EARLY ACTION PROTOCOL SUMMARY

Mozambique | Cyclone

4 February, 2024

EAP №: **EAP2023MZ03**	Operation №: **MDRMZ021**	EAP approved: **11/12/2023**	EAP timeframe: **5 years**
Trigger date:	Early action lead time: **3 days**		Early action timeframe: **3 days**

Budget: 549,957 CHF
To assist: 10,000 people

SUMMARY OF THE EARLY ACTION PROTOCOL

The IFRC Disaster Response Emergency Fund (DREF) has approved a total of revised budget CHF **549,957** for the implementation of the Mozambique Red Cross Cyclone EAP. The approved amount consists of an allocation of CHF **353,995** for readiness and prepositioning and CHF **195,962** allocated to implement early actions once the defined triggers are met.

Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code MDRMZ021. Unearmarked contributions to the DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

Mozambique is a country in the southeast of Africa at the Indian Ocean. The land has a total area of 786,380 km² and a total coastline of 2,470 km. Mozambique is thus one of the largest countries in Africa and the 36th biggest in the world. Most of the population (62% of the total 32,077,000) resides within rural regions where 49.1% are Males and 50.9% are female.

The country is regarded as the tenth most vulnerable country in the world and the third in Africa to extreme weather events, according to the Pioneering Disaster Risk Reduction Report (PDRR) published in 2017. The country's high vulnerability can be attributed to its geographic location, whereby its long coastline borders one of the most cyclonic areas in the southwest Indian Ocean. This cyclonic zone typically experiences frequent cyclones and tropical storms during the rainy/cyclone season from October to March.

For over three decades (1984-2023), Mozambique has encountered at least 15 cyclones with wind speeds exceeding 120 km/h that have hit its coast. Further exacerbating Mozambique's vulnerable position is its status as one of the poorest nations globally, ranking 221 out of 228 countries in the Gross Domestic Product (GDP) per capita and 181 out of 188 countries in Human Development Index, thus leaving its population with limited resources and increased susceptibility to disasters, according to the CIA and UNDP. The Mozambican Red Cross (CVM) has substantial experience in facilitating preparedness, response, and mitigation activities associated with these hazards.

The vulnerability of Mozambique to cyclones highlights the need for effective disaster preparedness strategies. The government and international organizations are working to improve early warning systems for natural disasters and provide emergency aid to those affected by cyclones. However, there is still a long way to go in terms of building resilience against the impacts of cyclones in the country.

Due to a widespread poverty, the majority of Mozambique's population lives in unstable housing conditions. National Statistics from 2017 classify housing construction in Mozambique as conventional, huts (Palhotas), mixed, and improvised. A significant number of the Mozambican population resides in huts built primarily from natural and vegetable materials like adobe, grass, bamboo, straw, etc. This type of housing construction largely contributes to their high susceptibility to precarious living conditions.

The Early Action Protocol (EAP) for Cyclones in Mozambique was created through a collaboration with the German Red Cross (GRC), along with technical input from the National Institute of Disaster Management (INGC), National Meteorological Institute (INAM), and National Directorate of Water Resources Management (DNGRH). This protocol was developed based on extensive research and consultations with stakeholders at the national, provincial, district, and community levels in areas highly susceptible to cyclones. The selection of actions to be taken in the EAP was guided by several criteria, such as whether it aligns with the Disaster Risk Management System in Mozambique, the ability of the Cruz Vermelha de Mozambique (CVM) to execute the action (including the presence of volunteers), and whether the community craftsman and the CLGRC can support the CVM in its implementation. Other factors considered were the action's effectiveness in reducing the impact of the cyclone, the shelf life of NFIs required, and whether it can benefit communities even in the absence of a cyclone.

The EAP will be implemented by CVM in coordination and collaboration with other stakeholders, early actions early warning working group, Disaster Management Authority (INGD) and with technical support from IFRC. The EAP can in principle be used nationwide, however, activation is anticipated to be concentrated in coastal districts in northern and central Mozambique with possibility to activate in 3 districts simultaneously. Taking into consideration the physical context, logistics, and the capacity of the NS, an activation will at a maximum involve three districts and target 2000 households (10000 people).

