Final Report



United Nations Development Programme

**”Strengthening Local Risk Management and Mainstreaming Disaster Risk Reduction”**

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**Acronyms**

AWP- Annual Work Plan

BCPR- Bureau for Crisis Prevention and Recovery

CENOE - National Emergency Operations Centre

CERUM- Centre for Multiple Resource Use (centro de recursos de uso múltiplo)

CCA- Climate Change Adaptation

COE – Emergency Operations Centre

CPD- Country Programme Document

CTGC - Conselho Técnico de Gestão das Calamidades (technical council for disaster management)

DARIDAS (directorate for arid and semi-arid zones- within INGC)

DIM- Direct Implementation Modality

DPM- Dept for Prevention and Mitigation (INGC)

DRM - Disaster Risk Management

DRR - Disaster Risk Reduction

EWS - Early Warning System

FACE- Funding Authorisation and Certificate of Expenditure

FAO - Food and Agriculture Organization

GACOR- Office for Reconstruction and Resettlement (INGC)

GRIP- Global Risk identification Project

HCTWG – Humanitarian Country team working group

HFA - Hyogo Framework for Action

INAM- National Insitute for Meteorology

INGC - Instituto Nacional de Gestão de Calamidades (National disaster management institute)

JP- Joint Programme

MICOA- Ministry for Coordination of Environmental Affairs.

NIM- National Implementation Modality

PARPA-Action Plan for the Reduction of Absolute Poverty

PARP- Action Plan for the reduction of Poverty (from 2011)

PMT- Programme Management Team

SADC- Southern African Development Community

UEM – University Eduardo Mondlane

UDM- Technical University of Mozambique.

UNDP- United Nations Development Programme

# Background

This report refers to the UNDP project on “*Strengthening Local Risk Management and Mainstreaming Disaster Risk Reduction in Mozambique”*, which was supported through financial assistance received from BCPR and other sources. The project represented UNDP’s contribution to the UN Joint Programme on Strengthening Disaster Risk Reduction and Emergency Preparedness in Mozambique.

The project document was signed in Feb 2008, and was initially focused on 3 Outcomes:

* Mainstreaming of Disaster Risk and Vulnerability Reduction in national development plans and programmes, including development of policies and norms
* Government and civil society capacities for disaster risk reduction strengthened at central, provincial and local levels
* National information system for DRR, including Early Warning Systems, inter-sectoral information sharing and knowledge management set up for disaster risk reduction.

An additional outcome was added in Oct 2008, funded by AusAid:

* Livelihood opportunities in resettlement areas improved.

AusAid also provided specific financial support (in 2009) to activities aimed at supporting INGC capacity development at decentralized level and mainstreaming DRR in the decentralization framework.

The project was initially implemented directly by UNDP under Direct Implementation Modality (DIM), with the national Institute for Disaster Management (INGC) as the project partner. The project moved to a National Implementation Modality in 2010, with INGC as implementing partner. Other national partners involved in different project activities were INAM (National Institute for Meteorology), Eduardo Mondlane University, and the Municipality of Maputo.

The project initially had a planned duration of two years, but the project period was extended to end of December 2011.

# The Project

The UNDP Project on Strengthening Local Risk Management and Mainstreaming Disaster Risk Reduction in Mozambique was developed in recognition that risk reduction, disaster preparedness and mitigation, as well as early recovery and vulnerability reduction, are fundamental factors contributing to development in Mozambique, a country that is affected by frequent natural disasters. This project represents the UNDP contribution to the wider framework of the UN *Joint Programme for Strengthening Disaster Risk Reduction and Emergency Preparedness in Mozambique,* approved by the UN and the Government of Mozambique, under the *Delivering as One* framework in Mozambique. The project document was signed in 2008 and the initial implementation period was 2008-2009. The project was subsequently extended until Dec 2011.

The overall goal of the project is to strengthen national capacities at all levels to reduce the risk of disasters and mitigate their impacts on the vulnerable populations in the country. The implementing partner is INGC (National Disaster Management Institute), and the project builds on the National Master Plan for Disaster Risk Reduction. The National Master plan was approved in 2006, and presented a ten year strategy aimed at strengthening capacity in Mozambique to mitigate the impact of frequent natural disasters. The plan focuses on reforms and improvements in the area of water resource management, agricultural diversification and alternative livelihoods, and emergency management, including the creation of national early warning, preparedness and response frameworks. The project thus aimed to support the master plan in through strengthening institutional frameworks and systems for preparedness, response and disaster risk reduction at national, provincial, district and community levels within an overall vulnerability reduction perspective.

In consideration of the flood situation in 2008/2009, at the time the project was finalised, it was also envisaged that the project would strengthen the early recovery process and provide technical assistance to develop an appropriate and timely recovery plan. For this purpose, in addition to delivery of capacity building activities and the implementation of participatory projects at community level, the project also supported the Government in mainstreaming disaster management issues, developing plans and policies, and promoting inter-sectoral dialogues. These are all essential elements that are needed to carry out long-term mitigation strategies and to ensure a smooth- transition mechanism from the emergency phase to the resettlement/reconstruction/development phase.

# Factors Affecting Implementation and Outputs

The project was designed based on close consultation with INGC and other relevant stakeholders. As such the project benefitted from strong national ownership on the part of INGC.

