



ADAPTATION FUND

AFB/PPRC.19/24
26 September 2016

Adaptation Fund Board
Project and Programme Review Committee
Nineteenth meeting
Bonn, Germany, 4-5 October 2016

Agenda Item 8 b)

PROPOSAL FOR THE COMOROS, MADAGASCAR, MALAWI AND MOZAMBIQUE

Background

1. The strategic priorities, policies and guidelines of the Adaptation Fund (the Fund), as well as its operational policies and guidelines include provisions for funding projects and programmes at the regional, i.e. transnational level. However, the Fund has thus far not funded such projects and programmes.

2. The Adaptation Fund Board (the Board), as well as its Project and Programme Review Committee (PPRC) and Ethics and Finance Committee (EFC) considered issues related to regional projects and programmes on a number of occasions between the Board's fourteenth and twenty-first meetings but the Board did not make decisions for the purpose of inviting proposals for such projects. Indeed, in its fourteenth meeting, the Board decided to:

- (c) Request the secretariat to send a letter to any accredited regional implementing entities informing them that they could present a country project/programme but not a regional project/programme until a decision had been taken by the Board, and that they would be provided with further information pursuant to that decision*

(Decision B.14/25 (c))

3. In its eighth meeting in March 2012, the PPRC came up with recommendations on certain definitions related to regional projects and programmes. However, as the subsequent seventeenth Board meeting took a different strategic approach to the overall question of regional projects and programmes, these PPRC recommendations were not included in a Board decision.

4. In its twenty-fourth meeting, the Board heard a presentation from the coordinator of the working group set up by decision B.17/20 and tasked with following up on the issue of regional projects and programmes. She circulated a recommendation prepared by the working group, for the consideration by the Board, and the Board decided:

- (a) To initiate steps to launch a pilot programme on regional projects and programmes, not to exceed US\$ 30 million;*
- (b) That the pilot programme on regional projects and programmes will be outside of the consideration of the 50 per cent cap on multilateral implementing entities (MIEs) and the country cap;*
- (c) That regional implementing entities (RIEs) and MIEs that partner with national implementing entities (NIEs) or other national institutions would be eligible for this pilot programme, and*
- (d) To request the secretariat to prepare for the consideration of the Board, before the twenty-fifth meeting of the Board or intersessionally, under the guidance of the working group set up under decision B.17/20, a proposal for such a pilot programme based on consultations with contributors, MIEs, RIEs, the Adaptation Committee, the Climate Technology Centre and Network (CTCN), the Least Developed Countries Expert Group (LEG), and other relevant bodies, as appropriate, and in that proposal make a recommendation on possible options*

on approaches, procedures and priority areas for the implementation of the pilot programme.

(Decision B.24/30)

5. The proposal requested under (d) of the decision above was prepared by the secretariat and submitted to the Board in its twenty-fifth meeting, and the Board decided to:

- (a) Approve the pilot programme on regional projects and programmes, as contained in document AFB/B.25/6/Rev.2;*
- (b) Set a cap of US\$ 30 million for the programme;*
- (c) Request the secretariat to issue a call for regional project and programme proposals for consideration by the Board in its twenty-sixth meeting; and*
- (d) Request the secretariat to continue discussions with the Climate Technology Center and Network (CTCN) towards operationalizing, during the implementation of the pilot programme on regional projects and programmes, the Synergy Option 2 on knowledge management proposed by CTCN and included in Annex III of the document AFB/B.25/6/Rev.2.*

(Decision B.25/28)

6. Based on the Board Decision B.25/28, the first call for regional project and programme proposals was issued and an invitation letter to eligible Parties to submit project and programme proposals to the Fund was sent out on 5 May 2015.

7. According to the Board Decision B.12/10, a project or programme proposal needs to be received by the secretariat no less than nine weeks before a Board meeting, in order to be considered by the Board in that meeting.

8. The following project pre-concept document titled “Building urban climate resilience in south-eastern Africa” was submitted by the United Nations Human Settlements Programme (UN-Habitat), which is a Multilateral Implementing Entity of the Adaptation Fund.

84. This is the second submission of the regional project pre-concept. It was first submitted to the twenty-seventh Board meeting, and the Board decided to:

- (a) Not endorse the project pre-concept, as supplemented by the clarification response provided by the United Nations Human Settlements Programme (UN-Habitat) to the request made by the technical review;*
- (b) Suggest that UN-Habitat reformulate the proposal taking into account the observations in the review sheet annexed to the notification of the Board’s decision, as well as the following issues:*
 - i. The proponent should consider reducing the total number of activities and associated executing partners at the national, regional and municipal levels in order to be able to focus resources adequately;*

- ii. *The proponent should explain how the project responds to existing strategic and policy priorities in the participating countries, cities and towns;*
- iii. *The proponent should consider reducing the funding request in line with the indicative funding structure agreed for the Pilot Programme on Regional Projects/ Programmes; and*

(c) Request UN-Habitat to transmit the observations under item (b) to the Governments of the Comoros, Madagascar, Malawi and Mozambique.

(Decision B.27/19)

9. The proposal was received by the secretariat in time to be considered in the twenty-eighth Board meeting. The secretariat carried out a technical review of the project proposal, with the diary number AFR/MIE/DRR/2016/1, and completed a review sheet.

