



Arminda, 2, was treated for malaria after her house was destroyed by Cyclone Idai. Her mother Rita, 20, brought her to Save the Children's mobile clinic in Sofala Province, Mozambique, because she had a fever and was coughing. Photo: Sacha Myers/Save the Children

## FROM CYCLONE TO FOOD CRISIS

Ensuring the needs of women and girls are prioritized in the Cyclone Idai and Kenneth responses

After the double tragedy and devastation of Cyclone Idai in March 2019 and Cyclone Kenneth six weeks later, the people of Mozambique now face yet another crisis: a food security crisis.

At least 433,056 households have had their land and crops partially or totally destroyed. COSACA – the humanitarian agencies group consisting of Oxfam, CARE and Save the Children – are concerned that current food insecurity is just a prelude to spiralling levels of hunger. Funding is urgently needed for emergency food assistance and support to help affected women, men and children to rebuild their lives.

# COSACA

Humanitarian Consortium



# INTRODUCTION

Mozambique provides a devastating demonstration of what the climate emergency means to individuals: thousands of homes wrecked, lives devastated, livelihoods lost. Shockingly, Cyclone Idai and Cyclone Kenneth are not the only climate-related disasters to have hit the country – drought and floods over the last 12 months have also taken their toll, and the impact of 2019's El Niño is already being felt.

In every disaster – in both rich and poor countries – people in poverty are the most vulnerable and hardest hit. In cities like Beira, which was severely affected by Cyclone Idai, people living in poverty live in poorly constructed shelters, in areas more susceptible to floods. Wealthier people have houses with concrete walls, stronger roofs and built on higher ground – it is easier for them to leave when a crisis is forecast.

Of the more than 2.2 million people in need in Mozambique following Cyclones Idai and Kenneth,<sup>1</sup> women and girls face particular protection challenges in the wake of 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.<sup>2</sup> Girls are more likely to miss out on school following the damage wrought to schools and learning materials following the cyclones.<sup>3</sup> Though their vulnerabilities are both extensive and multi-sectoral, funding to address the complex needs of women and girls falls far short.

Donors must commit to fully funding the gender appeal of the Post Disaster Needs Assessment (PDNA) at a minimum, and should invest in wider opportunities for stand-alone gender programming in the response, utilizing the skills of local partners and particularly women's rights organizations.

Overall, funding to the UN's Mozambique humanitarian appeal and the response at large remains far below target, with the response only 39% funded<sup>4</sup> – leaving some of the most vulnerable communities without the support they need to rebuild their lives. Therefore, this next phase of the response is not just about rebuilding infrastructure, but about targeting funding to help people lift themselves out of crisis and increase their resilience by delivering livelihood opportunities – to truly ensure that no one is left behind.

## REACH THOSE LEFT BEHIND FIRST

How people are supported to recover from disaster is critical to their future resilience. Moreover, as Mozambican society is marked by inequalities, ranking 139th out of 159 countries in the UNDP Gender Inequality Index,<sup>5</sup> there is a need for the recovery to be as inclusive as possible.

Throughout the assessments made in the PDNA, the distinct and acute 'vulnerabilities' of women and girls are highlighted, including protection threats

and loss of livelihoods – yet the appeal for stand-alone programming to address these needs makes up just 0.17% of the overall appeal. This figure falls far short of what would be needed to deliver on gender equality.<sup>6</sup> Without adequate resources, there is a significant risk that women and girls are increasingly exposed to poverty.

Women and girls with disabilities represent an even more marginalized group. During a recent COSACA Rapid Gender and Protection Analysis in Cabo Delgado, women and men in several areas noted that people living with disabilities were not receiving assistance before or after the cyclone – in part because of lack of visibility. The assessment team heard of many examples of particularly vulnerable people living in highly precarious situations without support even to relieve themselves hygienically, affecting their health and dignity.<sup>7</sup> It is important that individuals with disabilities are specifically targeted, and that humanitarian assistance – is designed to be accessible to all, for instance by ensuring that toilet and bathing facilities and education facilities are adapted for individuals with disabilities through accessibility ramps.

