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EXECUTIVE COMMITTEE OF
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IMPLEMENTATION OF THE MONTREAL PROTOCOL
Ninety-ninth Meeting
Montreal, 7–11 December 2026
Item 9(c) of the provisional agenda[1]

PROJECT PROPOSAL: MOZAMBIQUE

This document consists of the comments and recommendation of the Secretariat on the following project proposal:

Phase-out

• HCFC phase-out management plan (stage II, second tranche)	UNEP and UNDP	Blanket approval

[1] UNEP/OzL.Pro/ExCom/99/1

Pre-session documents of the Executive Committee of the Multilateral Fund for the Implementation of the Montreal Protocol are without prejudice to any decision that the Executive Committee might take following issuance of the document.

PROJECT EVALUATION SHEET – MULTI-YEAR PROJECTS

Mozambique

PROJECT TITLE	AGENCY	MEETING APPROVED	CONTROL MEASURE
HCFC phase-out plan (stage II)	UNEP (lead), UNDP	93rd	100% phase-out by 2030

ARTICLE 7 DATA (Annex C, Group I)	Year: 2025	1.54 ODP tonnes

COUNTRY PROGRAMME SECTORAL DATA (ODP tonnes)							Year: 2025
Substance	Aerosol	Foam	Firefighting	Refrigeration		Solvent	Total sector consumption
				Manufacturing	Servicing		
HCFC-22					1.54		1.54

CONSUMPTION DATA (ODP tonnes)			
2009–2010 baseline:	8.69	Starting point for sustained aggregate reductions:	8.69
CONSUMPTION ELIGIBLE FOR FUNDING			
Already approved:	8.69	Remaining:	0.00

ENDORSED BUSINESS PLAN		2026	2027	2028	Total
UNEP	ODS phase-out (ODP tonnes)	1.23	0.00	0.00	1.23
	Funding (US $)	180,353	0	0	180,353
UNDP	ODS phase-out (ODP tonnes)	0.78	0.00	0.00	0.78
	Funding (US $)	110,363	0	0	110,363

PROJECT DATA			2023	2024	2025	2026	2027-2029	2030	Total
Consumption (ODP tonnes)	Montreal Protocol limits		5.65	5.65	2.82	2.82	2.82	0	n/a
	Maximum allowable		2.3	2.3	1.6	1.6	1.6	0	n/a
Amounts approved in principle (US $)	UNEP	Project costs	315,000	0	0	160,000	0	106,250	581,250
		Support costs	40,069	0	0	20,353	0	13,516	73,938
	UNDP	Project costs	55,000	0	0	101,250	0	0	156,250
		Support costs	4,950	0	0	9,113	0	0	14,063
Funds approved by ExCom (US $)		Project costs	370,000	0	0				370,000
		Support costs	45,019	0	0				45,019
Total funds recommended for approval at this meeting (US $)		Project costs				261,250			261,250
		Support costs				29,466			29,466

Secretariat's recommendation:	Blanket approval

PROJECT DESCRIPTION

1. On behalf of the Government of Mozambique, UNEP as the lead implementing agency has submitted a request for funding for the second tranche of stage II of the HCFC phase-out management plan (HPMP), at a total cost of US $290,716, consisting of US $160,000, plus agency support costs of US $20,353, for UNEP and US $101,250, plus agency support costs of US $9,113, for UNDP.[2] The submission includes a progress report on the implementation of the first tranche, the verification report on HCFC consumption for 2023 to 2025, and the tranche implementation plan for 2027 to 2030.

Report on HCFC consumption

2. The Government of Mozambique reported a consumption of 1.54 ODP tonnes of HCFCs in 2025, which is 82 per cent below the country's HCFC baseline for compliance. The 2021–2025 HCFC consumption is shown in table 1.

