

Inter-Agency Humanitarian Evaluation of the Response to Cyclone Idai in Mozambique

July 2020

Inter-Agency
Humanitarian Evaluation
Steering Group

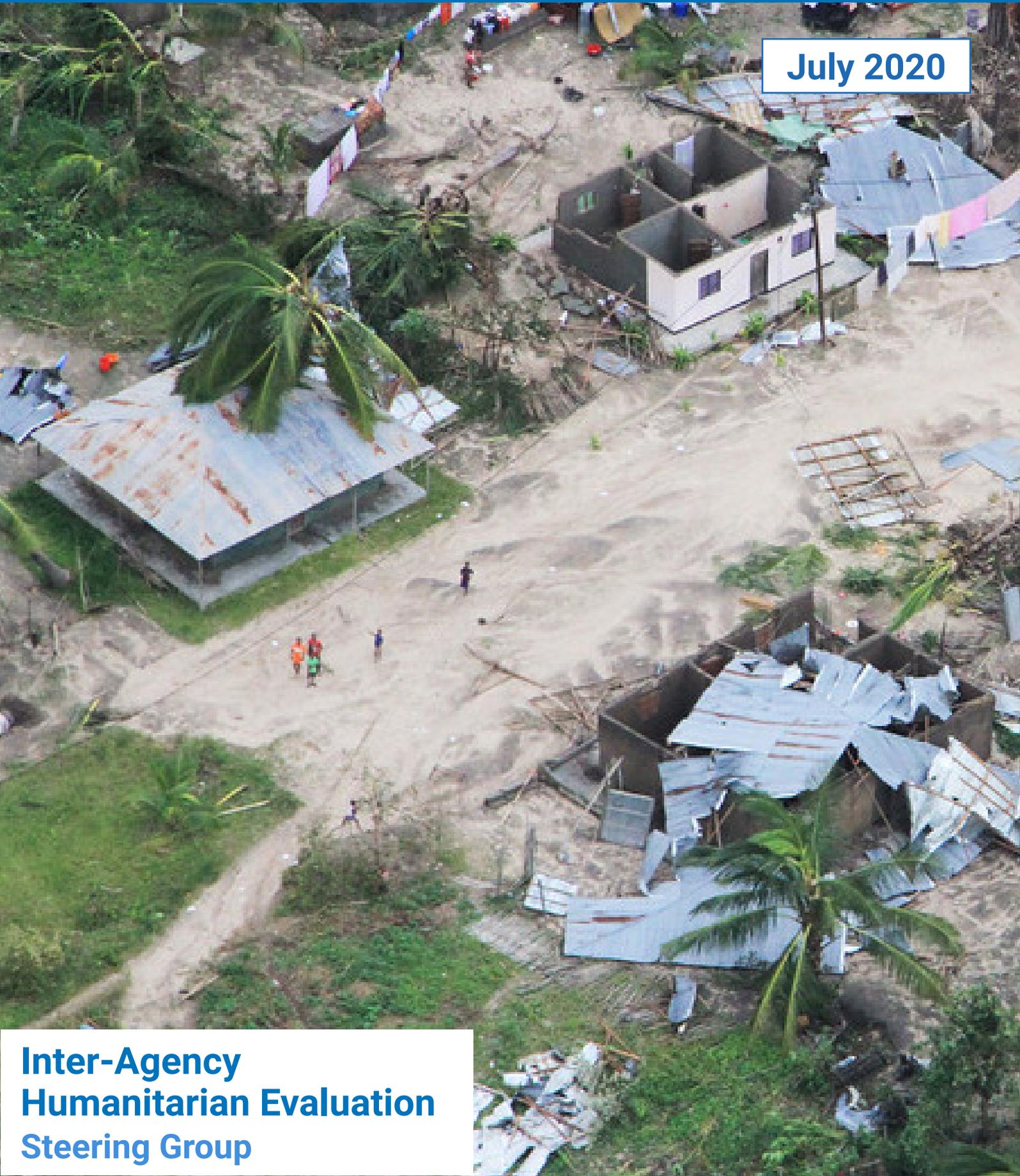


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This was an independent evaluation and team members bear the responsibility for all judgements, recommendations and unintended errors that may appear in this report.

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List of Abbreviations and Acronyms

AAP	Accountability to affected people
AAR	After Action Review
CBCM	Community-Based Feedback and Complaints Mechanism
CCCM	Camp coordination and camp management
CCGC	Coordinating Council for Disaster Management
CDAC	Communicating with disaster-affected communities
CENOE	National Emergency Operations Center
CERF	Central Emergency Response Fund
CHEMO	Emergency and humanitarian NGO consortium in Mozambique
COSACA	Emergency and humanitarian NGO consortium in Mozambique
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil-society organization
CTGC	Technical Council for Disaster Management
CVM	Cruz Vermelha Mozambique
DDR	demobilization, disarmament and reintegration
DHC	Deputy Humanitarian Coordinator
DTM	Displacement Tracking Matrix
DNAAS	National Directorate of Water Supply and Sanitation
DPI	Desenvolvimento na Primeira Infância
DPO	Disabled Peoples Organization
DRM	Disaster risk management
DRR	Disaster risk reduction
EDG	Emergency Directors Group
ERC	Emergency Relief Coordinator
ETC	Emergency Telecommunications Cluster
FAMOD	Forum for Mozambican Disabled Associations
FAO	Food and Agriculture Organization
FGD	Focus group discussions
FRELIMO	Frente de Libertação de Moçambique
GBV	Sexual and gender-based violence
GFDRR	Global Facility for Disaster Reduction and Recovery
GoM	Government of Mozambique
GREPOC	Gabinete de Reconstrução Pós Ciclone Idai
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
HH	Household
HPC	Humanitarian Program Cycle
HR	Human resources
HRP	Humanitarian Response Plan