The support provided through the project to the training and equipping of Local Risk Management Committees in communities residing in risk zones, was instrumental in strengthening community capacity for emergency preparedness and response. The fact that name of INGC was already well known at district and community level, due to the very active role of the institution in disaster response, was extremely helpful in establishing relationships with the communities insofar as INGC local staff already had a very good relationship with the local authorities and communities.

The presence of a national platform for Disaster Management (CTGC) was also a factor which had a positive effect on implementation, as it meant an inter-sectoral forum existed from the outset of the project. This was beneficial for dissemination of information and generating discussion on DRR considerations relevant in the context of the project.

Below, the report assesses the factors which affected the implementation, under specific categories.

## Funding and disbursement

There were a number of factors which delayed implementation of activities throughout the project. There was initially a delay between the date of approval and allocation of funds, and commencement of activities mainly due to delay in getting the project document approved by BCPR and in receiving initial DEX authorization from HQ. The initial contribution from the One fund (in context of JP) was also delayed. This was however not a major issue in subsequent years. The change in modality from DIM to NIM in the middle of the project cycle meant that INGC had to submit requests for funds in time to realize planned activities, and this process did not always happen in a timely manner.

Other delays related to the slow pace of both UNDP and government procurement processes, and in some cases unreliability of selected suppliers.

## Human Resources

Adequate Human Resource capacity is essential for the realization of any development project. There was over the project period, capacity challenges in terms of turnover of UNDP and INGC staff.

When the project was designed, it was envisaged the the programme manager recruited would be responsible only for the DRR portfolio in UNDP. However, due to restructuring in the country office, and upon consultation with BCPR, it was agreed that the programme manager would assume responsibilities of unit head (Crisis Prevention Unit). The National Disaster Reduction Advisor thus assumed more project management/coordination responsibilities and an International Chief Technical Advisor was recruited to provide high level technical advice on DRR to INGC. Support was also given to the project by an international UNV/consultant from 2009 to 2011. A programme associate was also assigned to the project. Despite these provisions for UNDP programme staff to support the project, staff turnover had an impact on implementation.

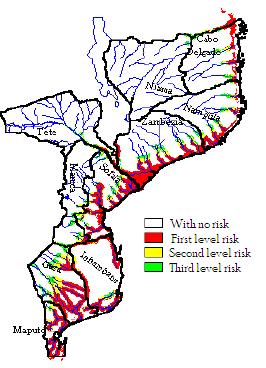
In INGC, it was noted that the finance department, and the implementing department for the component providing livelihoods support in the resettlement zones (the department of arid and semi-arid zones - DARIDAS), were in need of more senior level technical staff. Although processes were initiated for the hiring of a financial advisor (for INGC) and a national technical advisor for DARIDAS, the processes did not result in actual placement of staff yet. One reason for this is the slow pace of procurement processes in both UNDP and INGC; another reason is a scarcity of local staff with the relevant qualifications that were prepared to accept the salary conditions offered. For the financial advisor for INGC, it was agreed to include the position in the future project to begin under the new UNDAF, in 2012. The same was agreed regarding the technical advisor to support DARIDAS.

## Institutional arrangements

Overall, establishment of institutional arrangements did not present a major challenge for realization of project activities. However, in the specific area of support to risk information (Output 3), it took some time to define institutional arrangement for the implementation of that component. It was eventually agreed that the Centre for Emergency Operations (CENOE) would be the overall coordinating body for the activities, with the Maptuo Municipality implementing the seismic risk assessment activities and that technical support and coordination would be provided by UEM.

# Assessment of Outputs

## Output 1: Disaster risk and vulnerability reduction mainstreamed in national development plans and programmes, including development of policy and norms.

The work done under this output ensured that Disaster Risk and Vulnerability reduction measures were reflected in national policies, strategies and plans. This in turn meant that the central role of local risk reduction and emergency preparedness was maintained as a priority area of the system of Governance in Mozambique, both at central and provincial levels.

Key to realising this output were the regular meetings of the Technical Council for Disaster Management, where substantive issues were discussed and studies and draft policies and strategy documents were presented for technical inputs to ensure robustness and national buy-in.

