Context

Mozambique is highly exposed and vulnerable to natural hazards and climate variability. Mozambique's extensive coastline is home to over 60 per cent of its population and heightens the country's vulnerability to tropical cyclones and storm surge flooding. It ranks third among African countries exposed to multiplied weather related hazards such as flooding, cyclones and droughts (World Bank, 2019). The country's vulnerability is exacerbated by poverty and weak institutional development. There is a growing evidence base which demonstrates that disasters are a driver of inequality and poverty disproportionately affecting the poor, who have a limited capacity to cope with shocks. Recent analysis shows that experiencing a cyclone, flood or drought can lead to a drop of up to 25-30 percent in per capita food consumption (Baez *et al*., 2018). Increased flooding and drought threaten agricultural production which is 97 percent rainfed and employs roughly 75 percent of Mozambique's workforce (World Bank, 2019; USAID, n.d.). Overall, drought causes an estimated loss of US$20 million per year and climate change is expected to exacerbate the impact of shocks (World Bank, 2019). Flooding can also have devastating effects - in 2000 Cyclone Eline losses amounted to 20 percent of the country's GDP. In 2015-16 Mozambique suffered a severe El Nino-induced drought which led the Government of Mozambique (GoM) to declare a Red Alert, the highest level of national emergency preparedness, in the central and southern provinces (WFP, 2016)[1].

In March and April 2019, Mozambique was struck by two consecutive major cyclones - Cyclone Idai and Cyclone Kenneth respectively. More than 1.7 million people were affected, with damages and losses amounting to US$3 billion and an estimated US$3.4 billion of total cost for recovery and reconstruction (GoM, 2019). Cyclone Idai made landfall in the port city of Beira, Sofala Province, in central Mozambique and caused huge storm surges and extensive flooding. Cyclone Idai hit four of the poorest provinces - Zambezia, Sofala, Tete and Inhambane and destroyed 715, 000 hectares of farmland across the country (Crossley, E. *et al.* 2021). Cyclone Kenneth, with wind speeds of 220 km/h, was the strongest cyclone on

[1] https://www.wfp.org/operations/200993-augmentation-wfp-support-sadc-secretariat-and-member-states-response-el-nino

record to make landfall in Africa. Cyclone Kenneth battered the northern provinces of Cabo Delgado and Nampula, around 600 miles north of Idai's impact zone. Agricultural production for the 2018-2019 main season was already expected to be quite low due to drought conditions in many southern and central areas of the country which coincided with the provinces most affected by cyclone Idai (GoM, 2019). At the same time as Cyclone Idai hit, an ongoing drought was affecting areas of the country. Cyclone Idai did enhance the conversation around early warning systems and impact-based forecasting and act as a catalyst for changes towards preparedness.

At the end of 2020, Tropical Storm Chalane made landfall in Muanza District destroying shelters, and displacing for a second time, over 270 families already living in settlements for survivors of Cyclone Idai where around 90,000 people still reside. On January 23, 2021, large areas of cropland were flooded by **Tropical Cyclone (TC) Eloise** which made landfall in the Central Sofala province. More than 314,000 people in Sofala and neighboring provinces Manica, the southern part of Zambezia, Inhambane, and Gaza provinces are estimated to have been affected (ACAPS, 2021). TC Eloise also induced flooding in the southern river basin of the Limpopo.

In the province of Cabo Delgado armed conflict continues driving widespread displacement of over 744,000 people (IOM, September 2021) and a rapidly growing humanitarian crisis (OCHA, 2021). In Northern Mozambique, where cyclone Kenneth hit in 2019 making the response more complex nearly 670,000 people are currently displaced, with the insecurity continuing to expand in scale, scope and complexity, pointing to potential further deterioration and additional displacement in 2021 (CARE, 2021) [2]. In the 2021 Humanitarian Response Plan (HRP) WFP was targeting 527,000 Internally Displaced Persons (IDPs). There are now over 740,000 IDPs from Cabo Delgado (IOM, 2021). Cyclone Idai did leave a psychological impact on communities which was reflected in their response to early warnings in response to Tropical Storm Chalane and Cyclone Eloise (GRC KII).

