

January 2020

IOM Mozambique

Recovery and Resilience
Operational Framework
2020-2021



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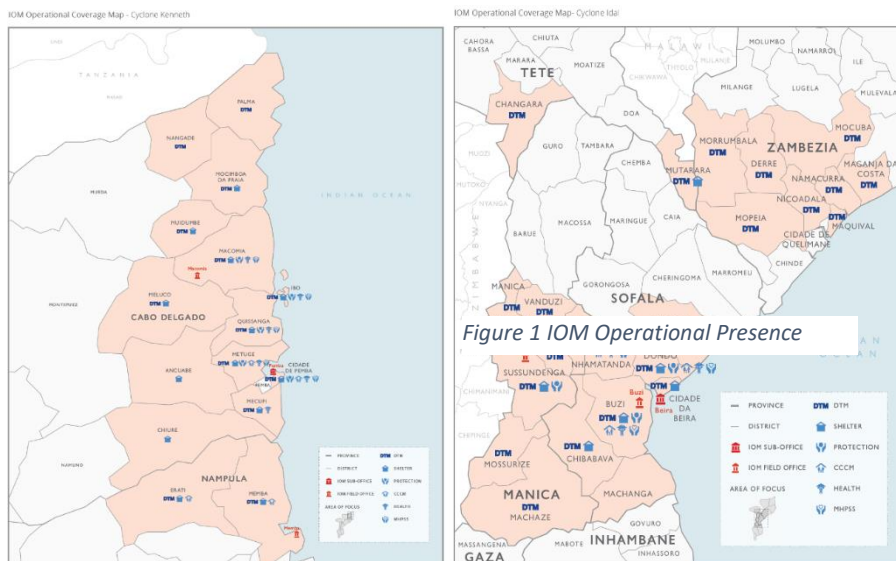
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Preamble

Following the passage of Cylones Idai and Kenneth in March and April 2029 and the subsequent large humanitarian response, Mozambique has transitioned towards recovery and resilience programming. As such, the overall objective of this strategy is to support displaced persons and other affected populations in Mozambique to build resilience and progress towards sustainable solutions to displacement. This strategy outlines how IOM intends to contribute to the Government of Mozambique recovery strategy following both Idai and Kenneth cyclones, to bridge a critical gap from an acute humanitarian response towards sustainable development, recognizing that these phases require targeted and adapted responses to meaningfully support communities. IOM will continue its partnership with the Government of Mozambique and with humanitarian and development partners.

Migration, climate change, and the environment are interlinked. An environmental crisis with a slow and rapid onset can cause migration, while the movement of people can also impact surrounding ecosystems. In Mozambique, IOM applies a mobility lens to the resolution of displacement, to address the causes and root drivers, and holistically reduce the vulnerability to forced displacement. The Organization recognizes that sustainable solutions to current displacement require long-term processes, driven by displaced persons and affected populations themselves. This framework aims to complement and support coping and self-reliance strategies for displaced populations and affected communities. It will also contribute to the Government of Mozambique (GoM) efforts to promote equitable and inclusive sustainable and economic development while integrating issues of human mobility.

IOM has developed strong connections with communities throughout the humanitarian response, working directly in 46 resettlement sites in Sofala and Manica, 2 sites in Cabo Delgado and 3 sites in Nampula, and directly in communities hosting internally displaced persons (IDPs) in Nampula and Cabo Delgado. The Organization has also built a significant operational presence across the most affected areas through its strong technical capacities in key sectors; including Camp Coordination and Camp Management (CCCM), Displacement Tracking Matrix (DTM), Health, Livelihoods, Mental Health, and Psychosocial Support Services (MHPS), Protection, and Shelter. At the same time, IOM has continued to enhance its long-standing partnership with the GoM, to strengthen existing systems. Regionally, the Organization has significant experience working with the Southern African Development Community (SADC), key Migration, Environment, and Climate Change (MECC) partners, and sustainable development and humanitarian stakeholders; including national government counterparts, Disaster Risk Management authorities, local authorities, research institutes and universities, and the members of local communities.



I. Context

1.1. Overview

Mozambique is one of the most risk-prone countries in the world, ranking third among African countries most exposed to multiple weather-related hazards. Mozambique is subject to environmental events including floods, droughts, cyclones, coastal erosion, rising water levels, and soil salinization; which are becoming increasingly stronger and more frequent. This affects the lives of millions of smallholder farmers every year, destroying livelihoods and infrastructure. At the same time, it is a driver of forced migration that can lead to the overpopulation of some areas; which may create local conflicts over scarce resources if not properly managed.¹

Mozambique has had a disaster risk management system since 2006. The United Nations, non-governmental organizations and other partners support the disaster risk management system in the country. The GoM has progressed initiatives in the country, including formalizing contingency planning at the national level, and planning at district levels. However, cyclones have demonstrated the degree to which increasing climate variability is likely to worsen the frequency, severity, and spread of these disasters, demonstrating the need for continued and enhanced investment.

While Mozambique has made economic and social progress since the end of the civil war in 1992, significant challenges remain. Mozambique is also one of the poorest countries in the world, ranking 180 out of 189 in the 2018 Human Development Index. More than 1.6 million people are severely food insecure; which is particularly pronounced in the central and southern region, where the impacts of the cyclone have exacerbated drought-like conditions. The cyclones and subsequent flooding have damaged or destroyed core infrastructure.² Additionally, communities exposed to the effects of extreme weather events are disproportionately impoverished and are primarily located in underserved rural and urban communities, with many already lacking access to essential health and social services. Furthermore, environmental and societal conditions have worsened through sporadic violence and conflict since 2014, compounding the multiple vulnerabilities already faced by communities.

Moreover, when Cyclone Idai made landfall near Beria city on 14 March 2019 and Cyclone Kenneth near Quiterajo in Cabo Delgado on 24 April 2019 acute vulnerabilities were exposed. IOM's Displacement Tracking Matrix (DTM) shows that Idai displaced thousands of people - over 140,000 people with a further 15,000 in Kenneth affected areas who immediately sought shelter in accommodation centres, open camps, private and religious buildings and schools after the disaster. Nearly a year months after the passage of the cyclone, 100,159 IDPs were living in 76 resettlement sites as of December 2019, 93,516 IDP in 71 sites in Idai affected areas (DTM Round 12) and 6,643 in 5 sites in Kenneth affected areas, (DTM, Round Seven)³.

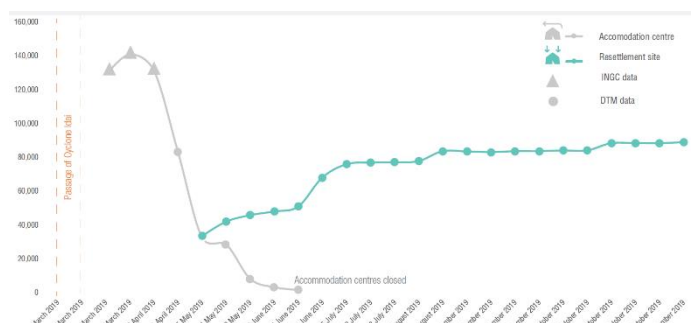


Figure 2 Population in displacement sites

In Idai affected areas, some resettlement sites, particularly those in urban areas near Beira and Dondo, are located adjacent to impoverished communities. This places an additional stress on the already strained access to basic services and livelihoods, which has the potential to create social tensions over access to scarce resources. There was also widespread destruction, resulting in an

¹ See *Spaces of Vulnerability and areas prone to natural disaster and crisis in six SADC countries*:

https://publications.iom.int/system/files/pdf/spaces_of_vulnerability.pdf

² An estimated 29 per cent of the national road network was damaged, and 20 bridges were damaged or destroyed by Cyclone Idai. In Cabo Delgado, 14 roads were cut off, and five bridges collapsed due to Cyclone Kenneth (PDNA).