10. In accordance with a request to the secretariat made by the Board in its 10th meeting, the secretariat shared this review sheet with UN-Habitat, and offered it the opportunity of providing responses before the review sheet was sent to the PPRC.

11. The secretariat is submitting to the PPRC the summary and, pursuant to decision B.17/15, the final technical review of the project, both prepared by the secretariat, along with the final submission of the proposal in the following section. In accordance with decision B.25/15, the proposal is submitted with changes between the initial submission and the revised version highlighted.

Project Summary

Comoros, Madagascar, Malawi and Mozambique – Building urban climate resilience in south-eastern Africa

Implementing Entity: UN-Habitat

Project/Programme Execution Cost: US\$ 1,083,000

Total Project/Programme Cost: US\$ 12,483,000

Implementing Fee: US\$ 1,061,055

Financing Requested: US\$ 13,544,055

Project Background and Context:

The overall objective of the project is twofold: (i) to develop capacities and establish conditions to adapt to the adverse effects of climate change in vulnerable cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros; and (ii) to promote inter-country experience sharing and disseminate lessons learned for building urban climate resilience in south-eastern Africa.

It builds on the existence of the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) which was launched by the Governments of the four countries in 2013. UN-Habitat and DiMSUR have recently developed the City Resilience Action Planning (CityRAP) Tool with the objective of enabling local governments of small to intermediate sized cities to understand risks and plan practical actions to progressively build urban resilience.

Component 1: Climate change adaptation planning at the town/city level (US\$ 400,000)

In this component, the project intends to empower local stakeholders of four vulnerable towns/cities (namely: Morondava, Madagascar; Zomba, Malawi; Chokwe, Mozambique; and Moroni, Comoros) in the understanding and planning process of climate change adaptation up to the identification of priority actions, in a participatory manner. An environmental and social risk assessment would then be undertaken for each of these actions.

Component 2: Assistance with implementation and management of priority investments at the town/city level (US\$ 8,000,000)

In this component, the selected priority actions would be packaged into viable pilot climate adaptation projects with focus on the effects of cyclones, rainfall and floods. Since UN-Habitat has already carried out preliminary work in the four targeted cities/towns, it could be anticipated that the priority actions would consist of: (i) the improvement of drainage conditions for all four cities; (ii) the design, construction or retrofitting of public facilities as flood and/or cyclone shelters in Chokwe, Morondava and Zomba; (iii) the physical demarcation of areas at risk for limiting urban development (zoning) in Chokwe, Morondava and Zomba; and (iv) the implementation of protective measures for land/sea erosion control for Moroni, Morondava and Zomba. These projects would be implemented under the leadership of the municipalities through community involvement (e.g. labour intensive activities) and the support of local civil society organisations, in the most cost-effective manner. Importantly, local capacity would be developed to ensure the management/maintenance of the pilot projects' outcomes in the longer term. Efforts would be made to mobilise additional resources.

Component 3: Tools and guidelines development and training delivery at the national level (US\$ 2,000,000)

This activities of this component would occur at the national level to create the conditions for scaling up and replication. Through DiMSUR, UN-Habitat would continue to developing fit-to-purpose tools for urban climate adaptation and resilience actions, adapted to the context of each country. Meanwhile, national guidelines for promoting urban climate adaptation would also be prepared, which would include practical recommendations for revising the existing urban legislation, improving the institutional set up and supporting policy/strategy formulation. Importantly, the project would put emphasis in training and institutional capacity development of government officials, especially through the organization of ad-hoc workshops.

Component 4: Inter-country experience sharing and dissemination of lessons learned at the regional level (US\$ 1,000,000)

This component would focus on: (i) capturing and disseminating the lessons learned and best practices from the implementation of the project activities at the town/city and national level; and (ii) inter-country experience sharing. This would highlight the added value of this regional initiative. Learning from each other, in a region affected by similar climate-related threats, is critical for the participating countries. In this context, DiMSUR would work as the natural framework for knowledge management and sharing. Regional workshops would be organised and participation to relevant global conferences encouraged.



ADAPTATION FUND

PRE-CONCEPT FOR A REGIONAL PROJECT

PART I: PROJECT INFORMATION

Title of Project:	Building urban climate resilience in south-eastern Africa
Countries:	Madagascar, Malawi, Mozambique and Union of Comoros
Thematic Focal Area:	Disaster risk reduction and early warning systems
Type of Implementing Entity:	Multilateral Implementing Entity
Implementing Entity:	United Nations Human Settlements Programme (UN-Habitat)
Executing Entities:	<u>DiMSUR</u> : Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience <u>In Madagascar</u> : Municipality of Morondava; National Bureau for Disaster Risk Management (BNGRC) <u>In Malawi</u> : Municipality of Zomba; Department of Disaster Management Affairs <u>In Mozambique</u> : Municipality of Chokwe; National Institute for Disaster Management (INGC) <u>In Comoros</u> : Municipality of Moroni; Civil Protection

Amount of Financing Requested: **US\$13,544,055**

Project Background and Context:

Although Africa's population remains mostly rural, the continent will become predominantly urbanised in the next 20 years. With a lack in local capacity to manage this rapid urban growth much of the population expansion is taking place in informal settlements characterised by poor living conditions, lack of access to basic services and infrastructure, and often located in areas exposed to natural hazards. Urban risks are exacerbated by the increasing severity and unpredictability of climate change effects.

