Irish Aid Climate and Development Learning Platform Case Study

Prospective assessment of how to link social protection and climate resilience objectives and interventions to benefit poor climate vulnerable households

Final Report

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Preface

The work reported here was conducted under the auspices of the Irish Aid Climate and Development Learning Platform as a case study to provide members of the Learning Platform with evidence relevant to the integration of climate change into development programming.

The assessment was carried out by Simon Anderson, Rogerio Sitole and Raul Varela and benefited tremendously from close and proactive liaison with Koeti Serodio of Irish Aid. The findings of the assessment have been made available to the Mozambique Ministry for Gender, Children and Social Action (MGCAS). It is anticipated that the assessment will inform Irish Aid Mozambique in future programming and the country programme strategy.

The authors of the report would like to thank all the people who engaged with this assessment. We thank Koeti Serodio and Pronch Murray and all their colleagues in the technical staff of Irish Aid. Elsa Alfai at MGCAS provided guidance throughout the process and Yolanda Nhadewate acted as the liaison focal point for the assessment in MGCAS.

The assessment also benefited from close coordination with two other related studies supported by DFID and we thank Kate Greany for facilitating this coordination. Andrew Kardan, Ana Solorzana and Rodolfo Beazsley of OPM, and Anna McCord who led these studies provided very collegiate support to this work.

We are also grateful to the INAS staff at the delegations and districts visited.

We thank all the key stakeholders interviewed during the assessment including: Ruben Vicente Andrés (International Labour Organization), Ross Hughes (World Bank), Kerry Selvester (ANSA) and the INAS staff headed by Castigo Massinga.

Executive Summary

The Government of Mozambique has put in place legislative and policy frameworks for Social Protection (SP) and for climate adaptation and mitigation. It is a working hypothesis of this assessment that by linking SP delivery and support to climate adaptation synergies in terms of increased climate resilience of SP beneficiary households can be achieved.

The assessment sought to identify and assess, in a logical and analytical way, what are the options for linking SP provision and support to climate change adaptation for the benefit of the poorest people in Mozambique. The endpoint of the assessment was to identify ways to strengthen and link SP provision and support to climate adaptation. The new ENSSB strategic actions were taken into account and suggestions developed for strengthening the climate resilience relevant parts of the new strategy.

The assessment was based upon data and evidence collation through secondary information and data review, key informant interviews and central and local (district) levels, focus group discussions with SP programme technical staff and beneficiaries, and analysis of evidence meetings with government agencies. The protocol developed for the assessment was discussed with the ntional SP working group and with representatives of the Ministry of gender, Children and Social Action (MGCAS) – the key Government agency. MGCAS appointed a focal point person to accompany the assessment. The district visited as part of the assessment were selected and agreed with MGCAS.

The assessment found that:

- There are significant overlaps and interaction of poverty and climate vulnerability. SP programmes are active in some high climate risk areas due to a focus on poverty rather than on climate risks. SP coverage is limited particularly within, but also between districts. There is therefore substantive geographic evidence to support and good potential for links among SP provision and local adaptation processes.
- Climate risk management is not currently integrated into SP programming. Currently local adaptation planning does not focus on the needs of the poorest nor does it seek to align with SP provision. Better methodologies and technical capacity building are neededto integrate climate risk management into SP provision and to facilitate links between SP and climate adaptation.
- The national policy framework provides an enabling environment for SP and climate adaptation links. Current inter-institutional coordination is insufficient at all levels. Building upon the higher level political will better incentives for coordination and inter-institutional links are necessary.
- The current performance of the SP system is limited by capacity constraints, financial and administrative, and the absence of key management system. Significant investments in the SP system will be required to increase the level of benefits it provides, expand coverage and improve the process for public works priority selection, and the monitoring of outcomes among other design and operational considerations.

The assessment concludes that there are opportunitites to foster a SP system in Mozambique better adapted to the climate risks the system and its beneficiaries face now and in the future. The opportunities can be taken through integration climate risk management into the system, and by better coordination of SP and climate adaptation interventions to benefit the same populations in regions of the country where high poverty incidence and high climate risks coincide. In an annex to this report available to Irish Aid the opportunities, niches and approaches for further work on establishing links among SP and climate adaptation are set out.

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List of abbreviations

DFID	Department for International Development
ENSSB	National Strategy for Basic Social Security
GoM	Government of Mozambique
IIED	International Institute for Environment and Development
IA	Irish Aid
INAS	National Institute for Social Action
INGC	National Institute of Disaster Management
LAP	Local Adaptation Plan
M&E	Monitoring and Evaluation
MGCAS	Ministry of Gender, Children and Social Welfare
MITADER	Ministry of Land, Environment and Rural Development
OPM	Oxford Policy Management
PASD	Direct Social Support Programme
PASP	Productive Social Action Programme
PSSB	Basic Social Subsidy Programme
PWP	Public Works Programmes
SP	Social protection

1. Introduction

The Government of Mozambique has put in place legislative and policy frameworks for Social Protection (SP) and for climate adaptation and mitigation. The current National Basic Social Security Strategy (ENSSB) operates through four programmes: (i) the basic social security programme (PSSB) that provides monthly cash transfers to households unable to enter the labour market, (ii) the direct social action programme (PASD) that gives largely in-kind social transfers to vulnerable households for fixed periods of time, (iii) the social action social services programme (PSSAS) responsible for residential and institutional support to the most vulnerable and abandoned groups, and (iv) the productive social action programme (PASP) providing wages to extremely poor households through labour-intensive public works initiatives. Axis 1 of the new National Basic Social Security Strategy (2016-24) emphasises how delivery of SP can and should support the resilience of beneficiaries. The assessment reported here looks into how SP can contribute to climate resilience.

From the perspective of linking SP provision to the support of climate adaptation the Mozambique policy framework is unique. The National Strategy for Climate Change Adaptation and Mitigation (ENAMMC) advocates strengthening social protection systems to contribute to the climate resilience of vulnerable households. It also identifies the need to strengthen linkages between SP systems and those related to climate-related disasters. It is a working hypothesis of this assessment that by linking SP delivery and support to climate adaptation synergies in terms of increased climate resilience of SP beneficiary households can be achieved.

1.1 The Irish Aid assessment

The issue of how to link social protection (SP) and climate resilience objectives and interventions was identified through discussion as a suitable topic for the development of a case study under the Irish Aid Climate and Development Learning Platform by the Irish Aid staff in Mozambique, the central Policy Team and IIED. This decision was based upon the interest to investigate possible synergies among SP and climate policy areas that are being supported by Irish Aid in Mozambique, and the move to develop a new SP strategy for Irish Aid in the context of the wider One World One Future policy framing by Irish Aid that acknowledges the emerging challenges posed by climate change to the achievement of development objectives in key partner countries.

Through dialogue with the Government of Mozambique a good opportunity was identified to look at how the development of the national SP system, as a key social policy poverty eradication measure, could be shaped to address the ways that climate change will affect the most vulnerable households in Mozambique. Irish Aid has signalled an opportunity with the Mozambican government at a programmatic and policy level and to identify what could be included in the upcoming new CSP (Country Strategy Programme 2016-2024). As a contribution to the assessment of synergies among SP and climate resilience interventions this prospective case study was proposed.

1.2 Coordination with related studies

Three concurrent studies, including the Irish Aid supported work reported here, were coordinated during the first six months of 2016 in Mozambique. DFID Mozambique funded OPM consultants to assess the Productive Social Action Programme (PASP), a public works programme (PWP) being implemented by the National Institute for Social Action (INAS)[i]. A second study, funded by DFID UK and also conducted by OPM, included Mozambique in a multi-country study into when and how SP systems can better scale up in response to shocks. (Annex 1 provides a summary of the DFID

supported work and Annex 2 is a combined note on the three studies that was provided to the Government of Mozambique.)

1.3 Climate risks and poverty eradication in Mozambique

The National Institute of Disaster Management (INGC) states that the climate shocks Mozambique faces (cyclones, floods and droughts) will worsen with climate change (INGC 2009).[ii] Recent climate related disasters include drought 2016, flooding and cyclones 2015 and 2013, drought 2010, and a sequence of flooding, cyclones and drought in 2007-2008. Such climate risks will add to the challenges facing the country's development and will impede efforts to eradicate extreme poverty, end hunger, and achieve environmental sustainability.

The Government of Mozambique has made progress in the areas of social protection and sudden-onset disaster response, including towards establishing a national SP floor. However, poverty eradication gains obtained through SP will erode as the climate risks to SP recipients and the local economies they depend upon increase.

At the national policy level the significance of climate risks to the poor and the importance of SP as a means to reduce the climate vulnerability are acknowledged by the Ministry of Gender, Children and Social Action (SP mandate) and the Ministry of Environment (climate mandate).[iii]

1.4 A conceptual framework: potential for synergies among social protection provision and support to climate adaptation

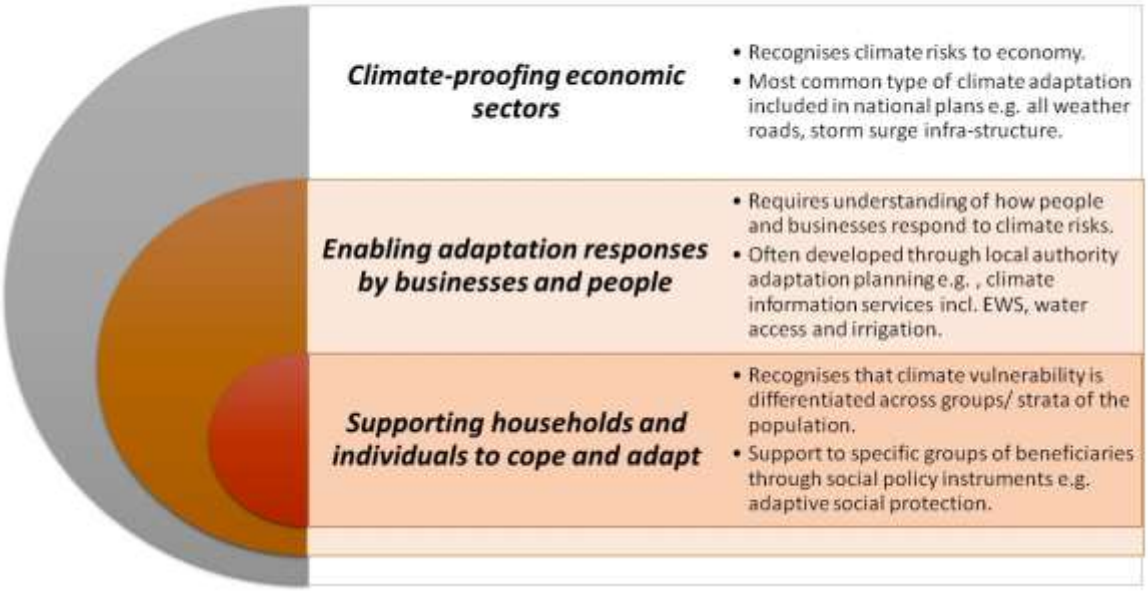
- *Climate resilience and types of adaptation*

The Irish Aid policy for international development seeks to achieve *stronger resilience* for the poor and marginalised (alongside reduced hunger, sustainable development, inclusive economic growth, better governance, human rights and accountability).[1] In a recent Intergovernmental Panel on Climate Change formulation *resilience* was defined as the capacity of social, economic, and environmental systems to cope with a hazardous event or trend or disturbance, responding or reorganising in ways that maintain their essential function, identity, and structure, while also maintaining the capacity for adaptation (adapted from IPCC, 2014).

From the perspective of achieving resilience through integrating climate change into development planning (the overarching theme of the Irish Aid Climate and development Learning Platform), climate risks to development can be managed in various ways, the majority of which are classified under one or other type of adaptation. The types of climate adaptation that this prospective case study assesses are can be termed "enabling adaptation responses by businesses and people" and "supporting households and individuals to cope and adapt" – see the figure below. Social policy instruments, including different forms of SP, are being designed and rolled out in ways that are supposed to help households and individuals cope with and adapt to the effects of increasingly frequent and/or severe climate-related events.