Table 1. HCFC consumption in 2021–2025 in Mozambique (Article 7 data)

HCFC-22	2021	2022	2023	2024	2025	Baseline
Metric tonnes (mt)	40.20	39.70	37.00	37.00	28.00	158.00
ODP tonnes	2.21	2.18	2.04	2.04	1.54	8.69

3. Mozambique's HCFC consumption has been steadily declining, and the amount reported in 2025 is below the maximum level of consumption indicated in the country's Agreement with the Executive Committee. The decline has been attributed to the implementation of the HPMP, strengthened import controls, increased stakeholder awareness, the conversion of existing technologies, technician training and certification, including training in the safe handling of flammable refrigerants, and the growing availability and uptake of alternative refrigerants. These alternatives include both lower/low-global-warming-potential (GWP) refrigerants such as HFC-32 in air-conditioning, R-600a in domestic and small commercial refrigeration, R-290 in refrigeration and air-conditioning (RAC) applications; and R-717 in larger industrial refrigeration, as well as high-GWP HFCs.[3] The use of HCFC-22-based equipment has progressively declined, and the ban on the importation of new HCFC-based RAC equipment, implemented since 1 January 2025, will help ensure the sustainability of the phase-out.

Country programme implementation report

4. The HCFC consumption data provided by the Government of Mozambique in its country programme implementation report for 2025 is consistent with the data reported under Article 7 of the Montreal Protocol.

Verification report

5. The verification report confirmed that the Government was implementing a licensing and quota system for HCFC imports and exports and that the total consumption of HCFCs reported under Article 7 of the Montreal Protocol for 2023 to 2025 was correct (as shown in table 1 above). The verification concluded that Mozambique has implemented a national system of permits and quotas for HCFCs, which enables the country to effectively monitor the import and use of controlled substances. The verification also identified areas where these systems could be improved, along with recommendations, which are discussed in paragraph 17.

[2] As per the letter of 2 September 2026 from the Ministry of Agriculture, Environment and Fisheries of Mozambique to the Secretariat.

[3] A Kigali HFC implementation plan (KIP) for Mozambique was approved at the 94th meeting (decision 94/48).

Progress report on the implementation of the first tranche of stage II of the HCFC phase-out management plan

Legal framework

6. An HCFC import quota system has been operational in Mozambique since 2013 under Decree No. 24/2008 of 1 July 2008 (the Framework Regulation on the Management of Substances that Deplete the Ozone Layer). Article 32 of Decree No. 26/2024 of 3 May 2024 further strengthens the framework with the introduction of a ban on the import of HCFC-based equipment from 1 January 2025.

7. Decree No. 26/2024 also requires RAC technicians to undergo training and certification through the relevant refrigeration training institution to meet the required standards, thereby establishing a certification system that is being operationalized through the implementation of stage II of the HPMP. The national ozone unit (NOU) has conducted regular training programmes across the country, working with national trainers to strengthen technician skills in the safe handling of refrigerants. In addition to requiring certification, the country has also strengthened oversight of the refrigeration sector by requiring technicians to join the refrigeration association and implementing competency upgrades, including training on flammable refrigerants and energy efficiency.

8. During the first tranche, 10 national trainers (including 2 women) and 97 customs and law enforcement officers (including 33 women) were trained on HCFC control measures and the use of the informal Prior Informed Consent (iPIC) mechanism. One border dialogue was conducted, and one customs training manual was reviewed and updated. In addition, 32 government procurement officers (including 14 women) were trained on green procurement of RAC systems. The training emphasized the integration of energy efficiency, the GWP of refrigerants, environmental performance and lifecycle management considerations into public procurement decisions.

Refrigeration servicing sector

9. During the first tranche, national technical standards for the safe handling, installation, servicing and maintenance of energy-efficient RAC equipment using low- and zero-GWP refrigerants, including provisions and procedures for the national certification scheme for RAC technicians, were developed. Once approved, the technical standards were disseminated to relevant government institutions, training institutions, enforcement agencies and RAC stakeholders and two workshops were held on the standards for a total of 48 standards officers, environmental inspectors, NOU personnel and other stakeholders (including 19 women). An additional workshop was held for a total of 65 RAC technicians (including 26 women). The NOU collaborated with the Institute of Refrigeration to support technician certification and training on good servicing practices and energy efficiency, and two training sessions were held on the implementation of the technician certification programme, covering certification requirements, competency assessment and institutional responsibilities, for a total of 48 participants (including 17 women).

