



Gender Analysis in Disaster Risk Management in Mozambique

Filipe Mate

2023

TABLE OF CONTENTS

TABLE OF CONTENTS	2
FOREWORD	3
1. ACKNOWLEDGEMENTS	4
2. ACRONYMS	6
3. EXECUTIVE SUMMARY	8
3.1 Main Findings:	8
Recommendations:	11
4. Context of Gender Action Plan	14
5. KEY CONCEPTS	14
8. RATIONALE FOR GENDER MAINSTREAMING IN DRM	21
9. OVERALL AND SPECIFIC OBJECTIVES	24
10. METHODOLOGY	25
10.2 In-depth Interviews	26
11. DISASTER SITUATION AND HISTORY IN MOZAMBIQUE – THE CONTEXT	26
13. MAINSTREAMING GENDER IN THE DISASTER MANAGEMENT CYCLE	40
14. BOANE: CASE STUDY	49
14.1 Boane District	49
14.2 Floods in Boane District	50
14.3 Boane Natural Disaster Response	50
14.3.2 Response	52
14.3.3 Recovery	56
15. MECHANISMS TO PROMOTE GENDER EQUALITY GENDER JUSTICE	57
18. RECOMMENDATIONS	70
19. REFERENCES	75
20. APPENDIX	77
20.1. GENDER ACTION PLAN	78
15. LIST OF THE INSTITUTIONS INTERVIEWED	82

FOREWORD

1. ACKNOWLEDGEMENTS

First, I would like to address my gratitude to ARC for this initiative of tackling this important topic and for providing funds to cover the whole data collection process in Mozambique. I also want to thank all the institutions that collaborated with ARC to provide enough funds for this consultancy.

Secondly, I would like to thank INGD on a national level for supporting us by providing some of the staff to talk to us on gender and disaster. Definitely sharing documents, thoughts and some of your staff was valuable.

I also want to thank the local community in Boane Village who with their wisdom and willingness allowed us to gather data and sit on their benches, chairs, dried wood and other means. They gave us their time and shared their knowledge with us. We had a chance to hear stories from those who were directly affected by the 2023 floods in Boane.

Special thanks go to the Delegation of INGD in Maputo, which wisely dispensed its staff, space and time to share with us data and information on how the floods unfolded in Boane. Apart from that, the institution shared its experience and data on the last 2023 floods that devastated Boane district and its Village. Moreover, during the time we spent with INGD Maputo Delegation, we learned about all the technical procedures that they undertake when it comes to flood management in any district under INGD Maputo Delegation. We will always be grateful for your contribution.

I want to thank Eduardo Mondlane University for allowing some of its staff with expertise in gender and disasters to share their knowledge and experience with us. In addition, we are happy to extend our gratitude to Direcção Distrital de Infraestruturas of Boane District that allowed us to talk to them and provided insightful details on their contribution to temporary settlement for those affected by floods in Boane district. IOM has also played a role by giving an overview of its role and participation in the disaster management cycle in Mozambique. The Boane Council has played an important role in data collection on the victims affected by floods in the district. We

would like to extend our gratitude to all those for the lapse of memory was not mentioned throughout this section but played an important role. Thank you for your contribution.

2. ACRONYMS

ARC	African Risk Capacity
CCA	Climate Change Adaptation
CCDRM	Coordinating Council for Disaster Risk Management and Reduction
CDD	Centre for Democracy and Human Rights
CLGD	Local Disaster Management Committees
CVM	Red Cross – Mozambique
DNGRH	National Directorate of Water Management
DPA	Provincial Directorate of Agriculture
DPAS	Provincial Directorate of Social Action
DPGCAS	Provincial Directorate for Gender, Children and Social Action
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EM-DAT	Emergency Events Database
GABINFO	Information Bureau
GBV	Gender-Based Violence
HIV	Human Immunodeficiency Virus
IFRC	International Federation of Red Cross and Red Crescent Societies
INAM	National Meteorological Institute
INAS	National Institute of Social Action
INE	National Statistics Institute

INGC	National Institute for Disaster Management
INGD	National Institute for Disaster Risk Management
IOM	International Organization for Migration
MGCAS	Ministry of Gender, Child and Social Action
MOPHRH	Ministry of Public Works, Housing and Water Resources
NGOs	Non-Governmental Organizations
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PSEA	Prevention of Sexual Exploitation and Abuse
TV	Television
UEM	University Eduardo Mondlane
UN	United Nations
UNEP	United Nations Environmental Programme
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNICEF	United Nations Children's Fund
UNFPA	United Nations Fund for Population Activities
WB	The World Bank Group
WFP	World Food Programme

3. EXECUTIVE SUMMARY

This report is the result of an in-depth gender analysis on Disaster Risk Management in Mozambique, conducted to ensure whether policies, strategies, activities, and results are gender-sensitive and transformational or not. The study was conducted in Mozambique and sought to better understand the specific challenges of women, men, boys and girls in Disaster Risk Management, the barriers to women's empowerment and participation in DRM and opportunities to articulate policies to strengthen the integration of gender equality into disaster risk management planning and implementation processes.

Based on the literature review of scientific articles and official state documents (among them laws, decrees, plans, and strategies), and semi-structured interviews with several stakeholders who deal with disaster combat and mitigation, and their victims, the study sought to analyse the historical evolution of the occurrence of natural disasters in Mozambique and the DRM legal and policy frameworks in Mozambique. Based on a case study of the management of the floods that devastated the Boane district in February 2023, the study also looked at how the response process to extreme events is carried out and, above all, how gender is integrated into the response processes in Mozambique.

3.1 Main Findings:

- **The Mozambican Government has a clearly defined focal point for leading disaster management** — the INGD (National Institute for Disaster Risk Management and Reduction). It is the institution with a legal personality and mandate to direct and coordinate everything related to disaster management. The INGD oversees DRM in Mozambique. The Technical Council for DRM oversees technical implementation, while the DRM Coordinating Council is focused on political work streams. The INGD has regional representatives as well as delegations in all provinces and districts. As well as having Local Disaster Risk Management Committees.

- **There is a lot of dispersed legislation on DRM** and this dispersion does not facilitate its knowledge and its application by all those involved in these operations. In addition, there are still few legal instruments specifically on gender and disaster management.
- **The Law on GRD 2020 is not gender-sensitive**, as it does not integrate gender or Gender-Based Violence risk mitigation, prevention, or response considerations. **The Annual Contingency Plan (2022) is highly gender sensitive** as it reflects the inclusion of the provision of Sexual and Reproductive Health and Research services and ensures specific care for pregnant women, children and the elderly, the dissemination of information on referral services for GBV survivors and identification of Ministry of Gender Child and Social Action to conduct training on GBV prevention.
- **The INGC Gender Strategic Plan is highly gender responsive and GBV responsive but expired in 2020.** Its goal was to enable the INGC to be gender-responsive and to reduce the gendered impacts of disasters while advancing gender equality between men and women, including eliminating discrimination against women. INGC is still in the process of updating a new gender strategy
- **The Ministry of Gender, Children and Social Welfare – MGCAS (and many other public institutions) is listed as an implementing partner** in the Disaster Risk Reduction Plan as a key entity in gender mainstreaming. As stated in the annual contingency plan, MGCAS is required to intervene in the event of a natural disaster, and in this process, it is responsible for ensuring that all gender issues be resolved.
- **The baseline data and information required for gender-responsive programming are not readily available or are non-existent.** It is still not the norm to collect sex-disaggregated data, and, without it, it is impossible to expect that interventions will equitably benefit girls and women as well as boys and men, nor to monitor any progress
- **There is also a general misunderstanding around the concept of gender.** Government officials have limited knowledge about gender and too often tend to summarize it as a women’s issue only. As a result, official documents and policies do not reflect a good

understanding of the concepts. For most government stakeholders, gender is abstract and is therefore often missing from planning and policy.

- **The Early Warning System is not efficient.** For example, in the recent Boane floods, there was a lack of information about the floods, people did not have access to information about prevention and safety measures before the floods.

- **Communication/ information**

Both in the case of Vila de Boane and for the country's context as a whole, it is important to start considering the possibility of improving the way weather events are communicated so that information reaches both women and men more efficiently. In Vila de Boane, information reached fewer women than men.

- **Local authorities do not follow through on recovery processes.** Long-term recovery processes fail. When reception centres are decommissioned, local communities have limited access to financial resources to rebuild their lives. The local communities, especially women, continue to struggle with the effects and impacts of disasters
- In Mozambique, there are 1,475 Local Disaster Risk Reduction and Management Committees made up of more than 19,948 volunteers. Even though INGD has a World Bank-funded Strategy whose aim is to introduce gender parity in these Committees, gender parity continues an enormous challenge, as some women are not interested in these positions. Therefore, men continue to make up the majority of participants. Each local committee is made up of 18 volunteers who work at the local level to help INGD prepare local communities and identify local risks and vulnerabilities. As for Maputo city, the Local Disaster Management Committees report directly to the neighbourhood secretaries and most are men.
- In Mozambique, there are 1,475 Local Disaster Risk Reduction and Management Committees made up of more than 19,948 volunteers. Even though INGD has a World Bank-funded Strategy whose aim is to introduce gender parity in these Committees, gender parity continues an enormous challenge, as some women are not interested in

these positions. Therefore, men continue to make up the majority of participants. Each local committee is made up of 18 volunteers who work at the local level to help INGD prepare local communities and identify local risks and vulnerabilities. As for Maputo city, the Local Disaster Management Committees report directly to the neighbourhood secretaries and most are men.

- In Mozambique, resettlement is generally governed by Decree 32/2012 of the Regulation on the resettlement process resulting from economic activities. And it is this which is used when it comes to people who must be relocated due to natural incidents.
- Hygiene and dignity kits have traditionally been given in the aftermath of a disaster, however, in order to make full use of these kits, it is recommended that they be given in the period before the event or during the event.

Recommendations:

- As Mozambique is highly vulnerable to natural disasters, it is imperative to further improve the existing legal disaster response framework. This also implies improving coordination and information-sharing mechanisms, both internally at the central level and with regional and international entities with special responsibilities in disaster response.
- INGD¹ should update its Gender Strategic Plan, which has expired (2016-2020), ensuring that it remains gender and GBV sensitive and continue to ensure that efforts are made to improve INGD as a gender-sensitive DRM institution with gender-sensitive frameworks and implementation of the Gender Strategic Plan at national level and at provincial, district and Local Disaster Risk Management Committees level.
- INGD, its partners and stakeholders working on gender risk mitigation, prevention and response and/or GBV can leverage provincial coordination mechanisms and strengthen

¹ INGC stands for National Institute for Disaster Management and was revoked by Law 10/2020 of 14th August. The same law established the INGD.

their attention to GBV and engagement with local NGOs already working on disasters to improve gender-sensitive DRM at provincial, district and community levels.

- All INGD technicians should receive training on data collection that differentiates data according to gender, disability, age, vulnerability, risk and exposure. This will enable end users to choose the most appropriate data for their purpose. Moreover, disaggregated data helps in the decision-making process when providing humanitarian aid.
- The INGD, as the coordinating body for disaster-related issues in Mozambique, together with the municipalities, should endeavour to improve disaster communication strategies. In the case of Vila de Boane, the INGD communicated the risk of flooding through radio stations, television, newspapers, medical centres, schools and community meetings. Data from the local community shows that this approach is not the most appropriate, as not everyone in the community is able to attend these meetings due to the different other responsibilities that men and women have in the communities. Or they may miss meetings for other reasons.
- Although there are Gender Focal Points in the Ministries, Gender Focal Points need to be established with a clear understanding of their roles and responsibilities, qualifications or adequate training to fulfil their mandate. When focal points are not qualified, they usually do not have the capacity, authority, jurisdiction, budget, or resources to fulfil their role. The lack of a clear understanding of their role and terms of reference is a critical issue that jeopardizes the functionality of Gender Focal Points, as well as high-level support for their activities from senior management. This support must come from the integration of the Gender Focal Points from the conception of projects to their implementation.
- There is a need to find early warning models that do not marginalize women. These measures include blowing whistles for all of them to attend the community meetings; the meeting places might be located in women-friendly and safe environments.

- To improve disaster risk management and save more people, governments and United Nations agencies, The World Bank Group, African Union, Civil Society Organizations, national and internal NGOs need to assess the barriers that prevent women from accessing and benefiting from preventive and emergency response resources.
- They must ensure women have access to training, receive early warnings and know what to do in case of an emergency, and that shelters and camps are safe and responsive to women's needs and specificities.
- In order to better deal with diversity issues throughout the disaster management cycle, local Disaster Risk Management Committees need to be trained in gender issues.
- It is recommended that the government of Mozambique has specific legislation that can govern the specific needs of people to be resettled due to the effects of extreme events and climate change.
- Gender focal points should be constantly trained, and they should be integrated into the planning, execution and monitoring of the institution's plans, programmes and projects. In this context, all documents should always go through this department. In addition, all focal points should be trained in disaster issues in an effort to better meet the pressing needs of the area.
- **Dignity and Healthcare Kits** – There are still challenges in implementing... kits need to be allocated and ensured that women actually use them. There are still some cultural barriers: some men forbid women from using the kits because they contain panties, sanitary towels and other items and were given to them by men. The distribution of these kits must be accompanied by prior awareness-raising in such a way as to emphasize its importance.

- **Cultural barriers** – in some Mozambican environments, especially rural ones, some women refuse to be evacuated to safe areas because their husband is absent (at work or elsewhere). Some women prefer to be exposed to the risk, allegedly because they cannot leave without their husband's authorization. This makes them even more vulnerable to the risk of disaster.