**Specific Achievements/Progress:**

* Development of disaster management law ensured that a legal framework existed for emergency preparedness and disaster risk reduction interventions. UNDP was integral in ensuring that the draft legislation document incorporated inputs from a wide range of stakeholders, including CTGC focal points, thus supporting national ownership. It was also ensured that the progress in DRR in Mozambique, was monitored and registered in line with the Hyogo Framework, down to community level.
* Support was provided for the mainstreaming of DRR into the national poverty reduction strategy, both during reviews of the PARPA[[1]](#footnote-1) II(2006-2009), and in the process of designing the subsequent PARP (2011-2014). DRR indicators were included in the new PARP, the PES[[2]](#footnote-2), and the UNDAF. Disaster risk mitigation was also reflected in the government five year plan (PQG), approved by the Parliament in 2010.
* A study carried out in 2008 on the impact of climate change on disaster risk in Mozambique[[3]](#footnote-3) provided solid scientific evidence that Mozambique will experience increased climate variability, leading to more intense droughts, unpredictable rains, floods and uncontrolled fires. Recommendations from the study are to be used to revise the Master Plan on Disaster Risk Reduction to incorporate Climate Change effects.
* In 2009, a study on DRR at decentralised level was completed, and this informed subsequent design of interventions and training at provincial and district level. DRR, Disaster Management Legislation. The study gave recommendations on capacity development priorities at provincial and district levels. These recommendations served as a basis for concrete capacity development interventions, including reinforcement of existing infrastructures, telecommunications network and equipment.
* The concept of early recovery was formalized with an Early Recovery strategy produced, led by UNDP. UNDP was also instrumental in proving support to production of a draft of a national resettlement strategy, a process which was led by GACOR—the office for resettlement and reconstruction, within INGC. This draft, and the Early Recovery Strategy were also informed by the experience in the resettlement areas and by an anthropological study on resettlement, conducted by the Anthropology Department of the main National University (UEM) in coordination with UN-HABITAT and UNIFEM was also a valuable guiding reference for the strategy, and for other work in the resettlement areas.
* A study on a financial mechanism (common fund) for DRR and emergency management interventions was carried out in 2009/2010 with substantive inputs provided through UNDP and DFID; the results were presented to CTGC members and to the Minister for State Administration.

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| **AWP Expected results** | **Indicators, baselines and targets[[4]](#footnote-4)** | **Achieved/Not Achieved/Progress** |
| 1. Policy/Norms developed  for humanitarian response , DRR and vulnerability reduction (Output 1.1) | Number of Govt. meetings for discussing these issues  Number of approved policies/norms  Number of meetings /seminars held for elaborating the disaster mngt. Act  National Disaster Management Act developed and budget allocated  (Baseline: 0  Trgt: up to approval)  Number of pilot experiences carried out at local level for testing DRR decentralisation mechanisms  (Baseline: 0  Trgt: at least 3) | Achieved: CTGC meetings held at least quarterly, and more frequently when under emergency alert.  Achieved. Early Recovery strategy approved, Decentralisation study completed, draft resettlement strategy, common fund approved.  Achieved: Disaster management approved.  Not achieved, but progress made on training local government for implementation of DRR at decentralised level (see output 2) |
| 2. DRR mainstreamed in national development plans and programmes (Output 1.2) | Number of sectors/line ministries having incorporated EP and DRR in their plans/frameworks and budget allocation has increased  (Baseline: 3;  Trgt: at least 6)  Number of SWAPs and Clusters meetings in which DRR discussions were held  (Blne: 1 per year  Trgt: 4 per year)  Early recovery framework elaborated and elements operationalized in affected areas (Zambezi valley)  (Baseline: 0  Trgt: up to approval) | Partially achieved; 3 documents with DRR/EP indicators(PARP, UNDAF, Ministry PES) other documents referring explicitly to DRR (Gov 5 year plan), National contingency plans  Achieved: Early Recovery cluster actively participated in HCT meetings, and led discussions on DRR.  Achieved: ER document finalised and ER projects implemented in resettlement areas in Tete and Zambezia |

## Output 2: Government and Civil Society capacities for disaster risk reduction strengthened at central, provincial and local levels.

At provincial and district level, the project helped to increase awareness and understanding of DRR issues and planning. Especially important was the level of awareness among provincial and district level of authorities on the integration of DRR concerns into provincial and district planning processes. In this way, the project made a significant contribution to ensuring that DRR issues and risks are fully owned by local authorities. UNDP has a comparative advantage in this area as a result of the support provided to decentralization processes and frameworks in Mozambique for many years.

The strength of the government emergency preparedness and disaster management coordination capacities (through the CTGC) was evidenced by the decision in 2011 of the UN Humanitarian Country Team to be integrated more fully into the government structures with a joint contingency plan prepared for the first time. This increased national ownership in coordination of national actions for DRR.

**Specific Achievements/Progress:**

* Contingency and emergency preparedness and response planning processes were supported at different levels. Emergency response capacities were tested through annual simulation exercises at provincial and community level. Simulations provided an opportunity to train Local DRM Committees and to test emergency response plans and organization.
* The capacity of the National, regional and provincial Emergency Operation Centers (CENOEs and COEs) was directly strengthened through the provision of IT and communications equipment and furniture. In addition to support for formation and training of local risk management committees, emergency kits (comprised of material/equipment for early warning, search and rescue, first aid etc) were also purchased to support the work of these voluntary local committees.
* First steps were made to educate children on disaster risks and their vulnerabilities so that early actions and preparations can be undertaken, with the realization of training for teachers on DRR concepts. A manual was also produced to assist teachers in integration of DRR into lessons. INGC was a leader in championing discussions on the need for integration of DRR concepts into the national educational curriculum, with a view to develop a coherent strategy to formalize this.
* A number of training manuals were drafted during the project period, including a manual for facilitators of local risk management committee training, a manual for teachers on DRR, a manual for local risk management committees, and a manual on simulations.
* Strengthening of civil society was envisaged at the initiation of the project through small grants programme for DRR activities at local level. With involvement of INGC, and based on the small grants structure of the Global Environment Facility (GEF), a concept note was produced, criteria for grant recipients defined and information provided/meetings held with some potential recipients. Plans were agreed with INGC for workshops and training with relevant stakeholders, but there were many postponements of the launch of the activity, and the departure of the INGC focal point for the activity contributed to delays. Ultimately because of these multiple delays and it was felt that it would not achieve the required results to begin implementation at such a late stage (in 2011), and even that it was quite risky to advance grants without the appropriate guaranteed follow-up and continuity of the project. This activity was never fully realised and is included in the AWP for the next programme cycle 2012 - 2015.
* Support was also provided to income generation activities in Chigubo district, Gaza in the form of training in local artisan techniques as a means of reducing vulnerability to drought in the area. The training was targeted to the most vulnerable groups with a focus on the involvement of women. Although, the activities had a slow start, some success was achieved as communities in the area improved their skills in the production of high quality basketry, and were producing a range of different products (baskets, bowls etc) for sale in local markets.

