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Mozambique: Floods

EAP Final report

 International Federation
of Red Cross and Red Crescent Societies

Early Action Protocol (EAP) Number: EAP2020MZ02	Date of EAP activation: January and March 2022
Early Action Timeframe: 12/November/2020 to 11/November/2025	Early Action Protocol Approved: 12/November/2020
Number of people at risk: 4,315,505	Number of people reached: 11650 total (8067 female and 3583 male)
Budget: 231,093.00 Swiss Franc	Date of publication: 28/September/2022
Red Cross Red Crescent Movement partners currently actively involved in the operation: International Federation of Red Cross (IFRC), Mozambique Red Cross (CVM), German Red Cross (GRC)	
Other partner organizations actively involved in the operation: National Disaster Management Institute (INGD), National institute of Meteorology (INAM) and, National Directorate for Water Resources Management (DNGRH)	

Within the purview of the Forecast based Actions (FbA) Fund Project Funding Agreement (PFA) signed between IFRC, CVM, and GRC; IFRC made available CHF 231,093 to CVM and GRC to implement flood early actions- the 'Project'. The total funding comprised of CHF 105,388 for trigger based early actions; CHF 74,604 for prepositioning of Non-Food Items (NFIs), and CHF 51,101 for readiness. Within the tripartite PFA, CVM and GRC have shared responsibilities of the project, which is also evident in the way EAP budget is formulated.

A. SITUATION ANALYSIS

Context– The EAP for Floods

The Floods EAP was developed by CVM and key Mozambican partner institutions, with technical and financial support from GRC. The EAP aims at reaching up to 1.500 households (7.500 people) selected based on vulnerability criteria and in anticipation of forecasted floods, through pre-agreed early actions. Early actions include: (i) early warning dissemination and awareness raising (radio, TV, megaphone); (ii) activation of volunteers, communication lines (Provincial Secretary, volunteer focal points, heads of provincial and district committees); (iii) distribution of mosquito nets and chlorine, buckets, and mugs; (iv) distribution of means for protection of documents. Through these anticipatory humanitarian action, CVM and partners aim at reducing the humanitarian impact of floods in Mozambique.

The high vulnerability to flooding in Mozambique is associated with its geographical location- situated downstream of nine major river basins on the south-eastern African continent and its unique north-south stretched coastline. Floods in Mozambique are also caused by tropical depressions, storms, and cyclones (triggering heavy localized rainfall) as well as prolonged rains during the rainy season (October to April), which increase the levels of the river basins and subsequent discharges downstream. The country has different geographical characteristics from north to south, which also influence how a particular basin behaves in terms of discharge, water levels, and associated floods. So as far as

flooding over time is concerned, the southern and central part of the country is where floods have occurred most frequently.

The flood EAP can, in principle, be implemented nationwide. However, the current EAP considers activation in 4 basins (Licungo, Zambéze, Búzi and Limpopo). Taking into consideration the physical context, logistics, and the capacity of the NS, an activation will at a maximum involve three districts and target 1.500 households (7.500 people).

The Floods EAP in Mozambique’s Disaster Response Management (DRM) System

Since its finalization and final approval by the IFRC Validation Committee, CVM and GRC worked towards the progressive integration of the tool into the DRM landscape of Mozambique with its main partners DNGRH and INGC, in strong partnership with the wider Humanitarian Country Team (HCT). CVM, just briefly after the formal approval of the EAP, was involved in a large-scale humanitarian operation, which delayed the progress around the PFA- especially the readiness activities and the stock pre-positioning were delayed.

B. OPERATIONAL STRATEGY

Timeline of EAP Approval Process

The EAP was approved by the IFRC Validation Committee on 12th November 2020. The total budget as agreed in the PFA is presented in the table below:

Activity		Mozambique Red Cross Society	German Red Cross	TOTAL
Readiness	CHF	38, 630	12,471	51,101
Pre-Position Stock	CHF	34,793	39,811	74,604
Early Action	CHF	58,754	46,633	105,388
TOTAL	CHF	132,178	98,915	231,093

The PFA foresaw a shared responsibility of CVM and GRC in implementing the EAP with CVM’s focus on frontline implementation whereas GRC’s role in supporting CVM with technical capacity, procurement and pre-positioning, and quality enhancement. GRC also committed to make funds available in country to support CVM to carryout trigger-based actions, should there be delays in funds arriving in country from Geneva. Regarding the fund flow, funding is made available to CVM either directly from IFRC Geneva or through GRC HQ.