4. Context of Gender Action Plan

The main objective of the plan of action is to identify the gaps through the report and ensure that the action plan addresses all of them, identifying the source of funding. Gender Action Plan is the road map for gender activities that an institution has adopted for itself. Its purpose is to make the institutions' activities *“gender-responsive and transformative, and thus more effective, efficient and successful”* (UNCCD 2018) by redressing existing gender inequalities and redefining women's and men's gender roles and relations through guidance on gender mainstreaming. The basic ideas of a Gender Action Plan are that policy interventions decrease women's burden and that women contribute and benefit from it (ibid). Therefore, its objectives are:

- develop or deepen the understanding of gender in the institution.
- to ensure that programmes, activities and policies include a gender perspective.
- to promote the consideration of gender issues at all policy levels; and to support staff in achieving a sustainable work-life balance.

It is important to note that all the recommendations that have been indicated above in the last chapter will be turned into the National Gender Action Plan in the DRM cycle. This National Gender Action Plan aims to make sure that gender actions are implemented and well-monitored with precise deliverables, implementers, timelines, and budgets.

5. KEY CONCEPTS

Agency

The agency is the capacity to make decisions about one's own life and act on them to achieve a desired outcome, free of violence, retribution, or fear.

Disaster

Disaster refers to “a serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts”.

Disaster risk management

Disaster risk management is the application of disaster risk reduction policies and strategies to prevent new disaster risks, reduce existing disaster risks and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses.

Disaster risk management legal and policy document

A disaster risk management legal and policy document may be viewed for this report as a law, regulation, policy, strategy, or plan that governs disaster risk management.

Disaster risk reduction

Disaster risk reduction is aimed at preventing new, reducing existing disaster risks, and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.

Gender

Gender refers to the social, behavioural, and cultural attributes, expectations, and norms associated with being male or female. Although deeply rooted in every culture, these social differences are changeable over time and are different both within and between cultures. Gender determines the roles, power and resources for females, males, and other gender identities in any culture.

Gender equality

Gender equality is the concept that all genders have equal conditions, treatment, and opportunities for realizing their full potential, human rights and dignity, and for contributing to (and benefitting from) economic, social, cultural and political development. Gender equality is, therefore, the equal valuing by society of the similarities and the differences of everyone and that the rights, responsibilities, and opportunities of all genders will not depend on whether they are born male or female or how they identify. Gender equality is a matter of human rights and is considered a precondition for, and an indicator of, sustainable people-centred development.

Gender equity

Gender equity is the process of allocating resources, programmes, and decision-making fairly to all genders without any discrimination based on gender, and addressing any imbalances in the benefits available to people of different genders. Gender equity is important because, historically, societies around the world have deemed females, transgender people, and nonbinary people as “weaker” or less important. Today, gender equity has helped shape and change the roles and expectations of men, women and other genders at work, home and in society.

Gender mainstreaming

Gender mainstreaming is a strategy to accelerate progress on gender equality through a process of assessing the implications for all genders in any planned action, including legislation, policies, and programmes. It is a strategy for making all genders’ concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programmes, so inequality is not perpetuated.

Gender-based violence

Gender-based violence is an act—or threat of an act—perpetrated against a person’s will, which inflicts physical, mental, and sexual harm or suffering, and is based on socially ascribed (gender) differences between males and females. These acts can occur in public or in private.

Level of readiness

Level of preparedness may be understood as the knowledge, capabilities, and actions of governments, organizations, community groups and individuals to effectively anticipate, respond to and recover from the impacts of probable, imminent or actual hazardous events or conditions.

Source: UNDRR; IFRC, 2018; IFRC and UNICEF, 2021, Mabuku, 2018

6. INTRODUCTION

6.1 Background to the study

Disasters, especially those caused by climate change, are increasing around the world, and making the achievement of the sustainable development agenda more challenging. Due to the frequency and severity of these disasters, there is an increase in resource scarcity, undermining livelihoods and increasing food insecurity, pressures for migration, forced displacement, and the cost of building resilience in the country. The occurrence of disasters points to a potential future deterioration, which can induce adverse effects on agricultural production, access to energy, clean air, water, and sanitation.

Climate change, economic uncertainties, new health, and food shortages are happening in a way that raises considerable concern. There are gender vulnerabilities to disasters that do not emanate from a single factor but reflect historically and culturally specific patterns of social institutions, culture, and personal lives. Gender equity plays a key role in building resilience and adaptation paths in disaster risk management. The Government of Mozambique has established the National Institute of Disaster Management (INGD), the agency responsible for coordinating and directing the implementation of disaster risk management programs in the country, to improve and safeguard the quality of life of Mozambicans, especially those vulnerable to disasters.

The gender vulnerabilities to disasters do not emanate from a single factor, but reflect specific historical and cultural structures of social institutions, culture and personal life. Gender equity plays a fundamental role in building paths of resilience and adaptation in disaster risk management. The Government of Mozambique has established the National Institute for Disaster Risk Management (INGD), the body responsible for coordinating and directing the implementation of disaster risk management programmes in the country, in seeking to improve and preserve the quality of life of Mozambicans, especially in the face of disasters.

In partnership with UN Women and with technical assistance from the United Nations Development Program, INGD adopted the Strategic Gender Plan of the National Institute for Disaster Management (2016-2020) INGC, with the aim of strengthening its capacity in the process of gender integration in Disaster Risk Management and Adaptation to Climate Change in Mozambique.

Based on this, the Government of Mozambique, through INGD and the Ministry of Gender, with financial and technical support from ARC, will hire a consultant who will support gender integration in ARC's Disaster Risk Management program, conducting a gender analysis that will be used in the implementation of the ARC program in Mozambique. Gender analysis should include a Plan of Action whose activities should incorporate climate adaptation measures that may include access to water, increase resilience and empowerment of women affected by disasters in resettlement sites, as well as disaster risk areas, increase access and opportunities for households, especially the most vulnerable and to identify public infrastructure, projects and partners who are interested in the development of climate-friendly income generation actions.

7. Context

Empirical evidence indicates that the climate on planet Earth is different from it was a hundred years ago and will not be the same in the next century (Artur, 2011). Southern Africa is considered one of the most vulnerable regions to climate change effects (Midgley, 2012) and Mozambique has ranked third among African countries most exposed to risks from climate-related disasters (Warner & Schaik, 2016). Mozambique is a country located in Southern Africa and leaning to the east coast of the Indian Ocean. The country is limited in the north by the Rovuma River (10°30'S) and it extends to the border with South Africa in the south (26°49'S) (Mate, 2021a). Mozambique is a country particularly vulnerable to Climate Change due to its geographical location in the intertropical convergence zone and downstream of many river basins shared with neighbouring countries in the Southern Africa region.

Apart from that, Mozambique has a long coastline and there are some regions located below sea level (Hoguane, 2007; Mate, 2021a, 2021b). The total area of the country is about 799,380 km² of which 13,000 km² is water and a coastline of around 2,770 km long (Chavana, 2015; Hoguane, 2007; Jongman et al., 2020; Parkinson, 2013).

Mozambique is characterized by a presence of a humid tropical climate with two seasons: the dry season and the wet season (the shortest and most intense period and starts from October to March). The annual average temperature is around 23 °C to 26 °C. These annual temperatures are commonly recorded in the coastal zones of Mozambique, where most of the thermometers and rain gauges are located. The annual average precipitation is estimated to be around 1200 mm (Colher, 2020; Matlombe, 2019). Over the past 20 years, well over 8 million Mozambicans have been affected by natural disasters caused by natural phenomena, receding significantly the country's economic development (INGC, 2017). In the year 2000, the country was affected by major floods, affecting 4.5 million and killing another 800. In the same month, cyclone Eline devastated the Mozambican coast by destroying winds up to 260 km/h (Pattand Schoter, 2008). In the following years, 2001, 2007 and 2008, torrential rains caused floods along the Zambezi River in central Mozambique. The 2007 floods were followed by cyclone Flávio, increasing the number of displaced people by about 100,000 people (Stal, 2011).

The largest droughts occurred in the years 1980, 1983, 1985 and 1992, and as a result, more than 100,000 died and 17 million were affected (Word Bank, 2011). Recently, between the years 2015 and 2017, Mozambique was affected by a new drought, forcing the country to seek humanitarian assistance. Statistics prove that more than 2.2 million Mozambicans were affected by drought during this period (Mate, 2017), especially in the Limpopo basin where the rains are often erratic and unreliable, and the rainy season often does not start when expected and the total seasonal rainfall often occurs within few days.

In 2019, the country witnessed two major cyclones in a single season, which are: Tropical Cyclone Idai and Tropical Cyclone Kenneth. Cyclone Idai is considered the worst tropical storm in the Southern Hemisphere, and Cyclone Kenneth was the strongest cyclone to hit Africa (CIP, 2019).

To deal with the disasters, the Government of Mozambique has established the National Institute of Disaster Management (INGD), as the agency responsible for coordinating and directing the implementation of disaster risk management programs in the country, to improve and safeguard the quality of life of Mozambicans, especially those vulnerable to disasters.

The government of Mozambique also appointed the Ministry of Gender, Child and Social Action as the central body of the State which, following the principles, objectives, policies and priorities defined by the Government, directs and coordinates the implementation of gender, child and social action policies in the country.

In partnership with UN Women and with technical assistance from the United Nations Development Program, INGD adopted the Strategic Gender Plan of the National Institute for Disaster Management (2016-2020) INGC, to strengthen its capacity in the process of gender integration in Disaster Risk Management and Adaptation to Climate Change in Mozambique.

It is in this context that the Government of Mozambique commissioned this study, through INGD and the Ministry of Gender, with financial and technical support from African Risk Capacity, to conduct a gender analysis that will be used in the implementation of the ARC programme in Mozambique. This in-depth gender analysis seeks to better understand the specific challenges of women, men, boys and girls in Disaster Risk Management, the barriers to women's empowerment and participation in DRM and opportunities to articulate policies to strengthen the integration of gender equality into disaster risk management planning and implementation processes.

8. RATIONALE FOR GENDER MAINSTREAMING IN DRM

Globally, natural disasters are occurring more frequently primarily due to climate change, leading to an increasing number of weather-related emergencies. Across Africa, this is reflected in higher temperatures, rising sea levels and coastal erosion, as well as changes in rainfall (IFRC and

UNICEF, 2021). But disasters do not affect everyone in the same way. It is well documented that men and women, boys and girls, have different experiences of disasters. Gender dynamics influence both the way they are affected by disasters and their capacity to withstand and recover from them (Sophie et al., 2021). Their capacity depends on the gender roles each one of them plays in their society (Ribeiro and Chaúque, 2010). A global study finds that women's mortality from disasters tends to be higher in relation to that of men in countries where women have lower socioeconomic status. Back in 2006, another research in the United States of American, found out that women and people of colour were the most affected by Cyclone Katrina.

In Mozambique, the high vulnerability of women and girls is perpetuated by their limited socio-economic conditions, which include a low literacy rate (51.0%) (IOF, 2021) limited understanding of Mozambique's official language Portuguese (Ashby and Barbosa, 2011), limited access to information, low access to and control of productive resources, high rates of HIV/AIDS, endemic diseases and Gender-Based Violence. A study undertaken in southern Mozambique by Ribeiro and Chaúque (2010) revealed that women and men are differently impacted by climate changes due to the current power relations and their differentiated roles in their communities.

The empirical findings documented by Erman et al. (2021) show several scenarios illustrating women's unfavourable situation during natural disasters. According to them:

- Low socio-economic status and limited access to information and decision-making power seem to lead to women's vulnerability to disasters and contribute to their higher disaster-related mortality rates. In addition to the information mentioned above, we can also look at the political and social decisions that lead women and men to have the type of housing, schools, markets and other social infrastructure they have. However, this can increase or reduce the vulnerability of men and women. Women's limited access to information about risks and their lack of power to make decisions about a dangerous event are identified as the reasons for this discrepancy.
- Biological and physiological differences can also contribute to the gender gap in post-disaster mortality and life expectancy. The ability to self-evacuate through learned skills such as climbing and swimming; the women's clothing restricting their movements; The

higher likelihood of women evacuating with children and elderly, and differences in knowledge and shelter safety conditions, affecting women's ability to safely access these shelters, contributing to higher female mortality. Men may be physiologically better equipped to withstand the brunt of a disaster, while women may be easily swept away by the force of wind or water, especially when they are in the final stages of pregnancy when their mobility is reduced.

- Women's sexual and reproductive health needs to uniquely impact post-disaster health. When natural disasters negatively affect access to reproductive health and modern contraception, many health outcomes for women are compromised. Damaged health facilities, disrupted infrastructure and diminished economic resources can reduce access to these services, interrupting women's access to modern contraception.
- Gender-based violence, a manifestation of systematic inequality between men and women, is exacerbated during a time of emergency. Violence tends to increase in the immediate aftermath of a disaster, and women and children are at greater risk of physical and sexual violence in emergency settings. In refugee and displacement camps, where protection and privacy are often inadequately addressed, risks for women and girls are higher. Sexual exploitation of women and girls also increases after a disaster, with women often forced to provide sexual favours in return for food and benefits.
- Evidence from Mozambique shows that in the aftermath of all three Tropical Cyclones (Idai, Kenneth and Gombe) recurrently hitting Mozambique, gender issues arose. In Nampula, after Cyclone Gombe GBV has been an issue affecting mainly women (Care International Mozambique, 2019a; OCHA, 2019, 2022; Emerton et al., 2020). During the drought in 2015, some girls were 'sold out' by their parents through marriage with older men (Mitscherlich, 2016; Care International Mozambique, 2017). The purpose of this “sell-off” was: 1) to have one less member in the household, and 2) to obtain a kind of economic advantages from the son-in-law. During the Idai cyclone in Beira, it was reported that some women had to 'sell themselves' to get some food (Care International

Mozambique, 2019a, 2019b). These GBV cases in the aftermath of the cyclones need to be addressed because they are not occasional but repetitive.