³ The DTM Mozambique reports are available here: https://displacement.iom.int/reports?field_country1_nid=72

assessment of 3.2 billion USD of total recovery needs following both cyclones, according to the Post Disaster Needs Assessment (PDNA, 2019).

The destruction caused by the cyclones has exacerbated pre-existing protection risks for already vulnerable populations; primarily with children, women and girls, persons with disabilities, and the elderly. These groups are exposed to different forms of violence and negative coping strategies; including physical and sexual violence, abuse and neglect, trafficking, exploitation, child labour, and early child forced marriage. Further, the social welfare system, as well as protection services available at the community level, are facing challenges and experience increased pressure on available resources. This heightens protection risks for both receiving and displaced populations.

Conjointly, ongoing violence in Cabo Delgado since October 2017 has displaced more than 100,000 people and recent insecurity in late 2019 and early 2020 have further displaced thousands of individuals. The violence experienced in the province has been characterized by sporadic attacks, primarily on targeted individuals and homes. The month of November only, has reported at least 19 attacks in northern Cabo Delgado. Affected communities describe the recent violence as the worst they have experienced since the upsurge in violence two years ago. The conflict has pushed rural populations to move to urban areas, where they feel more secure, as well as to coastal areas already suffering from the impact of natural disasters. Some people experienced secondary displacement due to the cyclone, which contributes to increased vulnerabilities and further compromises already diminished coping capacities. Further compounding these challenges is the limited humanitarian response, with most effort focused on cyclone response. Humanitarian needs are escalating in the area, with many people facing “crisis” levels of food insecurity (October 2019 – May 2020 Food Security Outlook, FEWS NET⁴).

Communities living in areas that have a high risk of natural hazards or conflict face difficult choices. Individuals who are displaced may return to high-risk locations where they can access basic services and livelihood activities, and protect their assets and properties; such as land for cultivation, despite safety concerns. Increasingly frequent climate events and relocation initiatives mean that some individuals may face multiple displacements over time, compounding vulnerability and eroding individual and community coping capacities. In this context, support for Mozambicans must holistically address the environmental, social, and economic challenges they face to ensure that the country recovers from the recent disasters and conflict and is also able to prevent and prepare for existing and future risks.

In Mozambique, issues over land and property rights are complex and contentious, with only 10 per cent of land parcels in Mozambique being registered. In rural areas, it is uncommon to find paper certificates as proof of land rights, with customary or informal systems taking the place of formal processes. Land tenure also has the potential to create conflict between the private sector, communities, and the government as private companies in agriculture, forest plantation, and mining increasingly gain formal access to land.

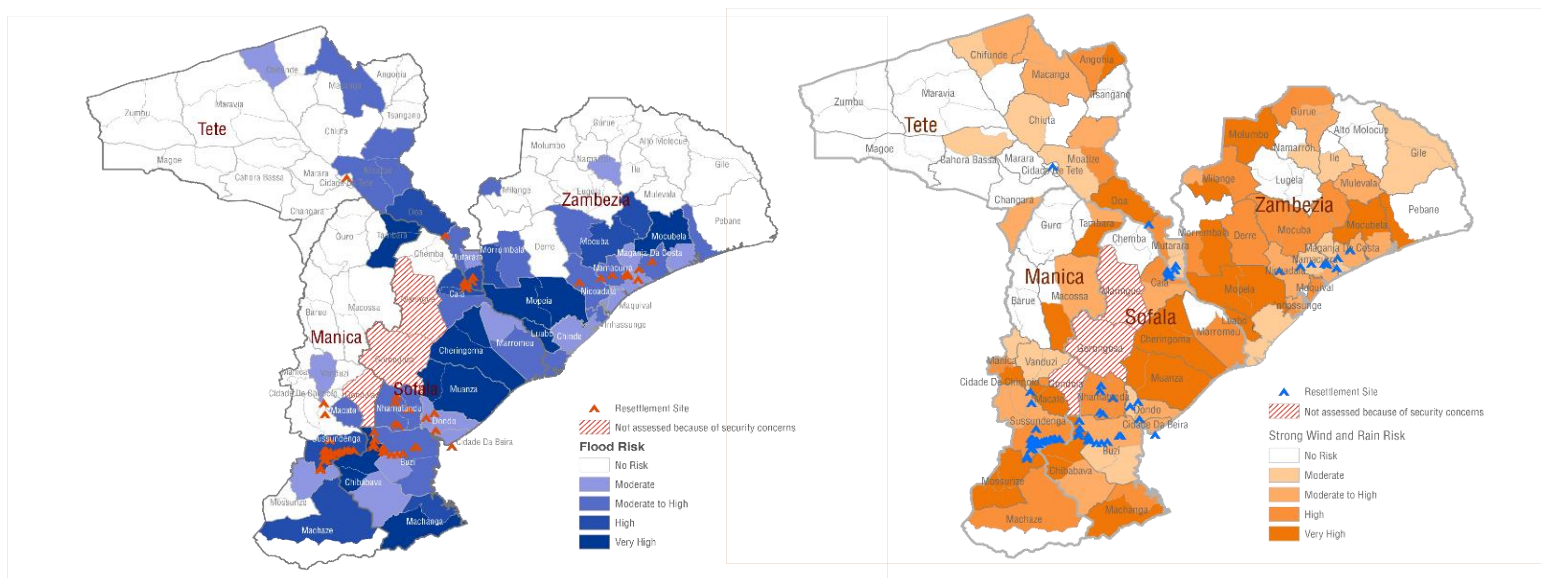
1.2 Context analysis

Mobility is a common phenomenon in Mozambique. It is also an important strategy that people rely on to maintain resilience in the face of adverse events and adapt to the impacts of environmental change by seeking out social and economic opportunities. Dynamics in and around the resettlement sites and in communities of return are complex; reflecting regular and seasonal movements of people between places of residence and farming areas, as well as those that are specific to coping with the impact of the cyclones and conflict.

⁴https://fews.net/sites/default/files/documents/reports/MOZAMBIQUE_Food_Security_Outlook_October%202019_Final.pdf

Central Mozambique: Sofala, Manica, Tete, and Zambezia

The central region of Mozambique suffers from a structural vulnerability to climate change with 65 per cent of the people living in locations that were affected by the Idai cyclone. 96 per cent of the localities are prone to natural hazards; particularly storms and strong winds (96%), floods (59%), and droughts (DTM Disaster Risk Assessment, January 2020⁵). Out of these, 69% of the localities identified access partial or total access constraints. The recent disaster highlighted critical gaps in local-level disaster preparedness and response mechanisms in high-risk areas of Mozambique. Given an expected increase in climate variability and extreme weather events, there is a high probability of future events impacting areas that are still recovering,⁶ resulting in high-cost humanitarian needs.

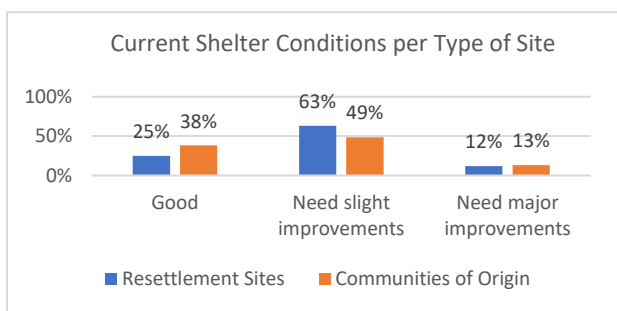


Figures: Vulnerability analysis in four Provinces (figure 1: Flood risks and Figure 2: Strong winds risks), DTM disaster Risk Management assessment, December 2019.

In 2020, residing in resettlement sites such as Mandruzi and Matuta in Dondo and Grudja, and Maxquiri Alto One and Two in Buzi will continue to be a key coping strategy for affected populations. However, while people chose to relocate to resettlement sites, displacement experience suggests that people in resettlement sites struggle to quickly adapt to the new context and require additional support to settle as they face challenges in terms of accessing services, resources, and livelihood opportunities. IOM, in partnership with the National Disasters Management Institute (INGC), undertook a prioritization exercise in 2019 to identify key sites that are well positioned to be integrated into existing settlements as part of a longer-term durable solution analysis, with the identification of an initial 40 resettlement sites prioritized for integration and larger investments. Without comprehensive and integrated resettlement assistance, it is likely that sites will not be fully integrated into adjacent settlements, and that individuals will continue adopting mobility dynamics.