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| AWP Expected results | Indicators, baselines and targets[[5]](#footnote-5) | Achieved/Not Achieved/Progress |
| 3. Central, provincial and district level institutions strengthened for disaster risk reduction, contingency planning and emergency preparedness and response. (Output 2.1) | Number of sectors that develop EP/DRR tools  Number of tools developed  Number of provinces that carry out training  Number of districts that receive training.  3 regional CENOES strengthened with trained staff and equipment  Number of provincial COEs established  At least 2 simulation exercises held per year.  Percentage of tools, guidelines and training that incorporate gender and HIV, elements, Sexual and Reproductive Health (SRH) | Manuals (simulations, facilitators, local risk management committees, teachers manual, manual for recording disaster losses).  Training on DRR carried out in all provinces, and at least 100 districts nationwide.  Achieved  Achieved- provincial COE established in all provinces  Partially achieved- 1 exercise held annually  Tools integrating these elements (facilitators manual, local risk management committee manual) |
| 4. Inter-sectoral coordination capacity for DRR and emergency preparedness strengthened at central, provincial and district levels (Output 2.2) | Number of provincial level CTGC meetings held and initiatives taken on EP and DRR  Number of Maputo level CTGC meetings held and initiatives taken on EP and DRR.  Number of Line Ministry officials supported to participate in CTGC processes at national and provincial level  Coordination Officer post in INGC filled  Disaster Risk Reduction Database functioning and evidence of its being used  Cross sectoral assessment, registration and M&E tools developed, disseminated and used  Number of CTGC processes and tools include SRH, gender and HIV elements  Number of partner and government staff trained in Child Protection/Gender-based violence in emergency prone provinces  Target: 160-320 in Eight Provinces[[6]](#footnote-6) | Provincial level CTGC meetings held at least annually.  Maputo level CTGC meetings held at least quarterly and more frequently when alerts are declared.  Focal points from approx 15 line ministries/national institutions actively participating in CTGC meetings at national and provincial level.  Coordination officer exists (INGC staff).  Disaster Databases available on line (2); historical losses, and e-library with risk assessment info.  Rapid assessment form developed and in use (emergency assessments).  All tools produced include gender and HIV considerations. Example- National contingency plan. |
| 5. Participatory projects implemented to engage communities in disaster risk & vulnerability reduction and emergency preparedness (Output 2.3) | Number of Districts and Community prioritized for EP and DRR interventions.  Number of communities supported in the implementation of priority interventions, including sector specific EP and DRR measures  Number of community based social mobilization tools developed and activities carried out on EP and DRR  Number of community based risk Reduction efforts that incorporate gender and HIV components | 3 districts prioritised for ER/ livelihoods interventions- Mutarara ,Morrumbala, Chigubo. At least 8 communities benefitting from interventions.  Local risk management committee training incorporates gender and HIV components, and at least 30% of each committee is made up of women. |

## Output 3: National Information System including Early Warning System, inter-sectoral information sharing and knowledge management, set up for disaster risk reduction.

Under this output early warning systems were strengthened in specific geographical areas, and for specific hazards. At national level, early warning and sharing of meteorological information is facilitated through the national council for disaster management, with key government institutions such as DNA (national directorate for waters) and INAM providing information to allow informed decision making for preparedness measures.

Additionally, through the various activities realized under the GRIP, focal points from different sectors have an appreciation of the role of risk assessment in disaster management. This is evidenced by the willingness of institutions to share information in this context, much of which is now available online in the e-library. Also, the quality of information collected on disaster losses should begin to see improvements, as large numbers of provincial level technical staff have been trained on the specifics of data loss collection. The country is closer to producing complete risk assessment profiles for all major hazards, although at the moment, only flood hazard has been completed. This information will serve as the basis for evidence-based decision making related to disaster risk reduction and disaster impacts.

