

Chapter 1.

Introduction and Background

1.1 The ProVention Consortium lesson learning review

This report is part of a five-country review of lessons learned from recovery after major natural disasters. The other four country studies – on Bangladesh, Honduras, India, and Turkey – have been completed, and a synthesis report summarizing the findings of the review, and drawing out similarities and differences between the different experiences of recovery, is forthcoming.

The lesson learning review has analyzed the strengths and weaknesses of recovery assistance from governments, donors, and civil society following major natural disasters. Lessons learned and good practice identified through this analysis will be of use to the donor community and governments in developing more effective policies and procedures, and in crafting future disaster assistance programs. For this reason one focus of the exercise is on how replicable good practice is achieved, and how constraints to overcoming good practice are overcome. The review has been made up of country visits (Honduras and Mozambique); desk studies (Bangladesh, India, and Turkey); and community surveys (Honduras, India, and Mozambique), with a strong focus on understanding recovery-related livelihoods of the affected population, and whether these have been supported by external interventions. Countries were selected to provide a representative picture of recovery.

The ProVention Consortium is a global coalition of governments, international organizations, academic institutions, the private sector, and civil society organizations aimed at reducing disaster impacts in developing countries. The Consortium functions as a network to share knowledge and to connect and leverage resources to reduce disaster risk. It focuses on synergy and coordination so that efforts, and benefits, are shared. Further details on the ProVention Consortium and its work can be found at www.proventionconsortium.org.

For the review as a whole, Tierney's (1993) definition of recovery has been used:

Longer-term efforts to (1) reconstruct and restore the disaster-stricken area, e.g. through repairing or replacing homes, businesses, public works, and other structures; (2) deal with the disruption that the disaster has caused in community life and meet the recovery-related needs of victims; and (3) mitigate future hazards.

1.2 Background to the Mozambique country case study

Mozambique was selected for review as an example of a post-conflict country faced with a major natural disaster. It also offers an example of recovery not only in an extremely poor and primarily subsistence livelihood population, but also in a country favored by donors and receiving substantial amounts of relief and recovery assistance. The review provides an overview of the recovery processes and highlights livelihoods and agriculture. The floods in 2001, following those in 2000, provided an opportunity to see whether lessons had been learned between the two disasters.

The review is based on a range of interviews with key stakeholders (see annex A), as well as identification and analysis of relevant documentation. Stakeholders were selected to cover a range of government, donor, multilateral, bilateral agencies and organizations, as well as international and national NGOs.

The study was supported by a Mozambican non-profit organization, Associação de Nutrição e Segurança Alimentar (ANSA). ANSA also carried out a complementary community survey in three locations to assess the impact of recovery on communities and the roles played by local government and agencies. This review and the community survey were designed to focus on overlapping areas and to garner responses concerning recovery from both key stakeholders in the government and agencies and the affected population. The full community survey report appears in Section II of this document.

Apart from NGO evaluations of specific emergency programs, apparently no other post-emergency research has been carried out looking at recovery programs and their impacts on communities.

The areas visited were chosen to represent the characteristics of the flood-affected areas:

Chokwe

- Remote rural areas affected by the floods
- Rural area, closer to roads, affected by the floods

Marracuene

- Rural area affected by the floods, with resettlement
- Resettlement area (urban overspill)

Northern Inhambane

- Remote rural area affected by the floods with resettlement
- Rural area, resettlement close to road rehabilitation

The main constraints to this review were:

- A lack of evaluative and independent reports on the recovery phase
- The breadth of the subject matter to be covered, the review being an attempt at a small-scale, system-wide review
- The practical difficulties of getting interview time with key busy people in both the Government and various international agencies
- Due to scheduling difficulties, the reduction of the review team size shortly before the mission took place.

Chapter 2 of the report looks at the background to natural disasters in Mozambique. Post-flood recovery is then analyzed in terms of policy (chapter 3), systems (chapter 4), resources (chapter 5) and impact and livelihoods (chapter 6). Finally chapters 7 and 8 deal with conclusions, lessons learned and recommendations.