- Social and behavioural norms adopted by certain countries can contribute to women's vulnerability to natural disasters: the task assigned to them of limiting themselves to caring for and protecting children and the elderly makes their self-rescue efforts difficult. In cases of earthquakes, for example, women are more easily affected by the fact that they are always at home. Certain clothing can restrict their ability to move quickly, making them susceptible to scratches. Some cultures do not allow women to learn to swim, which drastically reduces their survival in case of floods.
- Agriculture is the most important economic sector for female labour, employing a larger proportion of women than men. Agriculture is also one of the sectors most vulnerable to natural disasters. The damage and losses caused by natural disasters in agriculture (crops, livestock, aquaculture, and fisheries and forestry) are one of the main causes of women's vulnerability because they are on the front line in this sector.

This evidence illustrates why Gender Mainstreaming is important in DRM, and that is why it is crucial to conduct an in-depth gender analysis on DRM in Mozambique.

9. OVERALL AND SPECIFIC OBJECTIVES

The overall objective of this study is to undertake an in-depth gender analysis of GRD in Mozambique, with a view to ensuring that policies, strategies, activities, and results are gender-sensitive and transformative. Specifically, the study aims to:

- a. Literature review of relevant documents, publications, etc., in the GRD landscape, including relevant sectoral policies or strategies, formulation and design of national gender equality policies, the practical level of their implementation and how gender mainstreaming in the context of GRD has been done.
- b. Brief situational analysis of the national context from the perspective of DRM.

- c. An impact analysis of climate change on the most vulnerable communities with a focus on women to understand how they are ready to respond to hydropower events such as floods, droughts and tropical cyclones.
- d. Detail the integration of gender in natural disaster risk management processes, including institutions, policies and legal framework, strategies and plans at local and national level.
- e. Highlight any challenges and shortcomings and propose key recommendations/strategies
- f. Evaluate how the process of prevention and mitigation has been carried out in situations of exploitation, gender-based violence and sexual abuse in the context of emergencies.
- g. Identify and propose resilience programmes that are sustainable in the context of gender in disaster risk reduction management.
- h. Focus on mechanisms to promote gender equality and equity and women's economic empowerment in disaster risk management and financing.
- i. Present a Gender Action Plan with a budget limit based on the recommendations derived from the gender analysis.

10. METHODOLOGY

This study used both qualitative methods. The main source of qualitative research is the social environment, and the researcher is the main instrument of research. Data is collected based on research that “requires directly talking to” (Djamba and Neuman, 2011:179).

Data collection was based on a literature review and qualitative in-depth interviews:

10.1 Review of Literature

The research went through a literature review to get a general sense of the data and information that has been collected so far. We looked for data on the different institutions dealing with both gender and disaster risk management such as INGD, MOPHRH, INAM, INE, INAS, MGCAS and DNGRH, and UN Agencies such as WFP, IOM, UNDP, UN Women, and UNFPA, OCHA. International

organizations such as Care International, Red Cross, and FEWS net, among others, were also consulted.

We also looked at published and unpublished literature reviews; relevant government documents; national and district climate change mitigation policies; policies (family, agriculture, gender, risk and disasters, rural economic) and Official demographic statistics.

10.2 In-depth Interviews

In-depth interviews are “interviews in which participants are encouraged and prompted to talk in depth about the topic under investigation. The researcher does not use predetermined, focused, short questions, and instead elicits answers following the flow of conversation” (Given, 2008:423). Interviews took place over the mobile phone and in physical meetings. 10 people were interviewed, among them vulnerable people, Government staff (national level district level), community leaders, NGOs experts and program officers from UN agencies.

11. DISASTER SITUATION AND HISTORY IN MOZAMBIQUE – THE CONTEXT

Natural hazards and disasters manifest in different ways throughout the country and, as we shall see, produce different responses. Drought mainly affects the southern part of Mozambique, floods are concentrated in the centre, while cyclones tend to hit mainly the northern parts. In southern Mozambique the low rainfall patterns (in the range of 400 – 600 mm/year) and soils of lower fertility and limited water retention capacity have led to cyclical drought, limited agricultural production and food insecurity among rain-fed agriculture-dependent households. On average, agricultural production from rain-fed agriculture-dependent households enables food security for just about four to five months, especially in the interior of Gaza and Inhambane provinces (De Matteis et al., 2006).

Southern Mozambique, where droughts are particularly prevalent

- From 1823-1831 – this led to countless deaths, widespread depopulation of the countryside, mass migrations, including that of many Portuguese settlers, and a decline in the slave trade and Portuguese authority.
- The drought of 1895/98 led to massive migrations to South Africa. Studies suggest that from 1900 to 1930, a combination of drought and forced labour led to increased migration and drastic demographic changes.
- From the 1940s to the early 1980s, drought and reduced agricultural production occurred in 1940/41, 1943/44; 1948/49; 1950/51; 1953/54, 1959/60, 1963/64, 1965/66, 1967/68, 1969/70 and 1972/73.
- The early 1980s were marked by the worst drought ever recorded (1980-1985), which affected beyond five million people across the country and claimed the lives of a hundred thousand.
- Severe droughts were recorded from 1991 to 1993, affecting 1.32 million people. This drought forced Mozambique to import around 60 per cent of its cereal needs (Holloway, 2000:262).

Flood-prone area in the central region of Mozambique

- The floods of 1840, which opened the ZIU-ZIU canal and created Inhangoma Island in the Mutarara district, were considered the greatest in cultural memory. Written records **suggest that the**
- The Zambezi delta was partially flooded in 1926, 1938, 1939, 1940, 1944, 1948, 1952, 1955, 1958, 1961, 1963, 1966, 1968, 1969, 1970, 1978, 1989, 1997, 1999, 2001 and 2007.
- Floods have also been recorded, with less frequency, in the south, in 1955, 1967, 1972, 1976, 1977, 1981, 1996 and 2000. The 2000 flooding was the worst in this region since 1848.

Cyclones affect particularly badly the northern provinces of Nampula and Cabo-Delgado.

- Mozambique is, on average, hit by one cyclone and three to four tropical depressions every year.
- First records of cyclone activity in Mozambique for the year 1956, which claimed 110 lives.
- Cyclones and tropical depressions are linked to flooding and droughts as they are accompanied by rainfall. The 2000 flooding, for instance, was related to three cyclones: Eline, Gloria and Hudah.
- In 2019, the country witnessed two major cyclones in a single season. Cyclone Idai is considered the worst tropical storm in the Southern Hemisphere, and Cyclone Kenneth is the strongest cyclone to hit Africa.
- 2023 Tropical Cyclone Freddy

Source: (Artur & Hilhorst, 2012), (Mate, 2021a), (Freddy et al., 2023)

12. GENDER ANALYSIS OF THE LEGAL, POLICY AND INSTITUTIONAL FRAMEWORK OF DRM

As is known, the human impact of natural disasters is never entirely determined by nature, it is contingent on economic, cultural, and social relations. This means that more than looking at natural impacts on its own, it is also essential to look at the gender impact on DRM. Erman et al. (2021) argue that men and women, boys and girls face different levels of exposure and vulnerability to natural hazards, driven by gender relations and discrimination in society. Gender dynamics, they say, affect both the way they are affected by disasters and their capacity to withstand and recover from them. UNEP² (2002), in turn, argue that vulnerability is particularly high among women and girls, who are often disproportionately dependent on small-scale natural resource-based livelihoods, which are contingent on favourable climate conditions. This is further

² The United Nations Environment Programme.

complicated by higher poverty rates among women, and cultural and behavioural restrictions, affecting women's mobility as well as socially ascribed roles and responsibilities.

Therefore, Gender Mainstreaming is important in DRM because:

- Women are largely marginalized in the development of Disaster Risk Management policy and decision-making processes.
- Natural disasters affect women, men, girls, and boys differently due to gender inequalities caused by socioeconomic conditions, cultural beliefs, and traditional practices that have repeatedly put females disadvantaged.
- Women are typically more vulnerable than men to the effects of natural disasters.
- Women have critical contributions to make towards disaster and climate risk management, but they do not hold positions of visible political leadership in significant numbers.
- women are powerful agents of change during and after disasters.

12.1 Gender mainstreaming in Natural Disaster policies and programmes in Mozambique

The country has defined policies, strategies and legislation to guarantee gender equality. The first available instrument is the Constitution of the Republic. Article 35 of the Constitution of the Republic states that “all citizens are equal before the law, enjoy the same rights and are subject to the same duties, regardless of colour, race, sex, ethnic origin, place of birth, religion, level of education, social position, marital status of parents, profession or political choice”. This means from the outset that both men and women have the right to participate in the life of the country. The Constitution of the Republic provides clear proof of the Mozambican state's commitment to equal rights for men and women, through the principle of gender equality expressed in article 36, which states that “Men and women are equal before the law in all areas of political, economic, social and cultural life”. In addition to the provisions of the Mozambican Constitution,

the government has policies and plans for the promotion and emancipation of women. There are also various NGOs that promote women's rights, as well as dealing with environmental issues and the management of natural resources.

This section seeks to analyse the extent of the integration of gender, including considerations to prevent and respond to GBV. In general, comprehensive DRM legal and policy frameworks include several documents, for example, a DRM law, regulations to that law and DRM policy documents (such as a policy, strategy and/or plan along with an action plan). Given that Mozambique is a country that has been systematically and more frequently affected by natural disasters, the government has approved several policies to better respond to natural disasters. Among them, the following are the main important ones:

1. In 2006, the **Plano Director para Prevenção e Mitigação das Calamidades Naturais (2006 – 2016)** (Master Plan for the Prevention and Mitigation of Natural Disasters) (which was based on disaster risk reduction and prevention as a fundamental strategy with a validity period of 10 years).
2. In June 2014, the Lei de Gestão das Calamidades – Lei n.º 15/2014 (**Disaster Management Law – Law n.º 15/2014**) was approved, establishing the legal framework for disaster risk management, including the prevention and mitigation of the destructive effects of disasters, the development of relief actions and assistance, as well as reconstruction and recovery actions in the affected areas. In March 2016, the Government approved the Regulamento da Lei de Gestão das Calamidades (**Disaster Management Law Regulation**), setting out rules and procedures. Among other aspects, Law n.º 15/2014 highlighted the prohibition of housing construction in vulnerable areas to disasters and the responsibility of Governments and Local Authorities in defining these areas; The mandatory development of operational readiness in all public and private institutions and by citizens

in general; The Government's obligation to have a contingency plan; and the obligation to observe the alerts.

3. On 13th November 2012, the Council of Ministers approved the **National Strategy for Adapting and Mitigating Climate Change 2013 – 2025** to identify key areas for action to reduce the severity of the impacts of climate change, through actions in adapting and reducing climate risks. The general objective of the strategy is to establish guidelines for action to create resilience, including the reduction of climate risks, in communities and the national economy and to promote low-carbon development and the green economy, through its integration in the sectoral planning process and local.
4. In 2016, the INGD (Instituto Nacional de Gestão e Redução do Risco de Desastres) approved the Plano Estratégico de Género do Instituto Nacional de Gestão de Calamidades (2016–2020) (**INGD Gender Strategic Plan**)
5. After 10 years of implementing the 2006-2016 Master Plan, the Government of Mozambique decided to readjust the plan to adapt it to current conditions and approved the Plano Directo para a Redução do Risco de Desastres em Moçambique para o período 2017-2030 (**Master Plan for Disaster Risk Reduction in Mozambique for the period 2017-2030**). The new Master Plan seeks to respond to the provisions of Law n.º 15/2014, of 20 June, which establishes the legal regime for management. The document highlights Disaster Risk Reduction as its main line of action to reduce vulnerability to extreme events in Mozambique. The plan focuses on the full incorporation of Disaster Risk Reduction in Governance plans at all levels.
6. Recently, the Lei de Gestão e Redução de Risco de Desastres – Lei n.º 10/2020 (Lei de Redução e Gestão de Risco de Desastre) the Regulamento de Gestão e redução de Risco de Desastres – Decreto n.º 76/2020 (**Disaster Risk Management and Reduction**

Regulation) were approved. This law advocates climate resilience and defines response mechanisms in case of disaster.

7. In accordance with the provisions of Article 12.^o of Law 15/2014 (Disaster Management Law), the government draws up annual **Contingency Plans** for the mitigation and management of disaster risk, which include cross-sector interventions for rapid response to disasters and post-resilient recovery. On 22nd November 2022, the Council of Ministers approved the 2022-2023 Contingency Plan.
8. In June 2010, the Ministry for the Coordination of Environmental Affairs – MICOA, now known as the Ministry of Land and Environment – MTA, approved its institution's **Gender Strategy**. This Strategy aims to ensure equal access to and control over natural resources, climate change adaptation and mitigation technologies, development benefits and opportunities between men and women, boys and girls, and the sustainable use of natural resources to combat poverty.
9. The Ministry of Agriculture presently has a **Gender Strategy and Action Plan 2016 – 2025**. This Strategy serves as a guideline for the inclusion of women and other disadvantaged social segments in the agricultural sector. The first attempt to evaluate a gender strategy was submitted in 2005.
10. On the 25th of October 2018, the Ministry of Health launched **the Gender Inclusion Strategy 2018 – 2023** in its Sector. In other words, the Strategy expires at the end of this year. The purpose of the instrument is to drive towards the inclusion of a gender perspective to guarantee a National Health Service which provides equal rights and opportunities for women and men in the management, provision and access to health.
11. The Education Ministry has an Education and Human Development Sector Gender Strategy for the period 2016 – 2020. This document expired about three years ago, and it still appears not to have been updated. This makes the operationalization of activities linked to gender mainstreaming in the education sector at the national level difficult.