In terms of governance, Mozambique is divided into 11 provinces, the highest administrative division[3]. The provinces are further divided into 154 districts and 407 administrative divisions, encompassing smaller localities and aggregated villages (povoações).

Legislation and Policy environment

The entry point for anticipatory action (AA) is the Law on Disaster Risk Reduction and Management (Law No. 10/2020)[4] complemented by a set of regulations approving the Law on Disaster Risk Reduction and Management (Decree 76/2020) (IFRC, 2021a). This repealed Law No. 15/2014 which established the framework for disaster management, including prevention and mitigation. It emphasised the importance of readiness and preparedness to prevent the impacts of climate change and reduce the vulnerability to disasters. The law also mandated AA activities such as: contingency plans to be based on scientific forecasts; disaster management plans to include forecasted risks; the establishment of an early warning system and required the system to use yellow, orange and red alerts to the public; prescribed emergency actions of the Council of Ministers in the event of an *imminent* or occurring disaster and directed the Council of Ministers to establish a Disaster Management Fund (LSE n.d.)[5]. The new law establishes the legal regime from DRR/M and highlights the need to adapt to climate change.

[2] https://www.care.org/news-and-stories/press-releases/2-years-since-cyclone-idai-and-mozambique-has-already-faced-an-additional-3-cyclones/

[3] Provinces of Mozambique are Cabo Delgado, Gaza, Inhambane, Manica, Maputo City, Maputo, Nampula, Niassa, Sofala, Tete and Zambezia.

[4] Passed 24th August 2020

[5] https://www.climate-laws.org/geographies/mozambique/laws/law-15-2014-establishing-the-framework-for-disaster-management-including-prevention-and-mitigation Accessed 20 August 2021

The Guiding Policy documents for DRM are - the National Policy on Disaster Management (NPDM) (1999); and the National Disaster Risk Reduction Master Plan 2017–2030 (*Plano Director para a Redução do Risco de Desastres* - PDRRD). The PDRRD is in line with the African Disaster Reduction commitment and the Sendai Framework (World Bank, 2019). Other policy developments relevant to the DRM framework include: the government's five-year programme (*Programa Quinquenal do Governo* 2015–2019), which advocates for the integration of guidelines on DRM and Climate Change Adaptation (CCA) into national, sectoral, and local development plans; Agenda 2025 (*Visão Estrategica de Nação*) which indicates the need to consider the impact of disasters on Mozambique's development and the 2013–2025 National CCA and Mitigation Strategy (ENAMMC), which outlines the key areas of action the government needs to focus on to reduce the impacts of climate change (IFRC, 2021a).

The institutional structure for DRM in Mozambique is set out in the 2020 DRM Law, which provides that the main bodies of the DRM system at central level are as follows: a) the government; b) the Coordinating Council for Disaster Management and Risk Reduction; c) the Technical Council for Disaster Management and Risk Reduction; and d) the Coordinating Entity for Disaster Management and Risk Reduction (the National Institute for Disaster Risk Management and Reduction (*Instituto Nacional de Gestão e Redução do Risco de Desastres* - INGD)[6]. Presidential Decree 41/2020 further establishes the competencies of INGD. The Technical Council for Disaster Management (CTGD) is composed of directors and technicians across ministries and sectors, and serves as the government's national platform for disaster management (Karadan et al. 2017) . The main government actor for drought, the Division for the development of arid and semi-arid zones (*Divisão de desenvolvimento das zonas Áridas E Semi- Áridas* - DARIDAS) focuses more on development issues around arid and semi-arid lands rather than emergency response which is under the mandate of the National Center for Emergency Operations (CENOE), which is the operative arm of the INGD.

The DRM system is quite centralised although there have been attempts to decentralise. The larger government bodies such as INGD and INAM have provincial representation (KII). After the devastating floods in 2000, in response to the limited capacity of local communities to respond, Local Disaster Risk Management Committees (*Cômité Local de Gestão do Risco das Calamidades* - CLGRCs) were set up in highly risk-prone districts. In 2017, there were 1,218 Committees, with a total of 14,255 members throughout the country, of which 698 Committees are equipped (World Bank, 2019). However, ensuring the sustainable functioning of existing Committees and establishing Committees in all high-risk communities is a key challenge. Although this was a good initiative, there was a lack of follow up such as training and resources to maintain them. There have been attempts by development and humanitarian partners to build on those structures (KII).

