

# Real-Time Evaluation

## Mozambique: Tropical Cyclones Idai and Kenneth (2019)



## FINAL REPORT

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*Cover photo: CVM and IFRC personnel at a relief distribution in Buzi district, Sofala province on 2 April 2019 (Photo: IFRC/Corrie Butler)*

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# Acronyms

|        |                                                                                         |        |                                                                    |
|--------|-----------------------------------------------------------------------------------------|--------|--------------------------------------------------------------------|
| AC     | Assessment Cell                                                                         | JTF    | Joint Task Force                                                   |
| APRO   | Asia-Pacific Regional Office                                                            | KII    | Key Informant Interview                                            |
| ARO    | Africa Regional Office                                                                  | LEAP   | Leading Emergency Assessment and Planning                          |
| CCST   | Country Cluster Support Team                                                            | MCO    | Movement Coordination Officer                                      |
| CHF    | Swiss Frank                                                                             | MSM20  | Mass Sanitation Module                                             |
| COSACA | Concern Worldwide, Oxfam GB, Save the Children, Care International                      | NGO    | Non-Governmental Organisation                                      |
| CVA    | Cash and Voucher Assistance                                                             | NS     | National Society                                                   |
| CVM    | Cruz Vermelha de Moçambique (Mozambique Red Cross)                                      | OCAC   | Organisational Capacity Assessment and Certification               |
| DCPRR  | Disaster and Crisis Preparedness, Response and Recovery                                 | OCHA   | United Nations Office for the Coordination of Humanitarian Affairs |
| DFID   | Department for International Development                                                | OD     | Organisational Development                                         |
| DREF   | Disaster relief Emergency Fund                                                          | ODiE   | Organisational Development in Emergencies                          |
| EA     | Emergency Appeal                                                                        | OIAI   | Office of Internal Audit and Investigations                        |
| ECHO   | European Civil Protection and Humanitarian Aid Operations                               | ORP    | Oral Rehydration Point                                             |
| EMT    | Evaluation Management Team                                                              | PER    | Preparedness for Effective Response                                |
| EMT2   | Emergency Medical Team Type 2                                                           | PGI    | Protection, Gender and Inclusion                                   |
| EPoA   | Emergency Plan of Action                                                                | PMER   | Planning, Monitoring, Evaluation and Reporting                     |
| ERU    | Emergency Response Unit                                                                 | PNS    | Partner National Society                                           |
| FACT   | Field Assessment and Coordination Team                                                  | PRD    | Partnerships and Resource Development                              |
| FbA    | Forecast-based Action                                                                   | RCRC   | Red Cross Red Crescent                                             |
| GI     | Group Interview                                                                         | RDRT   | Regional Disaster Response Team                                    |
| GoM    | Government of Mozambique                                                                | RTE    | Real-Time Evaluation                                               |
| HC     | Humanitarian Coordinator                                                                | SG     | Secretary General                                                  |
| HCT    | Humanitarian Country Team                                                               | SC     | Shelter Cluster                                                    |
| HEOps  | Head of Emergency Operations                                                            | SitRep | Situation Report                                                   |
| HNS    | Host National Society                                                                   | SMCC   | Strengthening Movement Coordination and Cooperation                |
| HoCCST | Head of Country Cluster Support Team                                                    | SOP    | Standard Operating Procedure                                       |
| HoCO   | Head of Country Office                                                                  | ToR    | Terms of Reference                                                 |
| HQ     | Headquarters                                                                            | UN     | United Nations                                                     |
| HR     | Human Resources                                                                         | UNDAC  | United Nations Disaster Assessment and Coordination Team           |
| IASC   | Inter-Agency Standing Committee                                                         | UNICEF | United Nations International Children's Emergency Fund             |
| ICRC   | International Committee of the Red Cross                                                | USAID  | United States Agency for International Development                 |
| IFRC   | International Federation of Red Cross and Red Crescent Societies                        | USD    | United States Dollar                                               |
| IM     | Information Management                                                                  | USG    | Under-Secretary General                                            |
| INGC   | Instituto Nacional de Gestao de Calamidades (National Institute of Disaster Management) | VMiE   | Volunteer Management in Emergencies                                |
| INGO   | International Non-Governmental Organisation                                             | WASH   | Water, Sanitation and Hygiene                                      |
| IOM    | International Organization for Migration                                                | WFP    | World Food Programme                                               |
| IT     | Information Technology                                                                  |        |                                                                    |

## Executive Summary

Mozambique was hit by two tropical cyclones in early 2019, 'Idai' (landfall on 15 March in the port city of Beira / Sofala province, striking central provinces of the country) and 'Kenneth' (landfall on 25 April in Cabo Delgado, a Northern province already affected by armed violence). The cyclones caused significant damage to infrastructure and affected a total of about 1.7 million people (displacing 140,000 people), with at least 650 lives lost. More than 750,000 hectares of standing crops were destroyed. A cholera outbreak exacerbated the situation in the aftermath of the cyclones.