The EAP focuses on **prioritizing the reinforcement of individual houses and primary schools** built with local materials. These schools receive students from 1st to 5th grade. Another important objective of the plan is to **prevent endemic diseases, especially reducing the incidence of diarrhoea and cholera** after storms. These diseases only add to the vulnerability of the communities affected by cyclones.

OPERATIONAL STRATEGY

1. Who will implement the EAP - The National Society

The Cruz Vermelha de Mozambique (CVM) was established in 1981 and is a premier humanitarian organization in the country. With its large network of volunteers, CVM is well known and reputed locally: through its closeness to local communities as well as to governmental institutions, and through its experience in community. CVM is well situated to promote the implementation of DRR measures and their integration in local development plans. With is representation in all 11 provincial capitals and in 133 districts (84% of all districts) CVM has a staff of approximately 167 and some 6,500 volunteers.

In the coastal districts most prone to cyclones, the total number of volunteers is around 910. The training and preparedness of the volunteers differ considerably from district to district. For this reason, capacity building and training forms an important part of the readiness activities included in the EAP. CVM is the lead for the development of this EAP and will be in charge of its implementation in partnership with and with technical support from the IFRC and in collaboration with the National Institute of Disaster Management (INGD), the National Meteorological Institute (INAM), the National Directorate of Water Resources Management (DNGRH) and the Humanitarian Coordination Team (HCT). All the above-mentioned Mozambican organizations play a key role during the preparation and

possible activation of the Protocol and in the operationalisation of the forecast-based funding mechanism.

1.1 National Meteorological Institute (INAM)

INAM was established by decree 30/89 of 10th October 1989 as the public institution of scientific technical character that makes seasonal climatic forecasting, responsible for the collection and provision of meteorological data, production, and dissemination of the monthly meteorological bulletins. Based on the meteorological bulletins provided by INAM, the EAP will be automatically activated once they reflect the defined cyclone trigger level. The monitoring of the trigger is undertaken by the indicated FbF focal points in INAM's Forecasting Department.

1.2 National Institute for Disaster Management (INGD)

INGD is the institution in Mozambique with a mandate to coordinate disaster management activities. Only INGD can declare a state of emergency. The Technical Committee on Disaster Management (CTGD) of which CVM is a member, discusses the forecasts received and based on the decision, CVM can decide to activate (see section 9.4 below for further details). In this EAP, INGD will be responsible for approving an activation and coordinating the communication lines, from the National, Provincial, District and Community level to ensure solid coordination of the early action operation, as well as alignment with further short-term preparedness measures and the handover to the first response phase. In addition, INGD is involved in the preparation, activation and monitoring activities of the EAP, ranging from the readiness to the early action phases of the Protocol.

1.3 National Directorate for Water Resource Management (DNGRH)

In Mozambique, DNGRH is responsible for the overall implementation of the early warning system for flooding in river basins. The entire flood warning process in Mozambique initiates with the seasonal, consensus-based climate outlooks produced during the Southern African Regional Climate Outlook Forum (SARCOF), which occur annually before the start of the rainy season. This is followed by an analysis of the predominant conditions that influence the rainfall patterns, indicating the expected precipitation scenario in the rainy season. The role of DNGRH in relation to an EAP activation is secondary. However, DNGRH will play an important role in relation to its implementation, by combining current forecasts and historical analysis of the different peak floods frequently linked to cyclone impact (ex. Cyclone Idai 2019 and Cyclone Eloise 2021).

1.4 Mozambique Red Cross (CVM)

CVM will ensure the effective implementation of the EAP involving all personnel from headquarters to the Provinces and Districts, including a network of volunteers spread throughout the country. The Red Cross and Red Crescent Climate Centre (RCCC), 510 Initiative of the Netherlands Red Cross Society, German Red Cross (GRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC) will be responsible for providing financial and technical assistance to ensure access to funds through the anticipatory financing mechanism Forecast-based Action by the Disaster Relief and Emergency Fund (FbA by DREF) in the interval between early action notification/forecast and cyclone occurrence.