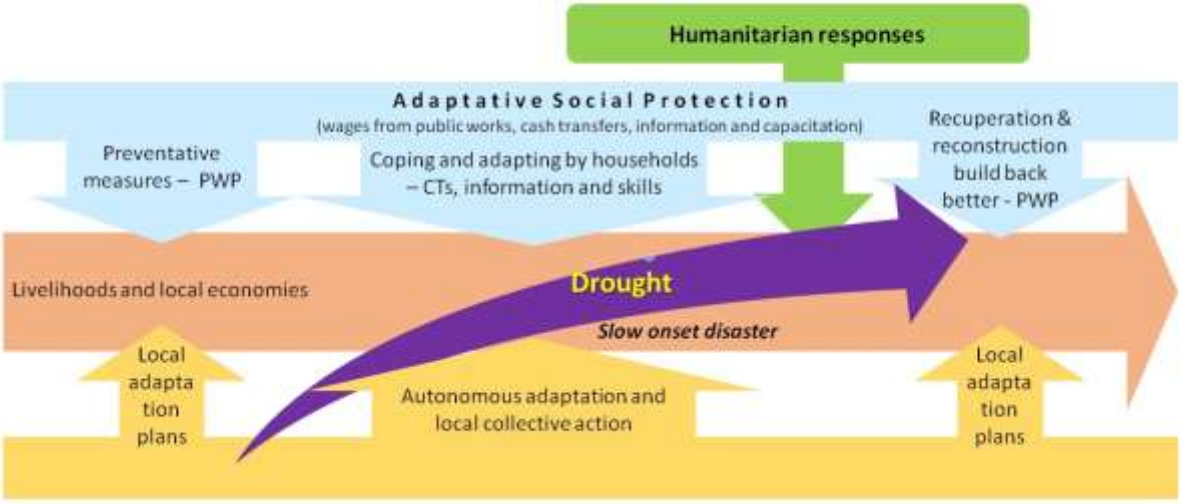
[1] 'Resilience' defined as is "the ability of people and communities, as well as countries, to withstand setbacks such as extreme weather events like flooding, an outbreak of violence, or an unexpected dip in income. Being resilient means you are better prepared, better able to cope, and better placed to recover." See: https://www.irishaid.ie/media/irishaid/allwebsitemedia/20newsandpublications/publicationpdfsenglish/one-world-one-future-irelands-new-policy.pdf

Types of adaptation – according to entry point and strategy to address climate risks



Households vary in their capabilities to cope with and adapt to climate risks. Coping and adaptation by climate vulnerable households can be supported at different moments related to the phases of *responses to climate risk* i.e. prevention, relief, recovery and reconstruction. The diagram below shows the phases of responses to slow onset climate events like drought, and how SP and climate adaptation could be combined.

Climate sensitive social protection, climate adaptation and humanitarian responses to slow-onset climate-related disasters



- *Assessing the complementarity of social protection and climate adaptation*

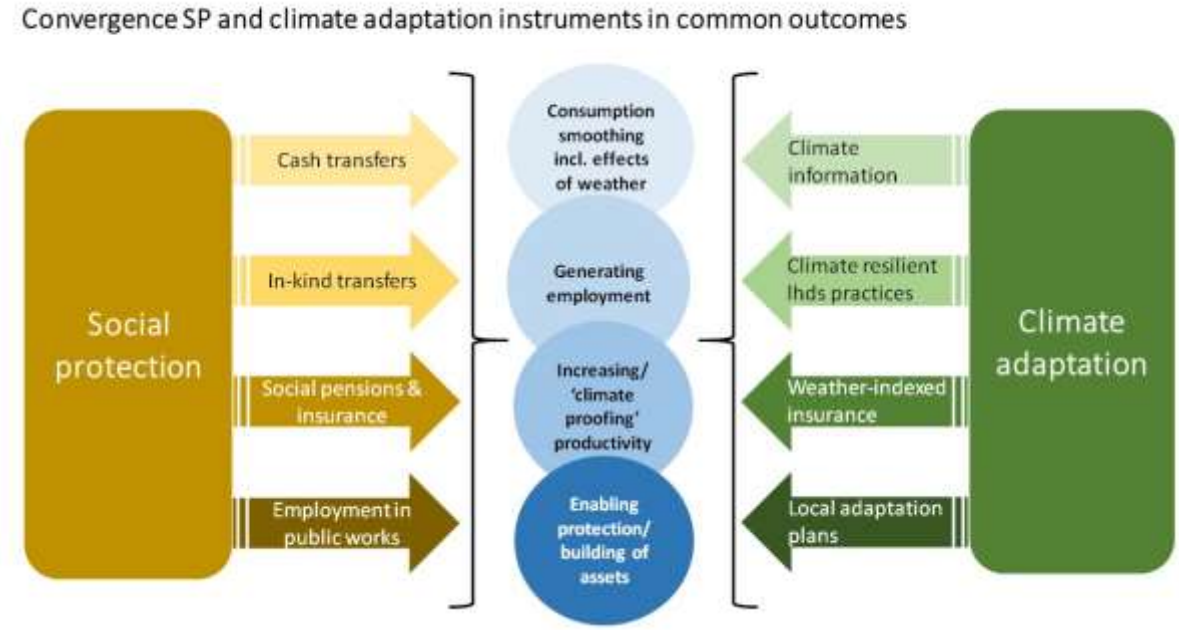
While SP can help prevent climate risk effects, protect assets and livelihoods against climate risks, and promote better coping and adaptation, SP and the types of climate adaptation targeted at individuals and households are potentially complementary. They can share target groups

(beneficiaries) and objectives while having separate interventions (as illustrated in the figure below). As a case in point, PWP are seen as affecting household level resilience through three main vectors: wages, creation of assets, and skills training. PWP relevant to addressing climate risks can be identified through local climate adaptation planning processes.

Increasing the climate sensitivity of SP (sometimes referred to as 'adaptive social protection') has been envisaged largely by enhancing the ways that SP supports coping and adapting by households by expanding the numbers of beneficiaries and the scale of benefits at times of climate risk. This can be referred to as 'integration or mainstreaming' approach. SP can be scaled up through vertical and horizontal expansion, piggy-backing, shadow alignment and refocusing.[iv]

A 'layered and/ or sequenced' approach to achieving adaptive social protection goals can also be used whereby the beneficial effects of SP on coping and adapting to climate risks are complemented by coordination with other interventions – such as support to local climate adaptation – that target the same poor and climate vulnerable population. The study reported here looked for opportunities to achieve these synergies.

In the assessment of SP programmes and systems for their capacity to become more climate sensitive several aspects need examined. These include: the coverage of the system (footprint), system design flexibility, and comprehensiveness of service delivery; the effectiveness of the management information system and its use for timely decision-making; financial capacity for responsiveness; and, inter-institutional coordination and capacity (World Bank 2015).



2. The assessment – logic, steps taken and methods used

- *A logical analytical framework*

The assessment sought to identify and assess, in a logical and analytical way, what are the options for linking SP provision and support to climate change adaptation for the benefit of the poorest people in Mozambique.

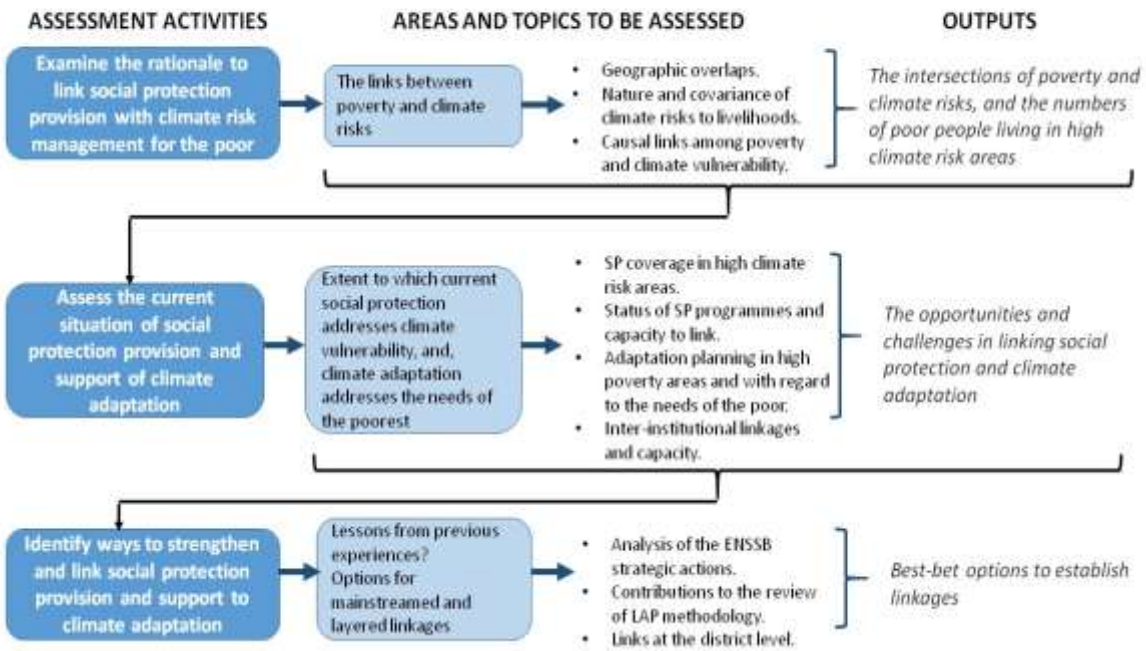
As set out in the logic model diagram below the assessment substantiated the rationale to link social protection provision with climate risk management for the poor by assessing the links between poverty and climate risks. It did this by looking at the geographic overlaps of climate vulnerability and poverty, the nature and covariance of climate risks to livelihoods, and the causal links among poverty and climate vulnerability.

To assess the current situation of SP provision and support of climate adaptation the extent to which current SP addresses climate vulnerability, and, climate adaptation addresses the needs of the poorest were examined. SP coverage in high climate risk areas was mapped, and the status of SP programmes and their capacity to link with climate adaptation processes was analysed. How well current adaptation planning addresses the needs of the poor was assessed. And the current and required inter-institutional linkages and capacity was investigated.

The endpoint of the assessment was to identify ways to strengthen and link SP provision and support to climate adaptation. From the analysis outlined above, and from lessons from previous experiences, options for 'integrated/ mainstreamed' and 'sequenced and/ or layered' approaches were analysed. The ENSSB II strategic actions were taken into account and suggestions developed for strengthening the climate resilience relevant parts of the new strategy.

The logic model for the way the assessment was conducted is shown below.

Logic model for the assessment



So the assessment used three dimensions to guide the collation and analysis of evidence. Evidence was collated from different sources according to the three dimensions identified in the analtical framework of the assessment.

i. Geographic dimension: distribution of poverty and of climate risks; coverage of SP programmes.

ii. Technical and temporal dimension: responses to climate risks at the local level and delivery of SP programmes; and local adaptation planning.

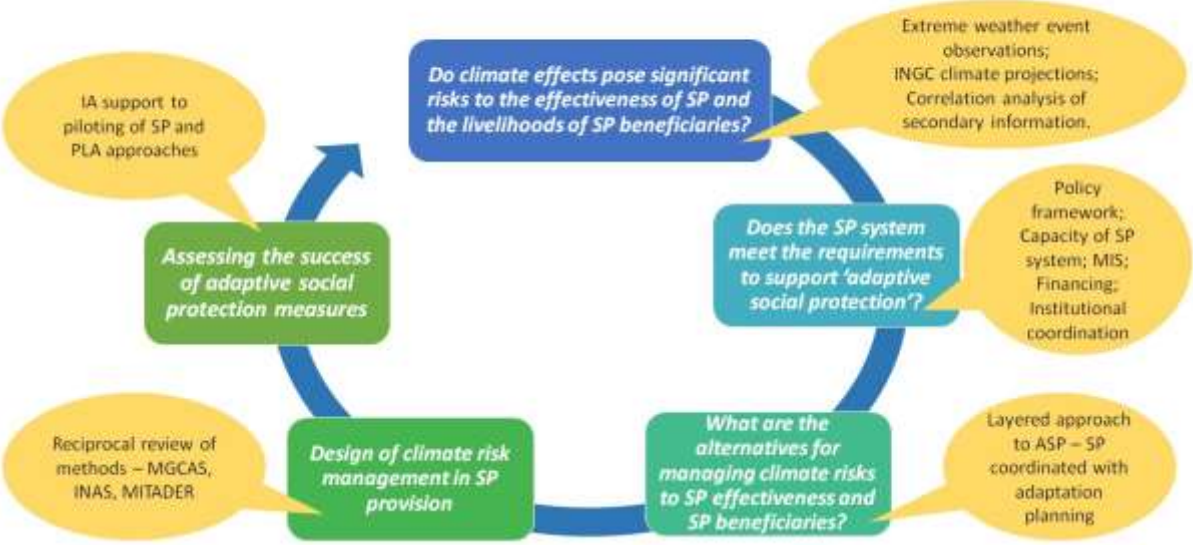
iii. Inter-institutional dimension: the enabling policy environment; inter-institutional coordination at different levels.

- *Steps in the assessment*

The diagram below summarises the steps taken during the assessment.

The first step was to analyse the rationale (i.e. the logic and the needs) to establish linkages among SP provision and climate adaptation support. In this step the geographic overlaps between poverty incidence and climate risks were examined. The nature of the climate risks to livelihoods of the poor and the degree to which climate risks are common (covariate) across socio-economic strata was assessed. The secondary evidence on the importance of climate effects as drivers of movement in and out of poverty was reviewed. This culminated in the analysis of the geographic intersections of poverty and climate risks and the estimation of an indicator of the need to link social protection and climate adaptation i.e. the numbers of poor people living in areas of high climate risk.