Table 1: Other Approved Legal Instruments

● National Disaster Management Policy, approved by Resolution of the Council of Ministers – n.º 18/99 of 10 June 1999
● Environmental Law – n.º 20/97, 1 st October
● Regulation for the Prevention of Pollution and Protection of the Marine and Coastal Environment (Decree n.º 45/2006).
● Regulation of the Environmental Impact Assessment Process (Decree n.º 54/2015)
● Disaster Risk Reduction Master Plan (2017 – 2030)
● Regulations for the Management and Planning of the Coastal Zone and Beaches (Decree n.º 97/2020)
● Local Adaptation Plans (PLA)
● Provincial Disaster Risk Reduction Plans
● District Disaster Risk Reduction Plans
● National Strategy for the Integrated Management of Coastal Zones
● Action Plan to Combat Desertification
● Action Plan for the Prevention and Control of Uncontrolled Burning
● National System for Monitoring and Evaluating Climate Change (2014 – 2025)
● National Strategy for Reducing Emissions from Deforestation and Forest Degradation (REDD+)
● Strategies for Biofuels, Renewable Energy and Biomass
● Plan for Adapting the Agricultural Sector to Climate Change
● National Basic Social Security Strategy

- Strategic Plan for the Meteorology Sector
- National Strategy and Action Plan for Mangrove Management in Mozambique

In summary, the country has made great strides in the last decade with the creation of legal, institutional, policy and program frameworks. The implementation of such frameworks had a notable impact on improving the response to the most recent disasters. However, there are still few legal instruments, specifically aimed at the gender dimension in disaster management. There is a lot of dispersed legislation on disasters, and this dispersion does not facilitate its knowledge and application by all those involved in these operations. On the other hand, the absence of specific regulations means that, in times of crisis, “*ad-hoc*” measures are sometimes taken (IFRC e CVM, 2008)

To assess the scope of gender integration in the development or implementation of these DRM documents, we follow the model used by IFRC and UNICEF (2021) in their *Gender Responsive Disaster Risk Management* study. The assessment undertaken determines, for each DRM law, policy, strategy and plan, the extent of integration according to 5 categories presented in Table 2. The process of categorizing the DRM documents is described in Table 3. Although GBV is an outcome of gender inequality, the analysis has been shared separately to highlight the specifics of attention to gender overall and GBV directly.

Table 2: Defining the scope of gender mainstreaming

Categories

Gender discriminatory	Gender blind discriminatory	Gender-blind discriminatory	Gender-blind responsive	Gender-sensitive discriminatory	Gender-sensitive responsive	Gender-blind discriminatory	Gender-blind responsive
Favours one gender in a manner that leads to a deepening of gender inequities.	Ignores gender in programme design; perpetuates status quo or potentially worsens inequalities.	Gender-sensitive works around existing gender differences and inequalities to ensure equitable allocation/services/support aligned with the pre-existing gender differences, structures, systems and power divisions in society.			Gender-responsive identifies and addresses the differentiated needs of all genders; promotes equal outcomes, and responds to practical and strategic gender needs.		Gender-transformative strives to transform unequal gender relations to promote shared power, control of resources, decision-making and support for the empowerment of all genders equally.

Table 3: The categorization process of GRD law, policy, strategies and plans

GENDER	
Not gender-sensitive	If no references were made to gender or gender-related differences, including references to women or girls.
Towards gender sensitive	If gender references were mentioned in the background section or as a crosscutting theme or principle.

Gender-sensitive: low and high	If gender references were mentioned in the background section or as a crosscutting theme or principle, along with one to four specific actions that identify and address the differentiated needs of all genders, particularly women and girls. Low gender sensitivity included one to two actions or indicators. High gender sensitivity included three to four actions or indicators.
Towards gender responsive	If gender references were mentioned in the background section or as a cross-cutting theme or principle, along with five to seven specific actions or indicators that identify and address the differentiated needs of all genders, particularly women and girls.
Gender-responsive: low and high	If gender references were mentioned in the background section or as a cross-cutting theme or principle, along with eight or more specific actions or indicators that identify and address the differentiated needs of all genders, particularly women and girls, that touched on different levels of government roles and responsibilities towards gender they were considered gender responsive. Low gender responsive excluded considerations to address GBV. High gender responsiveness included considerations to address GBV.

GBV	
GBV-insensitive	If no references were made to GBV risk mitigation, prevention and response
Towards GBV sensitive	If GBV risk mitigation, prevention and response are mentioned in the background section.
GBV sensitive	If references to GBV risk mitigation, prevention and response were mentioned in the background section or as a crosscutting theme or

	principle, along with one to four specific actions or indicators that reduce the risk of, prevent or respond to GBV.
Towards GBV responsive	If references to GBV risk mitigation, prevention and response were mentioned in the background section or as a crosscutting theme or principle, along with five to seven specific actions or indicators that reduce the risk of, prevent or respond to GBV.
GBV responsive	If references to GBV risk mitigation, prevention and response were mentioned in the background section or as a crosscutting theme or principle, along with eight or more specific actions or indicators that reduce the risk of, prevent or respond to GBV.

As presented below (Tables 4 and 5), the DRR Master Plan is gender-sensitive, with multiple references to the consideration of gender and inclusion. This includes strengthening community resilience with attention to gender balance, developing communication strategies with criteria that include gender and gender inclusion, designing training for GRD and CCA trainers with a focus on inclusion and gender at all levels of government, equipping GRD committees on gender and training local and municipal officials to develop GRD plans that incorporate mainstreaming of gender and inclusiveness (Republic of Mozambique, 2017).

Table 4: Extent of gender integration in the DRM legal and policy documents

GENDER	
DRM legal and policy documents	The extent of gender integration
<ul style="list-style-type: none"> • Disaster Risk Management and Reduction Law (Law n.º 10/2020) 	Gender blind: No integration of gender or gender considerations

<ul style="list-style-type: none"> • Disaster Risk Management and Reduction Regulation (Decree n.º 76/2020) • National Strategy for Adapting and Mitigating Climate Change (2013 – 2025) • 	
<p>Mozambique’s Annual Contingency Plan (2022)</p>	<p>High gender-sensitive: Mentions of gender inequality or considerations in the background section, including statistics on gender inequality or mentions as a cross-cutting theme or principle; along with three to four gender-related activities or indicators</p>
<ul style="list-style-type: none"> • Master Plan for Disaster Risk Reduction in Mozambique (2017-2030) 	<p>Towards gender-responsive: Mentions of gender inequality or considerations in the background section, including statistics on gender inequality or mentions as a cross-cutting theme or principle; along with five to seven gender-related activities or indicators</p>
<ul style="list-style-type: none"> • INGC Gender Strategic Plan (2016–2020) 	<p>High gender-responsive: Mentions of gender inequality or considerations in the background section, including statistics on gender inequality or mentions as a cross-cutting theme or principle; along with 8+ gender-related activities or indicators including GBV</p>

Table 5: Extent of integration of GBV risk mitigation, prevention and response in the DRM legal and policy documents

GBV	
DRM legal and policy documents	The extent of integration of GBV risk mitigation, prevention and response
<ul style="list-style-type: none"> • Disaster Risk Management and Reduction Law (Law n.º 10/2020) • Disaster Risk Management and Reduction Regulation (Decree n.º 76/2020) • National Strategy for Adapting and Mitigating Climate Change (2013 – 2025) • Master Plan for Disaster Risk Reduction in Mozambique (2017-2030) 	GBV blind: No mention of GBV
<ul style="list-style-type: none"> • Mozambique’s Annual Contingency Plan (2022-2023) 	GBV sensitive: Numerous mentions of GBV with three to four specific activities or indicators described
<ul style="list-style-type: none"> a. INGC Gender Strategic Plan (2016–2020) 	GBV responsive: Numerous mentions of GBV with eight or more specific activities or indicators described

The Annual Contingency Plan (2022) is highly gender-sensitive and GBV-sensitive. This reflects its inclusion of the provision of SRH services and ensures specific care for pregnant women, children and the elderly, the dissemination of information on referral services for GBV survivors and identifying MGCAS to conduct training on GBV prevention. The DRM Act 2020 is gender and GBV-blind, as it does not integrate gender or GBV risk mitigation, prevention or response considerations. The Regulations 2020 also do not include gender or GBV risk mitigation, prevention or response considerations and are also categorized as gender and GBV blind. The INGC Gender Strategic Plan is highly gender responsive and GBV responsive, as it offers an

example of how to institutionalize gender within a national DRM agency. The INGC Gender Strategic Plan aims to enable the INGC to be gender-responsive and to reduce the gendered impacts of disasters while advancing gender equality between men and women, including eliminating discrimination against women. Nevertheless, the INGC Gender Strategy expired in 2020.

13. MAINSTREAMING GENDER IN THE DISASTER MANAGEMENT CYCLE

The INGD (National Institute for Disaster Risk Management and Reduction) oversees DRM in Mozambique. The INGD is headed by a Director-General assisted by a Deputy Director-General, both appointed by the Council of Ministers. The disaster risk management and reduction system comprise the following bodies:

1. At the central level:

- a. Disaster Risk Reduction and Management Coordinating Council.
- b. Disaster Risk Management and Reduction Coordinating Body.
- c. Disaster Risk Reduction and Management Technical Council.

2. At the provincial level:

- a. Provincial Emergency Operations Centre;
- b. Technical Council for Disaster Risk Reduction and Management.

3. At district level:

- a. District Emergency Operational Centre;
- b. District Technical Council for Disaster Risk Management and Reduction

4. At the community level:

- a. Local disaster risk management committees

The Coordinating Council for Disaster Risk Management and Reduction (CCDRMR) is chaired by the Prime Minister and includes the Ministers of relevant areas, such as Gender for Children and Social Action. The CCDRM is a political decision board. The decision to activate the red alert as part of EWS is entitled to the CCDRM. For the red alert to be activated, it depends on the level of event complexity.

The Technical Council for Disaster Risk Management and Reduction is chaired by the Director General of INGD and comprises permanent officials or focal points from different ministries and relevant public institutions. Cooperation and civil society partners, such as the Red Cross of Mozambique, may be invited. Among others, its functions are to coordinate the coordination of sectoral alert and early warning systems, propose the legal framework and propose humanitarian assistance appeals.

The Provincial and District Technical Council for Disaster Risk Management and Reduction operates at the provincial and district level and is chaired by the respective permanent secretaries of the provincial and district governments. Its composition is similar to the CCDMR. Its functions include coordinating the early warning systems at the respective level and informing on the need for an emergency declaration at the respective level or in the area of jurisdiction. Monitor contingency plans and ensure the functioning of operations coordination centres and local emergency committees.

Disaster management involves implementing actions grouped into four complementary phases: preparation, preparedness, response and sustainable recovery.

Preparedness includes the phases of drawing up and updating the Contingency Plan; training key players; inventorying existing and necessary assets in strategic locations; surveying the population at risk according to the threats; maintaining equipment and means for the response; preparing contracts in advance for the purchase of goods and provision of services; and conducting simulation exercises. These actions can be carried out throughout the year. However, it is in the period from October to December that they predominantly take place.

The state of operational readiness is the ability to respond immediately to a catastrophe, swiftly, effectively, and efficiently, in favour of the affected and in-need populations. The system must

be in place continuously throughout the year, implying the continuous existence of human, technological, and material resources capable of assisting in emergencies.

In essence, the response phase is characterized by disaster response actions, i.e., actions carried out before, during or after the disaster occurs with a view to saving lives or reducing impacts. This normally takes place between January and March, the period when natural disaster events occur most frequently. Disaster response focuses fundamentally on immediate short-term actions and needs, based on: a) information about the phenomenon that has occurred; b) impact assessment; c) damage and needs assessment; d) available assets; e) humanitarian assistance. According to the Regulations of the Law on Disaster Risk Management and Reduction, the coordinating body for disaster risk management and reduction has the competence to define the instruments, procedures and modalities of humanitarian assistance.

The period spanning from April to September is designated for sustainable recovery initiatives, which encompass measures aimed at restoring or enhancing the livelihoods of the community impacted by disasters, re-establishing the principles and mechanisms of ecosystem functioning to prevent or reduce future disaster risks, and enhancing the psycho-social condition of those impacted by disasters. The implementation of measures that necessitate the involvement of diverse entities and sectors based on their respective specialities and institutional responsibilities, considering the tangible requirements arising from disaster damage.

The government is aware that the response to natural disasters is only effective if the gender dimension is considered and to respond to this transversal area, the INGD approved the Gender Strategic Plan (2016-2020) which, among others, intended to 1) establish a gender unit; 2) guarantee gender equality in participation and access; 3) strengthen the capacity of INGC staff; 4) produce guiding documents; 5) conduct awareness sessions with men; and 6) strengthen coordination. However, in addition to having already been prescribed in 2020, this plan never actually went into action precisely because of the lack of an operationalization plan. The institutionalization of gender actions around disasters in Mozambique was not accomplished as predicted. Currently, INGD is still in the process of updating a new plan.