10. The national codes of practice for RAC were reviewed and updated to incorporate good servicing practices, safe refrigerant handling, leak prevention and recovery, and the use of low-GWP technologies. Training sessions were held for a total of 199 RAC technicians (including 28 women) on refrigerant recovery, proper charging and handling, leak detection and measures to minimize refrigerant emissions. Servicing and recovery tools,[4] were procured and distributed to the RAC association and RAC training institutes to support technicians in safely recovering and containing refrigerants and associated oils.

11. Technical assistance was provided to strengthen regional capacity for RAC servicing. A procurement process has been initiated for the tools and equipment to be distributed to three regional centres

[4] Recovery units, refrigerant identifiers, leak detectors for flammable refrigerants and vacuum pumps.

of excellence located in Maputo, Beira and Nampula, representing the southern, central and northern regions of the country.

12. Work was undertaken on the domestication of the South African Development Community minimum energy performance standards (MEPS) and the development of an appliance labelling framework. This work included stakeholder validation meetings, and three training sessions were held for enforcement officers on verifying compliance, conducting market surveillance and applying MEPS requirements. Two information sessions for 40 participants (12 women) were also held for importers, distributors and installers on the MEPS, labelling and energy-efficiency requirements and informational materials were disseminated.

13. A national consumer survey covering 420 respondents (including 213 women) was undertaken to establish baseline information on consumer awareness and purchasing behaviour. A five-month public awareness campaign was also implemented through government websites, brochures, television, radio and media outreach, reaching approximately 1,000 consumers (including 515 women).

Project implementation and monitoring

14. The US $20,000 approved for project monitoring activities under the first tranche was fully disbursed for technical consultants, monitoring, travel and stakeholder meetings (at US $5,000 each).

Level of fund disbursement

15. As of September 2026, of the US $370,000 approved so far, US $326,000 had been disbursed (US $315,000 for UNEP and US $11,000 for UNDP). The balance of US $44,000 will be disbursed in 2027.

Implementation plan for the second tranche of stage II of the HCFC phase-out management plan

16. The following activities will be implemented between January 2027 and December 2030:

(a) *Implementation of national technical standards in the RAC sector for the safe use of energy-efficient and low-GWP RAC systems and promotion of green procurement:* One training session for 20 standards officers and environmental inspectors (40 per cent women); two monitoring and inspection exercises targeting 60 institutions and other activities to strengthen compliance with technical standards and ODS regulations (UNEP) (US $60,000);

(b) *Strengthening the enforcement of ODS regulations including capacity enhancement of customs and other law enforcement officers*: Two training sessions for a total of 45 customs and law enforcement officers (40 per cent women) (UNEP) (US $40,000);

(c) *Training and certification of refrigeration technicians*: Six training sessions on good servicing practices for a total of 90 RAC technicians (30 per cent women), one training session for the RAC association for 15 officers responsible for the administration of the certification scheme (30 per cent women), and one awareness-raising event targeting 30 RAC end users (30 per cent women) on the introduction of alternative technologies (UNEP) (US $50,000);

(d) *Strengthening the centres of excellence and technical assistance*: Technical assistance on the preparation of a business model for refrigerant recovery and re-use (R&R); establishment of two R&R centres, terms of reference for the host institution, procurement

of equipment and tools for the R&R centres[5] (UNDP) (US $101,250 and funds from previous tranche); and

(e) *Project monitoring* (UNEP) (US $10,000): Including consultants (US $5,000), monitoring visits (US $3,000) and travel (US $2,000).