With limited livelihood opportunities, some people have adopted coping strategies which affect the safety of their families; for example, some women and men go to their home areas to cultivate and return to the resettlement sites after a few days. Women are concerned about the consequences of this for children, some of whom are left alone or in the care of minor siblings or neighbours, so their mothers can work on their farms.

Following the devastating cyclones in Mozambique, there is an opportunity to invest in transformative change. Existing inequalities affecting women and girls and other marginalized groups should not be exacerbated during the disaster response and recovery, and action should be taken to help build their resilience and not reinforce gender norms. Donors, the UN and the humanitarian community must ensure that the basic needs of women and girls are fully met – particularly in resettlement sites and rural communities – and that they are offered livelihood opportunities and can shape the humanitarian response. This includes immediate food assistance, water and sanitation and protection interventions. Donors must commit to fully fund the gender appeal of the PDNA at a minimum, and invest in wider opportunities for stand-alone gender programming in the response to tackle sexual and gender-based violence and sexual exploitation and abuse, including through partnerships with local humanitarian agencies and women's rights organizations.

## MALNUTRITION AND FOOD INSECURITY

Inequality and food insecurity were already widespread in Mozambique, but recent FEWSNET forecasts show that much of Mozambique is facing stressed (IPC 2) and crisis (IPC 3) outcomes.<sup>8</sup> Cyclone-affected areas are looking set to worsen over the next few months. The impact of the cyclones has compounded an already precarious situation, not only for those immediately affected by the cyclones but also by reducing food production at a national level – currently well below the five year average<sup>9</sup> – putting further strain on drought-affected populations. Cyclone-affected areas were already facing a food crisis, with poor households experiencing high levels of food insecurity (IPC Phase 2 and 3) before the disaster.

These challenges look set to impact people through to at least April 2020, when the next substantial harvest is due, with an assumption that a greater number of livelihood coping strategies will be used from October 2019 onwards.<sup>10</sup> A recent market and livelihoods assessment conducted by COSACA partners showed that despite food assistance (91% of people surveyed reported receiving food assistance in the previous 30 days), 50% of people reported food consumption scores that were 'borderline' (41%) or 'poor' (9%).<sup>11</sup> During a recent survey in Dombe, Manica province, 60% of adults and children over the age of 5 have reported skipping meals.<sup>12</sup>

People remain completely reliant on food handouts because they have lost either land or the ability to earn. Seventy-six percent of female-headed households (FHH) are reliant on subsistence farming.<sup>13</sup> These women have sustained significant crop losses and damaged land; they have lost access to savings groups and have inadequate seed supplies to prepare for the September/October planting season. Due to these realities, the autumn crop will be minimal and FHHs will not have enough to sell, even if they are able to feed the household. The Nutrition Cluster has noted 70 cases of pellagra in Sofala Province, a vitamin B deficiency that is a marker of malnutrition; women have been disproportionately affected in these cases.<sup>14</sup> Female farmers with whom COSACA spoke asked for agricultural tools and seeds so they can plant as soon as possible in order to feed their families and to afford to keep their children, especially girls, in school.

For others, lack of purchasing power is a key barrier to accessing food, and without viable livelihood opportunities a route out of this is difficult to see. Affected communities need access to livelihood activities and social protection programmes available to every person in need, with vulnerable individuals prioritized.<sup>15</sup> For example, fishers and petty traders from the urban areas in Beira who were resettled in rural, agricultural areas face a particular challenge. These families were reliant on fishing and trading in the markets or urban *bairros* in Beira and do not have experience of farming for income generation.

Global attention has quickly moved on from the devastating cyclones in Mozambique, but their impact will be felt, through the long lean season, by hundreds of thousands of people.

## RESETTLEMENT WITH RESPECT

Livelihoods need to be an integral part of relocation and resettlement planning for displaced populations and host communities, as does the voluntary and dignified nature of such relocations. It is vital that lessons are learned from previous post-flooding resettlement schemes in 2000 and 2007. The approaches should ensure that resettlement areas are located on higher ground and that relocation ensures that people can settle with their community and family groups. This would enable them to maintain their own coping mechanisms and would ensure that their ability to access education and livelihoods was not compromised. Relocation and resettlement should not drive an increase in inequality – especially for vulnerable groups, including female headed households. Decisions made around permanent resettlement have consequences for inequality and for the sustainability of early recovery efforts.

