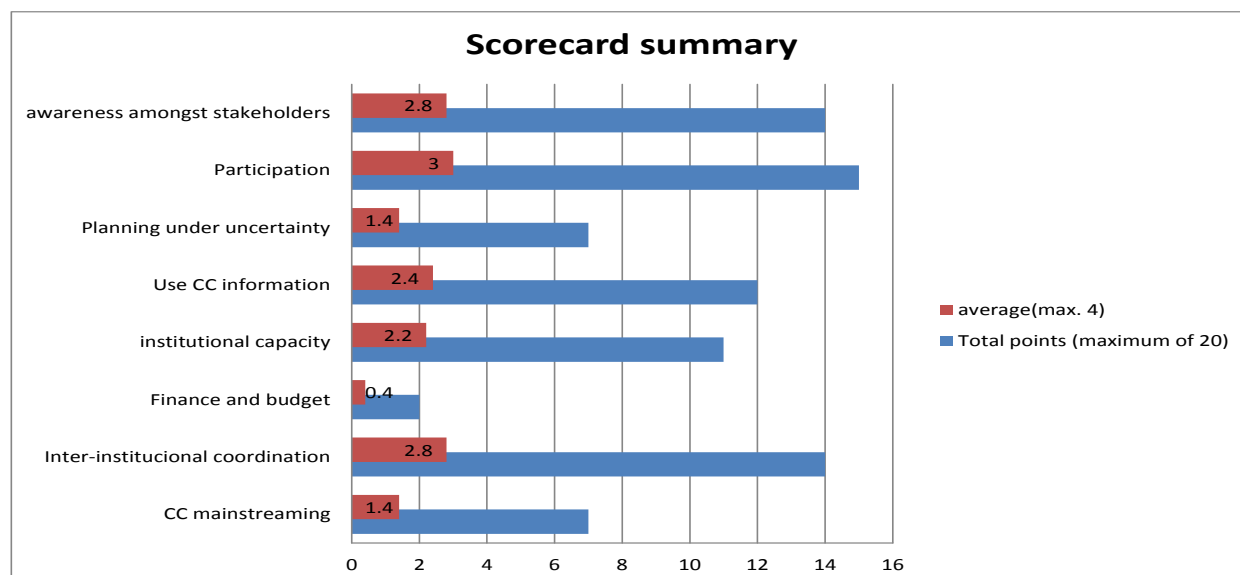
Step 3- Developing ToC at community level: following the agreement on key interventions participants were asked, in plenary to present interventions, outputs, outcomes and impacts as well as indicators for each level. The pictures below shows moments of ToC discussion at community level



Step 4-Developing ToC at district level and validating local level ToC: The district level ToC had been developed in the last quarter. During this quarter the TAMD team presented the results of CVCA and ToC from community level and a further discussion was carried out on how the two fit into each other i.e. how the district ToC responds to local ToCs). Note that depending on the logistical arrangements and stakeholder's engagement step 4 can go first before step 3 and then, there will be a need for a feedback session, at district level on local ToC and for the harmonization of the two ToC.

Step 5- Developing the local plans of adaptation: There are no current interventions related to climate resilience at the district and the TAMD fieldwork is meant to help the district develop its local plan of adaption. This process is currently underway and will be reported in the next report.

Step 6: Collect baseline indicator: Based on the ToC developed, the TAMD country team will collect baseline indicators. This is a step to be carried out over the coming quarter. Up to now the team was able to collect information for the scorecards whose summary results are presented below and the complete matrix is presented in the annex of this report.



Overall the results shows that institutional landscape for climate change in Guijá is still very fragile with finance and budget, planning under uncertainty, climate change mainstreaming and institutional capacity being the weakest areas on TRACK 1 that needs to be addressed with some priority.

6. POTENTIAL CHALLENGES AND LIMITATIONS

The following appears to be the key potential challenges and limitations for TAMD in the implementation area:

- Knowledge on climate change is still limited at district level and communities have limited awareness on the issue;
- Extension services are overburdened due to limited resources (human, financial and material);
- Population in the dry areas live scattered which increases intervention costs and limits assessment of intervention impacts (the implementation of the M&E system);
- Research for climate change adaptation around agriculture and livestock- key intervention areas- is still limited in Mozambique which limits technical information and locally adapted recommendations on what could be done;
- Local levels of formal education are still too low (most did not attend school or just reached primary education) and this limits information flow on issues of climate change and adaptation options;
- Limited involvement of the private sector on the issue of climate change. Private sector influences production models and outcomes that have a bearing on the issue of local resilience. For instance, if investments on agriculture are to be encouraged then the private sector needs to take informed decision that take into account climate change aspects. Currently, there are investments on banana plantation, on livestock rearing but this is being done without the private sector being actively involved in the debate on climate change at least at the district level. So, TAMD efforts on climate resilience and on M&E system may be hampered by these parallel processes.