**Specific Achievements/Progress:**

* The Licungo early warning system project was implemented with the support of two consultants contracted through Eduardo Mondlane University, and under the supervision of the national directorate for prevention and mitigation of disaster. The project used the successful model of the community based early warning system in the Buzi river basin as a basis, also taking into account lessons learned from the Buzi experience. As a result, communities in critical areas are trained and equipped to monitor river levels, and to pass that relevant information on to other communities throughout the river basin, providing early warning of river level increases to communities downstream. Additionally communities are linked by radio to local institutions such as INAM and ARA-Sul, so they can receive weather hazard warnings in time.
* At central level, tsunami early warning and monitoring capabilities exist, both in INAM and in INGC, and both in terms of monitoring personnel, and equipment. At municipal level authorities in the areas targeted are more aware of the risks faced and where the high risk areas are. They are also aware of evacuation routes in each urban area of Pemba, Nacala, and Beira. This information is also known at community level, and communities are thus better prepared to respond to the risk should it occur.
* Under the GRIP, a number of results were achieved:
  + Country Situation Analysis (SIERA): A comprehensive inventory has been conducted to identify existing risk assessment studies and projects, publications and reports on risk assessment, data sources, organizations and institutions related to risk assessment, as well as key professional expertise and skills.
  + Historical Disaster Database: Historical information on natural disaster losses in Mozambique for the last 30 years (1979 - 2009) has been collected and inputted into a national disaster database available at the following link <http://moz.gripweb.org/DesInventar>.
  + An e-library was created online, and populated with information from the country situation analysis report, produced in 2010/2011. This library contains information on projects, studies, key organizations and personnel in disaster risk reduction in Mozambique and staff of the national CENOE have been trained as country level editors for introducing content. It is accessible at the following link: [*http://www.gripweb.org/gripweb/*](http://www.gripweb.org/gripweb/)*.*
  + Final results of the urban seismic risk assessment for Maputo city were produced by the municipality team using the radius tool. Technical training on use of the RADIUS tool took place with technical support from NSET Nepal, and participation of UEM and National seismology experts (National Directorate for Geology). Data inputs relating to building typologies were verified through field work sampling conducted by student teams from UEM and other institutions in Maputo. Results of this work will provide a base for establishing shelter plans in advance of a disaster occurrence, and for developing Disaster Risk Reduction actions.
  + National capacity for risk assessment has been greatly strengthened through the GRIP. INGC staff and CTGC/CENOE focal points from various line ministries have attended training seminars on risk assessment, facilitated by the GRIP Geneva team. Additionally, through collaboration with the Eduardo Mondlane University, there exists a group of key experts with knowledge on risk assessment theory and practices. Within INGC, technical staff of the CENOE has also a strong understanding of risk assessment and the role of the National Data Observatory (NDO). The day to day recording of disaster losses, envisaged as part of the NDO, has been made possible by the production of a guide/manual on recording disaster losses and subsequent training of over 100 INGC and partners provincial technical staff across 38 districts of the country (by CENOE technical staff).
* UNDP provided support to information management at INGC through the CENOE. One aspect of this support for the position of an Information Management Specialist who was based at INGC/CENOE and jointly financed by OCHA.. One of the outputs from this specialist was a Rapid Disaster Assessment Form, which was developed and validated and is in use during emergencies. Although this support has been discontinued in 2010, as it was judged unneeded by CENOE, gaps were identified in information management during flood preparedness and response interventions. As a result a national consultant is currently working with INGC on developing the overall information management system (not only focused on CENOE).
* UNDP provided support to Contingency Planning and Emergency Preparedness and Response planning processes at different levels. Inputs and support were provided for the revision of the Government and Inter-Agency yearly contingency plans at both National and Provincial levels, with specific focus on the early recovery aspects, as UNDP is leading the Early Recovery cluster of the UN Humanitarian Country Team (HCT).

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| AWP Expected results | Indicators, baselines and targets | Achieved/Not Achieved/Progress |
| 6. Early Warning System (EWS) strengthened for natural hazards at central, provincial and local levels (Output 3.1 | Early warning system (EWS) set up for each type of natural hazard (flood, cyclone, earthquake, drought)  Information on EW strengthened due to the augmented capacity of and increased information exchanged between stakeholders  DRR information systems expanded and functional  Community level risk identification capacity strengthened through assessment planning and awareness raising efforts  Community level risk identification efforts include SRH, gender and HIV elements. | Partially achieved. EWS established for cyclone, flood and tsunami.  GRIP workshops (3) took place with participation of CTGC technical focal points. |
| 7. Information sharing and knowledge management strengthened between the different sectors for preparedness, contingency planning, response and early recovery (Output 3.2) | Disaster management information strategy elaborated  Functional database at INGC accessible by all sectors an accessed by all sectors  Number of provincial authorities equipped and trained on information system and using it  Number of information sharing systems that include SRH, gender and HIV components | Disaster loss database and e-library accessible online.  58 districts (at least 100 people) trained on recording of disaster losses. |

## Output 4: Livelihood opportunities in resettlement areas improved.

The activities undertaken in the resettlement areas, initially in Mutarara, and later in Morrumbala, helped people affected by disasters re-establish their economic activities, thereby facilitating the early recovery process for sustainable development. As a result of the income generation activities, food security initiatives, awareness raising and training of local committees for disaster management, most people targeted are remaining in the resettlement areas, and not returning permanently to the low lying flood plain areas, which was the aim of this intervention.

INGC reported that in cases of serious flood, such as occurred in 2011, the number of people who are in need of evacuation in flood exposed areas of the Zambezi river basin, and other river basins in the country, is decreasing, as a result of improved living conditions and livelihoods opportunities in the resettlement areas. In some cases, people move temporarily from the resettlement areas to farm in the low-lying flood plains, returning to the resettlement areas when the low lands are flooded. As the income generation projects mature and strengthen, it is expected that the number of people engaging in temporary return would also decrease.