Steps taken in the assessments of the linkages among SP provision and support to climate adaptation from a climate risks management perspective for development programming
[the blue/green boxes pose the assessment questions and the speech bubbles show how these questions were answered].



The second step explored the current situation in terms of how existing social protection provision addresses climate vulnerability, and how climate adaptation processes address the needs of the poorest. This involved looking at social protection programme coverage in high climate risk areas,

the capacity of social protection programmes to link integrate climate risk management and to link with climate adaptation process. The assessment also reviewed the extent to which local adaptation planning covers high poverty areas and addresses the needs of the poor. In this step the assessment also examined the relevant inter-institutional coordination and technical capacity of agencies to establish links.

The third step identified options for linking social protection provision and support to climate adaptation. This was carried out by identifying lessons from previous experiences and analysing the evidence from the first and second steps to identify options for mainstreamed and layered linkages. This culminated in the selection of best-bet options to establish social protection and climate change adaptation linkages.

The fourth and fifth steps were contributed to by the assessment and represent outcomes of this assessment process, the other studies, and most importantly the actions taken by Government agencies and Irish Aid as a development partner of the Government.

- *Methods used*

The assessment was based upon data and evidence collation through secondary information and data review, key informant interviews and central and local (district) levels, focus group discussions with SP programme technical staff and beneficiaries, and analysis of evidence meetings with government agencies. The protocol developed for the assessment was discussed with the ntional SP working group and with representatives of the Ministry of gender, Children and Social Action (MGCAS) – the key Government agency. MGCAS appointed a focal point person to accompany the assessment. The district visited as part of the assessment were selected and agreed with MGCAS.

The investigative actions taken include at the national level:

- Secondary information review incl. the convergence among the national climate adaptation and SP protection strategies;
- Correlation and mapping analysis of poverty and climate vulnerability data;
- Assessment of the institutional architecture at national, provincial and district levels incl. how implementation of SP delivery is undertaken and how resources flow;
- A comparison of priorities for adaptation derived from local adaptation plans (LAP), with public works priorities developed under the PASP;

Case studies were developed at the district level. Three districts were selected in different provinces taking into consideration climate vulnerability (exposed to droughts, flooding and cyclones) and the presence of SP programmes. Activities carried out in each district included:

- Examination of how SP programmes delivered;
- Assessment of links among SP and climate adaptation processes;
- Identification of local adaptation strategies both autonomous and planned.

A chronological list of assessment activities is presented in Annex 3.

3. Results and findings

The results and findings presented here are a representative sample of those presented in the full Portuguese language technical report presented to the Government of Mozambique and development partners. The results are presented according to the analytical framework dimensions.

3.1 Geographic dimension: distribution of poverty and of climate risks, and the coverage of SP programmes; local perceptions of climate risks.

- *Distribution of poverty and of climate risks, and the coverage of SP programmes*

The data used in the analyses and mapping that follows were collated from different veriable sources. Climate vulnerability were taken from the Mozambique office of Famine Early Warning System Network (FEWS-NET). The food insecurity data was taken from the national Technical Secretariat for Food Security and Nutrition (SETSAN). Poverty data was taken from Ministry for Planning and development (MPD); and population and social protection programme coverage data was provided by National institute for Social Action (INAS).

For this assessment existing data at district level on poverty was used. This information is available from the publication "Mapeamento da Pobreza em Moçambique" (MPD, 2012). However, it should be noted that these data are derived from poverty assessments made from the 1996-7. These data were used because they are the best available at the district disaggreagted level, but also to show how essential it is to have available up to date disaggregated data for such analycital work. More recent provincial poverty data are available but they hide between district discrepancies that are significant. Therefore interpretaton form the poverty data used here needs care and discretion.

Simple correlations between district level data on poverty levels (incidence, depth and severity) and observed climate risks (droughts, floods and cyclones) are presented in Table 1 below. There is a positive correlation between drought and cyclone risks and poverty, while neutral or negaitve correlations exist between flood risk and poverty levels.

Table 1. Correlations between poverty levels and climate risks at the district level.

Poverty	Risk of drought	Risk of floods	Risk of cyclones
Incidence (proportion of HHs living below the poverty threshold)	0.07	-0.13	0.09
Depth (poverty levels relative to poverty threshold)	0.11	-0.04	0.07
Severity (extent to which HHs fall below the poverty line)	0.12	-0.00	0.06

Table 2 below shows the extent to which people in different districts are exposed to high observed climate risks. The table is structured by region. 88 districts are exposed to one or other high climate risk.

Table 2. Districts and populations exposed to high climate risks.

Observed climate risks – high level	Regions of country						Total	
	North		Centre		South			
	# districts	Population	# districts	Population	# districts	Population	# districts	Population
Droughts	2	237,957	7	915,114	5	222,684	14	1,375,755
Floods	1	459,131	2	441,554	4	559,127	7	1,459,812
Cyclones	23	5,800,948	2	99.036	10	1,198,459	35	7,098,443
Droughts and floods	0	0	5	916,941	11	3,403.760	16	4,320,701
Droughts and cyclones	3	948,346	1	78,478	3	259,385	7	1,286,209
Cyclones and floods	3	533,388	3	533,613	1	41,635	7	1,108,636
Droughts, floods and cyclones	0	0	2	523,732	0	0	2	523,732

Source: INE 2015 and FEWS-NET 2010

Table 3 below shows the predominance of cyclone risk to districts with different levels of poverty incidence. These districts tend to be more highly populated and are mainly in the coastal areas. Drought risk, and drought plus floods and/ or cyclone is also important for a significant number of very high and high poverty incidence districts.

Table 3: Climate risks and poverty incidence at district level.

Observed climate risks (level high)			# districts at different poverty incidence			
Type	District	Population	Very high =/> 74%	High 62 a < 74%	Moderate 48 a < 62%	Low < 48%
Droughts	14	1,375,755	4	6	3	1
Floods	7	1,459,812	3	3	1	0
Cyclones	35	7,098,443	18	9	6	2
Droughts and floods	16	4,320,701	3	5	6	2
Droughts and cyclones	7	1,286,209	6	1	0	0
Cyclones and floods	7	1,108,636	3	1	3	0
Droughts, floods and cyclones	2	523,732	1	0	1	0

Source: FEWS-NET 2010 and MPD 1996-97

Table 4 shows the results of an indicative analysis of how climate risk and poverty coincide geographically. It shows the population and estimated nunbers of poor people in high observed climate risk districts where poverty incidence is very high and high. There are 39 districts with high observed drought risk (alone and combined) and of these 26 districts with very high and high poverty incidence with high drought risk. 7.5m people live in high drought risk districts. And there are an estimated 1.4m poor people living in the districts where higher poverty incidence and high drought risk coincide.

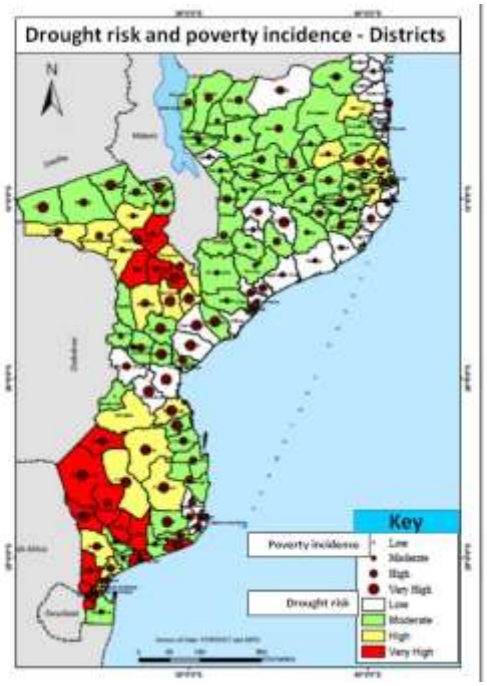
Table 4: Climate risks, population and numbers of poor in districts where high climate risks and high poverty incidence coincide.

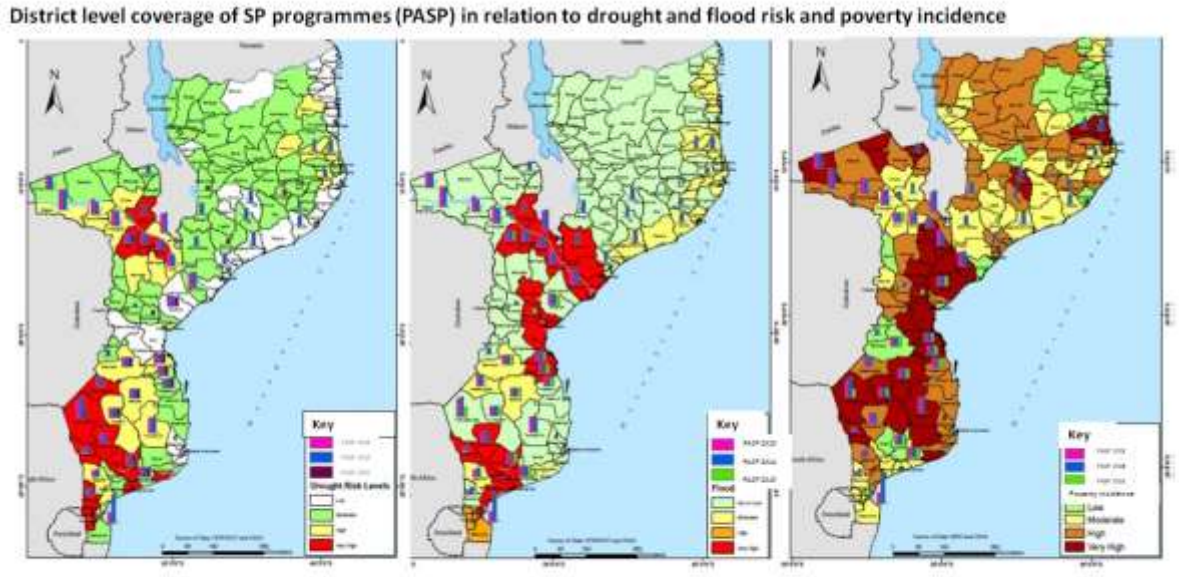
Observed climate risks (level high)			# poor people in districts with very high and high poverty incidence			
			Very high (=/> 74%)		High (62 a < 74%)	
Type	Districts	Population	Distritos	# of poor	Districts	# of poor
Droughts	14	1,375,755	4	110,146	6	224,950
Droughts and floods	16	4,320,701	3	169,673	5	212,905
Droughts and cyclones	7	1,286,209	6	543,554	1	129,008
Droughts, floods and cyclones	2	523,732	1	40,076	0	0
Floods	7	1,459,812	3	226,202	3	283,433
Cyclones	35	7,098,443	18	1491,934	9	796,181
Cyclones and floods	7	1,108,636	3	202,874	1	113,557

Sources of data:: FEWS-NET 2010, MPD 1996-97 and 2002-2003, and INE 2015

The map below shows how drought risk and poverty incidence are distributed geographically across the districts of the country. In each region of the country there are districts with very high and high drought risk (marked green and yellow) where poverty incidence is very high (larger circles). In addition there are (fewer) districts where poverty incidence is estimated to be moderate to low where significant drought risk is has been observed. This is a geographical representation of the correlation analysis provided at the beginning of this section.

While it is acknowledged that the coverage of the SP programmes was not planned in relation to observed climate risks, from the data available at district level for 2013, 2014 and 2015 it is seen that the PASD and PSSB programmes were operating in all districts with high observed climate risk. The PASP programme coverage at district level coincides with drought, cyclone and floods and drought and cyclone risks in 2013 and 2014, coverage was significantly reduced in 2015. The set of three maps below illustrate these findings for the PASP programme.