The Ministry of Land and Environment[7] has the mandate for climate change and has a Coordinating Council. Several sources quoted a lack of coordination and cooperation between the various governmental actors as the major weakness of Mozambique's attempts to combat climate change effects. Therefore in 2014, with the support of the World Bank, a Climate Change Coordination Unit (*Unidade das Mudancas Climaticas* - UMC) became operational to improve coordination and is intended to function as a cross-governmental body for coordination of climate change activities (Government of Netherlands, 2018).

[6] Thereby repealing Decree No.38/39 which created the *Instituto Nacional de Gestão de Calamidades* - INGC. https://www.ingd.gov.mz/

[7] The Ministry of Lands, Environment and Rural Development (MITADER) which had the mandate for climate change was split into two in 2020. The Rural Development component went into the Agriculture Ministry.

The legal creation of the **Disaster Management Fund - DMF** (*Fundo de Gestão de Desastres - FGD)*[8] in 2017 was an important step taken by the GoM towards improving financial protection against disasters. Although the DMF was meant to be operationalised before April 2019 it is unclear what the status is.

Disaster Risk Financing

In 2019, the government signed an MoU with the Africa Risk Capacity (ARC) to facilitate the future purchase of drought and cyclone coverage. ARC is working with other development partners including the African Development Bank and the World Bank towards premium financing support to Mozambique when it decides to take the coverage (ARC, 2019).

The DMF account is managed by the INGD[9] and expected to receive an annual budget allocation of at least 0.1 percent of the state budget (minimum annual allocation of approx. US$4.5-5 million). This will be topped up by the World Bank with an annual amount of US$9 million in the fund's first two years and with US$5 million in the following three years (Calcutt, E. *et al,* n.d). As per the regulations, drafted with the assistance of the World Bank, the process of making a contribution to the FGD is called a 'Risk Transfer', which aims to ensure timely allocation and application of resources to response activities and to address priorities and urgency in the context of an emergency (IFRC, 2021b). The FGD has been designed to be able to purchase future sovereign risk transfer instruments such as ARC to cover for hazards such as drought and/or cyclone (World Bank, 2019). The regulations also specify, *inter alia,* the mechanism for triggering the use of fund resources; the rules for requesting resources from the fund; requirements of pre-negotiated contracts for the delivery of specified goods; requirements for auditing the use of funds and transparency; and the fiduciary responsibility of the INGD (Calcutt, E. *et al,* n.d). There appears to be some confusion within the GoM as to whether the payment of the premium is allowed through the DMF, even though Chapter 4 article 17 of the procedure manual mentions risk transfer through sovereign insurance (WFP KII). During the update of the manual to reflect recent changes, a consultation did take place. WFP through DARIDAS, advocated for the inclusion of slow onset disasters and forecast-based financing (FbF). Although the comments from partners and others have been consolidated, the final revision is not yet finalised at the moment of the preparation of this case study. There are indications that it is likely that the fund will not open to finance slow onset or allow for the use of funds to be used to fund the response to drought. It is believed that the current resources are too small (approx. US$10m), and that for a drought response an ideal size would be around US$60 million (KII).

Before this, the only ex-ante financial instrument for disaster preparedness and response was an annual contingency budget allocation of approximately US$ 2 million. The amounts allocated every year were unpredictable and the limited size of the allocation meant that the GoM could only respond to small to medium size events.

Humanitarian Financing

A new working paper looks at tracked financing flows in response to natural hazards. It found that very little funding was pre-arranged, and flexible UN humanitarian funding played an important role. Drought funding remains extremely slow and limited as opposed to rapid onset crises which have a strong 'CNN effect'. Although the World Bank is the largest funder, it is also one of the slowest (Crossley *et al.*, 2021). The United Nations Humanitarian Response Plan (HRP) for Cyclone Idai estimated requirements to be US$441million. As of June 2019, US$175m was funded, with WFP receiving 40 percent of the funds (WFP,