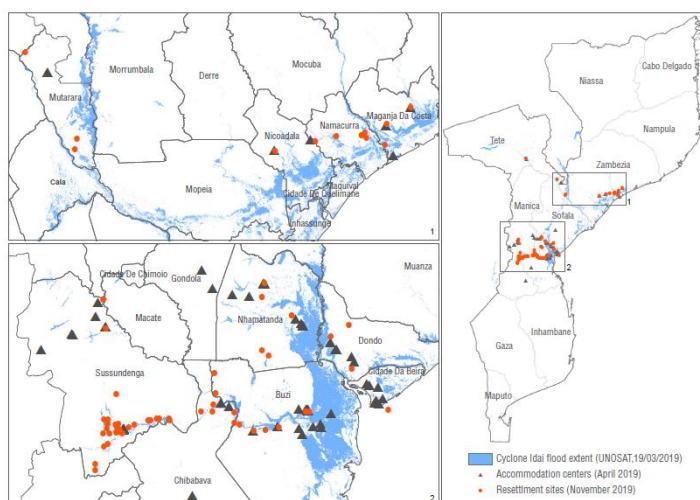
⁵ <https://displacement.iom.int/reports/mozambique—disaster-risk-assessment-january-2020>

⁶ Although early warning systems were placed in some areas, the unpredictability of the event did not always allow this to reach communities at risk. There is limited data on how many people evacuated before the cyclone's arrival.



For example, the results of a post-distribution monitoring study in Buzi and Dondo showed that on average shelters in host communities and communities of origins are currently in better conditions than those in resettlement sites.⁷ Field-based observations of the mobility dynamics indicate that affected families tend to also maintain their livelihood activities in their community of origin while at the same time remaining in resettlement sites for

settlement purposes, in particular during the rainy and risk season. For instance, following heavy rains in Sofala, in December 2019, an increase of populations living in resettlement sites has been noted, with 700 households having opted to install into existing resettlement sites during the season.



Map 2: Locations of accommodation centres versus resettlement sites, and proximity to flooded areas.
Source: IOM DTM (accommodation and resettlement locations), UNOSAT (flood extent).

During 2019, the response provided heavy support to resettlement sites but did not respond to the total impact of the cyclone on *all* affected communities.⁸ While interventions also targeted host communities, affected populations outside of resettlement sites remain underserved by the ongoing humanitarian response and recovery effort. These individuals will continue to face significant vulnerabilities that can impact their ability to recover and their resilience towards future disasters. Of the 38 districts surveyed by IOM DTM outside of resettlement sites, almost all (98%) had widespread housing damage and their livelihoods affected.

In its assessment, the PDNA quantified the damages, losses, and negative repercussions on poverty and economic growth. The PDNA shows that the greatest damages and losses were in the productive (US\$1.191 million), infrastructure (US\$797 million), and social (US\$693 million) sectors. These impacts will lead to an increase in the poverty rate and inflation and a decrease in economic growth; likely worsening food insecurity. It is estimated that the poverty rate may rise to 79 per cent in affected areas, up from 64 per cent.⁹

Additionally, IOM's MHPSS and protection safety audits undertaken in October 2019 undertaken in resettlement sites describe the protection concerns that displaced populations face in the resettlement sites, despite governmental and humanitarian efforts channelled to respond to the cyclones' impact. It is reported that displaced populations struggle to have their basic needs met, and to have access to school and health services, as some sites' schools and health units are located far away from the resettlement sites. Furthermore, access to farming plots and other livelihood mechanisms represent a significant challenge that leads to negative coping strategies. Furthermore, access to energy is very critical and essential for basic human protection. The cyclone Idai affected populations and currently living in the resettlement sites do not have access to sustainable and modern energy for household use and for social infrastructures such as water pumping and security lighting. The current energy situation in the resettlement sites is socially, economically and environmentally unsustainable,

⁷ IOM *Post-Distribution monitoring Exercise*, Dondo, Namhatnada and Buzi districts, October 2019. The sample represented a total of 2,000 households who received this kit across the eight locations.

⁸ Host communities have also received food assistance. IOM shelter has also responded in affected communities living in their places of origin, while around 30 per cent of mobile health clinics were in host communities.

⁹ Post Disaster Needs Assessment, May 2019.

with the usage of firewood resulting in environmental degradation and having the potential to trigger tension between resettled populations and host communities.

Finally, the region is vulnerable to further displacement dynamics. Sofala Province has experienced decades of political, economic, and social marginalization. The Mozambique National Resistance (RENAMO), has maintained a base in the province since the end of the civil war in 1992. While a peace agreement was signed in September 2019, sporadic instability continue to take place. If these underlying causes of fragility are not addressed, development gains may continue to be impeded.

North: Nampula and Cabo Delgado

Many infrastructures that are essential for the functioning of markets and local economies were destroyed by the cyclone, including roads and bridges that provide critical access to livelihoods and employment for displaced and host communities. Communities in the districts of Macomia, Ibo (islands), Quissanga were hit hardest by the cyclone, while other districts to the South of the province were severely affected in specific areas by flooding. Additionally, the situation in Macomia district – which suffered the most housing losses across the province – was further complicated by displacement from armed attacks which started in 2017, with thousands of IDP families living in the areas which were then devastated by the cyclone. Without support, existing infrastructure and access to basic services that are already under pressure will continue to deteriorate rapidly. Additionally, access to livelihoods and employment opportunities for displaced populations have been severely impacted. Agricultural livelihoods in this part of the country are based mainly on maize, cashew, cassava, and coconut, with the first three heavily affected by the cyclone (FEWS NET).¹⁰ Tourism and fishing may also be affected, influencing the costs due to damages of the coral and infrastructure.

With many displaced persons living within the host community, the lack of access to increasingly scarce resources and basic services, including healthcare and education could lead to an increase in tensions within communities. protection teams have indicated that this has contributed to an increase in negative coping strategies, including a noted increase in child labour, which is a trend that is likely to increase without a concerted effort to address it. Lack of access to civil documentation has also been reported as a major protection challenge in affected areas, as it is essential for accessing government services.

While the north was less severely damaged by Cyclone Idai than the central provinces, many people were affected by Cyclone Kenneth and continue to live in structurally damaged homes or makeshift shelters. In addition, they lack access to basic infrastructure and services in the five identified resettlement sites. As these pressures increase, there is a possibility that this could escalate tensions within and between communities, as access to basic services that were limited before the conflict could be further exacerbated.

Compounding the impact of Cyclone Kenneth, the Cabo Delgado province experienced a rapid increase in conflict-related displacement, including the presence of non-state armed groups. In many cases, populations have been impacted both by the cyclone and violent attacks. As such, while communities require sustained support to rebuild their homes and livelihoods, interventions need to integrate support to strengthen resilience for conflict-related instability.

Increases in displacement that are due to a continued conflict may fuel the possibility for further displacement. If these basic needs are not addressed, it could contribute to increasing tensions between host communities and IDPs. At the same time, the increase in sporadic attacks in the north, suggest that conflict-related displacement may increase, which will continue to compromise individual coping capacities. An IOM DTM analysis indicates that

¹⁰ Cassava crops planted in November and December damaged, Maize crops almost ready to harvest damaged causing the shortage, cashews were at the end of the harvesting season. https://fewsn.net/sites/default/files/documents/reports/MOZAMBIQUE_Food_Security_Outlook_October%202019_Final.pdf

since the resurgence of violence in 2017, there have been minimal, if any, returns to places of origin. Therefore, humanitarian assistance and resilience-building activities should continue to be prioritized in these areas.