1.5 Humanitarian Country Team (HCT)

The HCT has a coordinating role among all humanitarian actors in Mozambique, it will therefore hold a key role as advisor in updating the EAP and for the continuous promotion of the FbF mechanism.

2. How the EAP will be activated – The Trigger

In the Mozambican disaster management system INAM sends out cyclone alerts (based on information from PIROI and others). Based on the level of the alert, INGC calls a meeting of the Technical Committee for Disaster Management (CTGC), of which CVM is a member. If the CTGC decides to send out a disaster alert, CVM (and others) can start acting, i.e. only following the official announcement of an alert by the CTGC can CVM activate the EAP.

The threshold or trigger for activation of this EAP will be a category 3 cyclone with an anticipated speed of 120 km/h or more at landfall, as indicated by INAM in their 72-hour forecast. This corresponds to an event with a return period of 5 years.

In exceptional cases, the EAP may be activated below the trigger threshold of 120 km/h it means 100km/h based on expert consensus, if levels of vulnerability have significantly increased at the time of activation due to compounding risks which emerged after the finalization of the EAP (e.g. onset of a pandemic) or because the exposed area has recently been impacted by another natural extreme event and find itself in the process of recovery and reconstruction. A consensus must be reached between CVM and IFRC, based on consultations of Government partners and technical experts from the NHMS at national and regional level, as well as the Red Cross and Red Crescent Climate Centre (RCCC).

In case of activation, the following criteria for intervention will be considered:

- Level of vulnerability of houses (as determined by the percentage of palhota houses in each area)
- Level of vulnerability based on the composite vulnerability index
- Areas of low altitude, near the coast within a radius of 120 km from the forecasted landfall location of the cyclone.
- Proximity of the warehouses where the NFIs are positioned.
- Existence of volunteers and an operational District Technical Council (CTD).
- Forecasted windspeed at landfall, with priority going to areas where higher windspeeds are forecast, all else being equal.

The activation of the EAP is based on the forecast information distributed at least 72 hours before landfall. At this point, the margin of error is about 240 km. Taking this and the capacity of CVM into consideration, an EAP activation will include activities in a maximum of three districts. The definition of the specific communities within the districts expected to experience impacts will depend on the identification of particularly vulnerable communities during the readiness phase (up-dated yearly). If the path of the cyclone shifts before materials are distributed, CVM will assess alternative communities and decide if rerouting is logistically feasible. Given the short timeframe and the logistical efforts involved, it may be impossible for CVM to re-route materials to new communities if a cyclone changes track. If re-routing is not an option but the beneficiary communities initially selected are still expected to suffer cyclone impacts, distributions will continue as planned, even if those communities are not forecasted to be hardly hit by the storm. If the cyclone changes track dramatically (to the point where selected communities are unlikely to suffer any impacts) distribution will be stopped and materials returned to the warehouse for storage.

However, this stop mechanism will only take effect if the cyclone changes course before communities have been notified of impending support and/or distributions have begun. The stop mechanism will

not take effect if communities have been mobilized, as once families have the expectation of a distribution, it would likely cause friction between local authorities, CVM, and beneficiaries, to retract the support.

3. How the EAP will reduce the impact on the population – The Early Actions

The main impacts identified as consequence of cyclones are -damage to infrastructures; partial or complete destruction of houses; increase in waterborne diseases; loss of key assets and documents; loss of crops due to strong winds; loss of agricultural trees; loss of boats; damaged schools; and damaged health centres.

Taking into account
1) the prioritized impacts listed above.
2) the time available between the trigger and the event; and
3) the ability of the Mozambican Red Cross to act in coordination with key partners, it was decided that the activities included in this Protocol should focus on the main impacts identified for which there were feasible actions that aligned with CVM's capacity and mandate: destruction of houses, destruction of classrooms, and increases in endemic diseases.