[8] Decree No. 53/2017 of October 18, 2017

[9] https://www.ingd.gov.mz/o-que-e-fgd/ Accessed August 21, 2021

2019). The Immediate Response Mechanism (IRM)[10] of the World Bank's Contingent Emergency Response Component (CERC)[11] released US$55 million for emergency rehabilitation. The IFRC released US$ 344,000 in cash from its Disaster Relief Emergency Fund (DREF) at almost the exact moment Cyclone Idai was making landfall (Climate Centre, 2019). Through the Financing based Actions (FbA) by the DREF financing mechanism, an automatic disbursement of funds takes place once the trigger's protocol is reached. At the Beira International Donor Conference at the end of May 2019, donors pledged US$ 1.2 billion to help Mozambique rebuild and recover. However, the government's Post-Cyclones Reconstruction Office *(Gabinete de Reconstrução Pós-Ciclone*) had not received that funding by early 2020 (Kleinfeld, 2019). Such delays lead to negative coping strategies, with women and girls being impacted the most.

A United Nations Review concluded that planning would have benefited from the use of anticipatory triggers based on early warning indicators. There were also questions around the lack of early-action triggers for the Zambezi river basin, given that it is periodically affected by severe flooding (Crossley, E. *et al*. 2021). Using their own funds, some of the UN agencies, INGOs and the IFRC applied a 'no regrets' approach. This enabled the response to get off to a relatively quick start. However, although some funds were recouped, some struggled to recoup their commitments from donors. This could potentially impact the willingness of agencies to adopt a similar 'no regrets' approach in future (Baker *et al.*, 2020). So, while the value and need for a resilience approach is widely recognised, it is currently under emphasised and underfunded (Crossley, E*. et al.* 2021).

Social Protection

Social protection is a central pillar of Mozambique's poverty reduction strategy and benefits from strong government commitment. In 2018, 71 percent of the budget for social protection came from the state budget. Despite economic problems, social protection budgets have been protected and have even seen modest increases (UNICEF, 2020)[12] . In 2017, the total coverage of all social protection programmes was 470,786 direct beneficiaries or households which is less than 20 percent of the number of poor people in Mozambique, which is over 13 million people (WFP, 2019).

Social protection is managed by the National Institute of Social Action (INAS), which is part of the Ministry of Gender, Children and Social Action (MGCAS). INAS implements three cash transfer programmes that are part of the National Basic Social Security Strategy 2016-2024 (ENSSB II). These are i) a basic programme **(PSSB)** which targets poor and vulnerable older people, people with disabilities, chronically sick and vulnerable children; (ii) a public works programme (PASP); (iii) the Direct Social Support Programme (PASD) which has two components, one providing in-kind support and a second focused on post-Emergency Cash Transfers **(PASD-PE)**[13]. ENSSB II includes objectives related to climatic shocks.

[10] The Immediate Response Mechanism (IRM) can be used to augment project resources by allowing up to 5% of an undisbursed IDA portfolio in an affected country to be channelled through any CERC.

[11] A CERC is a component within a project that allows funds to be quickly allocated to emergency recovery activities in the event of a disaster, avoiding time-consuming project restructuring. It represents bridge financing for immediate emergency recovery needs while other more medium-term support is made available. As such, it focuses on activities that help minimise emergency impacts on affected communities (e.g. cash transfers; temporarily reconnecting roads; repairs to water systems and schools), and does not include medium-term institutional development, capacity building, or complex infrastructure reconstruction (World Bank, 2019c).

[12] https://www.unicef-irc.org/article/1958-how-social-protection-empowers-adolescent-girls.html

[13] Post-emergency Direct Social Support Programme .PASD-PE has a legal basis in the Decree n. 47/2018 (Decreto de Revisao de Programas); however the programme was not included in the subsequent Decree n. 59/2018 (Decreto de Revisao de Subsidios de Programas) which sets the values for PSSB, PASP and PASD.