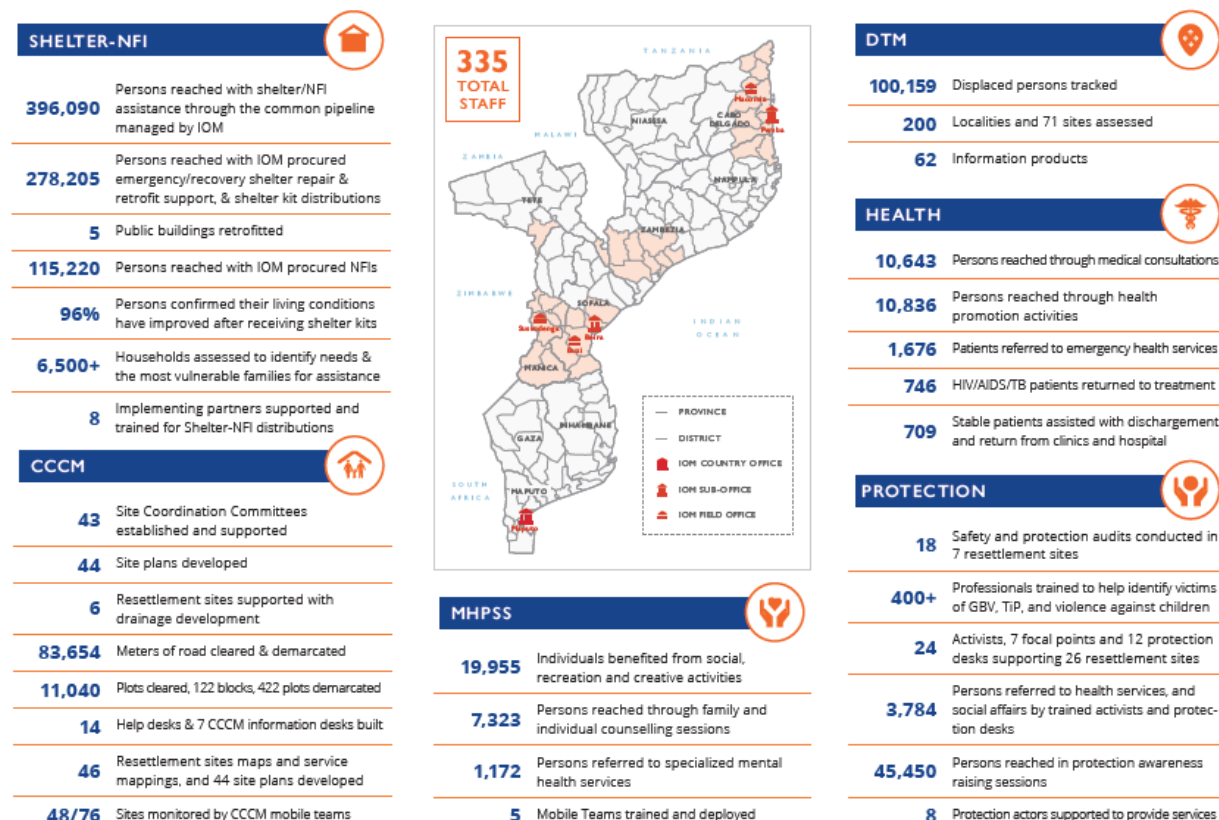
1.3 IOM's Capacity to Respond

IOM has been operating in Mozambique since 1994 and has a long-standing partnership with the Government of Mozambique. For example, with the INGC, which includes community-based Disaster Risk Reduction (DRR), CCCM and DTM projects and community stabilization projects in 2015, 2016, and 2018. Other examples include the Ministry of Health, the Ministry of Gender, Children and Social Action, the Prosecutor General's Office, the Ministry of Public Works, the Ministry of Environment, and the Ministry of Labour.

To manage response, IOM has its main office in Maputo with sub-offices in Beira (Sofala) in the centre covering the four Provinces and with a field office in Dondo, Manica Province as well as in Cabo Delgado (Pemba) in the north, with two additional field operational offices in Memba, Nampula and Macomia, Cabo Delgado. The Organization's comparative advantage lies in the mission's experience working with community levels and using approaches that reflect the strengths and needs in each area.

Since March 2019, IOM Mozambique operations rapidly scaled-up response to the acute humanitarian needs of displaced and other crisis-affected populations in the areas disturbed by the cyclones, as well as increased response to the needs of persons displaced in the north.

IOM MOZAMBIQUE EMERGENCY RESPONSE ACHIEVEMENTS 2019



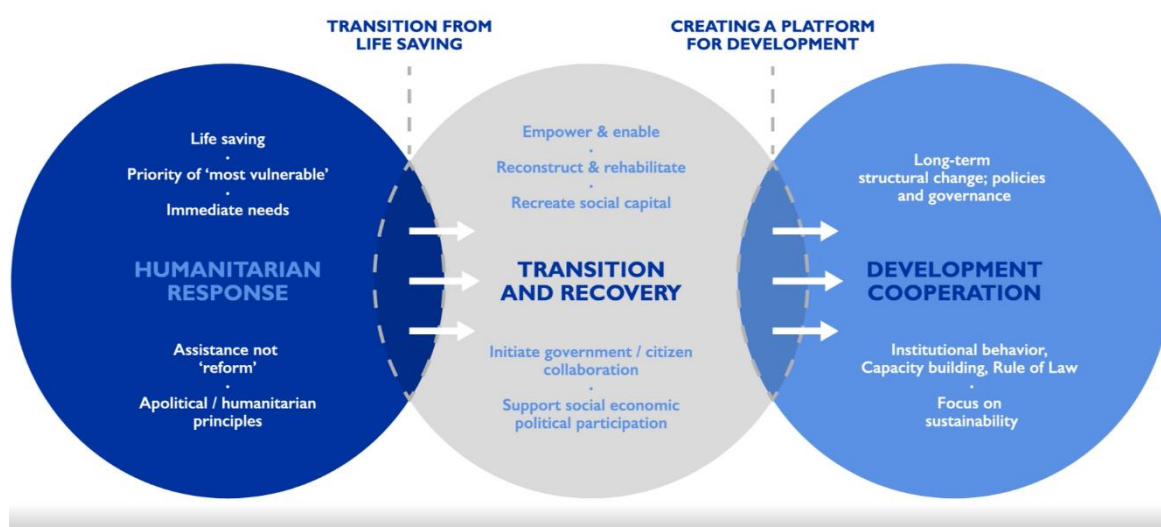
In Mozambique, mobility is used both as a coping mechanism in response to a crisis and as a solution that should be supported when it contributes to increased resilience. IOM's programming acknowledges the progressive nature of crisis-resolution towards stabilization and recovery. The Organization aims to provide a comprehensive

approach to encompass humanitarian, recovery, peacebuilding, and development interventions that can be implemented concurrently, per the needs to restore dignity and reduce risk and vulnerability.

[IOM Transition and Recovery Division: Core Principles](#)

IOM Mozambique is uniquely placed to work across the humanitarian, development, and peace nexus (HDPN) continuum. Within the HDPN framework, IOM aims to mitigate displacement and support transition away from crisis; taking opportunities to build resilience and restore development processes, while continuing to meet humanitarian needs. IOM’s Migration Crisis Operational Framework (MCOF) promotes stronger linkages between sectors of assistance in the humanitarian, peace and security, and development areas. The Organization also supports programming focused on laying the foundation for durable solutions, lasting peace, and sustainable development.

The Missing Middle



Operationally and within the implementation of its 2020 Recovery and Resilience Operational Framework, IOM will continue to deploy integrated, multidisciplinary teams, comprising key sectors CCCM, Shelter, MHPSS, Health and DTM who respond to the specific, multi-faceted challenges facing communities and resettlement sites; both now and in the future.