Several discussions and meetings were held with coastal communities and local and international shelter experts on how, in a short span of time, to strengthen the type of houses most common in coastal areas of Mozambique against strong winds. It was clearly identified that strengthening the roof by holding it down and protecting mud walls against the wind and accompanying rain would be the most effective measures. Local communities do, within their means, already try to perform these tasks but often lack the tools and materials needed to do so quickly.

Therefore, the EAP proposes supplying essential tools (plyers, hammers, saws, machetes, spades) and basic materials (rope, metal wire, nails, strong plastic and tarpaulins) to the communities. Here the community leadership, assisted by CVM volunteers, craftsman and local disaster management groups, will identify and protect the individual houses and school buildings considered most essential to minimize the community's vulnerability against the coming cyclone. The objective of distributing chlorine (Certeza) and buckets within communities before the cyclone arrives, is to ensure that people have access to clean water in the days immediately following a cyclone. Most rural, coastal communities depend on open water sources (open wells, lakes or rivers) for their portable water.

Following the passing of a tropical storm or cyclone these sources get polluted by various items carried around by the wind and the rain (general dust, debris and animal or human faeces). Due to the remoteness of the communities, external assistance following a cyclone can easily take days if not weeks. Because water purification materials will already be available and stored in a safe place in the community, community members will be able to use and drink treated water, contributing to the reduction of endemic diseases. This distribution will be accompanied by rapid training and distribution of visual educational materials demonstrating the correct use of Certeza to prevent diarrheal diseases. Certeza was selected as the method of water purification because of the cost relative to other interventions and because, according to our stakeholder consultations, Certeza is the product most commonly distributed in humanitarian situations in Mozambique, and therefore is most likely to be known and used effectively by beneficiaries.

Early Action Overview

PLANNED OPERATIONS

Shelter, Housing and Settlements

	Female:	50% (5,000)	**177,316 CHF**
	Male:	50% (5,000)	AP Code: **005**
Indicator:	Number of people reached with shelter, housing, and settlement interventions in advance of a hazard		
Readiness Activities:	**1.** Mapping and training volunteers, CLGRD and craftsman. **2**. Pre agreements with transport providers		
Prepositioning Activities:	**1.** Acquisition and pre-positioning of shelter for houses **2.** Acquisition and pre-positioning of shelter for schools		
Priority Early Actions:	**1.** Demonstration of how to reinforce the houses **2.** Distribution of home reinforcement materials (shelter kit) **3.** Reinforcement of houses and schools		

Water, Sanitation and Hygiene

	Female:	50% (5,000)	**22,290 CHF**
	Male:	50% (5,000)	AP Code: **110, 111**
Indicator:	Number of people reached with WASH interventions in advance of a hazard		
Readiness Activities:	**1.** Training volunteers in WASH		
Prepositioning Activities:	**1**. Acquisition and pre-positioning of WASH kits (soap, chlorine, and buckets)		
Priority Early Actions:	**1**. Wash PGI and CEA refresher training **2.** Demonstration of how to use chlorine/Certeza and other hygiene material (refresher for volunteers) **3.** Distribution of wash kit (Buckets, mugs, jerrycan, bingo soap and water purifier)		

Risk Reduction, climate adaptation and recovery

	Female:	50% (5,000)	**226,975 CHF**
	Male:	50% (5,000)	AP Code: **101,103,104, 105,106**
Indictor:	Number of people reached with risk reduction and/or climate adaptation interventions in advance of a hazard		

Readiness Activities:	**1.** Identification of the communities with houses built by poor material in the most exposed district. **2**. Identification of communities with high levels of vulnerability **3**. Pre-registration and verification of beneficiary households with high levels of vulnerability and unsafe access to water in at-risk districts in exposed districts **4.** Conduct training seminars for provincial level stakeholders (INGD, INAM, ARA) as part of the EAP dissemination work plan **5**. Production of leaflets and other information material on the reinforcement of houses and schools
Priority Early Actions:	**1.** Select focus districts based on 72-hours forecast information and community selection criteria established. **2**. Activation of CVM volunteers and dissemination of information on the phenomenon in question. **3.** Disseminations messages on community radios **4.** Post distribution monitoring