The PASD-PE programme[14] was created to deal with covariate shocks, such as droughts, floods and cyclones, and was recently adapted to respond to the challenges posed by the pandemic. The programme is flexible in order to be able to adapt to the type of shock it is responding to - with 2,500 MZN being provided per month per household for droughts and 1500 MZN for other shocks like COVID-19. For example, for droughts it has a duration of 12 months and for rapid onset shocks it is six months. The transfer value, unlike that for the other programmes, is not fixed in the government decree, which in theory makes the value and duration flexible. It was implemented for the first time for El Nino (2017) and then again during the droughts in Tete (2018-19) and Gaza (2019-20), as well as after the cyclones Idai and Kenneth hit the country in 2019. Given delays in implementation of the PASD-PE, during the 2017-2018 lean season a DFID financed project implemented by WFP and HelpAge provided cash transfers and food commodity vouchers[15] in the Tete province. This was referred by the government as a PASD-PE pilot and it aimed to mitigate acute food security in drought affected households[16] (WFP, 2019). The intervention prioritised households assisted by meeting the selection criteria of the PSSB. The cash transfer value was aligned with that of PASD-PE. However, despite humanitarian agencies advocating for cash transfers in response to drought and flood, the government did not authorise cash transfers outside the government programme. Therefore, the drought related cash transfers were aligned closely to the social protection system. Recently, the efforts led by DARIDAS, with support of WFP, to institutionalise an early warning system in Mozambique also intersect with the development of different local adaptation plans and FbF. To optimise the synergies between PASD-PE used for droughts, and the anticipatory framework just mentioned, WFP is supporting the coordination between DARIDAS and INAS to include PASD-PE as one of the responses to aggravated low levels of rainfall that indicate a drought. The local level plans included this program and were developed in coordination with INAS and its delegations. This also marks the institutionalization of the shock responsive social protection program to anticipate a shock, instead of responding to it in its aftermath.

The e-INAS, the management information system, developed with the support of UNICEF and ILO, to enroll and process beneficiaries in one single registry, was launched formally on 19 July 2019. Covid-19 accelerated many reforms and accelerated the testing of the scaling up of existing social protection mechanisms. Some of the benefits of the e-INAS include: the rapid addition of new beneficiaries, improved targeting and transparency, use of innovative payment technologies and enduring data protection. For the Covid-19 response PASD-PE cash transfers were attempted through mobile phone platforms as much as possible, but most of the response still used cash in hand (ILO, 2020).

Anticipatory Action Pilots

Mozambique Red Cross (CVM)

CVM in partnership with the German Red Cross and national institutions has been establishing FbF systems in the country since 2015[17]. The cyclone protocol was the first Red Cross Early Action Protocol (EAP) to be approved for Africa in 2019. The flood protocol for the four major rivers - the Limpopo, the Buzi, the Zambéze and the Licungo has been finalised. A new drought protocol is currently being defined as part of a regional project - the development of the triggers is at an early stage and work is being done with

[14] The origins of the PASD-E programme were in the ENSSB II which strengthened the role of basic social security in shock response It was created in 2018 with the approval of the Council of Ministers for Presidential Decree n°47/2018 to review Basic Social Security Programmes.

[15] The project reached 24,354 recipient households, of which 85 percent received commodity vouchers and 15 percent cash transfers

[16] Communities were selected jointly by WFP, SETSAN, INGC, DPGCAS, INAS and district government

[17] https://www.anticipation-hub.org/experience/anticipatory-action-in-the-world/mozambique/forecast-based-financing-closing-the-gap-between-disaster-preparedness-and-emergency-relief-in-southern-africa-mozambique

University Eduardo Mondlane University around shortlisting feasible early actions (GRC KII). The cyclone EAP covers 26 districts in the coastal zone of Mozambique in particular in the provinces of Nampula, Zambezia, Sofala and Inhambane, with a total population of 4,476,827 people and 1,065,868 households. Early actions include awareness messages through radio, TV and megaphone; shelter kits; reinforcement of primary school units and the distribution of chlorine and buckets. The protocol consists of a 'readiness' phase outside of the season of cyclonic activity with the strategic prepositioning of materials tailored to reduce the impact of disasters , as well as capacity building and training of CVM provincial branches and their volunteers to ensure institutional readiness for a potential protocol activation and an 'early action' phase consisting of a tranche of funding that is disbursed up to 72 hours prior to an impending disaster when a cyclone reaches a 'trigger' level of sustained wind speeds of 120 kilometers per hour (IFRC, 2020; IFRC, 2021)[18]. Lessons from the Cyclone Idai response were used to improve existing FbF protocols. The Flood EAP covers 12 districts along the different river basins of Mozambique in the provinces of Gaza, Sofala and Zambezia, targeting a population of approximately 1,151,000 persons and 230,200 households. The trigger is reached when the three-day hydrological forecast indicates flood waters will reach the five-year return period water level at an upstream river gauge station. The maximum lead time to complete these activities is 72 hours (IFRC, 2019a). The flood bulletins of the Directorate for Water Resources Management (Direção Nacional de Gestão de Recursos Hídricos - DNGRH) are officially used for activation although international models such as GLOFAS are monitored (KII).