To reflect the increased frequency and severity of disasters caused by natural hazards, including localized flooding, IOM will continue to support recovery and resilience-building interventions. These interventions will include measures to strengthen national and sub-national disaster risk management and preparedness systems. The Organization will also need to maintain a strong operational presence and readiness to respond directly to future climate-related displacement crises. In the north, IOM will simultaneously continue to respond to urgent humanitarian needs of conflict-affected IDPs, while implementing resilience activities in Nampula and Cabo Delgado, where possible.

1.4 Frameworks

Internationally, this framework is guided by IOM's participation in, and commitments to, the 2030 Agenda, Inter-Agency Standing Committee (IASC) processes, Sendai Framework for Disaster Risk Reduction and the Grand Bargain; working specifically across the humanitarian, development, and peace nexus to ensure accountability to affected populations. It also conforms to IOM's humanitarian policy, protection mainstreaming policy, Progressive Resolution of Displacement Situations (PRDS) Framework, Framework for Addressing Internal Displacement, Framework for Addressing Gender-Based Violence in Crises, and *Strategic Work Plan on Disaster Risk Reduction and Resilience 2017-2020*.

IOM recognizes that resilience is a multidimensional challenge and cross-cutting issue that will impact progress to meet the 2030 Agenda for Sustainable Development Goals (SDGs). Therefore, this framework also aims to contribute to meeting the Sustainable Development Goals, namely 1.5, 11 and 13.1.

At the country level, strategies include the United Nations Development Assistance Framework (UNDAF) 2017-2020, the disaster recovery framework (DRF), a National Adaptation Programme of Action (NAPA), cluster strategies, and the Programa de Alojamento Pós Ciclones (Post Cyclones Accommodation Plan PALPOC).

2 IOM's resilience and recovery strategic framework for 2020 - 2021

IOM's strategic framework aims to enable conditions for displaced persons and other affected populations to progress towards durable solutions and to recover from and be more resilient to the effects of man-made and natural hazards.

The objective of IOM's Recovery and Resilience Operational Framework to the impact of the 2019 cyclones is to promote the recovery of the people of Mozambique while building their resilience to existing and future shocks. This Framework outlines IOM's humanitarian response and recovery activities designed to promote the prerequisite conditions for the resumption of long-term development processes (and the long-term attainment of SDGs). IOM will develop dedicated initiatives to address recovery and resilience challenges and to guide IOM Mozambique's recovery and resilience programmatic focus between 2020 and 2022.

IOM will take an area-based approach by shifting away from a sectoral, needs-based approach and towards a resilience-based approach. The four pillars of intervention emphasize complementary, mutually reinforcing actions at individual, household, community, and system levels. Specific programming will be tailored to local realities in each target location.

Given the central importance of "Building Back Better" to reduce forced displacement risk and build resilience, DRR is reflected as a stand-alone area of support in this strategy, while also integrated across all other pillars of assistance as a cross-cutting theme.

Pillars of Intervention

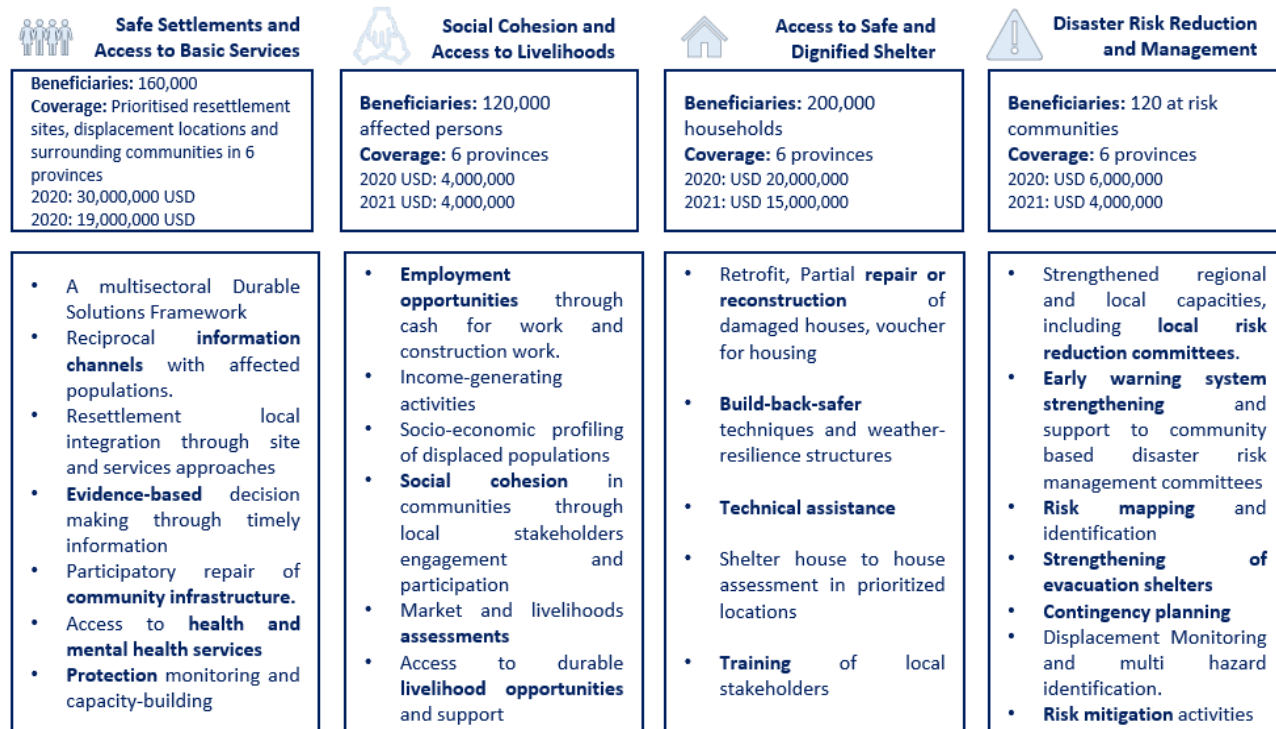


Figure 3 IOM recovery and resilience framework

Pillar 1: Safer settlements and access to basic services

Total number of beneficiaries: 160,000

Total funding requested for two years: 49,000,000

In resettlement sites and surrounding communities, improving the access to and provision of basic services for both IDPs and hosting communities is critical for the sustainable (re)integration of displaced populations; including returnees and host communities. This will contribute to meeting SDG targets, including SDG 11 to “make cities and human settlements inclusive, safe, resilient and sustainable.” Resettlement sites require substantial upgrades and improvements, including additional road clearance, drainage systems, and rainy season infrastructure.¹¹

IOM will work in partnership with the GoM to appropriately integrate resettlement sites into communities and will extend programmes into surrounding communities. IOM’s work will be embedded in participatory planning approaches, such as the Organization’s Community Based Planning (CBP) methodology. Specific projects will be identified through an inclusive community-led process in coordination with local authorities and communities leadership, guided by the rights, needs and legitimate interests of those affected, recognizing and supporting their aspirations and their self-perception of their needs.

¹¹ This will build on IOMs CCCM response in 2019: 43 Site Coordination Committees established and supported 43 Site plans developed; 6 resettlement sites supported with drainage development; 83,654 meters of road cleared and demarcated; 11,040 plots cleared, and 122 blocks and 422 plots demarcated; 476 crossing constructed in four priority resettlement sites; 14 Help Desks, 12 Shading Structures and 7 CCCM Information Desks built; 46 Resettlement site maps and service mappings developed using hydrological analysis techniques.

IOM will work with communities and their leadership to map infrastructure and essential services gaps close to prioritized resettlement sites in Sofala and Nampula, such as education, health, psychosocial assistance, access to natural resources, livelihoods and housing for resettled populations, returnees and host communities alike.

To ensure local and sustainable integration resettlement sites require substantial upgrades and improvements, including additional road clearance, important drainage systems, and rainy season infrastructure. ¹²IOM will support labour-intensive community infrastructure works to improve access to essential social services, through rehabilitation and construction of community infrastructure, such as health centres, community centres, and access roads. Both new and host communities will be engaged in these works in an effort to contribute to building trust between communities and ensuring equal access to services.