Previous resettlement programmes in Mozambique have shown that when communities are unable to access land or livelihoods in new locations, they can

end up returning to their areas of origin to reclaim land and income – often in hazardous locations.

Resettled families informed COSACA of not having access to proper tents for shelter, meaning they had to rely on their own efforts to build makeshift shelters from tree branches and plastic sheets. COSACA also noted the consequences of rushed resettlements and lack of planning prior to resettlement. For instance, families have been forced to stay in areas of the sites that were still uncleared; and some tents were installed next to latrines to accommodate newly resettled families arriving in large numbers at the sites.

Resettlement with respect involves implementing measures to ensure the safety and security of families who are resettled, especially in times when the hard living conditions and lack of livelihoods are known to drive people to adopt negative coping strategies such as theft, prostitution or other illegal activities, and which expose them to the risk of sexual exploitation and abuse.<sup>16</sup>

## CLIMATE VULNERABILITY AND PREPARING FOR THE FUTURE

More than 15 million people, half the population of Mozambique, are currently susceptible to climate-related shocks.<sup>17</sup> Mozambique is among the most vulnerable and least prepared countries with regards to disasters, mainly those triggered by hydro-meteorological hazards such as cyclones, floods and droughts. It is ranked 159th out of 181 nations on the Global Adaptation Index (ND-GAIN 2017).<sup>18</sup> Cyclones Idai and Kenneth clearly show the exposure and vulnerability of many low-lying cities and towns in Mozambique to storm surges made worse by sea-level rise – as well as the kind of destruction that we can expect as cyclones are super-charged by climate change.

Climate change hurts the world's poorest people most, and governments – particularly major emitters – have a dual responsibility: they must work to cut emissions fast and help vulnerable people now, including those whose lives have been torn apart by the cyclones. The current climate injustice needs to be addressed by wealthy countries responsible for the majority of carbon emissions; they must also deliver the promised climate finance to developing countries. Survivors of Cyclones Idai and Kenneth need help to rebuild their communities in the months and years ahead in a way which ensures they are better prepared to cope with extreme weather linked to climate change; for example, by using cyclone shelters, stronger early warning systems, investing in education, and in drought- and flood-tolerant crops.

Creating robust systems that reduce the risks of damage and improve emergency preparedness will reduce future disaster costs and assist Mozambique to cope with similar events in the future. But there is a limit to how much countries can prepare for and adapt to the impacts of climate change – beyond this limit, certain losses and damages are simply unavoidable, and how to deal with the resulting costs remains unresolved in the international climate negotiations.

In this case, the Government of Mozambique was forced to go further into debt by taking an emergency loan from the IMF which will have an impact on the country's ability to develop after the immediate crisis has been addressed. The

emergency appeal for Mozambique remains critically underfunded, with 39% of funds pledged. The government and people of Mozambique should not be left alone to cope with the costs, but should be supported to build back better; without adequate funding this will not be possible. Mozambique needs to be able to withstand future disaster-related shocks, including by revitalizing preparedness plans, in the light of the cyclone season which is expected to start in November. The international community should assist the Government of Mozambique to build further resilience to future disasters and to implement disaster risk reduction (DRR) policies, as well as to increase support for the capacity building of Local Committees for Disaster Risk Management (CLGRC) in vulnerable areas.

## RECOMMENDATIONS

### **The Government of Mozambique:**

- Ensure that the safety and security of women and girls and their basic needs are met – particularly in resettlement sites and rural communities. This includes immediate food assistance, safely accessible water and sanitation, healthcare and protection from disease outbreaks, and appropriate protection interventions.
- Prevent the risks of sexual exploitation and abuse resulting from malnutrition and food insecurity and respond accordingly, including by setting up appropriate accountability mechanisms.
- Restore and ensure immediate access to quality education in the resettlement sites, especially by increasing the capacity and safety of learning spaces, the provision of education kits and incentives for teachers.
- Undertake seed multiplication for crops so that farmers can prepare for the planting seasons ahead and recover their livelihoods.
- Work with the international community to improve institutional ability to anticipate, cope with, prepare for and mitigate the impact of disasters through the integration of DRR in development planning, and support capacity building for Local Committees for Disaster Risk Management in vulnerable areas.
- Proactively engage women and girls in the planning, design, implementation and evaluation of humanitarian response, early warning, climate mitigation and longer term strategies.