However, although disaster response currently takes place apart from a strategic gender plan, the contingency plans drawn up annually by the government also incorporate the gender dimension. It is, therefore, by law that all public institutions must actively participate in disaster response. Accordingly, as provided for in the Contingency Plan, the Ministry of Gender, Children and Social Action (MGCAS) plays a fundamental role in the process of dealing with natural disasters in the preparation, response and recovery phases, which can be seen in the table below (Table 6) extracted from the 2022/2023 Contingency Plan.

Table 6: MGCAS attributions in the natural disaster response process

MGCAS			
Preparedness		Response	Recovery
<p>a. Disseminate messages about Protection for vulnerable groups (women, children, elderly, chronically ill and people with disabilities);</p> <p>b. Ensure that data is disaggregated by sex, age, sociodemographic condition (pregnant women, nursing mothers, elderly people, etc.) and degree of kinship, during the process of identifying people at risk or affected;</p> <p>c. Sensitize all humanitarian actors for the inclusion of women, girls and other groups at risk in decision-making processes and reporting violations of their rights;</p> <p>d. Revitalize the Provincial and District gender Focal Points on emergency protection, including prevention components and responses to gender-based violence, as well as prevention measures against Covid-19;</p> <p>e. Mobilize funds from cooperation partners for the acquisition of dignity, family and recreation kits, protective masks, alcohol gel, buckets with taps and soap;</p>		<p>a. Conduct a rapid survey of the vulnerable groups affected and their needs (children, the elderly, the chronically ill, people with disabilities, women and particularly pregnant women);</p> <p>b. Carry out actions to monitor the impact of disasters, humanitarian assistance and protection of vulnerable groups, in the Gender, Children and Social Action sector;</p> <p>c. Conduct sectoral rapid assessment and complement with disaggregated secondary data.</p> <p>d. Distribute assistance kits to vulnerable groups</p> <p>e. Distribution of hygiene and dignity kits;</p> <p>f. Disseminate information about care/assistance services for</p>	<p>a. Raise awareness of gender-based violence in accommodation centres and/or resettlement neighbourhoods;</p> <p>b. Conduct monitoring visits to affected areas to ensure that all identified vulnerable groups have access to social protection and health services;</p> <p>c. Disseminate information about services and places of care for children and women who are victims of violence and abuse;</p> <p>d. Identify eligible beneficiaries for Social Protection programs</p> <p>e. Implement Social Protection Programs within the framework of post-disaster construction in coordination with the INGD and other actors;</p> <p>f. Ensure the participation of communities (affected and host),</p>

<p>f. Mapping community child protection mechanisms that can be strengthened to mitigate the risks of violence against children, particularly adolescent girls;</p> <p>g. Identify vulnerable groups eligible for Protection Programs</p>		<p>adolescents and women who are victims of violence;</p> <p>g. Disseminate messages for prevention and response to PSEA (prevention of sexual abuse and exploitation);</p> <p>h. Implement recreational activities for teens and create a provision of teen- and youth-friendly services;</p> <p>i. Monitor humanitarian assistance and protection for vulnerable groups (with special attention to vulnerable groups in transit centres);</p> <p>j. Operationalize and publicize gender- and child-sensitive reporting and referral mechanisms;</p> <p>k. Provide psychosocial support;</p> <p>l. Monitor the process of collecting, analyzing and disseminating data disaggregated by gender, age, sociodemographic condition</p>	<p>including women and girls, in the decision-making process regarding resettlement;</p> <p>g. Carrying out monitoring visits to the affected areas to ensure that all identified vulnerable groups have access to social protection and health services;</p> <p>h. Dissemination of information about services and places to care for children and women victims of violence and abuse;</p>
---	--	--	--

		<p>(pregnant women, nursing mothers, elderly people, etc.) and degree of kinship;</p> <p>m. Activation of prevention and response mechanisms against violence and abuse, including disseminating information on services for assisting adolescents and women victims of violence;</p> <p>n. Supporting recreational activities for teenagers and creating teen- and youth-friendly service provisions;</p> <p>o. Ensuring a sensitive approach to Gender-Based Violence with minimum standards of protection;</p> <p>p. Ensure the presence of trained staff (including women and gender-sensitive);</p> <p>q. Mapping community child protection mechanisms that can be strengthened to mitigate the risks of violence against children, particularly adolescent girls;</p>	
--	--	--	--

		r. Increase the provision of women-friendly protection and referral services to improve communication and response.	
--	--	---	--

Source: Contingency Plan, 2022-2023

As can be seen, several planned actions oversee MGCAS and are aligned with the Gender Strategic Plan. However, there are still several challenges to putting this plan into practice. For example, it remains quite difficult to find sex-disaggregated data on disaster victims. Moreover, the production of guidance documents on the participation and equal access of women and men for all sectors and partners involved in Disaster Risk Reduction remains deficient.

On the other hand, community participation (including women and girls) in decision-making processes on resettlements must be improved, both in the affected communities and in the host communities. Although women are represented at the highest level (presidency of the INGD) and on the boards of directors, the most difficult challenge lies in integrating the affected women/girls into the management process.

Below we present data from the fieldwork conducted in Boane following the floods that devastated the district. From this case study, we intend to understand what kind of responses were given to minimize the impact of floods from a gender perspective. We also intend to analyse the impact of climate change on Boane's vulnerable communities with a focus on women to understand how they are ready to respond to hydro-weather events such as floods, droughts, and tropical cyclones. The gender analysis aims to better understand the specific challenges of women, men, boys and girls in Disaster Risk Management. We decided to do data collection in Boane District because it was recently affected by floods, and it is close to Maputo.

14. BOANE: CASE STUDY

14.1 Boane District

The district of Boane is in the province of Maputo, 45 km from the city of Maputo. Its headquarters are in the municipality of Boane and, until 2013, it had the category of village. The district is delimited, to the North, by the district of Moamba, to the West and southwest, by the district of Namaacha, to the South and southeast, it borders with the district of Matutuine and, finally, to the East, with the city of Matola (INE, 2012). According to INE (2020), the district of Boane has an area of 820 km² and 244,384 inhabitants. Boane has two Administrative Posts, namely Boane and Matola-Rio, made up of the following locations: Vila de Boane, Gueguegue and Eduardo Mondlane (Administrative Post of Boane), and Matola-Rio, Bebeluane, Mulotana, Jonasse, Ngumbane (Administrative Post from Matola-Rio).

The Boane district is mostly agricultural, and it contains Bananalândia, the Umbeluzi Agrarian Station, the Mozambican Agricultural Research Institute, and other economic activities: industrial (for example, Mozal), tourist, commercial (informal markets, centres of services) and service provision (public transport, car repair). The district has an area of around 43,200 ha and can grow cereals, vegetables, legumes, tubers, and fruit trees.

The climate of the region is sub-humid and with scarcity of rain in the cold region. It is characterized by alternation between dry conditions, induced by high subcontinental pressure, and incursions of humid ocean winds. The average annual temperature is 23.7°C, with the coldest months being June and July and the hottest January and February. The average annual rainfall is 752 mm, varying between average values of 563.6 mm for the wet period and 43.6 mm for the dry period. The wet period extends from November to March and the dry period from April to October.

The district is prone to cyclones, depressions, droughts and floods. Among those that have already occurred, the following should be highlighted: Cyclone EL-NINO in 2003, which caused significant damage to agricultural production and economic and social infrastructure; the big drought in 1983, 1990 and 1991; and the major floods in 1984, in 2000 and recently in 2023. The

watercourses in the District of Boane belong to the hydrographic basins of the Umbeluzi, Tembe and Matola rivers. The district is also crossed by the rivers Movene and Nwlate, of a periodic regime (tributaries of the Umbeluzi). Of these, the most important is the Umbeluzi River, which rises in Swaziland and after a 70 km journey flows into the Espírito Santo Estuary, where the Matola and Tembe rivers also have their mouth.

14.2 Floods in Boane District

On 11 February 2023, the district of Boane was flooded due to the heavy rainfall and the opening of the floodgates in the Eswatini. As a result, families were separated, 10 people were declared dead, houses were destroyed, and roads and two bridges were swallowed by floods. Boane became isolated from the capital city, Maputo, which is located nearly 30 km away. After the floods, there was recorded a cholera outbreak and some community members were calling for medical support at hosting centres that were created by INGD and the district level government.



This photograph shows women harvesting firewood after experiencing flooding in Boane.

14.3 Boane Natural Disaster Response

As stated in the annual contingency plan approved annually by the government, the government's response to natural disasters is based on 3 distinct moments: preparedness, response, and recovery. In each of these phases, a set of actions is triggered to provide a better response to disasters. Important to highlight that the response is usually provided by

governmental means with support of government' collaborates and even with participations of certain volunteers and individuals.

14.3.1 Readiness

Disaster preparedness consists of a set of measures taken in advance by governments, organizations, communities, or individuals to better respond to and deal with the immediate consequences of a disaster, whether human-induced or caused by natural hazards. The aim is to reduce the loss of life and livelihoods. Early warning systems are one of the measures adopted so that communities can take early action before a disaster strikes.

The data from the fieldwork carried out in Boane shows that the actions taken in this preparation phase took very little account of gender differentiation. Men and women were treated equally and under a poor early warning system. In the Boane floods, there was a lack of information about the floods, people did not have access to information about prevention and safety measures before the floods. Some of the community members we spoke to said they had not received any kind of warning before the floods.

As reported by CDD, the National Meteorological Institute's (INAM) weather forecast for 7 February 2023 (the day on which heavy rains began to fall, causing extensive damage and flooding in Maputo city and province), indicated rain in Maputo and Gaza, with the possibility of heavy rains in the coastal districts of Inhambane. For the following day, Wednesday 8 February, INAM's forecast pointed to the occurrence of weak to moderate rain, locally intense in Maputo city and the provinces of Maputo and Gaza. On Thursday 9 February, when flooding and extensive damage had already been recorded in several neighbourhoods in the cities of Maputo, Matola, and the districts of Boane and Marracuene, INAM issued a weather forecast stating that heavy rainfall had been recorded in the south of the country over the last 48 hours. However, in those 48 hours (7th and 8th February), INAM did not issue a single warning about the possibility of heavy rains.

In the same context, some Boane residents said they heard of the imminence of floods during a local meeting with community leaders. Several community leaders confirmed that they were instructed to meet with the community to inform them of imminent floods. The problem is that many people do not participate in these meetings, and therefore many people did not have prior notice about the floods. There was no door-to-door communication, and therefore several people were surprised by the water while they slept. The communication strategy was not comprehensive and inclusive enough for vulnerable groups such as women, children or the elderly.

In the aftermath of the event, some people, mainly women who were not adequately informed, had to be evacuated throughout the night, in the rain and while carrying infants on their back. The water flooded their homes, and the rescue process involved more female victims. Unlike the men, who often were away from home or at work, or elsewhere looking for income to support the family, the women were generally at home, which is why they were the most rescued in Boane. Data also shows that the actions taken in the response phase had very little impact on gender. Men and women were treated equally under the poor early warning system.

In short, the lack of an efficient early warning system led to the floods taking part of the Boane community surprised and increasing the number of property losses, loss of lives, to a general destruction and stolen goods. More than that, at this stage the accommodation centres and safe zones for resettlement were not mapped; there were no pre-positioning goods, materials, and equipment in strategic locations; the humanitarian response teams for a quick intervention were not prepared and the alert messages were not disseminated in an accessible way (local languages) and comprehensively for different vulnerable groups, as foreseen in the annual contingency plan. Therefore, the women were the main victims of this highly preventable disaster.

14.3.2 Response

Several women had to be rescued at the floods' onset, while others had to travel to higher altitudes on their own, searching for shelter. Mobility conditions were precarious, and some

women were pregnant. Women had to move from down to uphill just to escape the raging floodwaters. Having nowhere else to go, some women and their children left everything behind and only kept their clothes. Others, stayed overnight with their children in inappropriate places, without blankets or food. In some cases, the absence of their husbands (often at work in Maputo City or neighbouring South Africa) overloaded the women's tasks, making it a double burden for most of them. They were forced, alone or with the help of some neighbours, to retrieve only what household belongings they could and sometimes search for food to feed their children and themselves.



This photo was shot during the INGD response with partners. People here are being rescued after being stranded for hours. Many people were rescued and ten died in the process.

Other women were lucky enough to be sheltered in shelters. A total of 2,114 people were sheltered, of whom 1,226 were women and the remaining 888 men (see Table 7 for more details). These figures illustrate that, as in other cases of natural disasters in Mozambique, women are the most vulnerable group. However, in the case of Boane, despite the risk many women were exposed to (risk of sexual violence, harassment and exploitation) data from the Provincial Directorate for Gender, Children and Social Action shows that no violence of any kind occurred.

Tabela Impacto do sector Género, Criança e Acção Social (Grupos vulneráveis afectados pelas inundações na Província de Maputo) nos centros de acomodação em 2023

Sector do Género, Criança e Acção Social (Grupos Vulneráveis)														
PROVÍNCIA	Crianças		Pessoas Idosas		Pessoas com Deficiência		Pessoa com Doença Crónica		Latentes	Mulheres Grávidas	Mulheres chefes de A. Familiar	Total Geral		
Mapub/distrito	M	F	M	F	M	F	M	F				M	F	Total
Boane	840	975	30	73	18	16	0	6	68	25	63	888	1226	2114
Namaacha	71	122	17	17	0	0	9	10	0	0	0	97	149	246
Cidade da Matola	50	60	2	18	2	2	0	0	0	0	0	54	80	134
Matuine	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Moamba	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Marracuene	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Manhiça	115	333	9	10	2	1	2	11	38	8	34	128	435	563
Magude	161	291	12	32	6	5	0	0	16	4	48	179	396	575
Total	1237	1781	70	150	28	24	11	27	122	37	145	1346	2286	3632
	3018		220		52		38		122	37	145	3 632		

Table 7: Vulnerable groups affected by floods in Maputo Province. (Source: DPGCAS)

The same data indicates, however, that the first few days in the reception centres were particularly difficult for the women. Poor toilets were common, the food was not enough for everyone and was of very poor quality (beans every day), and the women's specific needs were not always met due to a lack of hygiene materials. However, as a DPGCAS technician said, over time things have improved: new bathrooms have been built for men and women, dignity kits have been distributed to the women (pillows, underwear, capulana, soap, among other personal items), the diet has improved, and they now eat at least three meals a day.