Through the project, community people from the resettlement areas became familiar with new agro-processing techniques and products that could be made from local inputs. They also learned how to produce high quality craft products for sale in local markets, and they formed a community association for the sale of products from these activities, subsequent to a training course on small business and entrepreneurship.The stakeholder impact was such that it provided a vulnerable cross-section of the community, especially women, in the resettlement areas, with new products to produce and sell, and an understanding of how associations work, how to market and sell those products and how finances can be managed in this context, thus, contributing to increased income generation potential for that group. Through this training, and the community mobilisation work conducted by INGC local staff, the community had a greater understanding and appreciation of their own skill set and potential for self-sufficiency.

In addition to these activities, livelihoods opportunities were strengthened in a number of ways:

* Knowledge of grain conservation methods was improved through training and equipping of community promoters for grain conservation, and it was observed that improved granary models constructed were adopted by people outside the target beneficiaries.
* Small poultry farmers in the target areas were ultimate beneficiaries in the training of community vaccinators to provide vaccinations for poultry, to protect against common diseases.
* Community promoters were also training to advice on fish farming and processing techniques to fishermen in the area. In some areas, particularly in Mutarara, where the initiative was going on longer than in Morrumbala, fishermen had already adopted improved methods for smoking fish. This gave them both an improved product to sell in local markets, and an alternative food source.

The training activities were coordinated at the level of the provincial INGC delegation in Zambezia and Tete, with technical support provided by INGC- DARIDAS at central level, and in cooperation with the decentralised government departments (agriculture, for example). This allowed for a flexible approach, based on local knowledge and partnerships established between INGC provincial delegation, down to district and community level, further strengthening DRR at decentralised level.

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| AWP Expected results | Indicators, baselines and targets | Achieved/Not Achieved/Progress |
| No. of Income generation projects established and generating profit | At least 3 projects | Partially achieved. Income generation projects begun in Goli-Goli, Mutarara (agro-processing), Pinda (Tomato Processing), and in Morrumbala (poultry), but not yet generating profits. |
| No. of new artisan products produced and markets successfully. | At least 2 | Partially achieved: Association formed in Mutarara for production, marketing and sale of agro-processing, ceramic and basketry products. |
| No. of improved Artisan processes in use. | At least 2 areas | Partially achieved; Improved grain conservation processes in practice in Morrumbala disitrct, Zambezia; Community vaccinators disseminating information on poultry care and vaccinations in Morrumbala. |

# Overall Impact of the Project

This project has achieved substantive results, especially in providing technical and normative support in addition to capacity development at central and local levels. This all contributes to strengthening disaster risk reduction and to improving further disaster preparedness capacity in the country. A BCPR evaluation of the impact of UNDP´s DRR interventions 2002 – 2007, carried out in 2009, points out that of six case studies of various countries at high risk for disasters, Mozambique ranked as the most advanced and progressive. The success was attributed to various elements Government leadership and political commitment accounting for one of the main contributing factors.

The work done to promote the mainstreaming of DRR into development policies such as the Poverty Reduction strategy, was key in ensuring that DRR was a priority on the development agenda of Mozambique. UNDP’s role and influence as the primary UN agency dealing with disaster risk issues placed the agency in an excellent position to ensure that the development of the disaster management legislation and other strategies and policies (recovery, resettlement etc) were process which took into consideration views and comments of various partners and sectors.

INGC and the other CTGC ministries and institutions demonstrate increased capacity and commitment to disaster risk reduction, year after year. At the end of the project it was clear that although INGC has maintained its role as the main coordinating agency, other institutions and their focal points are assuming increased responsibility and supporting INGC as necessary through the CTGC. For example, participation of MOPH, MINED focal points in the CENOE sectors was very strong throughout the flood red alerts towards the end of the project period. The decision of the UN Humanitarian Country Team clusters to integrate more fully into the government structures with a joint contingency plan prepared for the first time in 2011, is an indication of the strength of the government emergency preparedness and disaster management coordination capacities (through the CTGC) .

At provincial and district level also, there exists a strong basis for the full integration of DRR into district and provincial planning frameworks, ensuring that developed is ‘disaster-proofed’ right down to the local level. Local authorities and planners at this level are equipped with the basic knowledge to integrate DRR and CCA into local level planning processes, and further initiatives led by UNDP and INCG will aim to support this in the future.

The first steps towards educating the youth of the country in DRR have been made, with INGC leading in advocating for formal integration of DRR into the school curriculum. Initial training has been completed in pilot areas, and manuals have been created to ensure a methodical approach is followed.

The local risk management committees were the main focus of capacity building at community level, and in addition to training completed and kits distributed, improvements were made to the training process itself to ensure high quality instruction and active committees. Committees also participated actively in simulation exercises, on an annual basis, and were the first responders when hazards actually occurred. A training manual for facilitators was improved, and was ready for printing and distribution at the end of the project period. At community level, income generation and diversification projects managed to improve livelihoods prospects for communities in those areas, although the full maturation effects of those projects is yet to be seen.