SECRETARIAT'S COMMENTS AND RECOMMENDATION

COMMENTS

Report on HCFC consumption and verification

17. The verification made several recommendations to strengthen the licensing and quota system. It was noted that there was low awareness among some importers regarding the procedures for application, processing and issuance of import permits and that importers do not keep records of sales of imported ODS, or keep end-user declaration forms, making reporting and declarations of imported amounts of HCFC-22 more challenging. The online reporting and application systems (single window system) that will connect customs and the NOU are not yet in place and some of the RAC technicians reported having concerns about the quality of imported refrigerants. To address these issues, the verification recommended that the Government of Mozambique:

(a) Undertake periodic workshops with importers and other stakeholders to create awareness regarding ODS regulations and the licensing and quota system;

(b) Accelerate the implementation of the online registry of all controlled substances under the Montreal Protocol. This platform will assist in disseminating information on ozone issues to various stakeholders, and registered importers could also use this platform to provide required information and seek import permits;

(c) Continue strengthening the capacity of RAC technicians on good servicing practices, including safe handling of HFCs and their alternatives, and promoting energy-efficient, environmentally friendly alternative technologies to HCFCs, including by raising public awareness of ODS policies and regulations for RAC subsectors;

(d) Provide training to customs officers on the identification of refrigerant purity, procure refrigerant identifiers for all entry points and undertake awareness-raising among importers related to the importation of high-quality refrigerants;

(e) Continue strengthening communication and cross-checking of import permits issued by the NOU and those presented to customs at the entry points, and ensure that copies of issued licenses are used to endorse actual imports against allocated quotas for proper records; and

(f) Ensure that customs officials, the NOU and other enforcement agencies use the Harmonized System (HS) codes for all substances for accurate data collection, monitoring and reporting given the extent of HFC blends to be monitored.

18. UNEP explained that the above recommendations are being implemented, and will continue to be, under various HPMP activities, such as: awareness-raising for importers and other stakeholders; NOU

[5] Equipment to be procured includes 20 electronic leak detectors for HCFC, and HFC refrigerants, electronic leak detectors for flammable refrigerants, digital vacuum gauges, recovery machines, recycling filter kits, and HVAC clamp-on meters; recovery cylinders (13.6 kg/30 lb); digital SMART manifolds and refrigerant identifiers; and 9 sets of energy performance monitoring equipment.

dissemination of information on ODS regulations and the licensing and quota system; strengthening RAC technician capacity in good servicing practices, including the safe handling of HFCs and their alternatives, to minimize emissions; training customs officers in the review of import documentation and data, refrigerant identification and purity verification to prevent poor-quality refrigerants entering the country; procurement of refrigerant identifiers; promotion of climate-friendly and energy-efficient alternative technologies; and strengthening coordination among customs officials, the NOU, inspectors of economic activities, the Bureau of Standards, municipal authorities, and other enforcement agencies on the consistent use of HS codes for controlled substances and refrigerant blends. UNEP committed to continue its technical support for these activities.

Progress report on the implementation of the first tranche of stage II of the HCFC phase-out management plan

Legal framework

19. The Government of Mozambique has issued HCFC import quotas for 2026 at 27.5 mt (1.51 ODP tonnes), and for 2027 at 24.0 mt (1.32 ODP tonnes), which are lower than the Montreal Protocol control targets and the targets set in its Agreement with the Executive Committee for those years.

Refrigeration servicing sector

Certification

20. Regarding technician certification, UNEP clarified that it had been established by Decree No. 26/2024 of 3 May 2024, but that the system is still being operationalized through the development or refinement of the following elements: national competency standards covering installation, maintenance, refrigerant recovery, leak prevention, safe handling and good servicing practices; standardized assessment and certification criteria, including practical examinations and minimum competency requirements; institutional arrangements defining the roles of training institutions and relevant authorities in assessment, certification and quality assurance; and consistent certification and record-keeping procedures to support recognition and monitoring of qualified technicians. These measures are necessary to address potential variations in training and assessment, improve service quality and refrigerant management, and prepare technicians to work safely with low-GWP alternatives.