The Red Cross Red Crescent Movement took early action: Mozambique Red Cross (Cruz Vermelha de Moçambique, CVM) started activities ahead of landfall, supported by the three in-country Partner National Societies (PNSs). The International Federation of Red Cross and Red Crescent Societies (IFRC), in coordination with the International Committee of the Red Cross (ICRC), launched a major response operation, complementing CVM's severely limited capacities<sup>1</sup>.

The emergency operation is considered to be an overall success, with the right profiles in place at the right time shaping and implementing the response. Going forward, Movement activities in the cyclone operation and efforts for CVM's own recovery need to be aligned, resulting in one masterplan. There is a risk of leaving CVM behind as fragile as before, if the Movement fails to unify approaches and plans in support of the National Society (NS).

Key findings and recommendations are as follows:

- With regard to IFRC-Secretariat coordination, early deployment decisions were highly effective: the rapid response - in combination with a tremendous media footprint and external coordination - attracted donors. This turned, supported by efficient donor management on the ground and an early 'preventive audit', into successful resource mobilization with 80% appeal coverage at present.
- There was no continuous IFRC senior presence at national level for strategic decision-making supporting CVM, for coordination with Movement Partners and for senior representation vis-à-vis external stakeholders. In the absence of a Country Office (CO) in states with limited Host National Society (HNS) capacities or other specific HNS challenges, IFRC Secretariat needs to ensure presence for major disasters by establishing a pool of 'Emergency Head of COs' or other senior representatives.
- IFRC succeeded to deploy support/management service expertise out of its own ranks, while some 'old challenges' (with regard to IFRC's finance, human resources [HR] and logistics processes) recurred. Building on the momentum of the current operation, the IFRC Secretariat's Senior Management is called to prioritize mutual awareness and understanding of the at times conflicting priorities of operations and support/management services. There is a need for specific procedures to apply during the emergency phase of operations. In the absence of such procedures, IFRC will continue to impact the effectiveness and efficiency of emergency operations, which are a key component of IFRC's portfolio.

**An overview of [findings, good practices and lessons learnt from the Mozambique operation](#) is provided in Annex 9.**

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<sup>1</sup> CVM went through a period of crisis due to mismanagement in the last decade, resulting in a loss of operational and organisational capacity and significant debt. CVM's leadership changed in late 2017.

- The widely effective coordination between IFRC and ICRC was fostered by the pragmatism of actors on the ground, who put the humanitarian imperative at the centre, despite challenges related to the formalization of **Movement coordination** processes. The ‘Strengthening Movement Coordination and Cooperation’ (SMCC) Plan of Action requires further operationalization (avoiding time-consuming drafting and approval procedures of documents) and broader roll-out amongst operational leadership, supporting a ‘coordination mindset’. With a current perception of being focused on the relations between IFRC and ICRC, future efforts are required to chart paths for increased roles of HNSs and then PNSs in the SMCC Plan of Action.
- Future operations will benefit from exploring and introducing good practice of systematically capitalizing on existing contextual (country and NS) institutional and individual knowledge, to support informed decision-making.
- Movement actors have been struggling to integrate CVM given the limitations regarding CVM’s HR capacity and expertise. Following CVM’s early consent that IFRC had the freedom to shape and implement the response operation (issuing a ‘blank cheque’), CVM leadership and existing structures marginalized themselves, giving their primary focus on domestic contributions and internal issues. IFRC’s efforts to integrate CVM in planning and decision-making had modest success.
- At present, it is essential to develop a unified and comprehensive CVM support strategy of all Movement components, aligning activities in response to the cyclones and CVM’s institutional recovery planning in one masterplan.
- The cyclone response saw an unprecedented level of **external coordination** and cooperation at field level. IFRC filled gaps in external partners’ response, picking up an external coordinator role, which was highly acclaimed by the humanitarian community. The operation showcased that external coordination pays off, without negatively impacting the IFRC operation. IFRC Secretariat should further invest in developing guidance for NSs and Secretariat personnel on inter-agency coordination mechanisms and processes and systematically include external coordination in existing trainings.
- However, the opportunity to profile CVM and the wider Movement vis-à-vis national and international coordination bodies at national level was missed. Strong operational results have not been shared or realized as much as they could have been outside the Movement. CVM and Movement partners are called to use the momentum of the recovery phase to establish presence in national inter-agency coordination fora, positioning the Movement as a key humanitarian actor.
- Shelter Cluster (SC) Coordination at the Maputo level needs to be exempted, with IFRC’s leadership at the national level being effective and compensating external perceptions of CVM’s ‘sleeping’ partnership in their co-leadership role. Discussion on IFRC’s exit strategy for the SC needs to be started.
- **Surge Deployments** were timely and widely effective. Some limitations exist for the efficiency of Emergency Response Units (ERUs) in health (over-dimensioned Emergency hospital) and water, sanitation and hygiene (ERU personnel capacities might have been downsized earlier / the deployment of a third ERU might have been avoided).