Reconstruction will be coupled with support to existing government structures to strengthen their ability to meet their obligations to provide basic services, including priority health and protection services¹³. Interventions will include health system strengthening (i.e. health care worker training), and building communities' capacity to demand and access services, through community mobilization and promotion of services. IOM also seeks opportunities to reinforce key protection messages, strengthen local government protection structures, and improve knowledge of and access to referral pathways.

Furthermore, addressing housing, land, and property (HLP) issues requires long-term initiatives. Initially, IOM will continue to address immediate HLP protection concerns. The Organization will also continue to promote access to HLP rights by supporting advocacy with the GoM on access to "Direito de Uso e Aproveitamento da Terra" (DUAT) – the right of use and enjoyment of the land in resettlement sites. These rights include access to individual and communal farming land as well.

Working closely with private sector and government institutions, IOM will seek to improve access to affordable and sustainable energy for the displaced and the nearby host communities in several resettlement sites in Sofala and or Manica provinces. Energy access will focus on household energy use looking at clean cooking technologies and lighting and light power uses using renewable energy technologies to reduce the environmental impact, such as solar. In addition, IOM will also focus on improving energy access for social infrastructures such as security lighting, water pumping and powering of community centres and other social amenities such as hospitals, schools within the target resettlement sites and the neighbouring host communities. Improving access to sustainable energy will help to improve the lives of the cyclone affected communities and building their resilience towards climate shocks by giving them an opportunity to forge their own livelihoods and protection of the environment.

Pillar 2: Improved social cohesion and access to livelihoods

Total number of beneficiaries: 120,000

Total funding requested: 8,000,000

Resource-based conflict may jeopardize recovery and create additional risks. Areas that were affected by the cyclones and associated flooding were disproportionately rural, with agriculture being the main source of livelihoods. Additionally, extensive flooding resulted in both a loss of agricultural output and damage to areas of

¹² This will build on IOMs CCCM response in 2019: 43 Site Coordination Committees established and supported

43 Site plans developed; 6 resettlement sites supported with drainage development; 83,654 meters of road cleared and demarcated; 11,040 plots cleared, and 122 blocks and 422 plots demarcated; 476 crossing constructed in four priority resettlement sites; 14 Help Desks, 12 Shading Structures and 7 CCCM Information Desks built; 46 Resettlement site maps and service mappings developed.

¹³ This will build on IOMs Health and Protection response in 2019: 9,225 persons reached with medical consultations through joint mobile clinics with the Ministry of Health, 150+ trained professionals to identify possible victims of GBV, trafficking and violence against children, 8 actors working on protection strengthened, among others.

cultivation.¹⁴ However, recent experience in Mozambique suggests that displacement can also offer an opportunity to diversify and improve production practices.¹⁵ Within the resettlement sites, livelihoods continue to be one of the major priorities for affected populations.

In Mozambique, mobility is likely to remain a key livelihood coping strategy, for populations to deal with the consequences of climate and associated displacement. IOM intends to continue to partner with the Food and Agriculture Organization (FAO) and the Ministry of Agriculture in Sofala to deliver essential livelihoods services. The Organization will also continue to seek opportunities to integrate livelihoods activities into shelter programming using cash-based initiatives to provide short-term income generation, building on experiences learned in Nampula. Initially, IOMs livelihoods programming will focus on immediate income generation needs for displaced and other affected populations to support rapid recovery. As appropriate and in partnership with key livelihoods partners IOM will develop longer-term initiatives.

Additionally, IOM will prioritize strengthening social cohesion in areas where the risk of resource-based conflict is high to (re)build trust between members of a community, and between communities and the government. This will include civic dialogue focused on planning and assessment, as well as community-wide livelihood restoration initiatives, community-based psychosocial support interventions and capacity building of conflict resolution mechanisms.¹⁶ ¹⁷ Under its energy intervention, IOM will promote sustainable wood management to foster social cohesion between host and displaced communities. Where appropriate, the Organization will integrate livelihoods activities to prioritize those that can mitigate or address existing tensions, including through access to basic infrastructure (under pillar one of this framework). Those activities shall be informed by market assessments to compare supply and demand as well as opportunities.

IOM will also support restoring psychosocial well-being of populations to allow them to cope with (re)migration drivers, with a particular attention to those with vulnerabilities, health and protection needs, victims of trafficking, unaccompanied or separated children. Tailored interventions will aim at accompanying communities with MHPSS, referral, and special assistance to disabled and other vulnerable individuals. Adapting programming to local needs, this may include recreational and counselling centres for families, including host communities to facilitate the integration process.

Pillar 3: Access to safe and dignified shelter

Total number of beneficiaries: 200,000

Total funding requested for two years: USD 35,000,000

Having safe and dignified shelter increases individual, family, and community resilience. It can also mitigate future risks by incorporating “Build Back Safer” elements into housing and neighbourhood construction.

In the process to safer, sustainable and dignified shelter and housing during the recovery phase and in coordination with the Government through the Gabinete de Reconstrucao and the INGC and partners, IOM will: (a) provide access to key materials designed to repair, retrofit and upgrade a range of self-built shelters and houses; (b) increase the ability to use knowledge of build-back-safer building materials, construction techniques

¹⁴ Baseline assessments conducted by IOM DTM with the INGC in affected areas found that in 122 rural localities and 65 urban localities about 85 per cent of people work in agriculture and almost 98 per cent had experienced some form of damage to their livelihoods. This included loss of productive land due to damage or flooding, a decrease in crop production, and a loss of necessary equipment or infrastructure for agriculture.

¹⁵ Recent studies after flooding in 2015 in Mozambique demonstrate a movement away from rain-fed subsistence agriculture towards commercial agriculture and non-agricultural activities.

¹⁶ Approaches will build on existing MHPSS services provided in 2019, including, 15,442 persons participated in social, recreation and creative activities from which some were in communities including displaced persons and locals.

¹⁷ Approaches will build on existing MHPSS services provided in 2019, including, 15,442 persons participated in social, recreation and creative activities from which some were in communities including displaced persons and locals.

and maintenance and upgrade methods, for recovery and durable shelter solutions; (c) Enable construction material production and processing to increase access to quality and affordable materials that increase housing resilience while creating employment opportunities (d) support the safe development of neighbourhood shared spaces, through working with communities to select, design and install a range of local-level physical site interventions.

The array of shelter options are aligned with the recovery strategy developed by the Government and the Shelter Cluster, the range of shelter interventions will mainly focus on: (1) Partial and/or total reconstruction of housing; (2) Reinforcement of housing (retrofitting); (3) Integrated and resilient human Settlements recovery.

To this end, IOM will support cyclone-affected households and communities in the process of their post-emergency pathways to safer, sustainable, and dignified shelter and housing in the areas they choose to locate. The Organization will also provide access to key materials to repair, retrofit, and upgrade a range of self-built shelters and houses; to make them as disaster resilient as possible using locally available materials. Furthermore, IOM will increase the ability to use knowledge of “Build Back Safer” building materials, construction techniques, and maintenance and upgrade methods for recovery and durable shelter solutions. Moreover, the Organization will also support the safe development of neighbourhood shared spaces, through working with communities to select, design, and install a range of local-level physical site interventions that are more resilient to natural hazards.

Throughout 2020, IOM will emphasize the more incremental, process-based interventions of repair, upgrade, and retrofitting as well as constructions using locally adapted practices and materials in resettlement sites. The Organization will also expand to provide access to shelter through neighbourhood-level, participatory interventions.¹⁸ In urban areas (Beira and Dondo), IOM will work with the International Labour Organization (ILO) and UN Habitat to strengthen community resilience through hardware and software approaches, including planned urban expansion in Nampula and Cabo Delgado.