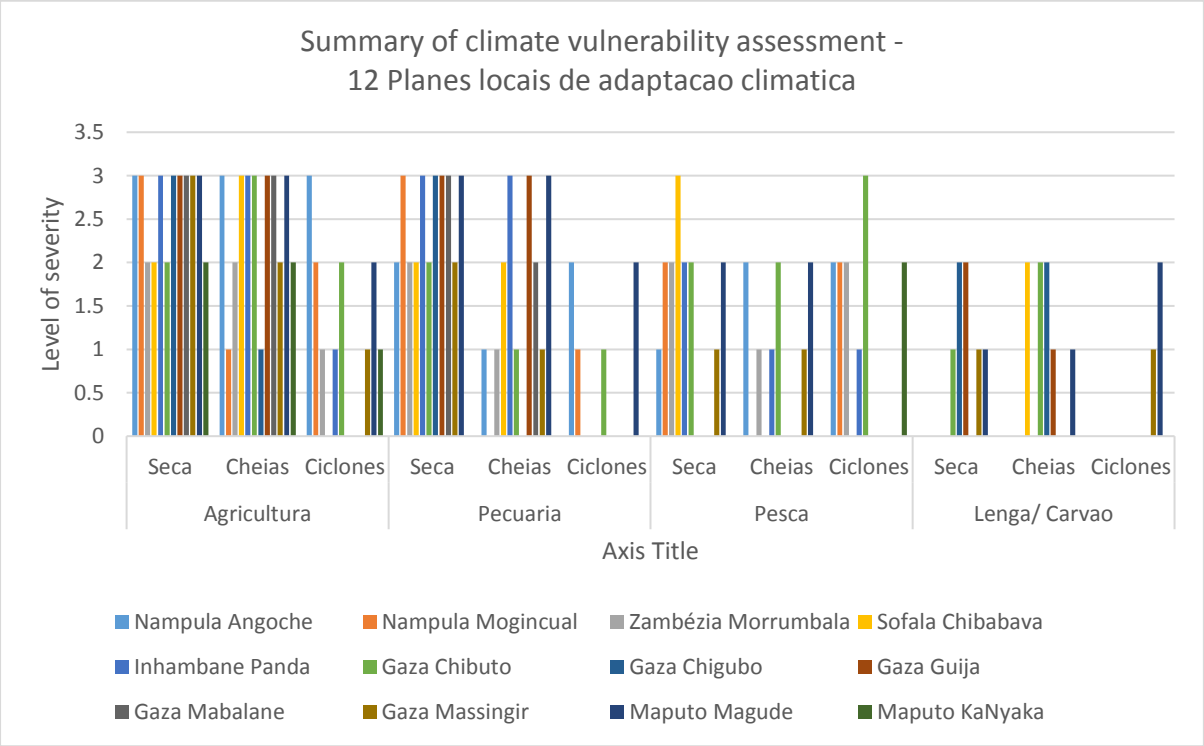
- *Local perceptions of climate risks*

Under an initiative led by MITADER, 22 local adaptation plans (LAP) have been generated at the district level. Following the LAP methodology each district plan includes an assessment of the climate vulnerability of the main livelihood activities in the district. The assessment is carried out during focus group discussions with representative groups of local people in different localities across the district. The results are collated by district technical staff and a summary of the results provided in the LAP.

From a sample of 12 LAP evidence was collated on the relative level of current climate risks to livelihood activities. The livelihood activities most likely to be important to the poorest households

were used in the analysis – agriculture, livestock keeping, fishing and firewood and charcoal production. The figure below shows the results of this qualitative analysis.

Figure: Summary of climate vulnerability assessments from 12 district PLAs



Source: information taken from the local adaptation plans published by the district authorities named. Pls note: Seca – drought; Cheias – floods; Ciclones – cyclones; Agricultura – agriculture; Pecuaria – livestock; Pesca – fishing; Lenga/ Carvao – wood and charcoal.

The districts used in the sample were determined by the availability of the PLA documents. More than half of the 22 completed PLAs were available and used in the analysis. The districts where the PLAs were available are distributed across six provinces of Mozambique.

The climate vulnerability assessments were conducted in similar ways in the different districts at different during a two year period 2013 to 2015, so they may be considered as broadly comparable.

The results show that climate risks and the perceived relative severity of the risks varies across districts. This matches the observed climate-related events in Mozambique. Within districts the relative severity of climate risks was assigned across the main livelihood activities and the individual district assessments show how different risks affect different livelihood activities in different ways. Some risks were considered to be highly important for livelihoods while others were considered to represent no risk (i.e. zero severity).

Agriculture and livestock keeping were both the main livelihood activities identified and those where current climate risks were considered to be most severe.

The LAP assessments of vulnerability do not explore the differentiation of the relative severity of climate risks to different socio-economic groups in the communities. However, the focus group discussions are supposed to be conducted with different stakeholder groups – men, women, young

and old – so it could be possible to use these consultations to assess the level of climate risk differentiation across different types of households.

3.2 Technical and temporal dimension: responses to climate risks at the local level; delivery of SP programmes; local adaptation planning.

- *Responses to climate risks at the local level*

The evidence presented here is a summary of what was gathered during visits to three districts – Mandlakazi, Nicoadala and Mongicual.

The climate risks of droughts, floods and cyclones affect entire populations in direct and/ or indirect ways. The focus group discussiions in the districts revealed evidence of the covariate nature of climate risks in both rural and urban areas where poverty incidence is high and infra-structure under-developed. Floods affect households involved in agricultural activities and particularly those living in lower altitude locations. They can cause outbreaks of vector-borne diseases and those related to poor hygiene. Floods cause losses and damages to dwellings, livelihood assets and crop production plots are common and widespread. Cyclones particularly affect households without robustly contracted dwellings, and crop losses due to wind damage occur. Droughts affect agricultural and livestock keeping based livelihoods. Food insecurity often results from drought and water shortages also affect hygiene and sanitation.

Climate adaptation strategies at the local level include both neasures taken by local authorities and those by individuals, households and groups. Annex 4 presents a table that list different types of adaptation responses encountered.

Responses to floods: Planned adaptation by local authorities and institutions include re-settlement of families away from climate risk areas, and incentives to (re)construct more climate robust homes. Individuals and households' autonomous adaptation strategies include changes to livelihood activities e.g. moving cropped areas away from flooded areas during event and back into low-lying silted areas following the flood, fishing and activities supported by labour exchange with neighbours (referred to locally as "ganho-ganho").

Responses to cyclones: local authorities and institutions promote cyclone-proofed homes and social infra-structure. While households tend to use the affordable material to hand to strengthen the exterior of their homes e.g. adobe block construction are being replaced with wooden poles for greater resilience to rain and wind damage.

Responses to droughts: local authorities and institutions are distributing seeds and vegetative material from water-stress tolerant crops e.g. mandioca and sweet potato. They are also promoting conservation agriculture practices. The autonomous adaptation practices identified include: moving cultivation to lower lying and more humid areas, drilling wells for irrigation, fishing, and collecting wild (despite the known toxicity problems with some of these foods).

- *Delivery of SP programmes and technical capacity*

Evidence from the visits to districts and discussions with SP programme delivery agents and representatives of beneficiary groups indicate that, despite the instructions from the operations manuals for the SP programmes, challenges in delivery exist. The comentary below focuses on the PASP programme as this is seen by the Government as the main entry point for climate resilience related interventions.

Involvement of local people in the selection of programme activities: focus group discussions and key informant interviews revealed concerns that local were not involved in the selection of public works priorities. And this has resulted in a lack of local ownership of processes and achievements.

Relevance of public works activities to livelihoods: the main public works activities supported by PASP – improvement of access roads and cleaning public areas – are not seen as relevant to local livelihoods or to the challenges these face e.g. food insecurity, loss and damage of assets by climate-related events.

Poor quality of public works investments: the technical quality and maintenance of the public works investments made through the PASP is considered to be poor to the point of ineffective. One reasons identified by stakeholders is that the cost basis for developing public works prioritises the payment of wages (some 70% of total budget) and relegates investment on capital resources and technical management.

Selection of beneficiaries and inclusion: local people in the districts visited are satisfied with SP programme selection criteria (quite often managed by local leaders), but are concerned that the coverage of programmes i.e. the numbers of beneficiaries in each district as compared to the number of people considered to be in need of support, is too low. Conflicts between beneficiaries and non-beneficiaries are not uncommon and there are accusations of bias in beneficiary selection.

Table5 below presents the main challenges and opportunities in the delivery of SP programmes with respect to contributing to household level climate resilience. The assessment presented results from a review of secondary informaton, a series of stakeholder consultations and focus group discussions in communties within the districts visited.

Table 5. Analysis of strengths, challenges, opportunities and threats in the delivery of SP programmes from the perpsective of contributing to household climate resilience.

All programmes PASP, PASD, PSSB and PSASS combined	
Strengths	• Address the most vulnerable groups • Address (short-term) consumption issues related to poverty
Challenges	• Low coverage within districts • Poor flexibility to adjust programming • Lack of effective M&E system • Poor documentation and sharing lessons, experiences etc. • Lack of disaggregated data on poverty and vulnerability • Poor links to other related interventions at local level
Opportunities	• Could act as incentive for social cohesion and empowerment of the poor • Policy instrument to address inequity through poverty and vulnerability • Constitute window of opportunity to complement other related programmes • Can reduce unemployment and increase social inclusion • Represents a platform to disseminate development messages and awareness
Threats	• Emergence of conflicts in relation to eligibility affects social solidarity • Can perpetuate dependence of beneficiaries

- *Local adaptation planning*

The LAP methodology developed by MITADER and utilised across several districts of Mozambique already has important attributes that make it very appropriate as a means of linking climate adaptation planning and implementation with social protection provision. These include that it is implemented at a decentralised level and is able to identify and address local adaptation needs; a

multi-institutional technical team leads the process at the district level; the process combines local knowledge and technical expertise; and, there is integration of outputs into district development plans.

An assessment of the LAP methodology was carried during a LAP training and implementation process in Mabalane district. The table below presents suggestions as to how to enhance the LAP methodology so that linkages at a district level can be established between LAP and social protection processes.

Table 6. Suggestions for enhancing LAP methodology to establish links with SP programme delivery.

Summary of steps in LAP elaboration	Opportunities to link with social protection programmes
1. Preparation	• Invite INAS staff to be part of PLA technical team. • Review the experience and current practice of SP programme delivery in district. • Review SP beneficiary lists to identify groups for consultation on climate risks.
2. Initiation at district level	• Review evidence of climate effects on SP delivery and on SP beneficiaries. • Review PDD for potential investments in labour intensive public works related to climate adaptation
3. Implementation at local/ community level	• Conduct FGD with SP beneficiaries to assess their climate vulnerability and the adaptation measures they are currently using. • Develop a TdM specifically for SP beneficiaries. • Assess the willingness and capability of local people to be involved in public works interventions. • Identify public works interventions for adaptation in each community.
4. Harmonization	• Assess the differentiation of climate risks to identify those most significant for the poorest and SP beneficiaries. • Consider how to coordinate SP delivery e.g. PASP public works with other climate adaptation priorities.
5. Technical team work on draft LAP	• Consult on the initial plan with INAS staff at district level
6. Technical team work on final LAP	• Include INAS staff in technical team
7. Approval of LAP	• Consult on the plan final with INAS staff at delegation level
8a. Mobilising resources for implementation	• Consult INAS and MGCAS on availability of funds to support implementation of public works for climate adaptation.
8b. Implementation and M&E	• Use an M+E process that can identify the benefits of PLA implementation for on poorest households and SP beneficiaries.
9. Evaluating progress	• Assess M+E information for evidence of climate effects on poorest households and SP beneficiaries. • Analysis to assess if both PLA and SP objectives being reached.
10. Continuos learning and disseminaton of good practice	• Include INAS and MGCAS staff in evidence dissemination process and lesson learning.

3.3 Inter-institutional dimension: the enabling policy environment; inter-institutional coordination at different levels

- *The enabling policy environment*

At the global level there is convergence among the UN Sustainable Development Goals, the action areas of Paris Agreement under the UNFCCC and more recently the commitments made by countries at the World Humanitarian Summit (WHS) to bring together disaster risk management with climate adaptation measures and social policy for poverty eradication in effective programmatic frameworks. At the WHS Ireland commited to (among other actions): integrate natural disaster and climate change risk management and vulnerability assessments when planning and implementing all our bilateral country programmes; and, support and build flexible and responsive national systems, such as health systems and social protection systems, that can strengthen targeting and entitlement for citizens based on need and can be scaled up or adjusted in times of greater need.

In the Malabo declaration all member countries of the Africa Union committed to reduce vulnerability of livelihoods by integrating climate resilience and risk management in policies, strategies and investment plans.

This convergence in the global and regional policy environment is already reflected to some extent in Mozambique. The *Plano Quinquenal de Governação (PQG 2015-2019)* promotes the empowerment of vulnerable communities and local leadership in establishing climate adaptation strategies. It also assures social security for the vulnerable. The *Estratégia Nacional de Adaptação as Mudanças Climáticas (2013-2025)* – provides the policy framework for local adaptation and refers directly to the role of social protection to address the needs of the climate vulnerable. And the *Estratégia de Segurança Social Básica (2016-2024)* recognises climate risks as important causal factors in vulnerability and promotes the targeting of the climate vulnerable poor as priority beneficiaries.

- *Inter-institutional coordination at different levels*

To achieve coherent and effective linkages between social protection provision and climate risk management at local, district and national levels it is necessary to achieve good inter-institutional coordination and technical capacity in the right places from local to national levels. And also an appropriate and credible information communications stream and analysis/ reflection processes are needed to determine climate event responses, prepare adequately and influence timely decision-making. Financing instruments and resources need to be in place.

All of these factors require that there is a coordinated network of institutions in the public sector that are willing to work together toward the objective of linked social protection and climate risk management.

Annex 4 provides the result of an initial stakeholder analysis that shows the institutions that could support linked social protection and climate risk management.

A large challenge exists to achieve inter-institutional coordination among those agencies with social protection and climate adaptation mandates. At the central level two main challenges appear – first the vertical coordination between MGCAS and INAS, and secondly between these two agencies and those responsible for supporting climate adaptation measures.