Some women gave birth at the centre and all of them were cared for and received donations from people in good faith and some organizations. According to some MGCAS staff as well as some victims, social awareness of the need to look at the gender dimension has grown: people in assets and/or institutions have mobilized to help the victims, but always mindful of the woman's condition, whether she is pregnant, breastfeeding or not. The groups that distributed the kits at the accommodation centre delivered all the necessary kits to the women. There were health teams, psychologists, and police at the reception centre. From the interviewees' perspective, the women were treated better than the men. They say that the women were constantly called to meetings with doctors, psychologists and even representatives of various

organizations who wanted to help them directly. Many people were concerned about their well-being.

The DPGCAS played a pivotal role in the implementation of the gender policy. Its technicians sorted people by gender in the reception centres, made sure that pregnant and breastfeeding women got different meals, and watched and checked the food and other goods that were sent to the victims. The DPGCAS staff paid special attention to women, children, old people, and people with disabilities. They also ensured that women in maternity wards were provided with adequate conditions for the survival of their infants. The DPGCS made a request to its partners for “dignity kits” and distributed them to the women. These kits, which consisted of buckets, capulana, sanitary towels, soap, etc., were designed to meet the specific needs of the women.

Women were registered at the reception centre to receive donations. Priority was given to those with children or pregnant women. As well as clothes, they were given food to eat when they left the reception centre. Some women complained that they had no help in terms of building materials to rebuild the houses destroyed by the floods. The aid (mainly food) came mainly to the reception centres. However, there were a significant number of people sheltered by friends or neighbours who also needed help. Channelling aid to these people was even more challenging for INGD. The distribution system included a list drawn up by local leaders of those affected. It was to these people that INGD and its partners sent the food. Moreover, because it was an insecure process, many families claimed to be excluded from the list, even though they also considered themselves victims of the floods.

Although no cases of harassment were reported, the women had where to file a complaint if it happened. They were in direct contact with the centre coordinators, who encouraged them to report anything that was not good.

Not only women but also men were affected by the floods. They had to face physical dangers and carry out rescue and salvage tasks during the floods; inform and reinforce the competent bodies in disseminating information and sensitizing communities. Pressured to take on dangerous tasks such as rescue and reconstruction, men were also exposed to the risk of injury or even death during the floods. The information was broadcast to the community on the radio and by the

offices of the relevant neighbourhood authorities. All the neighbourhood leaders forwarded the information to their target groups. Community leaders also called community meetings to inform the population that flooding was imminent. But all the information the leaders had come from the neighbourhood office. INGD representatives were not present on site and consequently, there was a lack of precise information about what was going to happen and what the population should do. INGD's presence was only felt later after the floods broke out.

14.3.3 Recovery

After the reception centres were deactivated, it was found that local communities had limited access to financial resources to rebuild their lives after the floods; Several residents complained about the lack of cleaning material to put their homes in condition and denounced gender inequality in the distribution of resources and recovery opportunities, since only breastfeeding women or women with children had access to some type of support, harming those who didn't have any children. These feel wronged because they think they also deserve support. On the other hand, resuming economic and emotional stability after the losses suffered during the floods is challenging, especially for men. Men (and also women) can face the social and emotional stigma of seeking support during recovery, which makes it difficult to rebuild homes after the event, those who had wives were forced to pass their donations on to their wives. The chiefs organized the lists to hand over to the competent entities to help the affected people, they did not help with construction materials but with some food kits. For people who were at the accommodation centre, all children received school supplies.

The conclusion on the Boane case study chapter

The Boane case study, as one can see, was a good sample which illustrates very well the readiness of how institutions dealing with natural disasters are prepared to respond in a gender-sensitive way. The study indicated that we still need a lot of work to provide a better response. The early warning system must be improved. Other ways of issuing warning messages that are more

comprehensive and reach all segments of communities, with special attention to women, should be considered.

The INGD should be more initiative-taking, it should be on the ground on the eve of the imminence of a disaster in such a way as to provide people with quality information on what to do and how to act in the event of a disaster. The INGD must collaborate with other actors, such as local leaders, so that they also have quality information and can mobilize their community in the best way.

The decisive role of the DPGCS in the process of managing people in the reception centres was notable; they were especially sensitive to gender, and their work is therefore to be encouraged. However, INGD, the main institution dealing with the disaster response process, seemed absent from this process. The gender dimension must be taken on board and incorporated into the actions of the INGD, which must also take the lead in the process.

15. MECHANISMS TO PROMOTE GENDER EQUALITY GENDER JUSTICE

To promote gender equality and equity and women's economic empowerment in the DRM, there is a need for deliberate policy and technical interventions to address the differential vulnerabilities of women, men, girls, and boys, before, during and after a disaster event. In this regard, there is a need for a comprehensive policy/strategy on gender mainstreaming and an action plan on Disaster Risk Management along with Climate Change Adaptation.

The occurrence of disasters in the country demonstrates that a more considerable number of women succumb dying to in disasters than men, and socioeconomic factors are the primary contributors. To improve disaster risk management and save more people, governments and agencies need to assess the barriers that prevent women from accessing and benefiting from

preventive and emergency response resources. It must be ensured that women have access to training, receive early warnings and know what to do in the event of an emergency, and that shelters and camps are safe and cater for women's needs and specificities.

Women's voicelessness in DRM and Climate Change Adaptation continues to be a serious problem, both in terms of greater participation in decision-making and in processes of inclusive engagement in dialogue. There is therefore a need for greater inclusion of women in this process. Moreover, it is necessary to provide women's groups with training, resources and authority to get involved in emergency preparedness and response to strengthen their position in the community and ensure that more women receive information on disaster preparedness and response.

Disaster recoveries are opportunities to build back in a way that breaks down the constraints faced by women. In Mozambique, housing reconstruction programs can improve women's tenure when the housing they rebuild is jointly titled in both partners' names. This can also ensure that women who lose a partner and female-headed households get legal rights to land and housing.

It is well-known of course that the significant increase in the use of mobile phones and mobile internet services, even in more remote areas, helps to improve access to early warning systems. However, in Mozambique, women are less likely than men to own a mobile phone and less likely to use mobile internet services, which explains the need for a diversity of dissemination mechanisms to ensure that warning messages effectively reach all recipients.

16. PARTNERSHIPS FOR GENDER-RESPONSIVE DRM MANAGEMENT

The Mozambican government relies on the support of various international institutions, which help in the response to natural disasters. Among them, we would like to highlight a few who, through various programmes which they have designed, are seeking to respond effectively to the

various challenges faced by Mozambican communities in the process of disaster management in the country.

The United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

Established in 1991, OCHA is a UN body responsible for coordinating the global emergency response to save lives and protect people in humanitarian crises. It advocates effective and principled humanitarian action from all and for everyone. OCHA's mandate includes humanitarian emergency response coordination, policy development and humanitarian advocacy. It also organizes and monitors humanitarian funding, advocacy, policy development and information sharing to facilitate rapid response teams for emergency aid.

In Mozambique, OCHA has provided vital assistance, including protection services, shelter, food assistance, treatment for acute malnutrition and emergency obstetric care. For example, as part of the Gombe Emergency Response Plan (PRE), OCHA sought funding to provide life-saving assistance and protection to 387,000 people in Nampula, Sofala and Zambézia provinces from April to September 2022. By the end of May 2022, the PRE was 9% funded, having received USD\$4.3 million from three donors out of the USD\$48.07 million needed. The plan provided for a response in camp coordination and management, education, emergency shelter and food supplies, food security and livelihoods, health, nutrition, protection and water, sanitation and hygiene.

IOM

The role of the UN, provide capacity building and accessorial in prevention, response and recovery and mitigation. As well as they do fundraise to support all the activities.

When it comes to disaster climate-related events, the UN system is divided into clusters: there are many clusters. For instance: IOM is responsible for Camp coordination and Camp management (Coordenação e gestão dos centros de acomodação). IOM coordinates these

activities. They conceive the accommodation centres where they support the local authorities to identify safe locations for transit centres, and they build these centres. Moreover, during this process of identifying IOM follows sphere standards, which means the affected communities have an accommodation centre with shelters, WASH, playing grounds, women's safe spaces, praying spots/rooms and many other facilities. There are standardized distances from one toilet to the other. The total area has been calculated according to the total number of the IDPs (Internal Displaced People). We work with IDPs and through the Displacement Tracking Matrix (DTM) we track people who were displaced, and we function as a database for the UN system. We also seek/ identify who needs more support and provide this information to the UN system.

UNDP

UNDP is a UN agency that has been in Mozambique for a very long time, and it aims to relief hunger and introduce programmes to induce local development. UNDP recognizes the strong relationship between gender equality and disaster resilience, and the importance of this relationship to the achievement of the Millennium Development Goals (MDGs/SDGs). UNDP supports that it is necessary to include women's and men's voices, needs and recovery policy programming. For UNDP, disasters can also provide an opportunity to redress gender disparities. For example, during the recovery period following a disaster, longstanding biases against women can be challenged by programmes that are sensitive to their needs and that involve them as equal partners in recovery work. However, if women and girls are left out of planning for disaster response or risk reduction measures, the special talents, skills, and knowledge of 50 percent of the population are not capitalized upon and the needs of the most affected are unlikely to be met.

UNFPA

UNFPA is also one of the UN agencies that works to advance development through population's analysis in Mozambique. This agency engages in several activities in Mozambique and in one of

their reports claimed that more than 732, 000 people have been internally displaced in the Northern provinces of Mozambique due to either violence or environmental disasters – including the devastating 2019 Cyclone Kenneth. Due to that fact, UNFPA collaborated with local authorities and partners to increase the availability of, and access to, life-saving sexual and reproductive health services, prevent and respond to gender-based violence, address COVID-19 and mitigate secondary impacts on women and girls.

Among UN agencies, UNFPA is the lead agency on both gender-based violence and sexual and reproductive and health (SRH) during humanitarian emergencies. During conflicts, natural disasters, and public health emergencies, sexual and reproductive health needs are often overlooked, with staggering consequences.

UN Women

UN Women has been on the frontline in supporting different programmes that aim to improve women's needs. Un Women supports the central government, INGD and other public institutes to design programmes, fund campaigns and implement some public programs. For instance: they will support the capacity building of the National Institute of Disaster Management to deal with gender issues in humanitarian action and lead other stakeholders to do the same. Apart from that, UN Women supports private institutions such as NGOs who are engaged in reducing women's vulnerability. In 2021, UN Women even coordinated the inclusion of gender dimension in context of humanitarian and emergency (Cyclones Idai and Kenneth and COVID-19).

ARC

A The African Risk Capacity (ARC), a specialized agency of the African Union was established to assist African governments to 'improve their capacities to better plan, prepare, and respond to extreme weather events and natural disasters'. This is done through mainstreaming a gender perspective throughout its operations, from ARC to communities that are hit by disasters. The ARC upholds the gender equality principle and systematically builds a gender perspective into its

operations and policies with the goal of transforming DRM approaches to ensure gender equality for vulnerable women and men in Member States. ARC promotes identification of DRR actions for women and children and equal access to capacity building, mitigation, and other adaptation initiatives. In 2021, ARC launched the Gender and Disaster Risk Management (DRM) platform (The Africa We Want) whose aim is to address the disproportionate impacts of weather-related and other natural disasters on vulnerable populations, which have resulted in a devastating toll on lives and livelihoods. In 2020, ARC distributed more than USD\$ 61,000,000.00 in payouts for early responses and more than 2,100,000 vulnerable people assisted, of which 45% of the target population were women. In 2020, ARC paid Madagascar USD\$ 2.13 million to cover anticipated losses to livelihoods of its vulnerable population from the crop failure. Since women and children provide most of the agricultural labour, 66% of the beneficiaries targeted women. ARC conducts gender mainstreaming capability building for the staff and national governments to enable them to effectively integrate gender in their DRM processes. ARC also engages in sustained policy dialogue and advocacy for a gender transformative DRM policy environment across its member states. Rwanda, Kenya, Madagascar, and Eritrea are members of the ARC. The African Gender and Disaster Risk Management Platform is intended to contribute to the development and management of knowledge on the issues of gender and DRM on the continent. The Platform, in line with the African Union Agenda 2063 – The Africa We Want – will help promote the steps the continent is taking to advance the gender aspects of Disaster Risk Reduction (DRR) issues across the region within the context of the Sendai Framework. The AU and ARC recognize that Gender and DRM are crosscutting development issues that must be addressed to successfully build resilience of Member States and communities. The Platform will also serve as a medium for stakeholders to increase their know-how regarding the practical steps for gender mainstreaming in DRM, and as a mechanism for knowledge development and sharing, policy dialogue and advocacy on gender transformative DRR approaches. Established to help African governments improve their capacities to better plan, prepare, and respond to extreme weather events and natural disasters.