The four selected countries where the proposed project is expected to take place, Madagascar, Malawi, Mozambique and the Union of Comoros, are located in the south-eastern part of the African continent. This region is annually affected by cyclones originating in the Indian Ocean and moving westwards during the period stretching from November to March, hence provoking strong winds, high precipitations and floods with devastating effects in urban areas. The intensity and frequency of such a cyclonic activity have increased in the last two decades, most probably as a result of climate change.

Since 2010, UN-Habitat has facilitated the establishment of the *Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR)*, which was launched by the Governments of these four countries in 2013. UN-Habitat and DiMSUR have recently developed the City Resilience Action Planning (CityRAP) Tool¹ with the objective of enabling local governments of small to intermediate sized cities to understand risks and plan practical actions to progressively build urban resilience, especially with respect to climate change effects.

In the context of this project, four cities or towns with similar types of vulnerabilities have been selected in these four countries to implement pilot adaptation projects following a participatory approach.

¹ For more information on DiMSUR and the CityRAP Tool, please consult the website: www.dimsur.org

Project Objectives:

The overall objective of the project is twofold: (i) to develop capacities and establish conditions to adapt to the adverse effects of climate change in vulnerable cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros; and (ii) to promote inter-country experience sharing and disseminate lessons learned for building urban climate resilience in south-eastern Africa.

Project Components and Financing (*NB: all 4 countries are concerned in each component*):

Programme Components	Expected Outcomes	Expected Outputs	Amount (US\$)
1. Climate change adaptation planning at the town/city level	Municipal staff, communities and local stakeholders understand climate change induced risks pertaining to their city/town and have identified priority actions for climate adaptation	<ul style="list-style-type: none"> 4 reviewed City Resilience Action Frameworks identifying priority actions for climate change adaptation and mainstreaming adaptation into existing planning and legal instruments 4 in-depth environmental and social risk assessment studies regarding the priority actions to be implemented in each city/town 	400,000
2. Assistance with implementation and management of priority investments at the town/city level	Municipal staff, communities and local stakeholders have implemented the identified priority actions and have acquired the capacity to manage and maintain these	<ul style="list-style-type: none"> 4 detailed projects for implementing the selected priority actions, mainly targeting informal neighbourhoods in each city Priority actions implemented through community involvement in each city Municipal staff and community members trained for ensuring the management/maintenance of the realised priority actions 	8,000,000
3. Tools and guidelines development and training delivery at the national level	National governments have created an enabling environment for scaling up and replicating the same approach in other urban settlements	<ul style="list-style-type: none"> Climate adaptation tools for urban areas National guidelines for promoting urban climate adaptation National officers trained in urban climate adaptation 	2,000,000
4. Inter-country experience sharing and dissemination of lessons learned at the regional level	Local and national governments of the 4 countries have learned from each other good urban climate adaptation practices	<ul style="list-style-type: none"> Lessons learned and best practices captured and disseminated through DiMSUR Regional workshops for experience sharing among the different countries, and participation to global events 	1,000,000
5. Project Execution Cost (9.5%)			1,083,000
6. Total Project Cost			12,483,000
7. Project Cycle Management Fee charged by the Implementing Entity (8.5%)			1,061,055
Amount of Financing Requested			13,544,055

Project Duration: 4 years (48 months)

PART II: PROJECT JUSTIFICATION

The project consists of **four components**:

Under Component 1, the project intends to empower local stakeholders of four vulnerable towns/cities (namely: Morondava, Madagascar; Zomba, Malawi; Chokwe, Mozambique; and Moroni, Comoros) in the understanding and planning process of climate change adaptation up to the identification of priority actions, in a participatory manner. An environmental and social risk assessment will then be undertaken for each of these actions.

Under Component 2, the selected priority actions will be packaged into viable pilot climate adaptation projects with focus on the effects of cyclones, rainfall and floods. Since UN-Habitat has already carried out preliminary work in the four targeted cities/towns, it can be anticipated that the priority actions will consist of: (i) the improvement of drainage conditions for all four cities; (ii) the design, construction or retrofitting of public facilities as flood and/or cyclone shelters in Chokwe, Morondava and Zomba; (iii) the physical demarcation of areas at risk for limiting urban development (zoning) in Chokwe, Morondava and Zomba; and (iv) the implementation of protective measures for land/sea erosion control for Moroni, Morondava and Zomba. These projects will be implemented under the leadership of the municipalities through community involvement (e.g. labour intensive activities) and the support of local civil society organisations, in the most cost-effective manner. Importantly, local capacity will be developed to ensure the management/maintenance of the pilot projects' outcomes in the longer term. Efforts will be made to mobilise additional resources.

Under component 3, project activities will occur at the national level to create the conditions for scaling up and replication. Through DiMSUR, UN-Habitat will continue to developing fit-to-purpose tools for urban climate adaptation and resilience actions, adapted to the context of each country. Meanwhile, national guidelines for promoting urban climate adaptation will also be prepared, which will include practical recommendations for revising the existing urban legislation, improving the institutional set up and supporting policy/strategy formulation. Importantly, the project will put emphasis in training and institutional capacity development of government officials, especially through the organisation of ad-hoc workshops.