Readiness

Readiness includes all preparatory activities implemented to ensure readiness of CVM to implement flood early actions. It is about making sure the availability of materials and human resources for implementation of trigger-based actions. CVM, with GRC’s support, carried out dissemination of EAP, capacity building trainings, flood risk mapping, and Simulation (SimEx). The Simex was carried out in the districts where the seasonal forecast indicated a greater probability of floods.

Dissemination of EAP

During the first year, dissemination of the flood EAP was carried out in communities of Guijá and Chibuto districts (Gaza Province). The purpose was to raise awareness and strengthen capacities of CVM, Government partners, and community leaders.

Community level dissemination (in Guijá and Chibuto)– One-day community level EAP dissemination sessions were organized in October 23 with 33 participants (13 CVM volunteers, 13 CLGRDs (local committees of disaster risk management), 2 community leaders, 3 facilitators).

- Voluntary and CLGRC committees in the districts of Guijá and Chibuto were trained on anticipatory actions and prepared to act in the event of an activation;
- The key actors (district government, CVM volunteers and CLGRDs) and stakeholders (INGD and IFRC) in Guijá and Chibuto districts were trained on roles and responsibilities for the different steps as outlined in the EAP;
- Key actors were trained on the FbF- including actions, thresholds, funding;
- Mapped flood risk areas in Caniçado in Guijá as well as in the administrative post of Chaimite in Chibuto;
- Registration of 500 potential beneficiaries in risk zones.

Pre-agreement with service providers

Key service providers were mapped for a pre-agreement, which included:

- 17 transport providers, 06 Gasoline companies, 09 hotels in Guijá and Chibuto districts
- Two community radios in the districts of Guijá and Chibuto for dissemination of flood early warning.

Standard Operating Procedures (SOP) development

Simulations and activations in the past pointed towards some confusion on the roles and responsibilities during an activation. Hence, GRC supported CVM to formulate and formalize SOPs, which would facilitate role clarity and better coordination of actions. The SOPs have been formulated and awaiting approval from the CVM management.

Simulation (Simex)

CVM, together with the IFRC, GRC, and other partners organized a simulation of flood EAP in the district of Guijá. The Simex was organized during 26-29, October 2021 and considered all aspects of a possible activation (flood or cyclone), for all parties (CVM, GRC, IFRC). The objective of the simulation exercise was also to ensure institutional readiness before the start of the 2021-2022 rainy season, involving key staff members from central, provincial and district levels of the CVM and government partners in a flood scenario in the Limpopo basin, specifically in the district of Guijá. The Simex was reported as very interesting at CVM, where Senior Management was present to monitor in site. CVM participants also acknowledged the possibility of mobilizing different financial instruments like DREF, crisis modifier and/or Appeal seamlessly before, during, and after the hazard.



A total of 500 households (2,500 beneficiaries) were reached through the Simex. Participating beneficiaries received water and sanitation kits, mosquito nets, means for document protection. The Simex was also an opportunity to train focal points at the CVM headquarters, the Provincial Delegation of Gaza, as well as the district commission of Guijá on operationalization of the flood EAP.



Picture 1: Activation of GODE



Picture 2: First meeting on activation after receiving DNGRH forecast



Picture 3: Field preparations for simulation

Required arrangements were made to ensure social distancing and taking into account the needs of priority groups such as the elderly, people with disabilities and pregnant women.



Picture 4 and 5: Search and rescue operation in the Caniçado neighborhood

Procurement and Pre-positioning

While awaiting the final signing of the Project Fund Agreement and the transfer of the funding, CVM initiated the procurement process for the agreed Non-Food Items (NFIs). The procurement of NFIs was done together with GRC, which was also practical rather than CVM and GRC pursuing two procurement processes. An advert inviting bids was placed in the National newspaper on the 8th of September. Five (5) bids were received, analyzed and the procurement awarded to 'LifePharma, Lda' for the delivery of the NFIs on 26 December. An additional contract was signed for

packing of the kits (all original documentation of the procurement process is annexed to this narrative and financial report).