7. CONCLUSIONS AND LESSONS LEARNING

TAMD has established itself as an innovative approach for climate change interventions in Mozambique. No tools have so far been attempted in monitoring and evaluating climate change interventions in Mozambique and TAMD has come to fill in this gap. Although the approach is being tested, the implementation of TAMD at Guijá district has led to the following key lessons:

1. **Good partnership is essential for processes to take off:** TAMD was able to start piloting its approach in Guijá because it was able to enroll government partners and build a trustful relationship with win-win approach from which local as well as national levels will benefit from capacity building and in the production of guidelines and tools to expand the approach nationwide. These national gains are relevant for the government to be a valuable partner in the process.
2. **Local commitment is essential for processes to take place:** The Guijá administration has shown a high level of commitment for the TAMD project and has been represented at all meetings with higher ranked staff. This has been essential for district and community levels of authority to cooperate and TAMD to be implemented at different levels.
3. **Community participation is vital for the TAMD:** Community participation has brought relevant insights on changes that local level are seeking in the context of climate change and provided indicators of how these changes could be traced over time. Without this participation that knowledge would be very hard to capture. On the other hand, this has led to local ownership and a comprehensive knowledge on what locally is being tried and is working on has not worked.

4. **Having a district focal point to link with the project is essential:** Guijá district has allocated two technical staff to link up with the project and TAMD team has benefited from this arrangement as this has made interventions and information flow much easier.
5. **People are learning and praising the TAMD framework.** Nearly every staff from the district and also from national level involved in the TAMD exercise, have found the link between CVCA and ToC with its demand for indicators at different levels of change to be clearly a complete tool which will change the ways people plan, monitor and evaluate interventions. District technical staff have argued that they will use the approach in their normal development planning and will ask for TAMD support when reviewing their development plan meant to expire next year.
6. **TAMD is pushing planners and M&E staff to think and collect baseline data and use it to measure changes over time.** One of the key handicaps mentioned in the national planning is a weak M&E system. There are hardly baseline indicators and changes are hard to measure. TAMD exercise has been pushing involved staff to think and collect data, an exercise that was previously not taken so seriously.

ANNEX 1: GUIJA SCORE CARD

<u>GUIJA COUNTY</u>		0 N	1 25 %	2 50 %	3 75 %	4 Y	Supporting evidence/narrative Include 2-3 sentences
I. CLIMATE CHANGE MAINSTREAMING/INTEGRATION INTO COUNTY PLANNING	1. Is there a climate change plan or strategy set out in a dedicated strategy document and/or embedded in the principal planning documents at the level being assessed (e.g. national, sector, ministry)?						
	2. Is there a formal (e.g. legal) requirement for climate change (adaptation/mitigation) to be integrated or mainstreamed into development planning (cf. requirement for EIA for certain activities/projects)?						Yes to a large extent. The national planning guideline determines that climate change is a cross cutting issue and every sector should include CC in their planning. However, implementation has not been easy.
	3. Have specific measures to address climate change (adaptation/mitigation) been identified and funded?						There is one project on climate change and drought but this was not designed by the government but rather by partner institutions. The government on its side has been promoting drought tolerant crops and water harvesting techniques in the dry areas.
	4. Are climate-relevant initiatives routinely screened for climate risks?						Major investments on agriculture and infrastructure yes. For instance we decided not to build some public infra-structures (schools and government offices) in the flood prone areas and rather put those in the upper lands. A new banana investment was advised to settle away from the riverine Limpopo due to recurring floods.
	5. Is there a formal climate safeguards system in place that integrates climate						