Community Engagement and Accountability

Female:	50% (5,000)	**3,303 CHF**
Male:	50% (5,000)	AP Code: **129**

Indicator:	Number of people reached with community engagement and accountability interventions in advance of a hazard
Prepositioning Activities:	**1**.T shirts **2.** Caps **3**. Bibs **4**. Protection kit (boots and raincoats)
Priority Early Actions:	**1.** Distribution of T-shirts, Bibs and caps **2.** Distribution of Protection kit (boots and raincoats)

Enabling approaches

Coordination and Partnerships

Female	50% (5,000)	**23,781 CHF**
Male	50% (5,000)	AP Code: **049**,**118**

Objective:	
Readiness activities	**1.** IFRC technical field monitoring **2**. Advocacy on the EAP
Priority Early Actions:	**1.** Lesson Learn workshop **2.** Trigger review workshop **3.** Post Distribution Monitoring **4.** Visibility, stationary, translation for LLW and trigger review

Secretariat Services

43,190CHF

AP Code: **122**

Objective:

Readiness activities:	**1.** IFRC Salary contribution Preparedness Officer **2.** IFRC Salary contribution PMER Officer **3**. IFRC Salary contribution Logistic Officer **4**. Bank Charges

National Society Strengthening

53,100 CHF

AP Code: **124,125,126**

Objective:

Readiness activities:	**1**. EAP dissemination for CVM staff **2**. Training Volunteers on data collection using KOBO and First Aid **3**. Registration of vulnerable households and schools and refresher training of craftspeople **4.** EAP dissemination at provincial level **5**. Pre-Agreements with transport providers, hotels, and gas stations
Prepositioning activities:	**1**.Transport of NFI for prepositioning
Priority Early Actions:	**1**. Transport of NFI to the community **2.** CVM Saff Coms (film crew)

Budget

Early Action Protocol Summary

EAP2023MZ03 - CVM-Mozambique Cyclone

Operating Budget	Readiness	Pre-Pos Stock	Early Action	TOTAL
Planned Operations	**53,452**	**205,146**	**171,286**	**429,884**
Shelter and Basic Household Items	0	173,215	4,100	**177,316**
Livelihoods	0	0	0	**0**
Multi-purpose Cash	0	0	0	**0**
Health	0	0	0	**0**
Water, Sanitation & Hygiene	1,118	19,383	1,789	**22,290**
Protection, Gender and Inclusion	0	0	0	**0**
Education	0	0	0	**0**
Migration	0	0	0	**0**
Risk Red., Climate Adapt. and Recovery	52,334	9,244	165,397	**226,975**
Community Engagement and Accountability	0	3,303	0	**3,303**
Environmental Sustainability	0	0	0	**0**
Enabling Approaches	**95,396**	**0**	**24,676**	**120,072**
Coordination and Partnerships	4,473	0	19,308	**23,781**
Secretariat Services	43,190	0	0	**43,190**
National Society Strengthening	47,733	0	5,368	**53,100**
TOTAL BUDGET	**148,849**	**205,146**	**195,962**	**549,957**

all amounts in Swiss Francs (CHF)

Contact information

For further information, specifically related to this operation please contact:

In the National Society

- **Secretary General**

  Cristina Uamusse,
  Email: cristina.uamusse@redcross.org.mz
  Mobile: +258823012251
- **Operational coordination**

  Ilídio Nhatuve, Program Director,
  Email: ilidio.nhatuve@redcross.org.mz,
  Mobile:+ 258841617000;

In the IFRC

- **IFRC Country Cluster Delegation:**

  Naemi Heita, Head of Delegation,
  naemi.heita@ifrc.org
  +258 87681 0013
- **IFRC Regional Office for AA regional coordinator:**

  Jurg Wilbrink, DRR & FbF Advisor,
  jurg.wilbrink@ifrc.org
  +27 785092572

- **IFRC Geneva DREF Team:**

  Nicolas Boyrie,Lead DREF
  Nicolas.Boyrie@ifrc.org
  +41-79-152 5147

Reference

↘

Click here for:

- EAP Summary and budget
- Annual reports from previous years