The following items and quantities were procured and pre-positioned in CVM’s warehouse in Chibuto:

No	Item	Unit	Qty
	Description		
1	Water purifier 150ml		3000
2	Rectangular and impregnated mosquito nets	un	3000
3	Mainato soap (Bingo) context covid 19	un	3000
4	2 Litre plastic mugs	un	3000
5	20 litre plastic buckets with lid	un	3000
6	Plastic bag with zip to protect documents	un	3000
7	Kitting up (2 mosquito nets + 2 Soap + 1 plastic mug +2 buckets + 1 plastic bag with zip	un	1500
8	Multifunctional megaphones	un	15
9	Alkaline batteries (Panasonic brand)	un	1440
10	Whistles	un	50
	Visibility materials and protection for CVM staff and volunteers		
1	Pairs of overshoes for staff and volunteers	pair	500
2	Raincoats for volunteers (pants and coat) with quality	un	500
3	T-shirts with CVM/FbF logo	un	500
4	Cap with CVM/FbF logo	un	500

These activities were funded by the EAP funds made available for the pre-positioning of stock budget allocated to CVM and received as part of the first transfer in year one of the PFA: Total CHF 34,793,00.



Picture 6 and 7: NFI kit preparation for stocking

Early Actions

Mozambique was hit by 2 tropical cyclones (Ana on 24 January, and Gombe on 11 March which reached the stage of tropical cyclone category 4). These cyclones claimed 101 lives, injured 315 people, and damaged more than 153,000 houses. The cyclones hit the central and northern part of Mozambique, and particularly provinces of Zambezia, Sofala, Nampula and Cabo Delgado were affected.

Activation of flood EAP (in January)

During the passage of tropical storm Ana, it brought heavy rains (>100 mm/24h) leading to increased water level in many river basins. Of particular concern was the Licungo river, where the river level reached the EAP trigger- 8.34m at E-91 station. Therefore, the Mozambique Red Cross (CVM), in January 25, 2022, activated the flood early action

protocol in Mocuba district to benefit four at-risk communities along the Lincungo basin (Sacra, Samora Machel, CFM and Baixo Lugela). *Refer to the timeline for chronological order of activities.*

In this operation, CVM mobilized 20 staff members from the National Headquarters (General Secretary, Programme Director, Disaster Manager, FbF Manager, Finance Director, Human Resources Director, Information Director, EAP Flood Manager, EAP Drought Manager, Information and Communication Technician, Logistic and Health National Manager), Provincial Delegation, and local offices (Provincial President and General President of CVM, Provincial Secretary, Health Technician, Logistic Technician, District Health Technician) and other partners of cooperation namely INGD and IFRC.

Altogether, 50 volunteers were mobilized, out of which 30 were involved in early warning dissemination and in preparation of NFIs kits and the other 20 volunteers were engaged in beneficiary data collection using the KOBO platform. Out of the initially listed 1500 families, CVM assisted 853 families with the anticipatory action.



Picture 8 and 9: Preparation for NFI distribution during activation

January Activation Timeline



25 JANUARY, 2022



Anticipating the trigger; discussion on logistics - NFIs for Flood EAP pre-positioned in Chibuto warehouse - not feasible to transport over land to Zambezia Province (Baixo Licungo). Possibilities discussed:

1. CVM logistics provider over land
2. CVM logistics provider air freight
3. IFRC - Coca Cola trucking
4. IFRC - DHL / LAM quote for 7.5 tons of air freight

GODE at 17:00 led by SG CVM - Flood EAP activated.

25 JANUARY, 21.00

Early Action notification and funds request CVM +GRC received



26 JANUARY, 2022

CVM activates Zambezia provincial delegation to start early warning messages - but no DRM specialists available. Provincial secretary + technical staff to Macuba. Administrative officer went to Caia & Mopeye warehouse

26 JANUARY, 2022



IFRC Treasury GVA transfers funds



Floods materialised in the Mucuba communities



27 JANUARY, 2022

Plan b: activate warehouses Caia & Nampula to supply NFIs. FbF Flood EAP manager, Drought EAP manager, and Communications deployed to Nampula. CVM volunteers activated and early warning message disbursed