<u>GUIJA COUNTY</u>		0 N	1 25 %	2 50 %	3 75 %	4 Y	Supporting evidence/narrative Include 2-3 sentences
	risk screening, climate risk assessment (where required), climate risk reduction measures (identification, prioritisation, implementation), evaluation and learning into planning?						
II. INSTITUTIONAL CO-ORDINATION	1. Has an authoritative body been tasked with coordinating climate change planning and actions?						Yes. There is the district planning and infrastructure services directorate (SDPI) that oversees and coordinates the cross cutting issues such disaster risk reduction (DRR) and climate change (CC).
	2. Does the coordinating body have high convening authority/hierarchical importance across other cross sectoral departments or ministries?						There is a collegial and good relationship between the different actors in the district and when SDPI asks for meetings different actors do convene. This is a more horizontal than vertical relationship. It happens sometime that some actors do not show up but there are no penalties because of that.
	3. Has a dedicated institutional mechanism been defined for coordination and implementation across sectors?						Yes, every single governmental sector has a focal point for the cross cutting issues such as DRR and CC. These focal points are the ones supposed to participate in the discussion meeting and in advancing CC adaptation measures in their sectors. So, these are the institutional entry points for CC in every sector.
	4. Is there dedicated funding or certainty of long term funding for sustaining this						

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	institutional coordination mechanism?						
	5. Is there regular contact between the coordinating body and relevant ministries and agencies (e.g. in key climate-sensitive sectors)?						There is no calendar or timesheet for regular meetings, Whenever SDPI or other actor fill there is a need to convene they organise adhoc meetings. A point of intersection between the different sectors has been the district plant nursery which involves staff from agriculture, infrastructure, environment, administration, and education sectors.
III. BUDGETING AND FINANCE	1. Is funding available to pilot measures that address climate change (e.g. adaptation, risk management, mitigation, low-carbon development)?						
	2. Is funding available to roll out/support mainstreaming/integration of climatechange?						
	3. Do mechanisms/capacities exist for assessing the costs associated with measures to address climate change, such as those identified during climate screening/risk assessment?						Some district technical staff have participated in trainings done by INGC and other actors on budgeting but these have not addressed costs associated with climate change which includes modelling.
	4. Is funding available to cover the costs of the necessary climate change measures identified (and costed) during climate screening/risk assessment?						
	5. Are actions to address climate change supported by an authoritative financial entity (e.g. at national level, Ministry of Finance)?						INGC has a budget line on DRR and MICOA has a budget line on CC but the flow to local level is not guaranteed and has never been systematic.

<u>GUIJA COUNTY</u>		0 N	1 25 %	2 50 %	3 75 %	4 Y	Supporting evidence/narrative Include 2-3 sentences
IV. INSTITUTIONAL KNOWLEDGE/CAPACITY	1. Does planning involve individuals with some awareness of climate change?						Over the past 5 years many technical staff have been exposed to CC knowledge by participating on workshops and short term training courses on DRR and CC.
	2. Does planning involve individuals with formal training in climate change issues?						
	3. Does planning involve individuals who have attended accredited courses on climate change, development, planning and "mainstreaming" issues?						Technical staff have attended some short courses on DRR, on CC and on development. But because in Mozambique there is no an accredited institute on DRR and CC the knowledge gathered is more through short course trainings.
	4. Is integration of climate change into planning overseen by individuals with in-depth knowledge of integration/mainstreaming processes?						In-depth knowledge no but through attending short courses, staff have some knowledge on how to integrate CC into planning.
	5. Are enough people with the required training involved in planning processes?						There are at least one person per each of the 4 district directorates (SDPI, SDAE, SDSMAS, Administracao) with some training and knowledge on disasters and climate change. But newcomers have limited understanding of CC. overall still few people have considerable knowledge on CC.
V. USE OF CLIMATE INFORMATION	1. Does planning take account of observational data relating to climate trends and variability?						Yes to some extent. Annually, the district follows the weather forecasts which are used to mobilize farmers and other stakeholders on the likelihoods either of flooding or of droughts. This is done jointly with INGC. The critical aspect is related to data and forecast reliability.

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	2. Does planning take account of climate projections - is climate information (forecasts, projections, information on responses) readily accessible via information sharing platforms or networks (e.g. for screening)?						The district has limited access to climate projections at their level. But based on accumulated experience of floods and droughts the district has become more aware of the need to be prepared for floods and drought and to design adaptation measures. The district has good relationship with INGC, with Save the children and with universities that can provide climate information but this is not downscaled to local level. Based on this the district is avoiding, for instance to build public infra-structures on the flood prone areas and is promoting water management practices.
	3. Is there sufficient access to climate information generated by foreign and international organisations (e.g. IPCC, research bodies, academic institutions)?						Very limited. People hear about this in workshops and training and some of the technical staff individually do access some of the information. One of the key limitations is that international information on CC is mainly available in English which most of the technical staff at the district level have limited command of.
	4. Is the use of scientific information from external sources complemented by the use of domestically generated information including local/traditional/ indigenous knowledge?						Indigenous knowledge and domestically generated local knowledge from INGC and universities is the main source of information. Based on local perceptions and experiences and information provided by INGC the district has been re-directing its investment priorities and promoting adaptation activities such as water harvesting and drought tolerant crops.
	5. Does the capacity to interpret and use climate information (e.g. in scenario planning, risk frameworks, vulnerability						It is improving as in Guija there has been a clear trend of increased interest by different actors on climate change and DRR issues. This is making