HQ	Headquarters
IAHE	Inter-Agency Humanitarian Evaluation
IAHE AG	Inter-Agency Humanitarian Evaluation Advisory Group
IAHE MG	Inter-Agency Humanitarian Evaluation Management Group
IAHE SG	Inter-Agency Humanitarian Evaluation Steering Group
IASC	Inter-Agency Standing Committee
IDP	Internally displaced person
IFRC	The International Federation of Red Cross and Red Crescent Societies
IM	Information manager
INAS	Instituto Nacional de Acção Social
INGC	Instituto Nacional de Gestão de Calamidades
INGO	international non-governmental organization
IOM	International Organization for Migration
KII	Key informant interview
KQ	Key question
LCDRM/CLGRC	Local committees for disaster risk management
M&E	Monitoring and evaluation
MGCAS	Ministry for Gender, Children and Social Action
MAEFP	Ministry of State Administration and Public Function
MRA	Multi-sector Rapid Assessment
MRP	Management Response Plan
NFIs	non-food items
NGO	non-governmental organization
NNGO	National Network of NGOs
OPR	Operational Peer Review
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PDGCAS	Provincial Directorate for Gender, Children and Social Action
PDNA	Post-Disaster Needs Assessment
PREPOC	Post-Cyclone IDAI Recovery Program
PSEA	Protection against sexual exploitation and abuse
PWD	Persons with disabilities
RC	Resident Coordinator
RENAMO	Resistência Nacional Moçambicana
RTE	Real time evaluation
SADC	Southern African Development Community
SAR	Search and rescue
SEA	Sexual exploitation and abuse
SETSAN	Technical Secretariat for Food Security and Nutrition
SGBV	Sexual and gender-based violence

SMART	specific, measurable, attainable, relevant and timely
SOP	Standard operating procedure
TOR	Terms of Reference
UN	United Nations
UNAPROC	National Civil Protection Unit
UNDAC	UN Disaster Assessment and Coordination
UNDP	UN Development Programme
UNEG	United Nations Evaluation Group
UNHCR	UN Refugee Agency
UNICEF	UN International Children's Fund
USAID	United States Agency for International Development
WASH	water, sanitation, and hygiene
WFP	World Food Programme
WHO	World Health Organization

Executive summary

Purpose, scope and users of this Inter-Agency Humanitarian Evaluation

1. **Purpose and scope:** This Inter-Agency Humanitarian Evaluation (IAHE) provides an independent assessment of the collective humanitarian response to communities impacted by Cyclone Idai in Mozambique. The IAHE primary focused on the scale-up activation period during 22 March through 30 June 2019. The terms of reference (TOR) of this evaluation asked to what extent the response met the objectives of the Humanitarian Response Plans (HRP) and other relevant plans and strategies and how mechanisms of the Inter-Agency Standing Committee (IASC) supported the response. This evaluation identifies lessons learned from the system-wide scale-up and response to Cyclone Idai and makes recommendations for future responses and preparedness.
2. Due to various constraints, the Management Group for this IAHE agreed to exclude the response to Cyclone Kenneth from the scope of this report even though it had been included in the TOR for the IAHE. The main constraints included the limited time available for the field visit, budget limitations, security conditions and the consequent challenges in accessing many of the affected communities in Cabo Delgado Province. The response to Cyclone Kenneth has nevertheless been considered as a factor that significantly influenced the system-wide response to Cyclone Idai.
3. **Intended users:** The primary users of this IAHE are, at the country level, the Humanitarian Coordinator and the Humanitarian Country Team (HCT) in Mozambique; and at the global level, the IASC Principals, the Emergency Directors Group, and the Operational Policy and Advocacy Group.

Context

4. Mozambique is a country that is prone to natural disasters. The country was already facing high levels of food insecurity due to drought when the cyclone struck. Many communities that had suffered severe flooding during 2007 were also heavily impacted by Cyclone Idai in 2019. Cyclone Idai made landfall in Mozambique on 14 March 2019 as a Category 4 storm. A second cyclone, Cyclone Kenneth, subsequently struck northern Mozambique six weeks after Cyclone Idai, placing additional strain on humanitarian agencies and the Government of Mozambique's (GoM) capacities.
5. The GoM declared a National State of Emergency on 19 March 2019 and issued an appeal for international assistance. The Emergency Relief Coordinator subsequently triggered a scale-up activation on 22 March 2019. The scale-up activation period ended on 30 June 2019. The HCT supported Mozambique's National Institute for Disaster Management

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