Reference: [*IOM Shelter recovery strategy 2020 \(December 2019\)*](#)

Pillar 4: Disaster risk reduction and disaster risk management

Total number of beneficiaries: 120 communities identified at risk

Total funding requested: 10,000,000

Disaster and climate risk will continue to drive displacement and undercut Mozambique’s development trajectory in the years to come. Dedicated and stand-alone support is required to strengthen DRR systems to ensure a more sustainable and risk-informed recovery process. Aligning with the priorities of the Sendai Framework for DRR and aligned with the findings of the research study undertaken in 2017 by IOM and the INGC in the impact of climate change¹⁹, IOM will design and implement comprehensive and inclusive capacity-development strategies at all levels to reduce climate and disaster risk and strengthen resilience. A holistic and multi-sectoral approach will be adopted to address community vulnerability and exposure to disaster risk and climate change impact, while simultaneously building the capacity of key government and non-government stakeholders and entities at the organizational, institutional, and individual levels.

Building on existing and previous partnerships, IOM will also continue to work under the leadership of the GoM to identify and address key gaps and opportunities in support of existing GoM DRR strategies, policies, and

¹⁸ In 2019 IOM supported more than 2,000 casual workers to extend the reach of Shelter programming.

¹⁹ *Base de informacao por a elaboracao de politicas, Migracao, Ambiente e mudancas climaticas*, Mocambique, IOM/INGC, 2017

priorities. The Organization will support disaster risk management (DRM) initiatives in resettlement sites and affected or at-displacement risk communities through (i) the support to disaster risk assessments and the formulation of community disaster plans; (ii) building local capacities, including to the disaster management committees through basic training and material assistance for community response volunteers in 120 prioritised risk areas; (iii) community-prioritized risk mitigation measures, such as basic drainage and clearing of canals, slope stabilization and flood protection works, and other structural and non-structural support measures including relocations; (iv) strengthening early warning systems and preparedness capacities in displacement sites and surrounding communities, such as through technical support to community-based flood monitoring systems, contingency planning, identification of safe spaces, disaster simulations, and evacuation drills as well as hydrological analysis and risk mapping ; (v) direct capacity-building and material support to GoM and multi-stakeholder DRR platforms, in particular at municipal and local levels to strengthen DRR planning and coordination;²⁰ and (vi) risk education regarding flood risks and secondary risks, such as landslides, mudslides and epidemics, and information about mitigation measures, utilizing multiple communication channels (including TV and radio). Additionally, in partnership with Red Cross Mozambique and the INGC, IOM will provide technical assistance and material support for pre-positioning stock, where possible.

Given that future displacement is anticipated, IOM will support the GoM to identify and implement practical and rights-based approaches to establishing and managing existing and potential future resettlement sites. Furthermore, IOM will continue supporting the GoM to define a holistic plan for existing resettlement sites, a process already underway in 2019.

Reference: [DTM Disaster Risk Assessment, December 2019](#)

3 Implementation framework

1. Prioritization

Throughout the response IOM has prioritized high-risk affected communities with large numbers of displaced persons, including returning populations, through outreach and fieldwork across the affected areas. This prioritization is in collaboration with government, clusters, and other humanitarian actors. To inform this strategy, IOM Mozambique, the INGC, district authorities, and the Gabinete have undertaken a systematic prioritization process following similar approaches.

In 2020, IOM Mozambique will focus programming in prioritized resettlement sites, which can be integrated into surrounding communities through planned settlement expansion. The Organization will consider areas that are not at high risk of climate-related disasters and areas that are close to existing communities and can absorb populations in the resettlement sites. In these communities, the Organization will focus on the most vulnerable families who have not yet been able to recover and remain at risk of future flooding and extreme weather events. Specifically, IOM has considered the following criteria when targeting programming in communities: (i) areas which have received or will likely continue to receive more limited services from other actors through humanitarian response; areas of greater vulnerability (e.g., those that currently or historically have less relative access to basic services, such as health); (ii) areas with the highest concentration of displaced persons, including returnees; and areas particularly exposed to natural hazards.

²⁰ As part of this effort, IOM foresees working with UN and non-UN partners to organize capacity-building activities with the GoM on the operationalization of the UNDRR *Words into Action Guidelines on Disaster Displacement*, which promotes the integration of disaster displacement and other forms of human mobility into national, provincial and local DRR strategies.

National

IOM has long-standing experience in supporting the GoM to protect and assist vulnerable migrants, to respond to displacement situations and to strengthen government capacity.

Programmatic focus:

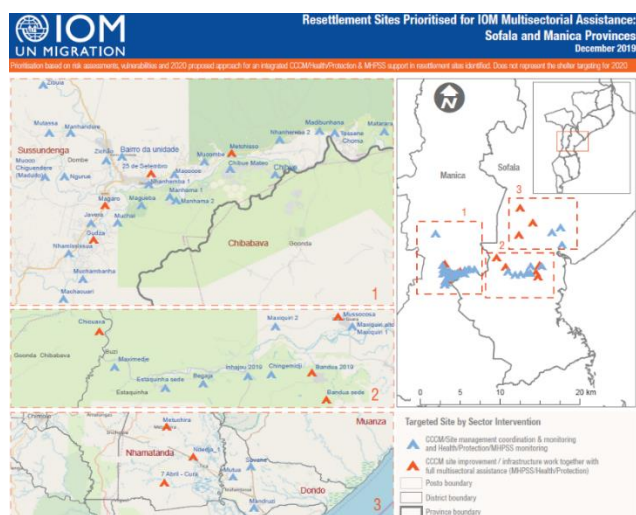
a. Indicative actions January 2020 – December 2020

- Support the GoM to have a holistic, encompassing plan for existing resettlement sites — prioritizing those that are most likely to be integrated into existing communities — and to identify support activities for individuals in sites.
- Provide training to key actors on mobility during displacement
- Support the development of the Durable solution and displacement management framework

b. Indicative actions January 2021 – December 2021

- Provide technical support to the GoM to support the National Disaster Management Policy
- Provide technical assistance to the GoM to integrate disaster displacement and other forms of human mobility into national, provincial, and local DRR strategies

Centre / Beira, Manica, Tete, Zambezia



In Sofala, IOM will work within the large urban areas of Beira and Dondo, balancing the response between vulnerable communities within densely populated urban areas and the resettlement sites in peri-urban locations. In Manica, IOM's response will focus on more remote areas. In the hardest to reach areas of Zambezia and Tete, IOM will continue to implement the DTM early warning system.

Population of concern:

- Urban and peri-urban populations in resettlement sites and host communities
- IDPs and host communities in areas with resettlement sites

Programmatic focus:

a. Indicative actions January 2020 – December 2020

- Advocate with municipal and provincial authorities to increase access to housing, land, and property rights; including *Direito de Uso e Aproveitamento da Terra's* in resettlement sites
- Map the intentions of displaced communities and conduct Multi-sector Need assessments, mobility tracking and shelter housing assessments and durable solutions options through the Displacement Tracking Matrix (DTM)
- Map infrastructure and basic services gaps in communities within resettlement sites and areas with a high number of returnees
- Conduct site safety audits in prioritized resettlement sites, identifying immediate protection needs to be addressed
- Perform site upgrades using site and services approaches: safe access, drainage, lighting for night safety, and site stability environmental management