### **International donors:**

- Donors should meet the \$5m target for gender-focused programmes – and exceed this floor – to support women and girls to re-establish their lives, move out of poverty and escape growing inequality.
- Donors should increase their contribution to education programmes, in line with the existing good practice of allocating 10% of humanitarian aid for education in emergencies.
- Donors must ensure that sustained international food assistance – at least through April 2020 – is provided to deal with future food insecurity and economic shocks resulting from the cyclones, and that assistance is provided for people to build sustainable livelihoods.
- Donors should invest in long-term flexible funding for disaster risk reduction to

further improve Mozambique's ability to prepare for sudden-onset hazards. Support to the government should prioritize infrastructure, resilient livelihoods, and strengthening early warning systems.

- Donors should establish a pooled fund for national and local organizations, in line with their commitments to the Grand Bargain, and ensure that adequate resources are earmarked to support women's rights organizations in emergency preparedness and response.<sup>19</sup>

## The UN leadership

- The UN Secretary-General should ensure that at September's Climate Summit there is adequate action taken to close the climate finance gap, ensuring that the annual \$100bn goal will be met in a fair and robust way that takes account of the gender and age-related impacts of climate change. This means guaranteeing that those on the frontlines of climate impacts get far more of the support they need and have been promised. It also means addressing accounting challenges that allow climate finance to be over-calculated in donor reports.

### COSACA's Cyclones Idai and Kenneth response

COSACA has reached more than 500,000 people across the following sectors: child protection, education, food security and livelihoods, health, nutrition, shelter and WASH. Its agencies are responding in Sofala, Manica, Tete, Zambezia and Cabo Delgado provinces.

## NOTES

- 1 UN OCHA, Cyclones Idai and Kenneth, available at <https://www.unocha.org/southern-and-eastern-africa-rosea/cyclones-idai-and-kenneth>
- 2 UNFPA estimate, 2019.
- 3 Government of Mozambique (2019). Mozambique Cyclone Idai Post Disaster Needs Assessment.
- 4 UN OCHA Financial Tracking Service, Mozambique Humanitarian Response Plan 2019 data, available at <https://fts.unocha.org/appeals/761/summary>
- 5 UNDP Human Development Reports. Gender Inequality Index. <http://hdr.undp.org/en/composite/GII>
- 6 Oxfam in its Gender Justice Road Map stated that 15% of the confederation's total programme spend will go towards stand-alone gender justice work, and this will need to be tracked. For further information please consult Oxfam, 2014, Beyond Gender Mainstreaming 2014-19: Oxfam Road Map and Action Plan for Putting Women's Rights at the Heart of All We Do.  
  
For further information on current levels of humanitarian aid spending that is targeted to end gender-based violence and to promote women's and girls' rights, see International Rescue Committee and Voice (2019). Where is the Money? How the Humanitarian System is Failing to Fund an End of Violence Against Women and Girls. <https://reliefweb.int/report/world/where-s-money-how-humanitarian-system-failing-fund-end-violence-against-women-and-girls>
- 7 COSACA Rapid Gender and Protection Analysis. June 2019. Available at: <https://reliefweb.int/report/mozambique/rapid-gender-and-protection-analysis-tropical-cyclone-kenneth-response-cabo>
- 8 Famine Early Warning Systems Network. Mozambique Food Security Outlook. June 2019 to January 2020. Available at <http://fews.net/southern-africa/mozambique/food-security-outlook/june-2019>
- 9 Ibid.
- 10 Ibid.
- 11 COSACA: Save the Children (2019). Market and Livelihoods Assessment in Dombe – Manica Province (Draft).