Component 4 will focus on: (i) capturing and disseminating the lessons learned and best practices from the implementation of the project activities at the town/city and national level; and (ii) inter-country experience sharing. This will highlight the added value of this regional initiative. Learning from each other, in a region affected by similar climate-related threats, is critical for the participating countries. In this context, DiMSUR will work as the natural framework for knowledge management and sharing. Regional workshops will be organised and participation to relevant global conferences encouraged.

The project promotes **new and innovative solutions** to climate change adaptation:

- The application of the CityRAP Tool, which is a new and ground breaking product targeting small and medium-sized African cities with low institutional capacity. It uniquely enables local governments to take the lead in the process of understanding the different types of risk affecting their towns/cities, with minimum external support. Based on inter-sectoral self-assessment and participatory planning, the Tool allows to coming up with priority climate resilience actions in the short, medium and long-term, including mainstreaming adaptation into existing municipal planning and legal instruments. Importantly, UN-Habitat closely collaborates with other urban resilience initiatives globally (e.g. Rockefeller Foundation, UNISDR, among others). It is recognised that the CityRAP Tool fills an important gap, especially when considering that existing tools are data-hungry and require a high level of expertise for their use, elements which are often missing in small/intermediate African cities.
- DiMSUR, a new non-profit and autonomous institution, started by the four countries concerned by this project. The Centre focuses on themes that are still relatively new in the African region and are not yet institutionalised, such as urban climate adaptation and

resilience. DiMSUR provides technical assistance and will serve as a regional platform for exchanging good practices, dissemination and knowledge management.

- Privileging a bottom-up approach, i.e. local experiences are mainstreamed at the national and regional level.

The project will ensure a good level of **cost effectiveness** by relying on an existing and entrusted institution such as DiMSUR, which will take the lead in the implementation of regional activities (Component 4). UN-Habitat has a well-established presence in the four countries, which will facilitate the implementation of Component 3 at a reasonable cost. For Components 1 and 2 the involvement of the local communities and stakeholders in the implementation phase is critically important to maintain affordable costs.

Consistency with national/regional development strategies: At the global level, the project aligns with the Sendai disaster risk reduction plan of action 2015-2025 and the Sustainable Development Goal (SDG) n.11: "Make cities and human settlements inclusive, safe, resilient and sustainable". It takes into account the current Disaster Risk Reduction Strategy of the Southern Africa Development Community (SADC). As regards the alignment to national/cities policy priorities: (i) *Mozambique*: the project contributes to the implementation of the National Strategy for Climate Change Adaptation and Mitigation (2013-2025) and the Government's Five Year Plan (2015-2019) as concerns reducing risk and adapting to climate change; Chokwe town being located in the lower Limpopo River basin is extremely prone to floods and droughts and has made of climate adaptation one of its highest municipal development priorities. the project will thus contribute to the implementation of the Resilience Action Plan of Chokwe (2016-2026); (ii) *Malawi*: the project is consistent with the National Disaster Risk Management Policy (2015) and it addresses the overall objectives of the National Climate Change Policy (2012); in Zomba, the project responds to the identified priority actions developed in the Resilience Action Plan of Zomba (2016-2026) to strengthen the city's coping capacity towards the impacts of climate change; (iii) *Madagascar*: the project aligns with the National Strategy of Disaster Risk Management (2016-2020) and contributes to the implementation of the 5th pillar of the National Development Policy that focuses on building resilience to disaster risks, and of the National Policy for Fighting Climate Change; the project will also strengthen the capacity of Morondava in strengthening the city's ability to cope with the impacts of climate change and disaster risk, considering its high vulnerability to floods and cyclones as defined in the Resilience Action Plan of Morondava (2016-2026); (iv) *Union of Comoros*: in alignment with the Strategy for Rapid Growth and Sustainable Development (2015-2019), the project will strengthen local governance, build capacity and reinforce institutional coordination to enhance urban resilience; it will also support Moroni² city's aspirations to become more resilient to the impact of climate change.

The project follows a highly **consultative process** regarding: (i) the implementation of the CityRAP Tool at the town/city level, which involves local authorities and vulnerable communities; (ii) the identification and design of tools and guidelines through proper consultation with the concerned national authorities; (iii) the organisation of regional workshops for sharing and disseminating lessons learned and best practices. Gender aspects will be taken into consideration throughout project implementation.

The **sustainability** of the project will be ensured thanks to: (i) the establishment of the required management and maintenance mechanisms of the realised pilot projects at the local level; (ii) the design of tools and guidelines to create favourable conditions for replication at the national level; (iii) the sharing and dissemination of lessons learned and best practices through DiMSUR, an existing institution.

² Besides the national strategy there is no official document or plan for the city of Moroni at the time of application.

Economic, social and environmental benefits and mitigation strategies: the priority actions to be implemented under Component 2 in one neighbourhood of each targeted town/city are meant to increase the capacity to adapt to climate change in urban areas, especially to the benefit of vulnerable communities and groups, mainstreaming gender aspects. Compliance with the Environmental and Social Policy of the Adaptation Fund will be ensured once the preliminary City RAPs are produced, by incorporating the risk and impact assessments' recommendations into the design of each pilot project, including appropriate mitigation strategies for implementation.