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	assessments) exist?						the local government staff more capable to interpret climate information. However there is still long way to go for this capacity to generate good interpretations.
VI. PLANNING UNDER UNCERTAINTY	1. Is planning informed by climate projections where feasible?						To some extent yes. Measures such as resettlement program initiated in 2013 by the government as well as the decision for not building public infrastructure in flood prone areas reflect the projection of increased flooding along the Limpopo basin. The main issue is that climate projections are incomplete and some decisions are made as decision makers gather more evidence and as such not all decision are long term as required under climate change.
	2. Does planning make use of scenario planning exercises that are informed by climate projections						District planning is based on budget scenarios provided by the national finance ministry which to a less extent take into account the impacts of disasters and climate change on the national revenues.
	3. Does planning explicitly address risks associated with 'maladaptation'?						
	4. Is planning guided by well-developed frameworks and methodologies that address uncertainty?						

<u>GUIJA COUNTY</u>		0 N	1 25 %	2 50 %	3 75 %	4 Y	Supporting evidence/narrative Include 2-3 sentences
	5. Do mechanisms exist for ensuring that planning guidance is updated with new information on climate change as it becomes available?						The district planning is flexible based on quarterly and semester reports. Adjustments are made on the plans as new information becomes available.
VII. PARTICIPATION	1. Are all relevant levels of governance (national, provincial/district, local/community) (required to be) represented in planning process?						The district planning process starts at community level and goes up to district level. At local levels there are forums for consultation on the annual plans as well as for the 5 year's development plan. In these forums representatives of different groups are asked for their perspectives. However, this is not always possible due to financial constraints to run these participatory processes.
	2. Are those who might be adversely affected by climate change initiatives represented in planning/decision-making?						As above. The council at locality level (localidade) and administrative post level (posto administrativo) comprise representatives of different segments of the society
	3. Are those most in need of / likely to benefit from measures to address climate change represented?						As above. The councils involve church leaders who tend to represent the interests of these most in need. Besides this the councils have participants by quota (quota for women; for youth, for local leaders; and so on) so that every single segment of the society is represented.
	4. Are the poorest and most marginalized members of society represented?						As above.
	5. Is the participation of all the above groups sustained throughout planning and implementation (i.e. at the start, end						The councils are institutionalized and it is part of state decentralization process. Funds should be made available so that these councils work properly. However, inadequate funding has also

<u>GUIJA COUNTY</u>		0 N	1 25 %	2 50 %	3 75 %	4 Y	Supporting evidence/narrative Include 2-3 sentences
	and throughout an initiative)?						limited the full operationalization .
VIII. AWARENESS AMONGST STAKEHOLDERS	1. Are stakeholders aware of climate change and its potential implications (e.g. for their sector, for society at large)?						From the government point of view, it appears that stakeholders are even more aware of climate change as they have more resources to access information and to use it for their everyday decision making.
	2. Are stakeholders aware of potential, available, or on-going climate change response options?						As above, in the flood prone areas such as Guijá people search for alternative options. The key constraint is that there is limited knowledge of potential available options.
	3. Does relevant information reach key stakeholders (e.g.) in climate-sensitive sectors?						Yes to large extent. INGC and MICOA have been disseminating information on DRR and on CC. The point is that from information to decision-making there is a huge gap and from decision-making to practical implementation there is another gap.
	4. Do institutional mandates raise awareness of and disseminate information about climate change (risks, impacts, responses, etc.)?						Yes, SDPI, INGC and INAME have the mandate to disseminate awareness on climate change and DRR. But from mandate to really intervention there is a gap due mainly to limited resources
	5. Is adequate funding available for awareness raising among relevant stakeholders and public at large?						There are few funds available at INGC and at MICOA for awareness raising but these funds have to be allocated nationwide and the process of prioritization leads sometimes to some districts being left out or access the funds irregularly.



Project materials

Climate Change

Keywords:

Monitoring and Evaluation (M&E),
TAMD, Mozambique



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