Information systems for DRR have been strengthened and the GRIP initiative has been primarily responsible for this. Strong national capacity now exists in the country for disaster risk assessment and disaster loss recording. Various sectors came together as part of the National Disaster Observatory, and for the first time, provincial level technical staff received some formal guidance on registering of disaster losses. Additionally, a wealth of information is now available virtually to any institution or member of the public who wishes to access it through the e-library, based on information collected for the country situation analysis report, completed in 2010.

The approval of an Early Recovery approach will ensure that the transition from recovery to development in the aftermath of a disaster is a process understood by all key stakeholders. Thus, appropriate interventions will be made in planning for recovery, and from the immediate onset of a disaster to ensure as quick a return to normal as possible. Building back better is also key for any intervention, and this is highlighted in the strategy. In the resettlement areas where recovery projects were supported under the project, more, and more diverse income generation opportunities, skills, and knowledge for production and sale of goods exists, This means that people in resettlement areas are less lying to return permanently to the zones of origin. These zones of origin, being in the flood plains, are unsuited to permanent occupancy as it places people in annual risk of floods. At the same time, some degree of impermanent return to the flood plains is to be expected, as land is more fertile. It is expected that with the maturation of the income generation projects, and with increased dissemination of drought resistant agriculture approaches and improved food and grain conservation processes that more and more people will remain permanently in the resettlement areas.

# Unforeseen/Unpredicted Results/Impacts

As mentioned, it was observed in some of the areas targeted by the livelihoods projects in resettlement areas, that people, who were not part of the initial beneficiary group, had adopted some of the new grain conservation and food processing techniques demonstrated by the project. This was a measure of the success of these initiatives.

# Risk Management

There were various risks, both external and internal, which had to be managed during the course of the project.

## Environmental risks

Given the propensity of Mozambique to hazard events, the chance occurrence of a major extreme event presented a risk to the realization of project activities, not only in terms of damage and losses which would potentially occur if an extreme flood event were to occur, but also because INGC’s role as coordinator of disaster response activities means much attention and time of government staff is diverted to the flood preparedness and response, in the event of a emergency alert being declared. This risk manifested in both 2010 and 2011 when a red alert was declared.

Even in years where the floods do not reach the level of intensity for an emergency alert to be declared, access to some project sites can be extremely difficult in the rainy season. This risk was managed by planning key activities outside of the rainy period, as much as possible.

## Financial Risks

Internal risks relate to financial capacity issues of the implementing institution, as mentioned in the previous section. In 2011, a post-facto DEX authorization request was disapproved by HQ and so the project financial modality changed from Direct Implementation Modality (DIM) to National Implementation Modality (NIM) to increase national ownership and leadership. This change in modality was closely monitored to ensure that financial procedures are followed, but processes were still submitted with delays and internally within INGC, the budget management of project funds was weak and needed strengthening. UNDP addressed this risk in various ways:

* Formal training workshops for financial personnel (from INGC and other implementing partners) on submission of fund advance requests and justifications via the Funding Authorization and Certificate of Expenditures (FACE) process.
* Informal support provided by UNDP programme associates to finance officer of INGC in submission of FACE form.
* UNDP programme staff organized regular meetings with INGC dept heads to discuss spending of project funds and to review budgets.

## Organizational risks

Given the cross-cutting nature of DRR, the potential for lack of collaboration between stakeholders, and especially between stakeholders across sectors, was noted as a risk at the beginning of the project. To manage this risk, efforts were made by the UNDP team to promote coordination at national level through the CTGC. UNDP also led meetings of various groups, such as the DRR donor coordination working group during the PRSP (PARPA/PARP) review processes. Through this, UNDP’s contribution to DRR was visible and clear to all partners. UNDP also brought together stakeholders in the context of the Early recovery cluster (in preparation for emergencies), and participated actively in the UN Humanitarian Country team. UNDP also coordinated work of the UN Joint Programme on DRR, as lead agency of that Programme.

Another organization risk noted was the potential inadequacy of institutional capacity to manage both decentralised and participatory processes, and general workload. Risk management consisted of reviewing of human resources, and planning for recruitment of various positions, including a Chief Technical Advisor, in 2010. Additionally, attention was paid to planning training and capacity building activities at decentralized level. Indeed, this was an integral part of the programme.

## Other risks

As previously mentioned, slow procurement processes presented a serious risk to project implementation. Additionally, there can be risks related to reliability of suppliers. This was one of the risks which appeared during the project cycle, where a supplier contracted to deliver goods (for the construction of a processing workshop in Goli-Goli, Mutarara) failed to deliver the goods after numerous delays which resulted in the construction of the agro-processing workshop in Mutarara not being completed on time. Better contract management in future would help to mitigate this type of risk.

# Lessons Learned

## Coordination of donors in DRR

UNDP played a key role in ensuring donor coordination through the DRR Donor Working Group within the Programme Aid Partnership (PAP) mechanism. However, outside of discussions on PARP, it was difficult to maintain momentum and to ensure regular meetings outside of critical periods. One of the reasons is the high number of working groups in existence in the country, with some individuals acting as focal points on more than one working group. Thus, discussions were held in the context of the Environment Donor Working Group to advocate for better coordination of DRR and Adaptation to Climate Change initiatives within this forum. Considerations were made on the possibility to integrate DRR within the structure of the EWG as a sub-group. The UNDP senior management recommendation was to await the development of the new PARP and match the DRR WG to the new pillar structure.