Red Cross

The Red Cross in Mozambique has a set of activities tackling gender and disasters over the years. A bilateral recovery programme began in 2020, focusing on community-based health and first aid, disaster risk reduction, and water, sanitation and hygiene in the districts affected by Cyclone Kenneth in Nampula Province. As part of this project, the Belgian Red Cross supported the COVID-19 response programme in Maputo, Gaza, Inhambane, Nampula and Niassa Provinces. In 2021, the Belgian Red Cross started projects with the Mozambique Red Cross to support water, sanitation, and hygiene, including COVID-19 and cholera prevention, and agriculture and livelihoods. They focused mainly on internally displaced people from Cabo Delgado and their host communities in Nampula. The projects also focused on disaster preparedness, gender and inclusion in Inhambane Province, as well as water, sanitation and hygiene in Nampula Province, and first aid nationwide.

Oxfam

Oxfam is a British charitable organization that works to end poverty in developing countries such as Mozambique. It has been operating in Mozambique for 45 years, helping to relieve poverty and suffering from the local people. In 2000, they made a very valuable contribution to the relief of people affected by floods in Chokwe, Guijá, Chibuto, Xai-Xai and other surrounding areas. Later on, Oxfam Mozambique started integrating gender-related issues, aiming to reduce social segregation and inequalities among those affected by different types of natural hazards. In recent years and after the double tragedy and devastation of Cyclone Idai and Kenneth in March 2019, Oxfam stepped in. They realized that women and girls were facing particular challenges, including protection threats and loss of livelihoods. Before that, Oxfam, Save the Children and Care International collaborated to constitute COSACA to work towards ending poverty, inequalities and suffering in children and girls and women's challenges.

Of the more than 2.2 million people in need in Mozambique following Cyclones Idai and Kenneth, women and girls face protection challenges after the two cyclones. For example, they are often at a greater distance from water collection points, sanitation facilities and health centres, which may be in unsafe locations, exposing them to additional protection threats such as sexual and

gender-based violence (SGBV). With the destruction of health facilities, pregnant women have limited access to support for delivering their babies safely. It is estimated that more than 75,000 cyclone-affected women are pregnant, with more than 45,000 live births expected in the next six months; 7,000 of those could experience life-threatening complications. Girls are more likely to miss school following the damage wrought to schools and learning materials following the cyclones. Though their vulnerabilities are both extensive and multi-sectoral, funding to address the complex needs of women and girls falls far short.

Plan International

Plan International has been operating in Mozambique since 2006. They ensure marginalized children and young people realize their full potential and contribute significantly to the development of their communities.

To achieve their goals, they place the rights of children at the centre of their work and partner with like-minded organizations to influence the country's decision makers.

Mozambique has among of the highest rates of child marriage and teenage pregnancy in the world. These issues are related to structural drivers of poverty as well as harmful social norms that prevent girls from realizing their rights, including access to quality education and economic opportunities.

Plan International in Mozambique works on the following pillars:

1. Safe and quality education;
2. Sexual and reproductive health and rights;
3. Climate change adaptation and resilience building;
4. Economic empowerment for youth, in particular adolescent girls and women; and
5. Youth leadership and participation in society.

As seen above, the pillars or priorities are linked to gender, climate change and disasters that Mozambique is highly vulnerable. As a result, more recently, Plan International Mozambique conducted a "Rapid Gender Analysis on the Conflict in Cabo Delgado". Apart from that, plan has

been participating in different events that tackle the intersection of disasters and gender in Mozambique.

Save the Children

Save the Children exists in more than 100 countries and they aim to bring communities, civil society, governments, businesses, and donors together to achieve lasting change for children. Due to different types of events that affect children in Mozambique, Save the Children has been involved in several activities that can hinder the main goal of achieving; a) no children die from preventable causes before their fifth birthday; b) all children learn from a quality basic education; and, c) violence against children is no longer tolerated.

When natural events hit the country, women and children are the most affected and here it is where Save the Children steps in. For instance, in 2014, 2015, 2016 Mozambique was affected by a severe drought that led the country to seek humanitarian assistance, girls and women were severely affected and Save the Children assisted some communities affected by this natural event. In 2019 again, Mozambique was hit by one of the most powerful cyclones that have ever landed in the country. In addition, Save the Children worked on the cyclone and its effect on children and women. They even published an appeal to get more money to support girls who were severely left with no shelter and food.

World Bank Group – Mozambique/INGD programmes

The World Bank Group is one of the leading institutions on Gender mainstreaming. They have even created the Global Facility for Gender Risk Reduction and Recovery, which is committed to supporting gender-inclusive approaches for better disaster risk management.

Regarding Mozambique, INGD is one of the institutions benefiting from direct funding from the World Bank. For example, the Emergency Resilient Recovery Project was co-funded by the World Bank and is an emergency recovery project that aims to restore the functionality of

Mozambique's critical infrastructure in a resilient manner after natural disasters. The project is funded by the World Bank and aims to improve community safety, provide essential services and support affected individuals and communities. In addition, the project aims to improve the capacity of the Mozambican government to respond promptly and effectively to eligible crises or emergencies. The Disaster Management Fund is also funded by the World Bank, as is the Disaster Risk Management Programme. Some projects funded by the World Bank include: The Regional Natural Disaster Preparedness and Response Fund for sub-Saharan Africa, which will benefit Mozambique and other countries in the region; The Access to Finance and Economic Opportunities Project in Mozambique, which aims to improve access to financial services and economic opportunities for Mozambicans and The Central Asia Emergency Preparedness and Disaster Response Programme, which aims to improve the capacity of countries in the region to respond to natural disasters.

The African Development Bank – AfDB

The African Development Bank has High five priority areas, which are: light up & power Africa; feed Africa; Industrialize Africa; Integrate Africa and Improve the quality of life for African people. Since its first project in 1977 in Mozambique, the Bank Group has regularly provided significant and diversified support to the country's development efforts, including in the sector associated with natural disasters. For example, to respond to drought recovery and agricultural resilience, the AfDB financed the construction of 16 dugout reservoirs, of which nine were in Maputo province and seven in Gaza province. With ADB support, the government also completed the construction of 13 multi-functional boreholes, seven in Maputo province and six in Gaza, intending to guarantee safe water for human consumption, livestock watering and agricultural production, thereby minimizing dependence on rain. This is a project that aims to directly benefit around 20,000 families, helping to improve the livelihoods of 100,000 rural inhabitants, around 60 per cent of whom are women, in the districts of Chibuto, Chigubo, Matutuíne and Magude in the provinces of Gaza and Maputo.

Climate Insurance, Finance and Resilience is the name of another project financed by the ADB and supervised by the INGD. In Marracuene, for example, one of the districts covered by the project, the following will be developed with ADB funding: Paving of the Albazine/Circular section (Don Alexandre Avenue), Construction of the agricultural market in the Gwaza Muthini area; Construction of a vocational training centre and Construction and rehabilitation of the irrigation system in the Machubo agricultural area. This is an integrated initiative to strengthen the capacity of communities to face the interconnected challenges of climate change, poverty, food insecurity and land degradation through the provision of infrastructure and water supply, improving food production and marketing activities, as well as building community capacity to adapt to climate change.

17. CONCLUSIONS

Gender inequalities remain a challenge in guaranteeing the observance of human rights and in promoting inclusive and sustainable development. Despite the recognition of the role that women play in the socio-economic development of the country, they are often excluded from decision-making processes, have little access to resources and opportunities and their empowerment is relegated to the background. These challenges increase in emergencies due to

the high vulnerability of women, children, and the elderly in the face of disasters. Gender inequalities create a set of conditions that, in case of disasters, increase women's vulnerability and mobility, since they are not prepared to face the problems arising from disasters.

The National Institute for Disaster Management (INGD) is the government institution responsible for coordinating disaster risk management and adaptation to climate change activities at the national level. Created the necessary conditions to reduce women's vulnerability in cases of disasters. However, the study showed that currently, the INGD does not have a guiding instrument for gender issues. Its old strategic gender plan expired, in addition to never having acted due to a lack of appropriate regulation.

In general terms, it has been stated that natural events such as floods, drought, cyclones and earthquakes are gender-neutral but the disasters resulting of these events are not. Women, men, girls and boys even if they are under the same roof, they are affected by natural events differently. These differences are triggered by the roles each one of them are playing in the society and in the household. This will lead to challenges to disaster risk management practitioners because, as stated throughout the report, the data will be highly limited and more probably not disaggregated by gender, sex, and social status. The better we understand the drivers of a climate related event, the better policies and interventions can be made to reduce the population's vulnerability and enhance the resilience towards each type of natural event or all of them.

The gender policy (Política de Género e Estratégia de sua Implementação) approved by MGCAS, is what supports the process of responding to natural disasters related to gender issues. MGCAS is one of the public institutions called upon to intervene in the event of natural disasters, having the responsibility of combating possible gender inequalities and gender-based violence that may arise in the process of natural disaster response. Given that MGCAS does not act in all stages of the disaster response process, there is a gap in terms of coverage of all gender issues.

Similarly, the study found a general misunderstanding regarding gender concept. Government officials lack themselves knowledge about gender and often tend to summarize it as a women's

issue only. As a result, official documents and policies do not reflect a sound conceptual understanding. To most government stakeholders, gender is abstract and therefore usually quite omitted from planning and policy.

In most ministries, there is generally a single Gender Focal Point responsible for mainstreaming gender throughout the institution. When such Gender Focal Points get appointed, it has been observed that they often lack technical expertise in gender, as they are not necessarily specialists or sufficiently trained on gender concepts. In other words, the lack of clear terms of reference for Gender Focal Points is a common problem, with focal points being appointed without a clear understanding of their roles and responsibilities, qualifications or adequate training to fulfil their mandate. When focal points are qualified, they are usually not empowered, with limited authority, jurisdiction, budget or resources to deliver.

The findings indicate that at the national level, resource allocation for programmes related to disaster risk reduction and climate change adaptation is mostly gender blind, with very limited transparency in terms of resource allocation for gender-related sub-programmes or components. The issue of gender blindness in budget allocation is a systemic barrier to gender-responsive disaster risk reduction and climate change adaptation, undermining the resources available for governments to implement actions for gender-responsive programming or to consider gender-based differences and issues in the design of the policy, strategy, plan or activities. In the instances where gender is considered in budget decisions, it is often given a low priority, with inadequate resources allocated to gender equality programmes and activities.

The issue of accountability has also proven to be essential to the success of the disaster risk reduction response. Thoughtful management of funds by ministries is key, as well as clarity on the roles and responsibilities of government departments and officials. In addition, there is a need to strengthen mechanisms for greater accountability in achieving progress towards gender mainstreaming strategies and planning on disaster risk reduction and climate change adaptation. This includes efforts to strengthen systems of monitoring and evaluation, with clear indicators

and targets covering more than just basic indicators, such as women's participation, to capture better aspects of engagement.

The necessary baseline data and information for gender-sensitive programming in Mozambique are either not readily available or non-existent. Gathering sex-disaggregated data remains not the norm, and without it, it is impossible to expect interventions to benefit equally girls and women, as well as boys and men, or to track any progress. This was the case with the data collected during the relief period in Boane. People were registered by the INGD; however, the data was not disaggregated. Gender disaggregated data on all fronts is critical for strategic planning, operational planning, implementing activities and monitoring results.

It became clear in the process of collecting data that the INGD has a protocol consisting of a set of rules to be followed during registration. This protocol should be strictly implemented, yet it became clear that not all INGD technicians followed such a protocol, particularly during the Boane floods. Without disaggregated data, there is no gender mainstreaming. Data disaggregation allows decision-makers to make more accurate decisions based on what happens in the accommodation centres, and for this to happen there must be more collaboration between the various players involved during community member registration. DPGCAS has an important role to play throughout the registration process, enabling the agency to advise INGD on how to improve the protocol and data to be collected.

In conclusion, it was found that during early warning, messages were not inclusive as men, unlike women, own the means of communication. The INGD as the coordinating disaster body in Mozambique should consider improving disaster communication strategies. In Boane, the INGD communicated the risk of flooding through radio, television, newspapers and community meetings, however, data from the local community shows that this approach falls short because not everyone in the community can attend these kinds of meetings. At times, some community members do not have enough time for such meetings.

18.RECOMMENDATIONS

Based on the study findings, we recommend:

- *Capacity building on gender disaggregate data collection.*

All technicians should receive training enabling them to collect disaggregated data on gender, vulnerability and other categories. This allows end users to choose the most appropriate data that best suits their purpose.

- *Improvement of disaster communication strategies*

To promote the use of megaphones, whistles, and bells during the emergency period. These measures should be inclusive so that deaf people, people with disabilities, pregnant women, etc. receive the message properly. Door-to-door warning campaigns could be a more sustainable solution.

The language of communication needs to be improved. Generally, the early warning system uses technical language, especially when communicating with the community, and they do not understand. For example, expressions like “A Cyclone of magnitude 3 is Approaching” are difficult to understand. Instead, you could say, “There's a wind coming that could dig up an 'imbondeiro' or destroy a house”. They received information, but the message meaning did not arrive.

- *Adjustment of some legal instruments on GRD*

- An improvement to the mechanisms for coordination and information sharing, both internally on a bottom-up basis and with regional and international entities with special responsibilities in disaster response.

- INGD should update its Gender Strategic Plan (2016-2020), ensuring it remains sensitive to gender and gender-based violence, and continue to guarantee efforts to improve INGD as a gender-sensitive institution with gender-sensitive structures and implementation at national and sub-national levels.

- INGD and stakeholders working on gender and/or GBV risk mitigation, prevention and response programmes may also leverage provincial coordination mechanisms and strengthen their

attention to GBV and engagement with local NGOs already working on disasters to improve gender-sensitive sub-national GRD.