12 Ibid.

13 Government of Mozambique (2019). Mozambique Cyclone Idai Post Disaster Needs Assessment.

14 World Food Programme (2019). Food Security Cluster, Beira, meeting minutes. 26 June 2019.

15 To support the most vulnerable families to satisfy their basic needs, the Government of Mozambique Basic Social Protection Programme is organized in five pillars:

PSSB – Basic Social Subsidy programme: long-term programme for elderly, disabled people, children – including foster care and child headed household; the assistance provided is as follows: MZM 540 (USD 8.4) for single-person households; MZM 640 (USD 10) for families of two; MZM 740 (USD 11.6) for families of three; MZM 840 (USD 13.1) for families of four; MZM 1,000 (USD 15.6) for families of five or above;

PASP - Social Action Productive Program: a public works scheme: the benefit amount is MZM 1050 (USD 16.4);

PASD - Direct Social Support Programme: short-term, in-kind support for emergency response;

ProSAS - Social Services Program: prevention and response to abuses against vulnerable people;

PAUS – Social Units Assistance Programme: shelter.

The main limitations of the Social Protection programme in its current phase, in addition to the low coverage, are: the absence of an efficient implementation (case management, payment, monitoring); challenges in coordination among relevant ministries and institutions; absence of INSA -National Institute for Social Action – offices in most districts. In addition, coverage is not geographically homogeneous, with the north and central provinces receiving lower levels of assistance.

The government of Mozambique has developed a strategy with support from the World Bank, World Food Programme and UNICEF, to activate social protection programmes for early recovery, within the existing legal and policy framework, with a sequenced approach:

A simplified enrolment PASP intervention for three months - around 40,000 households;

A PASD-Post Emergency (PASD-PE) for six months - around 120,000 households;

A PSSB child grant programme - most vulnerable households with children 0 to 2 years in the worst affected areas, for 24 months; approximately 25,000 households.

16 Mozambique cyclone victims 'forced to trade sex for food', Al Jazeera, 25 April 2019  
<https://www.aljazeera.com/news/2019/04/mozambique-cyclone-victims-forced-trade-sex-food-190425160159439.html>

17 Irish Aid (2018). Mozambique Country Climate Risk Assessment Report. February 2018, p.5

18 Notre Dame – Global Adaptation Initiative. (2017). Available at: <https://gain.nd.edu/our-work/country-index/rankings/>

19 The Grand Bargain is a global agreement between donors and aid agencies to make humanitarian aid more effective, impactful and accountable. The initiative, launched in May 2016, involves ambitious commitment to multi-year funding, joint needs assessment, accountability to affected populations and support to locally led humanitarian response. The 'localization' commitment sets a target to channel at least 25% of humanitarian aid 'as directly as possible' to local and national humanitarian actors by 2020. C. Parrish and A. Kattakhuzy (2018). Money Talks: A synthesis report assessing humanitarian funding flows to local actors in Bangladesh and Uganda. Oxfam. DOI: 10.21201/2017.2135 <https://policy-practice.oxfam.org.uk/publications/money-talks-a-synthesis-report-assessing-humanitarian-funding-flows-to-local-ac-620447>

© Oxfam International, CARE and Save the Children, July 2019

This paper was written by Sara Cowan and Vittorio Infante. COSACA thanks Sara Almer, Helena Chiquele, Lou Lasap, Fionna Smyth, Mathew Truscott for Oxfam; Matthew Sugrue, Nick Finney for Save the Children; Saul Butters for CARE for their contributions.

For further information on the issues raised in this paper please email [advocacy@oxfaminternational.org](mailto:advocacy@oxfaminternational.org)

This publication is copyright but the text may be used free of charge for the purposes of advocacy, campaigning, education, and research, provided that the source is acknowledged in full. The copyright holder requests that all such use be registered with them for impact assessment purposes. For copying in any other circumstances, or for re-use in other publications, or for translation or adaptation, permission must be secured and a fee may be charged. Email [policyandpractice@oxfam.org.uk](mailto:policyandpractice@oxfam.org.uk)

The information in this publication is correct at the time of going to press.

Published by Oxfam GB for Oxfam International under ISBN 978-1-78748-463-4 in July 2019.

DOI: 10.21201/2019.4634 Oxfam GB, Oxfam House, John Smith Drive, Cowley, Oxford, OX4 2JY, UK.