Prior to Cyclone Idai making landfall, staff of the CVM FbF project and volunteers disseminated warnings and reached out to vulnerable populations as part of a first test activation of the cyclone protocol. Supplies were pre-positioned and in the provinces of Sofala and Zambezia, which were forecasted to be hit hardest, support was provided to strengthen houses (IFRC, 2019b). In December 2020, in anticipation of **Tropical Storm Chalane'**s potential landfall in Central Mozambique[19],the EAP was activated for intervention in the Buzi District, Sofala Province (IFRC, 2019b). Although wind speeds at landfall were predicted to be slightly less than the activation or trigger point, after extensive consultations with the National Meteorological Institute (INAM) and Météo-France and due to heightened levels of vulnerability induced by the Covid-19 pandemic, it was agreed to go ahead. However, the storm reduced in intensity and went from severe to moderate and caused intense rainfall with minimal destruction of infrastructure[20]. Weeks after, Tropical **Cyclone Eloise** took on a similar trajectory towards Beira and put the same districts at severe risk of impact. The 1500 households reached during the Chalane activation were able to replicate the early actions hence espousing the importance of no regrets (GRC KII; IFRC, 2021)[21]. Torrential, sustained rainfall related to Cyclone Eloise's landfall and further trajectory overland lead to rising water levels in Mozambique's southern Limpopo river basin, reaching the basin's flood triggers in February 2021. Once trigger levels were reached, CVM's flood protocol was test activated in coordination with DNGRH and INGD within the 72 hours lead time reaching 500 households meeting the protocols vulnerability criteria.

In order to adapt the protocols to the context of increasing fragility in the Province of Cabo Delgado, CVM, German Red Cross and the International Committee of the Red Cross (ICRC) have established a partnership and are planning to conduct a conflict analysis and feasibility study for FbF in conflict-stricken regions of Mozambique.

[18] https://reliefweb.int/report/mozambique/red-cross-officially-activates-anticipatory-actions-ahead-cyclone-chalane; https://www.anticipation-hub.org/news/the-aftermath-of-anticipatory-humanitarian-actions-taken-for-severe-tropical-storm-chalane-in-mozambique-was-it-worth-it/

[19] It was expected to strike the districts of Buzi, Beira, Dondo , the same areas that were devastated by Cyclone Idai

[20] https://globalvoices.org/2021/01/12/cyclone-chalane-hit-mozambique-leaving-much-less-damage-than-previous-storms/

[21] The aftermath of anticipatory humanitarian actions taken for severe tropical storm 'Chalane' in Mozambique – was it worth it?

In terms of sustainability, the German Red Cross has worked to build the capacity of the national society (CVM), who support the government as auxiliaries. Once a protocol is approved there is funding for a five-year period for the national societies to carry out stock pre-positioning and readiness activities, as well as the automatic disbursement of anticipatory funds through the FbA by the IFRC DREF financing mechanism when triggers are reached. The German Red Cross provides technical capacity building to the CVM to take ownership of and run the EAPs. However, more work could be done at ensuring sustainability in the national landscape (GRC KII).