MGCAS has the normative mandate to formulate policies, strategies, norms and regulations and to oversee their implementation. While INAS is the executive agency responsible for implementation of the policies etc. that MGCAS develops. This inter-dependent relationship requires coherence and conformity in the ways these agencies interact, adequate resourcing and resource flow, and clarity of roles in terms of planning, complementarity in execution and assessment of performance.

The new ENSSB increases the ambition for SP in Mozambique and introduces the role of contributing to the resilience of vulnerable households, within a wider move toward a SP floor.

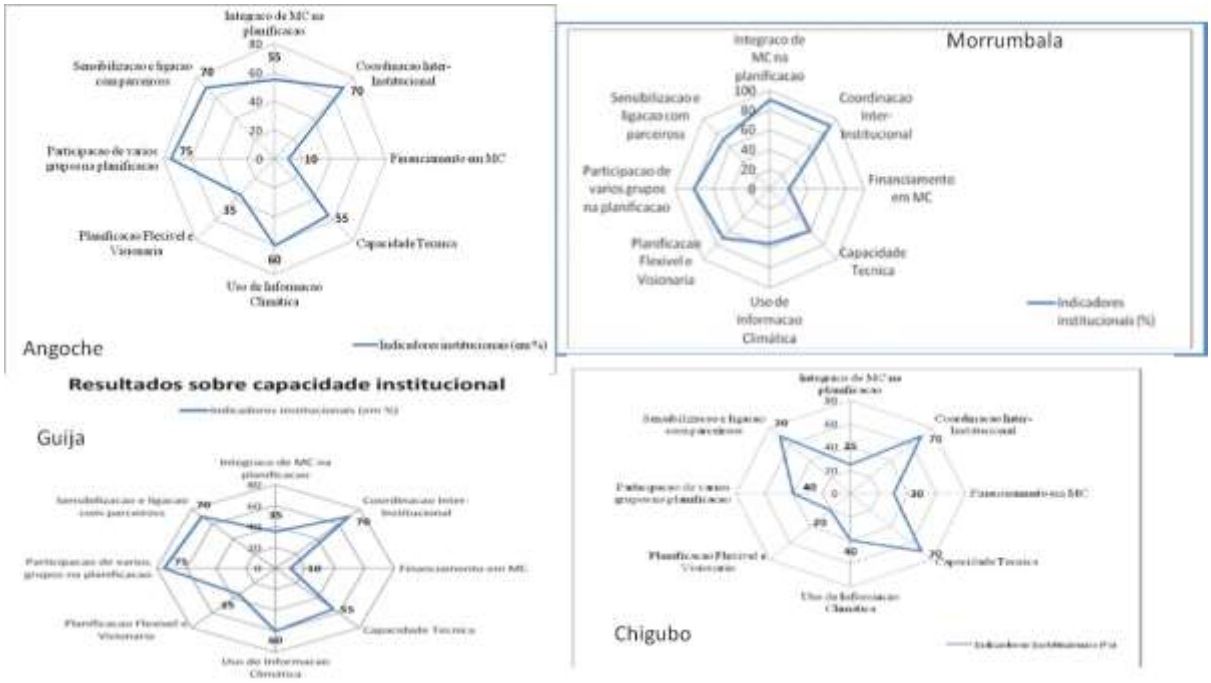
The creation of the National Council for Social Action (Conselho Nacional de Acção Social – CCNAS), and the its coordination by the office of the Prime Minister, represents an important step in inter-institutional articulation and for the implementation of the ENSSB. The functionality of the CNAS is a challenge given the complexity of SP. The commisions under the CNAS need to consider carefully and provide guidance on the important areas of: planning and programming; division compliance with institutional rsponsibilities; mobilizing and commiting resources; performance analysis,M&E; and documentation of lessons for future implementation.

Another challenge in the implementation of SP is the coordination across central, provincial and district levels. Various observations were made through the evaluation of the previous ENSSB. Among these are:

- Incompatibility between the delegations structure of INAS and the devolved development planning structures in terms of subsidiarity and articulation.
- The limited functionality of delegations in terms of implementation, M&E and mobilization through inter-agency synergy.
- Representation and follow through at the district level whereby SP is integrated into the health sector and social programming relegated to a secondary level.

These factors combined have led to weak inter-institutional coordination as regards to the SP system.

During the LAP processes in different districts there were assessments of the functions of institutions involved in initiatives related to climate adaptation and the functions of those institutions. For each district the capacity to carry out the functions listed in the table below. The figure below presents some of these results from LAP in Guija, Chigubo, Angoche and Morrumbala districts.



In some ways the inter-institutional assessment across these four districts is similar and indicates what may a general trend at the district level. The table below summarises the results.

Table 7. Assessments of the functions of institutions involved in initiatives related to climate adaptation.

Indicator	Nivel	Significance for linking SP and PLA
Integration of climate change into planning	Low	Greater integration climate issues in planning needed – particularly
Inter-institutional coordination	High	Good basis for linkage
Finance for responses to climate change effects	Low	Additional resources for adaptation through public works etc. needed
Technical capacity	Medium	Technical capacity needs to be enhanced
Use of climate information	Medium	Greater use of climate information required
Flexible/ responsive planning	Low	Approaches to flexible planning needed
Participation of local people in planning	Medium	Participation of the poorest households needs to be consolidated
Awareness raising and linking of stakeholders	High	Good basis for linkage

- *Summary of main findings*

Geographic dimension: there are significant overlaps and interaction of poverty and climate vulnerability. SP programmes are active in some high climate risk areas due to a focus on poverty rathern than on climate risks. SP coverage is limited particularly within, but also between districts. There is therefore substantive geographic evidence to support and good potential for links among SP provision and local adaptation processes.

Technical and temporal dimension: Climate risk management is not currently integrated into SP programming. Currently local adaptation planning does not focus on the needs of the poorest nor does it seek to align with SP provision. There is a need for better methodologies and technical capacity building to integrate climate risk management into SP provision and to facilitate links between SP and climate adaptation.

Inter-institutional dimension: The national policy framework provides a favourable enabling environment for SP and climate adaptation links. Current inter-institutional coordination is insufficient at all levels. Building upon the higher level political will better incentives for coordination and inter-institutional links are necessary.

4. Discussion

In the analysis of evidence collated during this assessment two main questions were asked: '*do climate effects pose significant risks to the effectiveness of SP and the livelihoods of SP beneficiaries*?'; and, '*does the SP system meet the requirements to support adaptive social protection*?' This section of the case study report summarises answers to these questions, and the follow-on question of '*what are the alternatives for managing climate risks to SP effectiveness and SP beneficiaries*?' is discussed.

Clearly from the evidence presented here it can be concluded that current observed climate risks faced by people in high poverty incidence areas challenge the effectiveness of SP programmes to achieve poverty eradication and protection of wellbeing objectives, and they threaten the livelihoods of SP beneficiaries. These challenges will increase as climate risks escalate – in terms frequency and severity of extreme events (floods, droughts and cyclones).

The answer to the second question is less straightforward. The World Bank has suggested that assessing SP programmes and systems for their capacity to become more climate sensitive should consider: the coverage of the system (footprint), system design flexibility, and comprehensiveness of service delivery; the effectiveness of the management information system and its use for timely decision-making; financial capacity for responsiveness; and, inter-institutional coordination and capacity.[2] On all these counts the evidence collated in this assessment indicates that integrating climate change into SP delivery i.e. developing an adaptive social protection system, requires substantive investment in the capacity of the current SP system under the new ENSSB before integration can proceed. The two other assessments of the Mozambique SP system supported by DFID concur with this analysis (see Annex 2).

However, integration is not the only route for linking SP and climate adaptation. As set out in the introduction, coordination between initiatives to provide SP and to support climate adaptation planning and implementation (that directly benefits the poor in locations where SP provision is focused) could generate beneficial synergies that mediate climate risks to SP delivery and to SP beneficiaries. Coordination through a layered and/ or sequenced approach would not put such a large burden on the SP system (compared to the integration approach), and therefore the expectations of the necessary capacity of the SP system are not so great.

The LAP initiative under the leadership of MITADER presents a good opportunity for coordination with the SP system led by MGCAS. Results presented above indicate where the LAP methodology could be strengthened to better allow for coordination and sequencing.

This assessment therefore identifies two routes to achieving linkages among SP provision and support to climate adaptation. These routes are complementary and not mutually exclusive. The first is through the analysis of the strategic actions of the new ENSSB and the identification of ways to strengthen technical aspects of SP programme delivery to better address climate risks. And the second is through better coordination of SP delivery with local adaptation planning. Discussion of both routes follow.

[2] World bank (2015) "*Scaling up resilience through social protection*" presentation by Jehan Arulpragasam at Third UN World Conference on Disaster Risk Reduction, Sendai, Japan. March 2015. See: http://www.wcdrr.org/wcdrr-data/uploads/482/Presentation-Jehan%20Arulpragasam%20(World%20Bank).pdf

- *Alternatives for managing climate risks to SP effectiveness and SP beneficiaries – strengthening the climate risk management aspects of ENSSB strategic actions*

The table below summarises an analysis of the strategic actions in the ENSSB 2016-2024 and the identification of technical areas that could be supported to improve the ways climate risks are addressed. The analysis is done by SP programme.

In the PSSB programme the relevant ENSSB strategic actions are to develop and apply new eligibility criteria processes to determine eligibility. These actions could be strengthened to better address climate risks by evaluating climate vulnerability as an eligibility criteria building in aspects of differentiated climate vulnerability by gender and other determining factors. And by evaluating the viability of increasing cash and in-kind transfers during periods of high climate risk.

The strategic actions under the PASD are to improve planning and budgeting mechanisms to enable responses to climate shocks and natural dsasters and to improve beneficiary identification. Also to determine a package of interventions in respone to climate events and establish protocols and proceedures for implementation. The suggestions identified to operationalise these actions and to further address climate risks are to: find ways to include PASD beneficiaries in local adaptation planning processes and M&E; to evaluate climate vulnerability as an eligibility criteria; to evaluate the feasibility of creating a basket fund for climate resilience at provincal level that relevant PASD initiatives could draw from (also relevant to the PASP); and to assess how well the programme's transfers system are complementary to and support autonomous adaptation strategies.

The PASP programme focuses on supporting labour intensive public works – some of which can contribute to the climate-proofing of livelihood assets and activities. The relevant strategic actions listed under the ENSSB for PASP include improving the selection and design of public works actions, and enhancing the role of PASP in response to climate change risks and effects. The strategic actions identify the potential of differentiated subsidies (urban/ rural) to stem rural to urban exodus.

In response and to help operationalise these priorities this assessment suggests linking the selection of public works actions to local adaptation plans and planning, and to district development planing processes. Also to increase the coverage of PASP in relation to the geographic and temporal dimensions of observed climate risks. However, before plunging into what could be costly and ineffective differentiated subsidies it is suggested to evaluate mobility as an adaptation strategy of the poorest and rural/ urban linkages by households and families as part of that.

Table 8. Suggestions for strengthening the strategic actions of the ENSSB to manage climate risks.

Programme	Strategic actions under the new ENSSB 2016-2024	Suggestions for better CRMgt
PSSB	• Develop and apply new eligibility criteria • Design and apply new criteria and processes to determine eligibility	• Evaluate climate vulnerability as an eligibility criteria that builds in gender equality • Evaluate the viability of increases transfers during periods of high climate risk
PASD	• Improve planning and budgeting mechanisms to enable responses to climate shocks and natural dsasters • Clarify beneficiary patterns and improve beneficiary idntification for assistance • In coordination with INGC determine a package of interventions in respone to	• Include PASD beneficiaries in local adaptation planning processes and M&E • Evaluate climate vulnerability as an eligibility criteria that builds in gender equality • Evaluate the feasibility of creating a basket fund for climate resilience at

	climate events and establish protocols and proceedures for implementation	provincal level – GCF, donors, private sector • Assess how transfers syetm etc. support autonomous adaptation strategies
PASP	• Improve the selection and design of public works actions • Enhance the role of PASP in repsonse to climate change risks and effects • Reflect upon the introduction of differentiated subsidies (urban/ rural) as disincentives to rural to urban exodus	• Link the selection of public works actions to local adaptation plans and planning, and district development planing processes • Increase the coverage tof PASP in relation to climate risks geographic and temporal dimensions • Evaluate mobility as an adaptation strategy of the poorest

- *Alternatives for managing climate risks to SP effectiveness and SP beneficiaries – better coordination of SP delivery with local adaptation planning*

As refrred to under the suggested support to PASP strategic actions above, the principal opportunity to link SP delivery with support to climate adaptation is through coordination of the PASP programme with the roll out and implementation of LAP being led by MITADER.

The priorities for labour intensive public works could be identified through the LAP processes at the district level. Such priorities may be related to the different stages in respoding to climate risks and extreme events – recuperation, recovery, reconstruction and prevention (see the diagram in section 1.4 above). Once identified through the LAP process and integrated into the district development plan the executiion of the public works and their maintenance should be the responsibility of the local authority and sub-contracted to agents with relevant technical expertise. Beneficiaries of the PASP will be employed as labour in the public works and financial resources to cover the costs (at least the wages) could contributed by the PASP programme.