Duplication with other funding sources: Despite the existence of climate change adaptation initiatives in the four targeted countries (e.g. World Bank, DFID, USAID, UNDP, UNEP, among others), none is adopting the approach proposed in this project (bottom-up, from local to national and regional level, and mainstreaming participation in each implementation step) and specifically focuses on urban areas.

Justification for funding requested: The project targets four countries over four years for a total project cost of almost US\$12.5 million. Specifically, four cities/towns have been targeted for climate adaptation planning and will benefit from the implementation of pilot projects. The latter will two thirds of the project funds. Therefore, the amount required seems reasonable and will have an important impact in the selected urban centres. The project will also produce critical tools and guidelines at the national level and valuable knowledge at the regional level.

PART III: IMPLEMENTATION ARRANGEMENTS

UN-Habitat as the Implementing Entity will be working through different Executing Entities. The DiMSUR Executive Board, of which UN-Habitat is part together with the four countries, will constitute the Steering Committee of the project. Specifically, DiMSUR will be responsible for implementing Component 4 and will provide inputs in Components 1 (CityRAP Tool implementation) and 3.

For Components 1 and 2, UN-Habitat will adopt a participatory approach through the concerned municipalities in each country to maximise the involvement of the final beneficiaries (i.e. the poor/vulnerable communities) both in terms of decision-making during the planning process and especially during the implementation of the prioritised investments.

Meanwhile under Component 3, some funds will be channelled through concerned national institutions at the ministerial level.

PART IV: ENDORSEMENT BY GOVERNMENTS AND CERTIFICATION BY THE IMPLEMENTING ENTITY

A.

Ms. Jane Alice Razanamiharisoa Head, Climate Change Adaptation Unit, Bureau for Coordination of Climate Change - Ministry of Environment, Ecology, Sea and Forest - Antananarivo, Madagascar	Date: February <u>August</u> 22 nd , 2016
Mr. Peter K. Simbani For the Secretary to the Treasury, Ministry of Finance, Economic Planning and Development Lilongwe, Malawi	Date: August <u>January</u> 16 ²⁷ th , 2016
Ms. Sheila Afonso Permanent Secretary, Ministry of Land, Environment and Rural Development - Maputo, Mozambique	Date: August <u>January</u> 19 ¹³ th , 2016

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Mr. Ismael Mogne Daho Director General of Civil Protection Moroni, Union of Comoros	Date: January <u>August</u> 20 16 th , 2016
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B. Implementing Entity certification

I certify that this proposal has been prepared in accordance with guidelines provided by the Adaptation Fund Board, and prevailing National Development and Adaptation Plans of Madagascar, Malawi, Mozambique and the Union of Comoros and subject to the approval by the Adaptation Fund Board, <u>commit to implementing the project/programme in compliance with the Environmental and Social Policy of the Adaptation Fund and on the understanding that the Implementing Entity will be fully (legally and financially) responsible for the implementation of this project/programme.</u>	
<i>Rafael Tuts</i> Director, Programme Division, UN-Habitat	
Date: <i>August 1st, 2016</i>	Tel. and email: +254 20 7623726 raf.tuts@unhabitat.org
Project Contact Person: Mathias Spaliviero, Focal Point for Climate Change Adaptation, Regional Office for Africa	
Tel. And Email: +254 207624716 / mathias.spaliviero@unhabitat.org	



UNION DES COMORES



Unité - Solidarité - Développement



**MINISTRE DE L'INTERIEUR, DE L'INFORMATION, DE LA
DECENTRALISATION, CHARGE DES RELATIONS AVEC LES INSTITUTIONS**

DIRECTION GENERALE DE LA SECURITE CIVILE

Moroni, le 20 /08/2016

N°16-_042_/DGSC-DG

À:
Le Fond d'Adaptation
c/o Secrétaire du Conseil du Fond
d'Adaptation
Email: secretariat@adaptation-fund.org
Fax : 202 522 3240/5

Objet : Appui au projet/programme « Renforcer la Résilience Urbaine en Afrique Australe ».

En tant qu'autorité désignée pour le Fond d'Adaptation au sein de l'Union des Comores, je confirme que la proposition du projet régional mentionnée ci-dessus est conforme aux priorités régionales du Gouvernement concernant la mise en œuvre d'activités visant à promouvoir l'adaptation pour réduire les impacts et les risques provoqués par les changements climatiques en Union des Comores et en Afrique australe.

Ainsi, j'ai le plaisir de soutenir la proposition de ce projet avec l'appui du Fond d'Adaptation. Si le projet est adopté, il sera mis en œuvre par le Programme des Nations Unies pour les Etablissements Humains (UN-Habitat) et exécuté par le Centre Technique pour la Réduction des Risques de Catastrophe, la Durabilité et la Résilience Urbaine (DiMSUR) en partenariat avec les municipalités des quatre pays.

Je vous prie d'agréer, Madame, Monsieur, l'expression de mes sentiments distingués.