- Support an integrated CCCM/protection/health/MHPSS teams and actions to monitor and facilitate access to services, identify barriers to access and gaps in service provision, and support communities to engage with services providers, using a multisector approach and toward durable solutions. Continue community participation and communication engagement in prioritized sites, expanding to host communities where relevant.
- Establish, strengthen and operate protection desks, including protection activists²¹, in prioritized resettlement sites and provide community-based protection approaches by supplying tools to the existing Community-Based Child Protection Committees to engage affected communities and prepare prevention messaging. Continue strengthening the reference groups on child protection and Combating Trafficking in Persons (CTIP)
- Conduct repair and retrofit and reconstruct damaged houses, with an emphasis upon the integration of “Build Back Safer” materials and techniques and generating access to livelihood opportunities.
- Provide and strengthen communal spaces, including with host communities, in prioritized sites for recreational, psychosocial and community engagement activities. Build capacity and support community based MHPSS services provision
- Support district health services to plan and implement mobile health outreach services to underserved populations - Create or reactivate, train, and mentor community-based health committees to conduct grassroots-based health promotion and strengthen the community to a health facility continuum of care to address health needs of vulnerable groups, including HIV/TB patients, pregnant and lactating women, people living with disabilities, and other vulnerable groups
- Identify livelihoods opportunities within resettlement sites which can be linked to protracted needs and can contribute to livelihood diversification (on or off the farm) when linked to DRR activities
- Link participants in cash-for-work initiatives to site and community infrastructure planning and development through savings programmes, and basic literacy and financial management training
- Expand safe access to energy initiatives in resettlement sites

b. Indicative actions January 2021 – December 2021

- Develop long-term linkages to urban planning, using research conducted in the first six months of 2020
- Improve infrastructure and service delivery improvement projects implemented through inclusive, participatory planning processes, socio-cultural events, and facilitated community meetings
- Provide small grants through community groups to improve public or shared spaces
- Identify partnerships with local universities and other partners, to recognize opportunities to expand livelihoods programming in the second half of 2020. Including climate-adapted agricultural practices to reduce the vulnerability of livelihoods to drought, floods, and other climate-related changes.
- Consult with targeted communities, as well as with local organizations, that have an existing capacity for technical training in the community for capacity-building
- Provide community-based protection approaches by providing tools to the existing Community-Based Child Protection Committees to engage affected communities and prepare prevention messaging
- Continue strengthening the reference groups on child protection and CTIP
- Support district services to ensure the continuation of MHPSS activities through training and mentorship on MHPSS

²¹ Protection focal points in charge of activities and identifying and referring cases.

North: Nampula and Cabo Delgado

IOM has been the primary international shelter response actor in Cabo Delgado and Nampula, including integrating locally sourced materials into shelter repair and reconstruction. IOM programming will continue to address areas that were most affected by the cyclone. The Organization will also bolster the response in resettlement sites, including expanding to areas in surrounding communities. Additionally, IOM programming will be sensitive to those people who have experienced multiple displacements due to cyclone and conflict in Macomia. As part of efforts to localize the response, IOM will continue to work with local partners and in support to the Government.

In Cabo Delgado, the focus will be in the Mucojo coastal area of Macomia district, Matemo and Ibo islands, Macomia Sede, and specific locations in the Quissanga district. In Nampula, the focus will be on the two districts most affected by the cyclone and induced by flooding - namely Memba and Erati districts.

Population of concern:

- IDPs and host communities
- Youth, women, and the most vulnerable

Programmatic focus

a. Indicative actions January 2020 – December 2020

- Provide access to critical basic services in resettlement sites which have been underserved throughout 2019, including health and MHPSS services, increased community engagement activities and critical site maintenance activities
- Map the intentions of displaced communities and ensure continuous Multi-sector Need assessments and mobility tracking through the Displacement Tracking Matric (DTM)
- Map infrastructure and service gaps in communities with resettlement sites and areas with a high number of returnees
- Conduct site safety audits in prioritized resettlement sites and affected communities, and identify the immediate protection needs to be addressed
- Continue integrated protection/MHPSS mobile teams to share information and engage with communities
- Provide community spaces for MHPSS/protection activities, including counselling rooms and recreational spaces
- Provide community-based protection approaches by providing tools to the existing Community-Based Child Protection Committees to engage affected communities and prepare prevention messaging
- Continue strengthening the reference groups on child protection and CTIP
- Support district health services to plan and implement mobile health outreach services to underserved populations
- Create or reactivate, train, and mentor community-based health committees to conduct grassroots-based health promotion and strengthen the community to a health facility continuum of care
- Train and mentorship community-based patients' support groups, traditional healers and traditional birth attendants to address health needs of vulnerable groups, including HIV/TB patients, pregnant and lactating women, people living with disabilities, and other vulnerable groups.
- Perform site upgrades using site and services approaches: safe access, drainage, lighting for night safety, and site stability environmental management
- Produce a situational analysis of the potential drivers of community instability and possible interventions

- Provide training and capacity-building for civil society organizations to develop and disseminate strategic messages on tolerance, peace, non-violence, and interdependence in cooperation with communities and through peace clubs
- Produce community-based plans for recovery, resilience, and peaceful co-existence

b. Indicative actions January 2021 – December 2021

- Develop long-term linkages to urban planning using research conducted in the first six months of 2020
- Repair or reconstruction of damaged houses, with an emphasis upon the integration of “Build Back Safer” materials and techniques
- Reinforce existing local conflict resolution and early-warning mechanisms through training and in-kind resources
- Provide community-based protection approaches by providing tools to the existing Community-Based Child Protection Committees, to engage affected communities and to prepare prevention messaging
- Continue strengthening the reference groups on child protection and CTIP

4 Mainstreaming

1. Community planning and implementation

Communities, and their local knowledge and expertise, will be the principal resource in programme design and implementation. IOM will leverage its operational footprint and deep connections with communities. The Organization’s work in recovery and resilience generally takes place at the community level, in partnership with local actors. The focus is to bring communities and local actors to the fore of the return and recovery process, supporting them to drive the transition in an inclusive and rights-based manner. Through the transition towards self-reliance, IOM engages communities through their capacities rather than their needs, regarding them as active drivers of recovery versus passive recipients of aid. While adopting this approach may be time and resource-intensive in the short-term, it builds individual and community resilience and social cohesion over the long-term.

2. Evidence-based programming

Access to comprehensive and consistent information on unmet needs and existing and emerging vulnerabilities is critical to inform targeted and timely recovery and transition programming. In Mozambique DTM is a key source of data and analysis on displaced populations, mobility trends, risk profiles and basic humanitarian needs in prioritised locations.

Since March 2019, IOM DTM has been providing evidence-based humanitarian programming, through the Displacement Tracking Matrix (DTM). IOM provides systematic information from Sofala (27 sites), Manica (31 sites), Zambezia (10 sites) and Tete (3 sites), Nampula (2 sites) and Cabo Delgado (1 site and 1 transit centre). In the latter part of 2019 at the request of and working in partnership with INGC, IOM conducted a Disaster Risk Assessment at the locality level to support early warning systems on behalf of the GoM. The Assessment identified storm and flooding vulnerability and identified access constraints in the event of disaster.

In 2020 DTM will continue to provide information to humanitarian partners to ensure targeted, coordinated response while supporting the work toward recovery and resilience. Results from DTM assessments will define population demographics, movements, and intentions to inform programming. IOM will continue to adapt the DTM to improve the analysis of mobility dimensions in resettlement sites, to better inform targeting and the impact of recovery and resilience programming in resettlement sites. IOM will also continue to seek opportunities to identify the needs in areas of return and origin through village assessment and households surveys. This data will be combined with data gathered directly by IOM programme teams, including in resettlement sites and

through community-based planning. To better understand the nature of displacement in resettlement sites and to inform evidence-based durable solutions IOM will undertake research to identify the barriers to achieving durable solutions. Through this approach, IOM will have a more comprehensive view of the context, needs, and priorities of affected populations. In 2020, IOM will also introduce thematic assessments to deepen the understanding of underlying factors, maintaining situations of vulnerability such as inter-communal perceptions and tensions, latent conflicts, and other metrics of structural vulnerability.

3. Conflict sensitivity

IOM applies a conflict-sensitive approach, based on the institutions' conflict sensitivity framework, to avoid inadvertently creating or exacerbating tensions that could lead to conflict, and to preserve the physical integrity of the beneficiaries. Applying a conflict-sensitive, "do no harm" approach allows IOM to support environments that are conducive to recovery and peacebuilding, using culturally appropriate strategies, while ensuring that inequalities in the community are not perpetuated or worsened. To this end, all IOM projects and activities are based on robust analysis and understanding of the local context, including existing power relationships, customs, values, fears, systems, institutions, and cross-cutting dimensions such as gender, diversity, and age.