28 JANUARY, 2022

In Baixa Licungo, Mucuba district commission

- 5.00 AM truck from Nampula arrives
- 6.00 AM truck from Caia Arrives
- 6.00 AM Volunteers digital assessments using KOBO
- 7.00 AM Early warning messages communicated by part of volunteers
- 9.00 AM truck arrives from Mopeia (jerry-can warehouse)
- 10.00 AM Meeting with INGD and community leaders to inform on the EAP mechanisms, responsibilities and what will be distributed.
- 12.00 Two distribution sites are prepared (Sacras & Samora Machel)
- 09.00 - 14.00: NFIs packed into kits
- 14.00 Start distribution for 850 HH
- 20.00 Finish all Early Action Activities



29 JANUARY, 2022

Mobilised all volunteers and staff to go back to Mocuba district committee CVM (high laying area)



01 FEBRUARY, 2022



Team deploys back to Maputo

Re-activation of flood EAP (in March)

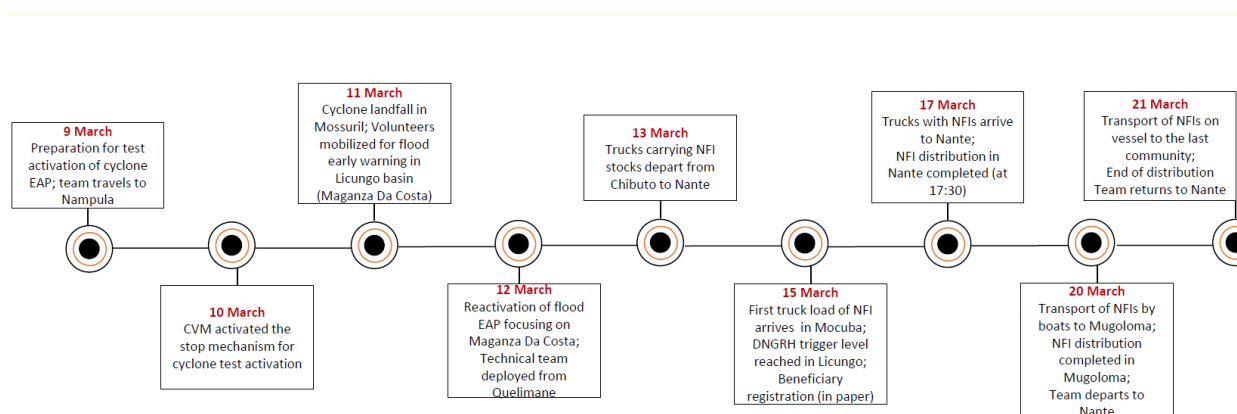
The second activation (re-activation) was triggered by cyclone Gombe (in March) which hit the Central and Northern part of Mozambique, with heavy rains (>100mm/24h) raising the flow of the Licungo, Zambézi, Búzi and Save basins. The trigger for EAP for floods were reached (8.34m in the E-91 station) at Licungo basin with the flood peak of 8.40m. Upon reaching the trigger, the flood EAP was re-activated on 12 March. Refer to the timeline for chronological order of activities

The re-activation reached 1,477 families in three communities (Nate sede, Mugoloma e Mamiua) in the district of Maganja da Costa, administrative post of Nante (Zambézi province). For this activation, CVM mobilized 115 volunteers, 4 technicians from CVM HQ (EAP Droughts Manager, PMER, WASH Technician and Information Officer) and Provincial Delegation (Provincial Secretary, Provincial Administrator, Provincial Healthy Technician, Disaster Risk Reduction Technician, Provincial President, and General President of CVM) and other partners including INGD, UNAPROC, IFRC.



Picture 10 and 11: Distribution of NFIs in Maganja Da Costa district, during March re-activation

March activation (re-activation) timeline



Lesson

Learned Workshop

CVM organized a Lessons Learned Workshop (LLW) on 26 May to reflect on the flood early actions implemented in January and March 2022. The LLW brought 40 participants from CVM (national headquarters and provinces); representatives from relevant Government organizations including the National Meteorology Institute (INAM), National Directorate of Water Resource Management (DNGRH), and National Disaster Management Institute (INGD); IFRC, relevant Partner National Societies (PNSs), and University of Eduardo Mondlane (UEM). The one-day workshop

reflected into the timeline of EAP activation and dissected other aspects of activation like logistics management, field operation and coordination, volunteer mobilization, and national society capacities for FbF. The findings of the lessons learned workshop will feed into and contribute to the flood EAP revision process.