Le Directeur Général

Colonel Ismael MOGNE DAHO





MINISTRY OF ENVIRONMENT, ECOLOGY AND FOREST

N° 06/16

Antananarivo, August 22th 2016

To: The Adaptation Fund Board
C/o Adaptation Fund Board Secretariat
Email: Secretariat@Adaptation-Fund.org
Fax: 202 522 3240/5

Subject: Endorsement for "Building urban climate resilience in South-Eastern Africa" project

In my capacity as designated authority for the Adaptation Fund in Madagascar, I confirm that the above regional project proposal is in accordance with the government's regional priorities in implementing adaptation activities to reduce adverse impacts of, and risks, posed by climate change in Madagascar and South-Eastern Africa.

Following the remarks and amendments included in this concept note, subject of resubmission,

Accordingly, I am pleased to endorse the above project proposal with support from the Adaptation Fund. If approved, the project will be implemented by the United Nations Human Settlements Programme (UN-Habitat) and executed by the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience for Southern Africa (DIMSUR) in partnership with governments, municipalities and NGOs of the four countries.

Sincerely,



RAZANAMIHARISOA Jano



ADAPTATION FUND

Telephone : 01 789 355/354
Fax : 01 789 173/516
Telegrams : FINANCE, Lilongwe
E-mail : stfinance@finance.gov
Website : www.finance.gov.mw
Communications should be addressed
The Secretary to the Treasury



MINISTRY OF FINANCE,
ECONOMIC PLANNING
AND DEVELOPMENT
P.O. BOX 30049
LILONGWE 3
MALAWI

16th August, 2016

To: The Adaptation Fund Board
C/O Adaptation Fund Board Secretariat
Email: Secretariat@Adaptation-Fund.org
Fax: 202 522 3240/5

Dear Sir/Madam,

**ENDORSEMENT FOR 'BUILDING URBAN RESILIENCE IN SOUTH-
EASTERN AFRICA' PROJECT BY THE GOVERNMENT OF MALAWI**

In my capacity as designated authority for the Adaptation Fund in Malawi, I confirm that the above regional project proposal is in accordance with the government's national priorities in implementing adaptation activities to reduce adverse impacts of, and risks, posed by climate change in the country.

Accordingly, I am pleased to endorse the above project proposal with support from the Adaptation Fund. If approved, the project will be implemented by the United Nations Human Settlements Programme (UN-Habitat) and executed by the Government's Department of Disaster Management Affairs (DoDMA).

It is our hope that the proposal can be supported.

Yours faithfully,

Peter K. Simbani
Adaptation Fund National Designated Official
For: **SECRETARY TO THE TREASURY**



Letter of Endorsement by Government
[Government Letter Head]

19th August 2016

To: The Adaptation Fund Board
c/o Adaptation Fund Board Secretariat
Email: Secretariat@Adaptation-Fund.org
Fax: [202 522 3240/5](tel:20252232405)

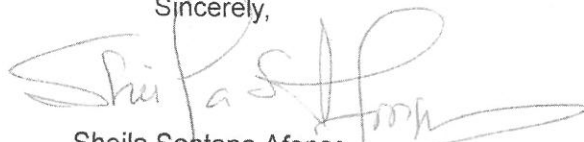
Subject: Endorsement for Building Urban Resilience in South-eastern Africa

In my capacity as designated authority for the Adaptation Fund in Mozambique, I confirm that the above regional project/programme proposal is in accordance with the government's national priorities in implementing adaptation activities to reduce adverse impacts of, and risks, posed by climate change in the country.

Accordingly, I am pleased to endorse the above project/programme proposal with support from the Adaptation Fund. If approved, the project/programme will be implemented by United Nations Human Settlement Programme (UN-Habitat) and executed by Technical Center for Disaster Risk management, Sustainability and Urban Resilience (DiMSUR) and the Municipality of Chókwè; Government entities (National Institute for Disaster Management – INGC; Ministry of Land, Environment and Rural Development - MITADER); NGOs (World Vision International; Concern).

A handwritten signature in black ink, consisting of a large, stylized 'S' or 'Z' shape with a horizontal line crossing it.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Sheila Santana Afonso', written over a large, faint, oval-shaped watermark or stamp.

Sheila Santana Afonso
Permanent Secretary
Ministry of Land, Environment and Rural Development

Response Table for Re-submission – August 2016
Project “Building urban climate resilience in south-eastern Africa”

ADAPTATION FUND BOARD SECRETARIAT
PROJECT/PROGRAMME CATEGORY: Pre-Concept for a Regional Project

Countries/Region: **Madagascar, Malawi, Mozambique and the Union of Comoros**

Project Title: **Building Urban Climate Resilience in South-eastern Africa**

Thematic focal area: **Disaster risk reduction and early warning systems**

Implementing Entity: **United Nations Human Settlements Programme (UN-Habitat)**

Executing Entities: DiMSUR: Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience;
In Madagascar: Municipality of Morondava; National Bureau for Disaster Risk Management (BNGRC)
In Malawi: Municipality of Zomba; Department of Disaster Management Affairs
In Mozambique: Municipality of Chokwe; National Institute for Disaster Management (INGC)
In Comoros: Municipality of Moroni; Civil Protection

Requested Financing from Adaptation Fund (US Dollars): **US\$13,544,055**

The Adaptation Fund Board, at its twenty-seventh meeting which took place on 17-18 March, 2016, in Bonn, Germany, considered the above mentioned project pre-concept and decided not to endorse the project pre-concept (Board decision B.27/19) at that moment and suggested that UN-Habitat reformulate the proposal taking into account the three main observations below as well as the detailed comments made in the review sheet annexed to the notification of the Board's decision. UN-Habitat has reformulated the proposal to respond to the Board's recommendation, as explained below:

- **Issues raised by the board:**

Comment from the Adaptation Fund Board	UN-Habitat Response
(i) The proponent should consider reducing the total number of activities and associated executing partners at the national, regional and municipal levels in order to be able to focus resources adequately;	Addressed. The total number of activities and associated executing partners has been considerably reduced. The revised proposal targets 4 cities instead of 9. Kindly see responses to questions 4,5,6 and 7 below.
(ii) The proponent should explain	Addressed. The proposal includes the relations with strategic documents. Kindly see response to

how the project responds to existing strategic and policy priorities in the participating countries, cities and towns;	question 4 below.
(iii) The proponent should consider reducing the funding request in line with the indicative funding structure agreed for the Pilot Programme on Regional Projects/ Programmes; and	Addressed. The total budget request (including fees) was reduced to US\$13,544,055. Kindly see response to question 8 below.

Comments made in the review sheet as of 22 February 2016:

Review Criteria	Questions	Comments 22 February 2016	UN-Habitat response
Country Eligibility	1. Are all of the participating countries party to the Kyoto Protocol?	Yes.	
	2. Are all of the participating countries developing countries particularly vulnerable to the adverse effects of climate change?	Yes.	
Project Eligibility	3. Have the designated government authorities for the Adaptation Fund from each of the participating countries endorsed the project/ programme?	Addressed.	