The changes to the LAP methodology similar to those set out in Table 6 above will be required to facilitate this coordination. It is acknowledged that MITADER is coordinating review and revisiion of LAP methodology and through the activities of this assessment it has been possible to appropriate methodological improvements with key stakeholders. Another change to the methodology that would aloow the LAP process to better coordinate with SP provision in line with the different stages in respoding to climate risks is the introductioin of iterations in the LAP process at the district level. LAP reviews are currently planned to occur on a five year cycle. With the increased frequency and severity of climate related extreme events it will become necessary to have interim LAP processes during the five year cycle to enable the planning of recuperation, recovery and reconstruction related public works.

To assess the effectiveness of linking SP provision and support to climate adaptation it will be necessary to develop an M&E framework that employs indicators derived from SP and climate adaptation theories of change and performance objectives. Guidance for the development of such a framework is available[3], and technical staff in MITADER have already incorporated such approaches into the LAP methodology. In addition, the interactive database developed during this assessment

[3] See: http://www.iied.org/tracking-adaptation-measuring-development-tamd-framework

could well form the basis for a data and information capture, storage and analysis system appropriate to such a combined M&E framework.

The outputs from this proposed M&E system will be reported to the main organisations leading in this coordinated activity – MGCAS, INAS and MITADER.

This proposed route to coordination of SP delivery with local adaptation planning is summarised in Table 9 below.

Table 9. Proposed coordination of SP delivery with local adaptation planning

Strategic action to link SP and climate adaptation	Ways to operationalize
Identification and selection of public work priorities	Align the identification of public works under PASP with the LAP and PDD processes: • Central level – coordenation among MGCAS, INAS, INGC e MITADER • Central level – improve the metodology for LAP and align with PASP protocols and procedures (first as a prototype for testing) • District level - technical capacity development for INAS staff in climate risk manegement • District level – test the methodology prototype in 1 or 2 districts and evaluate results
Combined M&E	Develop a common approach to M&E • Central level – discussion and coordenation among MGCAS, INAS and MITADER • Central level – identify an appropriate M&E methodological framework • District level – test the approach in 1 or 2 district and evaluate results

5. Conclusions

There exist opportunitites to foster a system of SP in Mozambique that is better adapted to the climate risks the system and its beneficiaries face now and in the future. The opportunities include both a route through integration and mainstreaming climate adaptive aspects into the system, and opportunities to better coordinate through layering and/ or sequencing SP and climate adaptation interventions to benefit the same populations in regions of the country where high poverty incidence and high climate risks coincide. Annex 6 sets out opportunities, niches and approaches for Irish Aid to support linkages among SP and climate adaptation at the provincial and district level.

However, it needs to be acknowledged that the current status of the SP system is inadequate to take on the additional burden and costs of integrating climate risk management into SP delivery. The current performance of the SP system is severely limited by capacity constraints, financial and administrative, and the absence of key management system (see Annex 2). So significant investments in the SP system will be required to increase the level of benefits it provides, expand coverage and improve the process for public works priority selection, and the monitoring of outcomes among other design and operational considerations.

The ways identified through this assessment to strengthen the contributions of the SP system (through implementation of the new ENSSB) to climate resilience include:

- Assess climate vulnerability as a component of the SP programme eligibility criteria recognising gender diferenitiated aspects of climate vulnerability.
- Assess how to increase cash payments pre-emptively ahead of climate risk events.
- Synergies with climate adaptation processes can be achieved by linking the selection of public works priorities through PASP, the LAPs and PDDs at district level.
- Increased coverage of SP programmes should be planned in relation to geographic and demographic aspects of climate risks based on observed frequency and severity.
- Include SP programme beneficiaries in local adaptation planning processes and their M&E.
- Evaluate the feasibility of creating a basket fund for climate resilience at provincal level – GCF, donors, private sector.
- Assess how SP programmes support autonomous adaptation strategies and evaluate mobility as an adaptation strategy of the poorest in relation to SP provision.

Through the analysis of evidence gathered on both the operatoin of the SP system and the process of local adaptation planning two key areas for the alignment of SP provision and support to climate adaptation have been identified. These are: (a) the identification and selection of laobour intensive climate adaptation relevant public works, and (b) combined M&E of outcomes from SP and climate adaptattion linkages.

Achieve coherent and effective links among SP and climate adaptation for climate risk management requires a high level of inter-institutional coordination and technical capacity at all level – national, provincial and district. This linkage must involve those responible for SP delivery (MGCAS and INAS), and the the agencies mandated for climate risk management (MITADER e INGC). In addition, those institutions that implement programmes at the local level (district and municipal authorities), and organisations that lead of poverty eradicatoin including the generation of data (MEF), and on food security (SETSAN) should be part of the linkages. And alongside there should be those agencies

capable of providing technology and technical capacity for climate adaptation investments (MASA, MOPH, etc).

It is necessary to create a robuts and credible M&E system for accountability and for learning. As climate risks escalate processes of analysis and reflection on the performance of SP and climate adaptation linkages will be necessary to redesign interventions and to respond to new climate risks.

Annexes

Annex 1. Related DFID supported assessments.

Assessment	Objectives/ conceptual framework	Findings
DFID - ICF SP and Climate Change in Mozambique: Feasibility and Design Consultancy	Options for support to MGCAS in achieving their objectives relating to the ENSSB and promoting climate change resilience - focus on PASP. SP contributions to resilience of beneficiaries through coping and adaptive capacity. Vectors as wages, assets and skills.	PASP impact on resilience can only be achieved through wages. Impact will be minimal unless key issues are addressed.
Recommendations	**Phasing and Sequencing:** Do not implement inclusive PASP until staff resources available – otherwise will compromise all INAS programme performance – wait until payment modality is revised Do not extend PASP until payments are mechanised Phase PMT reregistration **Basic Systems** Prioritise MIS and payment systems operationalisation – precondition for further programming developments **Assets** Shift responsibility for assets to districts Consider multi-year financing to districts for strategic asset selection Consider capital allocation in PASP – increase Include asset M&E	
DFID OPM - Shock-Responsive Social Protection Systems, Mozambique case study	Strengthen evidence base as to **when and how** SP systems can better scale up in response to shocks and as result: minimise negative shock impacts; reduce the need for separate humanitarian responses. Should SP programmes play a stronger role in times of flooding, drought and cyclones? Are there ways that disaster response, disaster management and SP can work more closely together?	Within emergency response need for better data collection and information sharing especially for drought during preparedness phase. While line ministries involved in disaster response and some activities included in contingency budget, there is not budget for administration and delivery or programme support during recovery stages. Current MIS and payments systems barrier to closer collaboration.
Recommendations	Greater role for SP programmes in disaster response may require dedicated contingency budget. Ensuring beneficiaries of Social Assistance not excluded from the programme needs clearer directive and messaging, right down to the community level.	

Annex 2. Combined note on three SP and climate studies.

Relevance and sensitivity of current and future social protection to climate resilience in Mozambique: analysis and recommendations.

Summary

Increased climate variability and subsequent climate change will threaten the effectiveness of social protection as a poverty eradication measure for the climate vulnerable. So there is interest in adapting social protection provision so that it addresses the climate risks faced by beneficiary households. The new basic social security strategy of the Mozambique government (ENSSB 2) recognises this and sets an overarching objective for strategy axis 1 of household resilience. The studies reported here examine how social protection provision can contribute to climate resilience directly and indirectly to identify ways to build towards a programmatic response to the climate risks to poverty eradication.

This note is prepared for the Government of Mozambique and development partners based on summary of findings from three separate but interrelated studies on social protection and climate resilience. It presents the objectives, methods used, results, conclusions and recommendations of these studies on: if and how to increase the climate relevance and sensitivity of social protection programming in Mozambique.

All three studies assessed evidence and data gathered through secondary information review, key informant interviews at central and district levels, and focus group discussions with local stakeholders in social protection. The studies pooled evidence and discussed initial interpretation of the analyses performed.

Conclusions were drawn according to different objectives of the studies. These include:

- The central level policy framework is conducive to the development of a more climate sensitive SP system and other initiatives by government seek to contribute to achieving climate resilience by poor households (e.g. the local adaptation planning process led by MITADER).
- But given the **current** design and operational constraints of SP programmes, their impact on resilience, climate change adaptation and DRM are likely to be very small.

Recommendations include:

- Prioritise strengthening the current social protection system.
- Continue existing initiatives to improve operations of current programmes including the identification of beneficiaries, MIS, payments and monitoring activities.
- Prioritise the actions and activities within the recently approved ENSSB II which are most important and implement these in stages.

- Integrate climate risk management into SP provision by introducing climate vulnerability as a component of eligibility while recognising gender diferenitiated aspects of climate vulnerability, and assess how to increase cash payments pre-emptively ahead of climate risk events.
- Explore how to achieve synergies among SP provision and support to climate adaptation through coordination in the identification, financing and management of adaptation-relevant, high labour-input, public works involving district authorities, INAS and MITADER.

Introduction

Climate risks, vulnerability and poverty eradication

3 The National Institute of Disaster Management (INGC) states that the climate shocks Mozambique faces (cyclones, floods and droughts) will worsen with climate change (INGC 2009). Recent climate related disasters include drought 2016, flooding and cyclones 2015 and 2013, drought 2010, and a sequence of flooding, cyclones and drought in 2007-2008. Such climate risks will add to the challenges facing the country's development and will impede efforts to eradicate extreme poverty, end hunger, and achieve environmental sustainability.

4 The Government of Mozambique has made progress in the areas of social protection and (sudden-onset) disaster management and response with the establishment of social protection law in 2007, development and implementation of strategies for basic social security, etc. and including steps towards establishing a national social protection (SP) floor. However, poverty eradication gains obtained through SP could erode as climate risks to SP recipients and the local economies they depend upon increase.

5 At the national policy level the significance of climate risks to the poor and the importance of SP as a means to reduce the climate vulnerability are acknowledged by the Ministry of Gender, Children and Social Action (SP mandate) and the Ministry of Environment (climate mandate).[v]

The three studies

6 This note summarises three studies into how to achieve better climate-sensitive social protection programming in Mozambique.

- The first – "ICF Social Protection and Climate Change in Mozambique with a focus on the role of the PASP: Feasibility and design consultancy" – was funded by DFID Mozambique and conducted by an OPM team. It assessed the Productive Social Action Programme (PASP), a public works programme (PWP) being implemented by the National Institute for Social Action (INAS) (referred to as 'OPM PASP').
- The second study – "Shock responsive social protection systems – Mozambique case study" – was funded by DFID UK and also conducted by OPM. It is part of a multi-country study to strengthen the evidence base as to when and how social protection (SP) systems can better scale up in response to shocks (referred to as 'OPM Shock').
- And the third study – "Prospective assessment of how to link social protection and climate resilience objectives and interventions to benefit poor climate vulnerable households" – was funded by Irish Aid and conducted by IIED. It assessed how to bring together SP and climate resilience objectives and interventions into programming to benefit poor climate vulnerable households (referred to IA/IIED).

Objectives of each study

7 Each study had distinct but related objectives. These can be summarised as follows:

- OPM PASP – to identify options for support to MGCAS in achieving their objectives relating to the ENSSB and promoting climate change resilience with a focus on PASP.
- OPM Shock – identify when and how SP systems can better scale up in response to shocks. Assess if SP programmes should play a stronger role in times of flooding, drought and cyclones? Identify if there are ways that disaster response, disaster management and SP can work more closely together?
- IA/IIED – Assess what options exist for addressing the climate vulnerability of social protection programme targeted households? Identify what niches, approaches and modalities can be piloted to assess linked social protection and climate resilience interventions targeting poor and climate vulnerable households in gender sensitive ways.

Common components of the theories of change and analytical framework and methods used

8 Although the proposals for the three studies were formulated separately as each were being initiated there was a concerted effort to share and discuss the conceptual/ analytical frameworks and theories of change to be used by each study. It has been possible therefore to identify key components that to a greater or lesser extent the three studies adhere to:

- The recent Intergovernmental Panel on Climate Change (IPCC) formulation of *resilience* usefully encompasses this concept as "the capacity of social, economic, and environmental systems to cope with a hazardous event or trend or disturbance, responding or reorganising in ways that maintain their essential function, identity, and structure, while also maintaining the capacity for adaptation" (adapted from IPCC, 2014).
- The OPM Shock and the IA/IIED studies considered the full *portfolio of SP instruments* and programmes including in-kind (e.g. food, vouchers), cash transfers, school feeding, active labour market programmes, public works, programmes, subsidies and social care that address seasonal and humanitarian crises. The OPM PASP study focused on PWP seen as affecting household level resilience through three main vectors: wages, creation of assets, and skills training.
- All studies considered that households vary in their capacities to cope with and adapt to climate risks. Coping and adaptation can be supported at the different moments/ phases of *responses to climate risks and events* i.e. prevention, relief, recovery and reconstruction (the diagram presented as an endnote illustrates these phases and responses). SP is conceived as being able to help prevent climate risk effects, protect assets and livelihoods against climate risks, and promote better coping and adaptation.
- Increasing the sensitivity of SP to shocks including those that are climate related is envisaged by the studies as largely enhancing the ways that SP supports resilience through coping and adapting by households, and by expanding the number of beneficiaries and the scale of benefits at times of climate risk. This is an 'integration' of climate into SP approach. The OPM Shock study examined ways in which the SP system could achieve this through: increasing benefit values to existing recipients; increasing the number of beneficiaries; drawing on SP administrative systems or establishing parallel systems that mirrors SP systems; and

possibilities of re-focusing the SP to better align with areas most affected. The study also explored how the SP could better link to the Disaster Management Systems.