Picture 12 and 13: post-activation lessons learned workshop

Outcome evaluation

The post-activation outcome evaluation is being currently undertaken by the University of Eduardo Mondlane (UEM). UEM is a member of the consortium on Academic Alliance on Anticipatory Action¹, as a part of the consortium's support on research and evidence building for anticipatory actions. The field data collection has been completed and report awaited.

¹ The [Academic Alliance for Anticipatory Action](#) (4As) consortium is led by Tufts University in the US, partnering with Makerere University in Uganda, the National University of Lesotho, the University of the Philippines, Bangladesh University of Engineering and Technology, the University of Namibia, and Eduardo Mondlane University in Mozambique.

C. DETAILED OPERATIONAL PLAN

Overall objective: To reduce the impact of floods in the riverine communities and to assist in preventing consequent waterborne sicknesses due to destruction and/or pollution of water sources.



Health

People reached: 11,650

Male: 3,583

Female: 8,067

Health Outcome 1: Vulnerable people's health and dignity are improved through increased access to appropriate health services.

Output 1.1: Communities are supported by NS to effectively respond to health and psychosocial needs during an emergency

Indicators:		Target	Actual
Number of mosquito nets delivered in coastal communities			
<i>P&B Output Code</i>	Activities planned		
AP011	Distribution of Mosquito nets	1,500 HH	2,330 HH
Narrative description of achievements			
<i>People in the communities used this non-food items to protect their children and themselves against the mosquitos to prevent malaria</i>			



Water, sanitation and hygiene

People reached: 11650

Male: 3583


Female: 8067

WASH Outcome 1: Vulnerable people have increased access to appropriate and sustainable water, sanitation and hygiene services

Output 1.1: Communities are provided with improved access to safe water.

Indicators: Number of WASH products distributed to each community & red cross volunteers trained		Target	Actual
Communities are provided by NS with improved access to safe water			

<i>P&B Output Code</i>	Activities planned		
AP026	Distribution of water purifier (Certeza)	1,500 HH	2,330 HH
AP026	Distribution of mugs/cups	1,500 HH	2,330 HH
AP026	Distribution of buckets with lid	1,500 HH	2,330 HH
Narrative description of achievements			
<i>The communities used this non-food items to store water and purified it with certeza before and during the floods</i>			

 <p>Disaster Risk Reduction People reached: 11650 Male: 3083 Female: 8067</p>			
DRR Outcome 1: Communities in high-risk areas are prepared for and able to respond to disasters			
Output 1.1: Communities take active steps to strengthen their preparedness for timely and effective response to disasters.			
Indicators: CVM is able to conduct early actions before the flood occurs		Target	Actual
<i>P&B Output Code</i>	Activities planned		
	Readiness activities		
AP001	Mapping of risk communities	5 trips	5
AP001	Identification of evacuation routes	5 trips	5
AP001	Identification of community radios	8 trips	8
AP001	Pre-agreements, community radios	8 trips	8
AP001	Workshops w. community radios	16 workshops	16
AP001	Development of messages	32 un	6
AP001	Production of pamphlets	2,500 un	2,500
Pre-positioning activities			
AP001	Procurement, vacuum plastic bags	1,500 un	1,500
AP001	Procurement, Megaphones	16 un	16
AP001	Procurement, Batteries	60 un	60
AP001	Procurement, Whistles	50 un	50
AP001	Transport of NFI to regional warehouses + to community distribution points	6 trips	6
Early action activities			

AP001	Dissemination of hazard warnings	60 Un	60
AP001	Activation of volunteers and CLGRCs	160	165
AP001	Rent, trucks and boats, to transport NFI	32 days	32
AP001	Rent, trucks and boats, transport people	48 days	48
AP001	Transport, to-from communities	32 trips	32
AP001	Fuel	6,000 Litres	6,000
AP001	Credits for phones and internet	40 lumpsum	40
AP001	Production of photos and film	1 lumpsum	1
AP001	Information materials to gen. public	3 lumpsum	3
Narrative description of achievements			


Strategies for Implementation

Outcome 1: The National Society and key actors are well prepared to implement the EAP

Output 1.1: NS capacity to support community-based disaster risk reduction, response and preparedness is strengthened

Indicators: Relationships with provincial/district stakeholders is increased. NS volunteers' knowledge & visibility awareness are improved