## Diversity of DRR activities

The project faced challenges in terms of the diverse range of activities which form part of the DRR portfolio which impedes at times the ability to focus in-depth on specific areas. This is true both for the UNDP DRR portfolio and for INGC’s scope of work. The new UNDP DRR/CCA project, beginning in 2012 aims to bring more focus to specific areas of

1. Mainstreaming of DRR/CCA into sectoral plans and strategies
2. Decentralization of DRR/CCA planning and implementation

In relation to these two points, the new project will focus on specific geographic areas; namely the provinces of Gaza, Cabo Delgado, and Nampula, in order to benefit from UNDP experience in these provinces in the decentralization programme.

## Decentralised Capacity

The project managed to support decentralized capacity through various training activities realized, both internally, in INGC, and at the level of provincial and district authorities. Participants in these training activities cited the need for more guidance on practical aspects of integration of DRR and CCA in the provincial and district level plans. Responding to this, the new UNDP project aims to recruit provincial advisors (Mozambican) to support those processes in the priority provinces mentioned above.

## Other Lessons Learned:

* Lessons learned from the simulations point out amongst other issues to the need to shift the focus of simulation exercises from the community level to provincial and district Emergency Operation Centres (COEs) to improve their preparedness and response capabilities. Similarly Standard Operations Procedures should be produced and widely disseminated amongst disaster management personnel.
* Although some progresses were made on definition of terms of reference/concept note the for DRR small grants component, because this initiative was beset with delays, it was eventually agreed to initiate this activity under the new project cycle . The inclusion of the small grants for DRR component in the new project was seen as opportunity to use UNDP and UNCDF expertise on micro-finance to link micro-finance products with DRR interventions, rather than simply making grants available. It was also agreed that strengthening civil society interventions in DRR (the original goal of this activity) needs to remain as a focus of the project, but that various ways of doing this should be explored, aside from grant programmes, with the support of the CSO expertise in UNDP poverty unit.
* In some activities, supervision of consultants contracted to implement specific activities was weak, especially where consultants were contracted and directly supervised by INGC (for example under the GRIP project). This improved in the second quarter of 2011 after this issue was highlighted with INGC. In future, it is recommended that deliverables of consultants be clearly defined (both in terms of content and dates), with payments based on deliverables (as the practice for UNDP hired consultants).

# Conclusions, Recommendations and Opportunities for Follow-up

Mozambique remains at high risk of major natural hazards, coupled with the negative effects of climate change. Subsequently, there are still many areas of intervention which are vital to bring disaster risk reduction into the development agenda and to build disaster preparedness and response in the country. In the new UNDAF cycle (from 2012) the UNDP project on “Strengthening national capacities and frameworks for disaster risk reduction and climate change adaptation” will support the government of Mozambique in these efforts.

The new 4 year UNDP project (2012-2015) was elaborated to address the ongoing DRR and climate change adaptation issues relevant in the country. Increased coherence on adaptation initiatives is foreseen as a result of integration DRR and adaptation under the same project. The process of elaboration of the project involved extended consultations with INGC, MICOA and other partners, and was done taking into account areas of intervention of different agencies in the context of the new UNDAF. Priority areas were identified based on analysis of the results of the current project, and include:

* Mainstreaming of DRR/CCA into sectoral plans and strategies to ensure that DRR and CCA components are included in district development plans.
* Support to decentralization of DRR/CCA planning and implementation with geographical focus on provinces of Gaza, Nampula and Cabo Delgado, to take capitalize on UNDP comparative advantage in those provinces as a result of the support already provided to decentralization processes in those provinces.
* Information management support including risk assessment and early warning systems.
* With recurrent hazards and potential intensification of hazard events due to climate change effects, support to emergency management continues to be a priority.

The impact these and other further initiatives could be enhanced by implementing some of the following recommendations:

* It is essential that procurement processes are initiated as early as possible in the project cycle to avoid activities not being completed within the project cycle.
* Efforts should be made to recruit long-term staff for projects, both at UNDP and INGC, and incidence of high turnover should be analysed to ensure staff retention.
* In project design of commercialization activities, market studies, and consultation with supply chain experts should take place as early as possible to ensure the initiatives will be sustainable as early as possible.
* Within INGC, DARIDAS, which is coordinating many varied project with minimal staff, should be cautious of initiating too many projects at the same time where external expertise is needed for successful implementation. Rather, an attempt should be made to focus on areas where expertise already exists locally, and new initiatives should be gradually introduced. They should also take advantage of collaboration with FAO, Ministry of Agriculture where possible.

1. Poverty Reduction Action plan [↑](#footnote-ref-1)
2. Economic and Social Plan [↑](#footnote-ref-2)
3. (“*Estudo sobre o impacto das alterações climáticas no risco de calamidades em Moçambique”*). [↑](#footnote-ref-3)
4. Lack of targets defined at project initiation made measuring achievements difficult [↑](#footnote-ref-4)
5. Lack of defined targets in project document/project initiation [↑](#footnote-ref-5)
6. Not known [↑](#footnote-ref-6)