World Food Programme

A WFP Mozambique project to scale up drought AA for food security nationwide with a focus on Gaza and Tete provinces is being implemented. In order to institutionalise AA, WFP is collaborating with government actors, such as INGD, INAM, and the Ministry of Agriculture (MADER) to establish a drought early warning system. This is being done by strengthening drought monitoring and forecasting capacities- including crop monitoring- and supporting contingency planning for anticipatory action to mitigate drought impacts on vulnerable, food insecure populations living in the two provinces. The work on forecasting and monitoring to elaborate the triggers is being supported by the Earth Observation unit at WFP-HQ. Probabilistic seasonal forecasts of Standardized Precipitation Index (SPI) covering Mozambique's rainfall season (October-April) have been developed. WFP is also working with relevant stakeholders to ensure that these efforts link up to a broader risk management framework led by the government to better anticipate and respond to disaster risk, as well as to social protection programmes and systems to ensure the most vulnerable are reached with anticipatory assistance (WFP, 2020). The last two years have been spent bringing consensus around how to view, monitor and forecast drought and link it to contingency planning for drought (WFP KII). In order to push the agenda forward, WFP has seconded a staff member to provide technical and operational support to DARIDAS.

In terms of resilience the **African Development Bank** has invested in a five-year drought recovery and agriculture resilience project. The objective of the project is to develop a long term approach to sustain and make the local population more resilient to drought; and provide the targeted districts with a water related infrastructures to counter the effects the recurring nature of the drought (AfDB, 2019)[22]. Mozambique is the World Bank's first approval of a dedicated DRM and Resilience Program-for-Results (PforR)[23] in an International Development Association (IDA) country. The PforR is anchored to the Government's broader DRM program as set forth in the PDRRD and supports the country's DRM reform agenda by incentivising progress under the priority areas of the PDRRD. The operationalisation and recurrent capitalisation of the DMF is part of this.

Collaboration

There is a Technical Working Group led by DARIDAS which is meant to work on the establishment of the drought EWS and link it to AA and encourage harmonisation. The group brings together stakeholders such as INAM, Ministry of Agriculture, Ministry of Gender, Children and Social Action, WFP, Red Cross in three subgroups on triggers, AA and financing respectively. There is scope for WFP and the Red Cross to align their protocols. However, progress in general appears to be slow (KIIs). FAO engagement appears to be limited at the moment with the focus on promoting climate services at the district level. Further humanitarian actors, such as Save the Children, are initiating their work on anticipatory action, signaling an increased

[22] https://www.afdb.org/en/documents/mozambique-drought-recovery-and-agriculture-resilience-project-ipr-june-2019

[23] Total financing of US$132.27 million, of which US$90 million IDA and US$6 million from the Global Risk Financing Facility - GRiF and US$36.27 million from the GoM as counterfunding (https://www.artemis.bm/news/world-bank-funds-mozambique-for-risk-transfer-after-cyclone-idai/)

need for strong collaboration and alignment in the field of FbF to avoid the duplication of efforts (GRC Communication).

Analysis

The dialogue around AA was introduced in Mozambique in 2015. But similar to the gradual shift from response to preparedness, as mandated by legislation, progress has been slow, especially compared to other countries such as the Philippines and Bangladesh. This highlights the importance of the enabling environment and the importance of government buy-in (GRC KII) . Although there are good DRR frameworks in place, the implementation of those frameworks is lacking. In addition to this, the divide between humanitarian and development actors and approaches is clear, as evident by the cyclone response. Although the need for a resilience approach is widely recognised, it is currently not sufficiently emphasised and is underfunded in Mozambique (Crossley, E. *et al*. 2021). The dynamics of compounding risk in Mozambique is complex and a challenge for FbF programmes in Mozambique. TC Eloise is a good example of how natural extreme events interlink and compound. Although there was much less flooding in the direct zone of TC impact (i.e. Sofala province) there was increased flooding in the Limpopo river basin, compared to TC Idai, which induced heavy flooding in Sofala province/Buzi river basin (GRC Communication).

The El Nino-induced drought of 2015-16 revealed shortcomings in the DRM system, which was centred on floods and cyclone risks (WFP, 2019). Although there appears to be government interest in drought, action is still skewed towards rapid onset. For example, although the national contingency plan mentions drought there is not much in terms of actions (WFP KII). The response requirements for rapid onset are greater than slow onset. The HRP for Cyclone Idai estimated requirements to be US$441million whereas for the 2015-16 drought following the Red Alert declaration by the GoM on April 12, 2016 a UN funding appeal of US$204.3 million was issued to cover emergency needs of affected communities (CARE, 2016). In terms of disaster risk financing, although the creation of the DMF is a step in the right direction, it is insufficient. The GoM is yet to take out an ARC insurance policy for either hazard and funds available in the DMF funds available are limited and currently available only for rapid onset responses, since the funding requirement for drought related AA appears to be considered too great.