<i>P&B Output Code</i>	Activities planned		
	Readiness activities		
AP038	Workshops and simulations, local authorities.	5 workshops	5
AP040	Training of volunteers and GLGRCs	5 workshops	5
AP042	Verification of contact lists for key persons at province, district and community levels	5 years	5
AP042	Training of CVM warehouse staff	5 workshops	5
AP042	Elabora. of Pre-agreements, petrol stations at provincial & district levels	40 agreements	0
AP042	Elabora. of Pre-agreements, transport companies at provincial and district levels	40 agreements	0
AP046	Salary contribution subsidy, two DM staff, CVM HQ (DM officer; 15000mtx4month/year. FbF/EWEA officer; 11667x6month/year)	5 years	5

AP055	IFRC Technical Field Monitoring Mission	1	1
Pre-positioning activities			
AP040	Protection kit (boots & Raincoats)	500 un	500
AP040	CVM Bibs	300 un	300
AP040	T-shirts	500 un	500
AP040	Caps	500 un	500
Early action activities			
AP040	Subsidies, volunteers' activation	200	165
AP055	Transport for monitoring team	4 persons	4
AP055	Accommodation of monitoring team	16 days	16
AP055	Per diem, monitoring team	16 days	16
AP055	Daily transport to intervention areas.	4 lumpsum	4
AP055	Introduction and Training workshop	2 units	2
AP055	Consultant, Monitoring	15 days	15
AP055	General lessons learned workshop	1 un	1
AP055	Trigger, lessons learned workshop	1 un	1
Narrative description of achievements			
<p><i>The CVM implemented actions in the communities to reduce the impacts of extreme weather events through anticipatory actions, dissemination and simulations carried out in order to make the communities resilient.</i></p> <p><i>CEA has been integrated in the work of the National Society to ensure that beneficiaries do have information about the programme and all its process regarding the distribution of relief items. During the volunteers and community members training in Guijá and Chibuto districts (Gaza province) translation into local language (Changana) was ensured by a volunteer or community member to make sure all the delivered modules were comprehensive.</i></p> <p><i>IFRC will continue supporting the NS to further strengthen the mainstreaming of CEA. Early Action messages were released in local language (Emacua, Chuabo, and Portuguese) according to the province or district where they have been released.</i></p> <p><i>A study for monitoring the distributions and gather the community perceptions regarding the quality of the distribution process is still being finalized by partner from Universidade Eduardo Mondlane (UEM), and final report will be shared in January.</i></p> <p><i>National society staff has been provided with technical improvements on managing warehouse</i></p>			

D. Financial report

Area of Intervention Vs Expenditure

AREA	INTERVENTION	EXPENDITURE (CHF)
AOF1	Disaster Risk Reduction	80,887.76
AOF2	Shelter	
AOF3	Livelihoods and Basic Needs	
AOF4	Health	34,769.47
AOF5	Water, Sanitation and Hygiene	27,516.90
AOF6	Inclusion, Gender and Protection	
AOF7	Migration	
SFI1	Strengthen NS Capacities	31,679.05
SFI2	Ensure effective int'l disaster mgmt	7,746.01
SFI3	Influence others as leading strategic partners	1,409.37
SFI4	Ensure a strong IFRC	
	Total	184,008.54

Expenditure (in CHF) for both national society

EXPENDITURE (CHF)			
ACTIVITY	CVM	GRC	TOTAL
Readiness	11,776.78	-----	11,776.78
Pre-Position Stock	37,919.24	49,990.55	87,909.79
Early Action	58,609.68	25,712.29	84,321.96
TOTAL	108,305.70	75,702.83	184,008.54

Expenditure (in MT) for both national society

EXPENDITURE (MT)			
ACTIVITY	CVM	GRC	TOTAL
Readiness	772,203.79	-----	772,203.79
Pre-Position Stock	2,486,364.57	2,934,945.00	5,421,309.57
Early Action	3,939,742.50	1,728,379.90	5,668,122.40
TOTAL	7,198,310.86	4,663,324.90	11,861,635.76

Exchange rates:

The difference in exchange rate were due to the timeframe that the funds were transferred for both national societies.

The Exchange rate in the reediness & pre-position for CVM was 65.57mt

The Exchange rate in the reediness & pre-position for CVA was 58.71mt

The Exchange rate in the early action was 67.22mt