	<p>4. Has the pre-concept provided necessary information on the problem the proposed project/programme is aiming to solve, including both the regional and the country perspective?</p>	<p>The activities in the proposal have been narrowed down slightly, from twelve to nine cities and towns. However, the total number of activities and associated organizations remains quite high.</p> <p>The rationale for a regional approach has also been clarified, though it is mostly based on regional activities rather than addressing regional adaptation challenges.</p>	<p>The number of targeted cities has been reduced from 9 to 4 cities, one in each of the targeted countries. Consequently, the number of activities and associated organizations has been significantly reduced.</p> <p>A coherent regional approach under the DiMSUR umbrella is kept despite the decrease in the number of partners. DiMSUR is an institution uniquely positioned to address common sub-regional challenges with a high level of ownership and creating the conditions for long term change among these four countries. In terms of regional adaptation challenges, the four DiMSUR member states are vulnerable to the same cyclonic activity (resulting in strong winds and flooding), especially when cyclones taking shape in the middle of the Indian Ocean overcome Madagascar and enter the Channel. Climate related hazards that seriously hamper their development will likely be worsened by climate change impacts. Importantly, these countries face similar challenges related to rapid urbanization that highly increase their vulnerability. The implementation of adaptation measures and the opportunity of regional approaches and mutual learning in face of urban vulnerability is of critical importance to the development of these countries that have continuously expressed their will of collaboration.</p> <p>Language barrier is an historical challenge which makes collaboration among the four countries more difficult. That makes the proposed initiative even more relevant, considering the above explanations.</p>
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	<p>5. Have the project/programme objectives, components and financing been clearly explained?</p>	<p>Partly addressed. The proposal has narrowed down the scope of planned activities, and reduced the number of cities that would participate in it. The response sheet submitted together with the proposal has also explained that the MIE is familiar with working with the proposed set of partners. Nevertheless, the project objective remains largely unchanged, and the project would still have a very large number of executing partners at the national, regional and municipal levels. While the revised proposal specifies that the project would focus on the effects of cyclones, rainfall and floods in targeted neighbourhoods; the potential scope of city-specific adaptation strategies and measures remains very broad. With no more than US\$7 million divided across nine cities and towns, it is not clear to what extent the project could carry out potentially costly public works, such as improved drainage, shelters and erosion control.</p>	<p>The number of targeted cities was reduced to less than half as initially proposed - 4 (one per country) - and the total number of executing agencies to 9, while keeping the three-level structure for project implementation (i.e. city, national and regional).</p> <p>UN-Habitat has completed preliminary work in the first semester of 2016 in the four selected cities, which allow to anticipate more concretely what priority actions will be implemented in each city: (i) the improvement of drainage conditions for all four cities; (ii) the design, construction or retrofitting of public facilities as flood and/or cyclone shelters in Chokwe, Morondava and Zomba; (iii) the physical demarcation of areas at risk for limiting urban development (zoning) in Chokwe, Morondava and Zomba; and (iv) the implementation of protective measures for land/sea erosion control for Moroni, Morondava and Zomba.</p> <p>Importantly, the reduction of the total number of cities to four and the redistribution of budget amounts among the project components allowed for a provision of US\$ 2 million approximately for each city, which corresponds to a much more coherent value for carrying out costly but crucial public works as specified above.</p> <p>Importantly, it should be noted that the Implementing Entity, UN-Habitat, has a consolidated presence in the four countries and has facilitated the establishment of DiMSUR since several years. This is a considerable added-value from the perspective of achieving meaningful outcomes and ensuring cost-effectiveness of the project. The proposed implementing partners are well-known to UN-Habitat, which enjoys their trust. This is a critical factor for the success of this initiative.</p>
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	<p>6. Has the project/programme been justified in terms of how:</p> <ul style="list-style-type: none"> - it supports concrete adaptation actions? - it builds added value through the regional approach? - it promotes new and innovative solutions to climate change adaptation? - it is cost-effective? - it is consistent with applicable strategies and plans? - it incorporates learning and knowledge management? - it will be developed through a consultative process with particular reference to vulnerable groups, including gender considerations, in compliance with the Environmental and Social Policy of the Adaptation Fund? - it will take into account sustainability? 	<p>Partly addressed. The revised proposal has outlined some indicative areas in which it would work, though the selection of activities would depend on a participatory process.</p> <p>Partly addressed. The proposal builds its case of innovativeness on the CityRAP Tool that enables, according to the explanation, “small and intermediate African cities, which generally lack of capacity, to lead the city resilience action planning process with minimum external intervention”.</p> <p>Partly addressed. The revised preconcept does not explain how the project responds to existing strategic and policy priorities in the participating countries, cities and towns.</p>	<p>As stated above, UN-Habitat has reduced the number of target cities to less than half and conducted preliminary scoping activities through participatory methodologies in the four selected cities. This allowed for anticipation of what priority actions will be implemented in each city: (i) the improvement of drainage conditions for all four cities; (ii) the design, construction or retrofitting of public facilities as flood and/or cyclone shelters in Chokwe, Morondava and Zomba; (iii) the physical demarcation of areas at risk for limiting urban development (zoning) in Chokwe, Morondava and Zomba; and (iv) the implementation of protective measures for land/sea erosion control for Moroni, Morondava and Zomba. A second participatory assessment and decision-making process in the four selected cities will define in more detail the areas of focus and distribution between the proposed priority actions. UN-Habitat’s experience in working at the city/town level in Africa shows that with relatively modest budgets, a lot can be achieved in poor/vulnerable neighbourhoods, especially if the beneficiary communities are involved throughout the process from decision-making to implementation.</p> <p>The innovativeness of the CityRAP has been further developed during the first half of 2016. A partnership has been established with the Urban Africa Risk Knowledge (Urban ARK) network led by the King’s College in London for linking the tool with cutting edge applied research. An improved version of the tool methodology has been successfully implemented in one sub-city of Addis Ababa, Ethiopia, demonstrating that it is also applicable to neighbourhood level planning processes in bigger cities.</p> <p>The project aligns with existing strategic and policy priorities: Increasing the adaptation capacities and interventions at local and urban level is a strategic and policy priority in these four countries, along the lines defined by the SDGs and the Sendai Framework for Action. This is expressed in a series of national plans and strategies. Importantly, some of the more specific are: (i) <i>Mozambique</i>: the project contributes to the implementation of the National Strategy for Climate Change Adaptation and Mitigation (2013-2025) and the Government’s Five Year Plan (2015-2019) as concerns reducing risk and adapting to climate change; Chokwe town being located in the lower Limpopo River basin is extremely prone to floods and droughts and has made of climate adaptation one of its highest municipal development priorities;</p>
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			<p>(ii) <i>Malawi</i>: the project is consistent with the National Disaster Risk Management Policy (2015) and it addresses the overall objectives of the National Climate Change Policy (2012); in Zomba, the project responds to the identified priority actions to strengthen the city's coping capacity towards the impacts of climate change;</p> <p>(iii) <i>Madagascar</i>: the project aligns with the National Strategy of Disaster Risk Management (2016-2020) and contributes to the implementation of the 5th pillar of the National Development Policy that focuses on building resilience to disaster risks, and of the National Policy for Fighting Climate Change; the project will also strengthen the capacity of Morondava in strengthening the city's ability to cope with the impacts of climate change and disaster risk, considering its high vulnerability to floods and cyclones;</p> <p>(iv) <i>Union of Comoros</i>: in alignment with the Strategy for Rapid Growth and Sustainable Development (2015-2019), the project will strengthen local governance, build capacity and reinforce institutional coordination to enhance urban resilience; it will also support Moroni city's aspirations to become more resilient to the impact of climate change.</p>
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	7. Does the pre-concept briefly explain which organizations would be involved in the proposed regional project/programme at the regional and national/sub-national level, and how coordination would be arranged? Does it explain how national institutions, and when possible, national implementing entities (NIEs) would be involved as partners in the project?	Yes. Please refer, however, to the comments on questions 3 and 4 on Project Eligibility above. The project would have a minimum of twenty executing partners at the regional, national and city/town levels, which may result in considerable transaction costs and associated demands on the project execution budget.	Addressed. The number of cities was reduced to four (one per country) and focus was given for partnerships with the central institutions in each country. The total number of executing partners was reduced from more than twenty to nine , as suggested by the AF Board.
Resource Availability	8. Is the requested project / programme funding within the funding windows of the pilot programme for regional projects/ programmes?	Not adequately addressed. The proposal still has a funding request of upwards of US\$ 15 million (including the fees).	Addressed. The total budget request (including fees) was reduced to US\$ 13,544,055 .
	9. Are the administrative costs (Implementing Entity Management Fee and Project/ Programme Execution Costs) at or below 20 per cent of the total project/programme budget?	Yes.	

Eligibility of IE	10. Is the project/programme submitted through an eligible Implementing Entity that has been accredited by the Board?	Yes.	
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