One interviewee highlighted the continued classic confusion about development versus response. The Technical Working Group, led by DARIDAS, provides a good opportunity for further collaboration since it was meant to be there for harmonisation and coherence. Although the conversation around linking contingency planning with forecasts is taking place, progress is slow. Although efforts to establish a drought EWS are underway, there needs to be more of a concerted effort to align implementing partner interventions and working on each other's strengths (KIIs). Working together could widen the scope of interventions since the focus of WFP is food security whereas the Red Cross has a wider mandate that includes WASH and livestock (GRC KII) . Issues around how to better address the drought and lean season food insecurity is a dynamic question that involves both DRM and social protection systems in the future and needs to be discussed in this forum.

In general engagement with the climate actors appears to be weak, mainly due to a lack of capacity of some implementing partners. One interview mentioned that relationship building with INGD took a long time but now that there is progress, there could be scope to engage now.

Sustainability appears to be an issue on all fronts. The government is dependent on the Red Cross AA protocols for both cyclones and floods. However the work of the Red Cross is constrained by limited funding (CHF 350,000) and working through national societies as opposed to WFP which can work on developing

capacity within government ministries. For the Red Cross AA work, albeit limited in scope, through national societies often allows for quicker results which can provide evidence to inspire the larger shift towards AA. In terms of financial sustainability it is unclear what donor interest is in the agenda. Mozambique's 'hidden debt' trial, the country's biggest corruption scandal, recently started[24]. The scandal which broke out in 2016 led to suspension of funding from the World Bank, IMF, UK government and others[25]. Therefore there could be donor scepticism in providing funding for AA.

The importance of the role of advocacy and the useful role of the exchange of country experiences was highlighted. Since AA is considered an 'innovation', it was suggested that advocacy needs to be run in parallel to more technical work around developing triggers, to get actors on board. A layered approach to advocacy is important because even after the development of a trigger and protocols, it is possible that once the operational phase is reached ie. at the stage of activation, the government can block the early action because it is considered political. There is also a need for continuous sensitisation about what AA entails and how it fits into long term planning is important/DRR. Advocacy at the regional level with the Southern African Development Community (SADC) can also help bolster at the national levels. This is now taken forward by the inter-agency Regional Anticipatory Action Working Group (RAAWG) and its Secretariat members WFP, FAO, IFRC and German Red Cross and member agencies, such as UN OCHA, Welthungerhilfe and Save the Children. The regional roadmap for AA in southern Africa is currently being finalised and coordinated with SADC with the aim of harmonising trigger methodologies, coordinating anticipatory action initiatives, scaling up financial resources, as well as joint advocacy for AA (GRC Communication).

[24] https://www.africanews.com/2021/08/23/mozambique-s-hidden-debt-scandal-trial-begins/. Accessed 25 August 2021

[25] https://www.bbc.co.uk/news/world-africa-36158118 Accessed 25 August 2021

Acronyms

CLGRC	Local Disaster Risk Management Committee (Cômité Local de Gestão do Risco das Calamidades)
CTGD	Technical Council for Disaster Management (Conselho Técnico de Gestão de Calamidades)
DARIDAS	Division for the development of arid and semi-arid zones (Divisao De Desenvolvimento das zonas aridas e semi-aridas)
DMF	Disaster Management Fund (Fundo de Gestão de Calamidades)
DNGRH	Directorate for Water Resources Management (*Direção Nacional de Gestão de Recursos Hídricos*)
INGD	National Disaster Management Institute (*Instituto Nacional de Gestão e Redução do Risco de Desastres*
NDRFS	National Disaster Risk Finance Strategy
PDRRD	National Disaster Risk Reduction Master Plan 2017-2030 (Plano Director para a Redução do Risco de Desastres 2017-2030)
PDPMCN	Master Plan for Prevention and Mitigation of Natural Disasters (Plano Director para Prevenção e Mitigação das Calamidades Naturais)
PQG	Government's Five-Year Program (Programa Quinquenal do Governo)
UNAPROC	National Civil Protection Unit/Agency (Unidade Nacional de Protecção Civil)

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