- *Setting up Gender Focal Points*

- Establishing Gender Focal Points with a clear understanding of roles and responsibilities, or qualifications, and with adequate training to fulfil their mandate. When focal points are not properly qualified, they are usually not empowered and have no authority or jurisdiction.

- Improve coordination between ministries and focal points responsible for gender mainstreaming, from inadequate technical capacity in understanding gender issues and GRD to weak accountability mechanisms and inadequate resources.

- To improve disaster risk management and save more people, the government with international agencies, and its partners, need to assess the barriers that prevent women from accessing and benefiting from preventive and emergency response resources.

- *Community capacity building on the Early Warning System*

- The local community should be able to understand and interpret the early warning system. For cyclones, we use small flags with three different colours and the local community must be aware of what the colours mean. For floods, we use different scales. There are sirens mounted on the banks of rivers and the local community should know when the sirens go off. Community-level training programmes are therefore recommended to train people, considering the specific and differentiated needs of men and women, the elderly and children.

- Improving early warning models so as not to marginalize women in local communities. These measures include whistles so that everyone attends community meetings. Meeting places can be located in safe, women-friendly environments to ensure that the majority of women join.

- *Capacity building for local disaster risk management committees*

Local disaster risk management committees should be trained in gender issues. These trainings should be conducted before disasters and be regular to ensure that new group members are kept up to date.

- *The need for equipment*

Equipping state institutions involved in responding to disasters, such as UNAPROC (Civil Protection Unit), which needs more equipment for the search and rescue process: helicopters, boats, cars and other means. As well as equipment, this unit needs to be trained on how to deal with gender diversity issues during the rescue process. This sensitivity to gender issues will allow UNAPROC to intervene with a certain degree of propriety and sensitivity

- *Promoting gender-sensitive financial services*

Support for microcredit financial services capable of helping men and women in vulnerable situations restart their livelihoods.

- *Establishment of social protection services*

Creating social safety networks (a form of short-term social protection) which protect individuals and families from falling back into poverty for reasons linked to the post-disaster losses or recurrent disasters they suffer. Examples include cash-for-work initiatives and financial products (e.g., cash/in-kind transfers, public works, incentive schemes). The latter creates earning opportunities to stabilise family income after a disaster.

- *The use of drought-resilient crops*

Cassava has multiple uses and is highly recommended as a resistant plant. In addition to cassava, in the northern region of Gaza Province, the local community uses *Boscia albitrunca* (Burch). *Gilg & Gilg-Ben* known locally as Xicutse alternative food during the dry season. These two crops save lives during drought, and we believe that both examples can be replicated in arid and semi-arid zones, especially during dry seasons.

- *Combat hotspots of Gender-Based Violence*

Mitigating sexual harassment when delivering aid, increasing the female presence in aid, setting pre-determined times for collecting aid to avoid overcrowding, and strengthening supervision and monitoring, reporting mechanisms and accountability.

- *Social protection and credit access*

Social protection for women: The approach of addressing the issue of credit and social protection. There is a need for inclusion and access to credit for women.

19. REFERENCES

- Artur, L., & Hilhorst, D. (2012). Everyday realities of climate change adaptation in Mozambique. *Global Environmental Change*, 22(2), 529–536.
<https://doi.org/10.1016/j.gloenvcha.2011.11.013>
- Chavana, X. (2015). *Policy, legal framework and country strategies and priority sectors for investments in climate resilience: Case study of Mozambique*.
https://unfccc.int/files/cooperation_support/financial_mechanism/long-term_finance/application/pdf/mozambique_supporting_document.pdf
- Colher, C. M. (2020). Análise da Variabilidade da Temperatura e Precipitação e a sua Correlação na Ocorrência da Malária em Quelimane, Moçambique. *GEOGRAFIA (Londrina)*, 29(1), 65.
<https://doi.org/10.5433/2447-1747.2020v29n1p65>
- Djamba, Y. K., & Neuman, W. L. (2011). Social Research Methods: Qualitative and Quantitative Approaches. In *Teaching Sociology* (Vol. 30, Issue 3). <https://doi.org/10.2307/3211488>
- Freddy, T. S., Reduction, R., Management, D., Cyclone, T., & li, F. (2023). *Cyclone Freddy Flash Update - 15 March 2023*. March, 1–3.
- Given, L. M. (2008). The SAGE Encyclopedia of Qualitative Research methods. In *The SAGE Encyclopedia of Qualitative Research methods*.
- Hoguane, A. M. (2007). Perfil Diagnóstico da Zona Costeira de Moçambique - Diagnosis of Mozambique Costal Zone Antonio. *Revista de Gestão Costeira Integrada*, 7(1), 69–82.
- IOF. (2021). Relatório do Inquérito sobre Orçamento Familiar – IOF 2019/20. *Instituto Nacional de Estatística*, 128.
- Jongman, B., Matera, M., Carrera, L., Chavana, X. A., Carrion, S. A., Midgley, A., Erman, A. E., Ton, B., Zan-Ten, V., Ledden, M. Van, Kirchner, L., Moura, J., Marques Da Fonseca, E., Stanton-Geddes, Z., & Rozenberg, J. (2020). *UPSCALING NATURE-BASED FLOOD PROTECTION IN MOZAMBIQUE’S CITIES* Quality control and review by World Bank Task

Team: Bontje Marie Zangerling (Task Team Lead).

Mate, F. (2021a). *Disaster Risk in Mozambique: Analysis of preparedness towards flooding in the City of Beira during Tropical Cyclone Idai in 2019*. September, 1–59.

Mate, F. (2021b). *Durham Castle Journal 2021 by castlemcr - Issuu*. Durham Castle Journal.
https://issuu.com/castlemcr/docs/durham_castle_journal_2021

Matlombe, L. F. (2019). *Participação das Comunidades Vulneráveis na Gestão do Risco de Inundações no Baixo Limpopo - Moçambique*. <http://hdl.handle.net/10362/98442>

Parkinson, V. (2013). *Climate Learning for African Agriculture: The Case of Mozambique*. June, 62.

Sellers, D., Crilly, J., & Ranse, J. (2021). Disaster preparedness: A concept analysis and its application to the intensive care unit. *Australian Critical Care*.
<https://doi.org/10.1016/j.aucc.2021.04.005>

20. APPENDIX

20.1. GENDER ACTION PLAN

GOAL:				
Expected Results	Activities	Partners	Year	Budget
Objective 1: To integrate gender issues in national legislation on DRM				
Enhanced gender and DRM mainstreaming in all INGD activities	<ol style="list-style-type: none"> Updating INGD's Strategic Gender Plan considering the results of the GRD gender analysis; Training and capacity building for all stakeholders involved in GRD in gender mainstreaming. INGD Gender Strategy Implementation, which has been drawn up. 	INGD, ARC, CSOs, UN Women, Academia, Red Cross, and DPGCAS.	1 year for updating and another one year for training	Updating the Strategy – USD 100,000.00; Training and other related expenses – USD 13,000.00
Objective 2: Improve INGD communication strategy				
INGD will more women-friendly,	<ol style="list-style-type: none"> Capacity building to improve the EWS by using inclusive communications means; 	INGD, CSOs, local community,	1 year to conduct all the activities	USD – 80,000.00

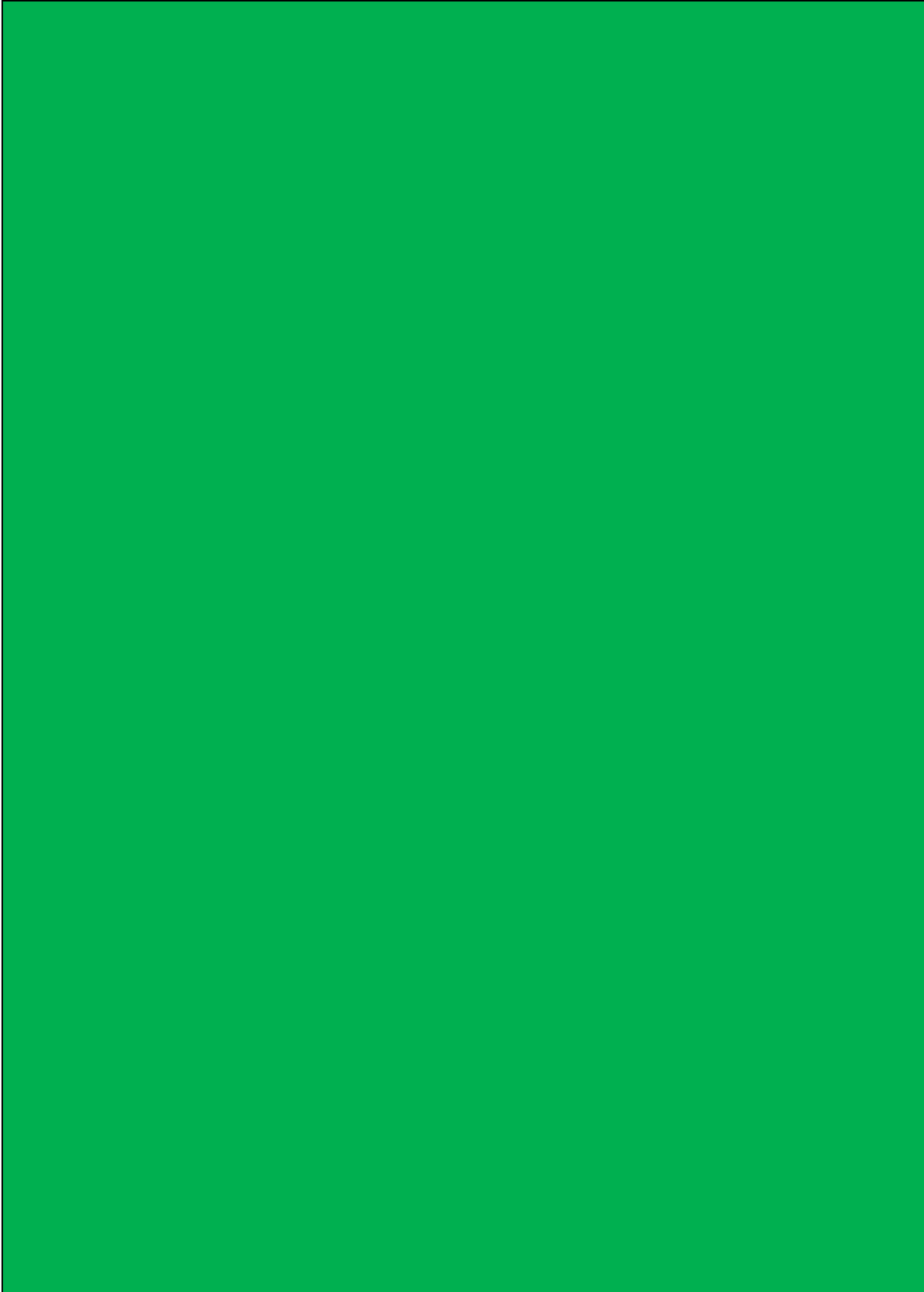
efficient and integrated communication strategy	<ol style="list-style-type: none"> 2. Choosing a women-friendly environment for meetings; 3. increasing the number of female communicators 4. Improving the communication between INGD and local CSOs. 5. Integrating women in all decision-making meetings. 	CLGD, INAM, GABINFO, Community Radio		
---	--	--------------------------------------	--	--

Objective 3: Provide gender capacity building to INGD focal points

INGD and other public institutions with awareness of gender issues officials.	<ol style="list-style-type: none"> 1. Training and capacity building to all focal points on gender related-issues such as gender budgeting, and gender mainstreaming, GBV, Women Economic Empowerment; 	UN Women, INGD, MGCAS, WB, and ARC	3 months to design and train all the stakeholders all over the country	USD – 80.000.00
---	---	------------------------------------	--	-----------------

Objective 4: Ensure the local community's long-term recovery strategies

O
b
j
e
c
t
i
v



e
4
:
E
n
s
u
r
e
t
h
e
l
o
c
a
l
c
o
m
m
u
n
i
t
y
'
s
l
o
n
g
-
t
e
r
m
r
e
c
o
v
e
r
y
s
t
r
a
t

<p>Well-prepared and more resilient local communities in preparedness and long-term recovery.</p>	<ol style="list-style-type: none"> 1. Build special assistance plans and programs for women, children, the elderly, people with disabilities and other marginalized groups in housing reconstruction programs; 2. Conducting training on assistance and resilience programmes; 3. Promoting resilient agriculture to different disaster events; 4. Promoting women's economic empowerment 	<p>INGD, CSOs, local communities, DPAS, and DPA; DDAS</p>	<p>1 year to get together the stakeholders, and conduct training.</p>	<p>USD – 120.000.00</p>

Objective 5: Produce Inclusive data collection

Data that allows decision-making with inclusiveness	<ol style="list-style-type: none"> 1. Collect sex-disaggregated data on an occurring natural or man-made event; 2. Conduct training and capacity building on the relevance of having disaggregated data for planning and plan implementation; 	INGD, Academia, INE, local communities	1 year for both activities	USD – 110.000.00
Objective 6: Institutional reinforcement for a gendered responsive DRM				
	<ol style="list-style-type: none"> 1. INGD at all levels 1. Coordination among the stakeholders 	INGD, UN agencies, CSO...	1 year	USD120.00 0.00

15. LIST OF THE INSTITUTIONS INTERVIEWED

INGD HQ

INGD Maputo Province

UEM – Department of Archaeology and Anthropology

DPAS

Municipal Council of Vila de Boane

SDPI

IOM

Red Cross

Members of the Boane Community

Community Leaders of Bairro 1

CEDES

Women's Observatory

INAM