- A 'layered and/ or sequenced' approach to achieving climate responsive social protection goals can also be used whereby the beneficial effects of SP on coping and adapting to climate risks are complemented by coordination with other interventions – such as support to local climate adaptation – that target the same poor and climate vulnerable population. The IA/ IIED study looked for opportunities to achieve these synergies.[vi]
- In the assessments by each study of SP programmes and systems for their capacity to become more climate sensitive several aspects were examined. Capacity was assessed in terms of: the coverage of the system (footprint), system design flexibility, and comprehensiveness of service delivery; the effectiveness of the management information system and its use for timely decision-making; financial capacity for responsiveness; and, inter-institutional coordination and capacity (see for example World Bank, 2015).

9 All three studies gathered and analysed secondary data and evidence. These data and evidence were shared among the study teams. Each study also conducted key informant interviews at central and district levels. The OPM PASP and OPM Shock study teams visited one district, while the IA/IIED study team visited another three districts.

10 The studies examined the plans contained within the new National Basic Social Security Strategy with a particular attention on axis 1 which has a resilience focus. Key informant interviews were held with the main development partners operating in the SP sector and the SP working group.

11 The OPM PASP study assessed PASP's impact on climate change resilience, adaptability and DRM in the rural context. It identified key programme features that need to be improved or tested, in order to develop an effective, inclusive and climate-sensitive programme. Finally, a number of alternative options for DFID support in the future were identified.

12 The OPM Shock study investigated how stakeholders think SP programmes should look like, and what changes are needed? The different programmes looked in greater detail at current delivery and future options through a district visit.

13 The IA/IIED study analysed data and evidence along three dimensions – geographic, technical and inter-institutional. To facilitate this data was collated at a district level on population, poverty, climate risks, food insecurity and SP programme coverage into a database. The database and mapped outputs were shared with the other study teams. This study also took into consideration the local adaptation planning (LAP) initiative headed by the Environment Ministry and assessed how well the LAP methodology addressed the adaptation needs of the most poor (and SP beneficiaries).

Results of assessments

14 The table below presents the results of the three studies in relation to their objectives of inquiry.

Study	Objectives of inquiry	Results
OPM PASP	Impact of PASP on households' resilience (coping & adaptive capacity)	• PASP is not likely to have an effective impact on resilience through the low wages it pays beneficiaries. • The effects of PASP-generated assets on resilience is likely to be negligible because the assets are of a very poor quality.

	through the vectors of wages, assets and skills.	• Training and skills development is not yet being delivered.
	PASP Key design and implementation issues affecting impact	• Serious capacity constraints are challenged further by the fact that key processes, like payment outsourcing or the management information system (MIS), are not developed/implemented. • Wages account for 70% of the programme costs and this puts a huge pressure on other components of the system. • PASP beneficiary targeting process is still very incipient and is not conducted as described in the manual of operations. • MIS will not be operational until 2017. • New initiatives (incl. 'inclusive' scheme and the planned roll-out of PMT) may put more pressure on a programme that is not performing as expected or meeting basic requirements.
OPM Shock	DRM	• Disaster risk management and relief in Mozambique is characterised by strong emphasis on preparedness from the national to the local level, government leadership in coordinating disaster relief, government discouragement of actions linked to dependency, off-budget financing and implementation of larger disaster responses by international agencies, and a well-established disaster risk management system for floods and cyclones. • Since 2007, responses to floods have been broadly effective owing to preparedness (including community disaster preparedness and contingency-planning and effective communication channels for evacuations), leadership from the INGC; good coordination between the government and international agencies, quick turn-around of international funding for UN agencies, and the manageable scale of flooding and cyclone disasters.
	All SP programmes. Potential role for shock-responsive social protection and the intersection of social protection, DRM and humanitarian relief	• The review of the social protection system has highlighted a number of well-known constraints related to systems and operations, in particular: limited staffing and presence at district and community levels; limited material resources including vehicles and fuel to support routine functions; inefficient and time consuming payment mechanisms; limited MIS and ultimately low programme coverage. • These features limit the role of social protection in being able to respond rapidly to shocks without compromising the regular operations of other programmes, and nor do they provide opportunities for other programmes to draw on the current social protection administrative systems in delivering their responses. • Structure and capacity of INAS and the design and implementation features of existing programmes need strengthening.
	PASD	• The design of PASD including its multiplicity of eligibility criteria in-kind benefit package as well as its very limited coverage (average 428 households /district) cast doubt on its ability to respond to community level shocks. The

		coverage of the programmes is significantly below the number of households normally in need of emergency response, particularly the drought. • INAS could nevertheless adapt operations of its programmes to better support its existing beneficiaries during shocks through change in payments scheduling and ensuring that these beneficiaries are excluded from disaster relief if they are affected.
IA/IIED	Geographic dimension	• Significant overlaps and interaction of poverty and climate vulnerability and this has meant that SP programmes (esp. PASP) are active in some of the high climate risk areas. • SP coverage limited within and between districts. • Good potential to link SP and local adaptation planning process
	Technical and temporal dimension	• Climate risk management not integrated into SP programming • Local adaptation planning does not focus on the needs of the poorest • Enhanced methodologies required and capacity building to integrate climate risk management
	Inter-institutional dimension	• Policy framework provides favourable enabling environment • Inter-institutional coordination insufficient at all levels • Better incentives for coordination necessary
	PASP	• Low participation and involvement of local people in identification and selection of public works actions • Low relevance of public works actions to climate resilience • Quality of assets created through public works poor • No grievance system • No M+E and assessment of effectiveness

Conclusions

15 The conclusions from the three studies are coherent and complementary in some aspects. These conclusions are summarised here.

16 The central level policy framework is conducive to the development of a more climate sensitive SP system. The Plano Quinquenal de Governação (PQG 2015-2019) promotes the empowerment of vulnerable communities and local leadership in establishing climate adaptation strategies. It also assures social security for the vulnerable. The Estratégia Nacional de Adaptação as Mudanças Climáticas (2013-2025) provides the policy framework for lcocal adaptation and refers directly to the role of social protection to address the needs of the climate vulnerable. And the Estratégia de Segurança Social Básica (2016-2024) recognises climate risks as important causal factors in vulnerability and promotes the targeting of the climate vulnerable poor as priority beneficiaries.

17 The current performance of the SP system is severely limited by capacity constraints, financial and administrative, and the absence of key management systems.

18 Given PASP's current design and operational constraints its impact on resilience, climate change adaptation and DRM are likely to be very small. As impact achieved through wages related to PWP

is low due to wage levels, the programme will need to improve the impact achieved through other vectors (assets and skills), or a more cost-efficient unconditional intervention created.

19 The Government is right to think that outsourcing of payments may not necessarily improve delivery or be necessarily cheaper. Any solution is likely to entail multiple service providers which will require strong a procurement system and management oversight.

20 If the SP programmes are to play a role in responding to emergencies then PSSB would need to be considered. PSSB is the programme with the largest coverage in terms of areas reached and beneficiaries covered and given the current capacity of INAS, is the programme that could in principle cover, with the least additional administrative burden, some or a large part of the caseload of households affected by drought, at least in some areas. This could be done by a one off 'adjustment' (vertical expansion) to the amount paid to beneficiaries that is equivalent to the immediate needs of the affected households. This is likely to be cheaper and easier with greater reach than either PASD or PASP.

21 If PASP is conceived as a climate sensitive social protection instrument with the aim of building resilience to future shocks i.e. 'shock preventive' it needs to increase the level of benefits it provides, expand coverage and improve the process for asset selection and monitoring of quality among other design and operational considerations.

22 PASD is a very small programme – see results table above. Even with a sufficient scale, the programme would need to simplify its multiple eligibility criteria and means of verification and provide a more unified package than currently. It is also important to note that the limited human resources available interfere in the timeliness of this programme's provision.

23 Ultimately the contribution of social protection to the DRM process is best served by improving the operations and reach of its existing programme and enhancing their 'preventive' functions rather than taking on increasing roles in response and recovery that are beyond its current administrative capacity.

24 The Environment Ministry has developed a methodology for generating district level local adaptation plans (LAPs). LAPs have so far been developed in 22 districts. The LAP process is decentralized and has the capacity to identify local adaptation needs and LAPs are multi-sectorial. LAPs are designed to be integrated into district development plans and they combine local and technical knowledge. However, LAPs do not (as yet) focus on the needs of the poorest and social protection agencies have not been involved in their development to date.

Recommendations

25 The recommendations listed here are intended to support the implementation of the ENSSB II and where appropriate are assigned to one or other of the SP programmes. Recommendations are listed by study but several concur and/ or overlap.

26 OPM PASP:

- Given the current economic environment and realism around existing implementation capacity, prioritise the actions and activities within the recently approved ENSSB II which are most important and implement these in stages
- INAS needs to systematically utilise its MIS and lists of beneficiaries and advocate that agencies implementing humanitarian response consider whether those households are affected by the shock.

- Contingent satisfactory improvements to SP procedures, DFID may choose to provide budget support to INAS in one of the following ways: support PASP on the basis of adequate systems being put in place, together with changes to PASP's processes and design; and/ or support PSSB on the basis of adequate systems being put in place.

27 OPM PASP:

- Prioritise the strengthening of the current social protection system.
- Continue the existing initiatives to improve operations of current programmes including the identification of beneficiaries, MIS, payments and monitoring activities.
- Prioritise the actions and activities within the recently approved ENSSB II which are most important and implement these in stages.
- Consider different payment plans that would support existing beneficiaries of social assistance programmes to better cope with impending shocks. Consider PSSB rather than PASP or PASD as a more suitable 'shock responsive' instrument.
- Determine the specific role of PASP in DRM and design programme accordingly.
- Review the possible role that PASD can provide in emergency response and redesign accordingly.
- Ensure that the existing beneficiaries of social assistance programme are not excluded from emergency response programmes if they are affected by the shock.
- Once the MIS is established, systematically draw on this list to ensure the most vulnerable populations are considered in the targeting of emergency response programmes.
- Consider incorporation of risk, vulnerability and post disaster assessments carried out under DRM activities in programme targeting under social protection.
- Review the adequacy and frequency of data collection used to inform decision-making on actions to address drought.
- Revise contingency planning process to incorporate triggers for drought response, if deemed suitable and appropriate.
- Review the financing options for DRM given the current reliance on donor financing

28 IA/IIED: To integrate climate risk management into SP provision:

- Assess climate vulnerability as a component of the SP programme eligibility criteria recognising gender diferenitiated aspects of climate vulnerability.
- Assess how to increase cash payments pre-emptively ahead of climate risk events.
- Synergies with climate adaptation processes can be achieved by linking the selection of public works priorities through PASP, the LAPs and PDDs at district level.
- Increased coverage of SP programmes should be planned in relation to geographic and demographic aspects of climate risks based on observed frequency and severity.
- Include SP programme beneficiaries in local adaptation planning processes and their M&E.
- Evaluate the feasibility of creating a basket fund for climate resilience at provincal level – GCF, donors, private sector.
- Assess how SP programmes support autonomous adaptation strategies and evaluate mobility as an adaptation strategy of the poorest in relation to SP provision.

29 IA/IIED, OPM PASP: a principal opportunity to achieve synergies among SP provision and support to climate adaptation is through coordination of adaptation-relevant high labour-input public works.[4] The following steps could be taken.

- Priorities for public works culd be identified thorugh LAP processes.
- These public works could be relevant to different moments in the relief, recuperaton, recovery, reconstruction and prevention cycle.
- The public works selected for support from the PASP would be managed by the technical expertise available to the district authority.
- To assess the success in achieveing both SP and climate adaptation objectives through the public works a combined M&E system would need to be established (frameworks forsuch M&E have been tested in Mozambique).
- The M&E system would report to MGCAS , INAS and MITADER.

[4] See the diagram at the end of this paper.

Next steps

30 DFID and Irish Aid will work in coordination with the Government of Mozambique and other development partners on what the next steps should be arising from these three studies. There is interest to link SP and current humanitarian response to ensure synergies where relevant. There is the possibility of organizing a session or workshop as part of the SP week in October 2016 to take further the assessments and actions proposed here.