Delays in procurement of equipment

21. UNDP explained that the procurement delays resulted from several factors. Given the relatively small procurement budgets under both the KIP and HPMP, UNDP and the NOU had agreed to consolidate procurement processes to achieve economies of scale. There had also been challenges in contacting and coordinating with the intended beneficiaries to confirm their equipment requirements, and additional reviews and adjustments were needed after the initial validation before the equipment lists were finalized. Validation of the lists has allowed procurement to proceed under the first tranche of stage II, with delivery expected before the end of 2026 to establish one R&R centre in Maputo. Procurement for two additional centres of excellence as R&R centres will follow approval of the second tranche of the HPMP.

Gender policy implementation

22. In line with decisions 84/92(b) and 90/48(c), the Government of Mozambique has incorporated the policy of the Multilateral Fund into the implementation of the HPMP. During the implementation of the first tranche, the NOU reported that 34 per cent of participants in the training for customs and enforcement officers, and 14 per cent of participants in technician training activities were women and provided disaggregated data for each of the other reported activities. Efforts were made to promote the participation of women in training and consultations across the RAC servicing, customs, enforcement, standards,

procurement and consumer-awareness activities. Participation of women in project activities will continue to be encouraged and disaggregated data will continue to be used for monitoring project performance and reporting requirements.

Sustainability of the HCFC phase-out and assessment of risks

23. Risks, such as limited institutional capacity, illegal trade in HCFCs, limited availability or affordability of low-GWP technologies, inadequate technician skills for alternative refrigerants, and weak enforcement of energy-efficiency requirements, were considered. UNEP indicated that these risks will be mitigated through training of trainers, continued capacity-building, strengthened border controls and iPIC verification, updated technical standards and codes of practice, technician certification, market surveillance and awareness activities, all of which are part of stage II of the HPMP.

24. UNEP also indicated that the long-term sustainability of HCFC phase-out will be ensured by embedding project activities within existing national regulatory and institutional structures. Strengthened customs and enforcement capacity, the updated training manual, iPIC, national technical standards, national codes of practice for RAC and technician certification arrangements will support continued control of HCFCs and safe servicing practices. The three R&R centres of excellence will provide ongoing technical support and training, while MEPS, appliance labelling, green procurement and consumer awareness will encourage sustained uptake of energy-efficient, low-GWP technologies.

Conclusion

25. Mozambique is in compliance with the maximum allowable consumption levels during the reporting period as confirmed by the verification; the level of funds disbursed is 88 per cent; and significant progress has been achieved during the implementation of the first tranche. Activities on HCFC controls, customs enforcement, RAC technician training and certification, good servicing practices, stakeholder awareness and institutional strengthening have been completed or are progressing as planned. During the tranche, Mozambique also implemented a package of activities under the energy efficiency project component (decision 89/6) and promoted the uptake of low-GWP technologies in the RAC servicing sector. Some delays have mainly resulted from procurement and logistical adjustments and have not affected the overall objectives or expected results. The NOU and implementing agencies continue to monitor progress and address challenges. The recommendations identified in the verification report have been fully addressed as part of implementation of ongoing activities. Overall, the tranche remains on track to achieve its HCFC phase-out objectives and sustain the results achieved.

RECOMMENDATION

26. The Fund Secretariat recommends that the Executive Committee note the progress report on the implementation of the first tranche of stage II of the HCFC phase-out management plan (HPMP) for Mozambique and further recommends blanket approval of the second tranche of stage II of the HPMP and the corresponding 2027–2030 tranche implementation plan for Mozambique at the funding levels shown in the table below.

	Project title	Project funding (US $)	Support costs (US $)	Implementing agency
(a)	HCFC phase-out management plan (stage II, second tranche)	160,000	20,353	UNEP
(b)	HCFC phase-out management plan (stage II, second tranche)	101,250	9,113	UNDP