31 Two of the studies identified gaps in the knowledge base that research to be filled and also follow-up actions in terms how synergies among SP provision and climate adaptation planning can be achieved at district levels.

32 OPM PASP proposed i) priority investment in supporting the development and implementation of key management and implementation systems – this would be the essential next step and precursor to other action, and ii) rephrasing/postponing the introduction of planned additional programme components (until existing systems are consolidated)

33 The OPM PASP study identified the need for research into four key areas of PASP performance to inform programming redesign debates and choices. The key areas are: Asset quality; Graduation performance; PMT; and 'Inclusive PASP' and non-infrastructural assets.

34 The research proposed represents an opportunity to gather evidence and promote debate on key programme design issues. It is anticipated that the research process and resulting evidence will inform debate and future programme design. The focus of the research would be on: the graduation performance of PASP to date; and, international experience in complementary services provision in relation to PWPs, focusing on South Africa, Ethiopia and Rwanda.

35 The IA/IIED study has identified the need to conduct an appraisal mission to a drought-affected district to understand better and assess: (a) local strategies to address the effects of the recent drought on livelihoods; (b) the effectiveness of humanitarian responses in terms of the longer term resilience of poor and climate vulnerable households; and (c) how climate adaptation planning and social protection can be aligned to enable greater resilience, and by so doing test how to deliver commitments made at the World Humanitarian Summit.

36 It is hoped that this district level appraisal process will be linked to and will inform the initiation of a district climate adaptation plan that thorough addresses the adaptation needs of the poorest and SP programme beneficiaries.

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[i] See: Anna McCord, Rodolfo Beazley, Ana Solorzano and Luis Artur (2016) ICF Social Protection and Climate Change in Mozambique with a focus on the role of the PASP: Feasibility and design consultancy. Final Report. OPM June 2016.

[ii] INGC (2009). Synthesis report. INGC Climate Change Report: Study on the Impacts of Climate Change on Disaster Risk in Mozambique. National Institute for Disaster Management, Mozambique.

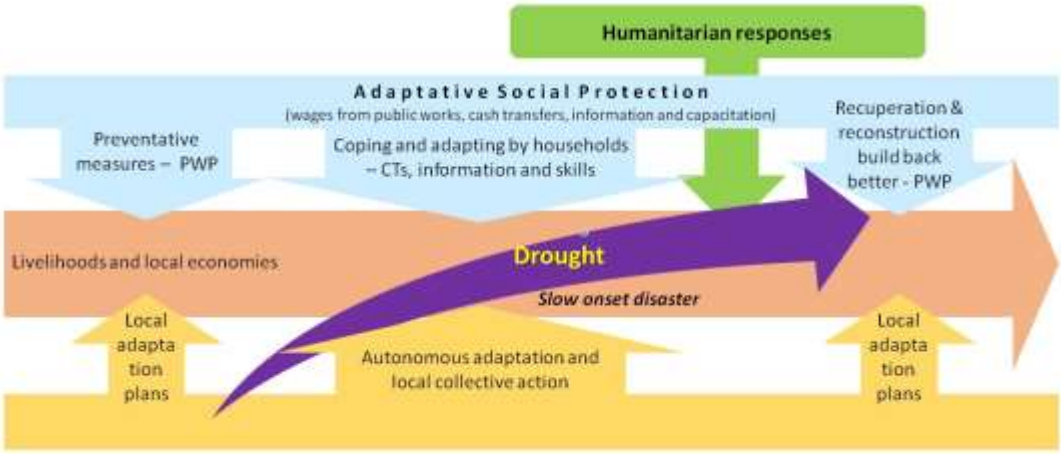
[iii] The new National Basic Social Security Strategy (2016-2024) states: "*Será reforçado o papel do PASP na prevençãoe na resposta ás calamidades, na base de acordos como INGC. Uma forte prioridade será dada à orientação de projectos de trabalhos públicos para a protecção ambiental e a promoção da adaptação às mudanças climáticas, com o fim de reforçar a resiliência das comunidades*." And the National Climate Adaptation Strategy reciprocates: *"Os efeitos … das mudanças climáticas tenham consequências desiguais e mais acentuadas nos grupos mais vulneráveis, nomeadamente mulheres, crianças, pessoas idosas, pessoas com deficiência, deslocados climáticos e doentes crónicos … os programas temporários de transferências monetárias em áreas que sofrem de desastres naturais pode contribuir a reduzir a vulnerabilidade aos choques climáticos."*

[iv] Vertical expansion: increasing the benefit value or duration of an existing programme; may incl. adjustment of transfer amounts, introduction of extraordinary payments or transfers. Horizontal expansion: adding new beneficiaries to an existing programme; may include: extension of the geographical coverage of an existing programme, extraordinary enrolment campaign, modifications of entitlement rules, relaxation of requirements/ conditionality to facilitate participation. Piggy-backing: using a SP intervention's administrative framework, but running the shock-response programme separately; may incl. introduction of a new policy. Shadow alignment: developing a parallel humanitarian system that aligns as best as possible with a current or possible future SP programme. Refocusing: in case of a budget cut, adjusting the SP system to refocus assistance on groups most vulnerable to the shock.

[v] The new National Basic Social Security Strategy (2016-2024) states: "*Será reforçado o papel do PASP na prevençãoe na resposta ás calamidades, na base de acordos como INGC. Uma forte prioridade será dada à orientação de projectos de trabalhos públicos para a protecção ambiental e a promoção da adaptação às mudanças climáticas, com o fim de reforçar a resiliência das comunidades*." And the National Climate Adaptation Strategy reciprocates: *"Os efeitos … das mudanças climáticas tenham consequências desiguais e mais acentuadas nos grupos mais vulneráveis, nomeadamente mulheres, crianças, pessoas idosas, pessoas com deficiência, deslocados climáticos e doentes crónicos … os programas temporários de transferências monetárias em áreas que sofrem de desastres naturais pode contribuir a reduzir a vulnerabilidade aos choques climáticos."*

[vi] The figure below shows the different ways that SP programmes can be used to address the livelihoods effects of slow onset climate effects such as drought.

Climate sensitive social protection, climate adaptation and humanitarian responses to slow-onset climate-related disasters



Annex 3. Chronological list of assessment activities

Month/ Yr	Activities	Outputs
November 2015	Preliminary visit and participation in the 'Semana de Protecção Social' and presentation of case study plan.	Finalised TOR with key questions for case study;
	Interviews with stakeholders	
December 2015	Compile and analyse secondary information	Progress report
	Establish coordination with DFID study teams	
January 2016	Investigation visit	Progress report
	Contracted local researchers	
	Assess climate risks faced by vulnerable communities	
February, March and April 2016	Data and evidence collation. Establish database. District visits.	Progress report
May and June 2016	Completion of field work and evidence gathering	Draft report Final report and english summary
	Data and evidence analysis and mapping	
	Analysis workshop with stakeholders	
	Preparation of draft report and discussion with MGCAS and other stakeholder organisations	
	Prepare final report and summary in English	

Anexo 4. Planned and autonomous adaptation at the district level

District	Climate risks	Planned adaptation measures	Autonomous adaptation measures
Mandlakazi	Floods	Resettlement of families from prone to more secure areas.	After flooding receeds humid areas used for sowing crops (e.g. rice, horticultural crops, etc). Increased exchange of labour and other support among families ("ganho-ganho"). Inreased use of elevated areas for crop production during flood risk periods.
	Cyclones	Awareness raising on robust dwelling construction.	Re-inforcement of house exteriors with available materials.
	Droughts	Multiplicatioin and distribution of mandioca and sweet potato vegetative seed stock.	Increased production of drought tolerant crops (mandioca). Intensification of cropping in low lying areas. Drilling wells for irrigation for higher value crop production. Increased exchange of labour and other support among families ("ganho-ganho").

Nicoadala	Floods	Resettlement of families from prone to more secure areas. Incentives for local production of concrete blocks for house (re)constuction.	After flooding receeds humid areas used for sowing crops (e.g. rice, horticultural crops, etc). Increased exchange of labour and other support among families ("ganho-ganho"). Fishing.
	Droughts	Multiplicatioin and distribution of mandioca and sweet potato vegetative seed stock. Distribution of horticultural crop seeds; Dissemination of conservation agriculture technologies.	Fishing and collecting seafood for consumptionand sale. Cosuming crop and wild plant leaves and roots. Consuming wild fruits.
Mongicual	Ciclones	Training for local people in cyclone proof construction.	Reconstruction of homes – substituting wooden poles for adobe blocks.
	Floods	Resettlement of families from prone to more secure areas. [noting that after the event many families return to original flood risk areas.]	During the event higher zones are used for cultivation. After the event low lying humid zones are brought into cultivation. Increased exchange of labour and other support among families ("ganho-ganho"). Fishing.

Source: fieldwork for assessment.

Annex 4. List of institutions with functions relevant to linking SP and climate adaptation.

Nivel	Niveis de Rede institucional		
	Primário	Secundário	Terceário
Nacional	MGCAS	INAS	Repartições: Programas de programas e desenvolvimento; planificação
		Direcção que superintende a area de segurança social	Repartições: Segurança social, planificação
	MITADER	Direcçãoo que superintende a área do ambiente	Repartição: ambiente; planificação
		Direcção que superintende a área de Desenvolvimento Rural	Repartição que superintende a área de desenvolvimento rural; planificação
	MITESS	INEFP	Repartição: formação; planificação
		Direcção que superintende a área de emprego	Repartiçao: emprego; planificação
		Direcção que superintende a área de segurança social	Repartição: segurança social; planificação
	MOPH	Direcção que superintende a área de obras publicas	Repartição: obras publicas; planificação
		Direcção que superintende a area de agua e saneamento	Repartição: água e saneamento; planificação
	MASA	Direcção que superintende a area de Extensao rural	Repartição: extensão rural; planificação
		SETSAN	Repartição: ????; planificação
		IIAM	Direcções: DARN, DFDTT
	MINEDH	Direcção de Programas especiais (DIPE)	Repartição: produção e alimentação escolar, planificação
	MEF	INE	Direcção de demografia e estatísticas
		FARE	???
		Direcção que superintende a area de Planificacao	Repartição de planificação/ orçamento
	MISAU	Direcção que superintende a area de Saude publica	Repartição de saúde pública
		Direcção que superintende a area de Nutricao	Repartição de nutrição
	Organizações Religiosas	Organizações Religiosas	Organizações Religiosas
	Sociedade Civil	Sociedade Civil	Sociedade Civil
Provincial	DPGCAS	Delegacoes do INAS	Repartições: Programas de programas e desenvolvimento; planificação
		Reparticao que superintende a area de seguranca social	Repartições: Segurança social, planificação
	DPTADR	Reparticao que superintende a area do ambiente	Repartição: ambiente; planificação
		Reparticao que superintende a area de Desenvolvimento Rural	Repartição que superintende a área de desenvolvimento rural; planificação
	DPTESS	INEFP	Repartição que superintende a área de formação e emprego

		Repartição que superintende a área de emprego	Repartição que superintende a área de emprego
		Repartição que superintende a área de segurança social	Repartição que superintende a área de segurança social
	DPOPH	Reparticao que superintende a area de obras publicas	Repartição: obras publicas; planificacao
		Repartição que superintende a área de água e saneamento	Repartição: água e saneamento; planificação
	DPASA	Repartição de extensão rural	Repartição de extensão rural
		Centros zonais de IIAM	Repartição de transferência de tecnologia
	DPEDH	Repartição de produção e alimentação escolar	Repartição de produção e alimentação escolar
	DPEF	Repartição de planificação	Repartição de planificação/ orçamento
		Delegaoões do INE	Repartição de demografia e estatística
	DPSAU	Repartição de saúde pública	Repartição de saúde pública
		Repartição de nutrição	Repartição de nutrição
	Organizações Religiosas	Organizações Religiosas	Organizações Religiosas
	Sociedade Civil (ONGs)	Sociedade Civil (ONGs)	Sociedade Civil (ONGs)
Distrital	Governo do distrito	Secretaria distrital	Secretaria distrital
	SDSMAS	Repartição de acção social	Repartição de acção social
		Repartição de gênero	Repartição de gênero
	SDAE	Repartição de extensão rural	Repartição de extensão rural
		Repartição de infra estruturas e	Repartição de infra estruturas e
	SDPI	Repartição de planificação	Repartição de planificação
		Repartição de programas especiais	Repartição de programas especiais
	SDEJT	Repartição de planificação	Repartição de planificação
	CDGR	comite distrital de gestão de risco	comité distrital de gestão de risco
	Conselho Consultivo	Conselho Consultivo	Conselho Consultivo
	Autoridade Tracional	Autoridade Tracional	Autoridade Tracional
	Comunidade	Comunidade	Comunidade

Annex 6. Opportunities, niches and approaches to link social protection provision with support to climate adaptation for the benefit of poor households.