- Despite existing pool capacity, African regional surge capacities were underrepresented (4.5% of delegates coming from African NSs), with given need to further operationalize the Surge Optimisation’s principles of equal access and local prioritization. Delegates from African IFRC Offices were well represented.
- New IFRC surge tools, such as ‘Organisational Development in Emergencies’, ‘Volunteer Management in Emergencies’ and a ‘Partnerships and Resource Development Advisor’, as well as the Movement function of the ‘Movement Coordination Officer’, fostered successful implementation, with given need to refine the functions and invest in building expert capacity.
- The premiere deployment of IFRC’s Assessment Cell (AC) was successful for ‘initial assessments’ (Phase 1) and the ‘recovery assessment’ (Phase 3), while stakeholders do not attribute added value to the ‘rapid assessments’ (Phase 2). IFRC Secretariat needs to take a timely strategic decision on the AC’s scope (inter-agency level vs. IFRC level) to guide further development. Ongoing revision efforts should include technical sectors and clarify the systematic cooperation with operational leadership, sectoral coordinators and support/management functions.

An overview of  
[key recommendations and enabling steps from the Mozambique operation](#),  
is presented in Annex 10.

Besides the key recommendations, other suggestions and their enabling steps have been drawn from the operation, which may improve performance in future IFRC operations (listed in [Annex 11](#)).

# 1. Purpose and Scope

## Purpose

The Terms of Reference (ToR, see Annex 8) articulated the purpose of the Real-Time Evaluation (RTE):

*“The IFRC is conducting this RTE due to its commitment to carrying out a high-quality operation in Mozambique, and to support accountability to people being assisted and to donors, while concurrently learning to improve the relevance, efficiency and effectiveness of the response and recovery activities. Due to the scale of the disaster, the number of internal RCRC and external actors in Mozambique and the need for effective management and coordination, this RTE will focus on coordination of the response, including coordination within the IFRC Secretariat, between Movement components (CVM, IFRC and ICRC) and external coordination, including the Government and its state institutions, UN agencies and INGOs / NGOs, etc.”*

The RTE aimed to stock of lessons to learn and inform the ongoing response and recovery activities and future operations.

## Evaluation Questions

The ToR (see Annex 8) identified the following high-level questions with regard to the RTE purpose:

- What has worked well?
- What has not worked well?
- What lessons can be learnt for the future of the operation, including for the recovery and rehabilitation work?

Additionally, the ToR sought to evaluate risks and challenges to the operation, and the measures taken to address these risks, including activities to ensure capacity building (CB) and sustainable development for the National Society (NS).

## Scope

The International Federation of Red Cross and Red Crescent Societies' (IFRC) Emergency Appeal (EA) operation *Mozambique: Tropical Cyclones Idai and Kenneth* (MDRMZ014) was the scope of the RTE. The operation was implemented in several provinces. However, with the stronger coordination structures established in Beira (Sofala province) and the country's capital of Maputo, the restricted accessibility of other affected areas (especially those affected by Cyclone Kenneth<sup>2</sup>) and the limited in-country presence time of the RTE team, the RTE focussed on the Sofala province and the Maputo level.

The RTE covered the period from formation of Tropical Cyclone Idai until the end of the evaluation team's data collection and analysis phase (9 March to 5 July 2019).

## Timing

The table below presents the schedule for the RTE.

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<sup>2</sup> The province of Cabo Delgado is under ICRC responsibility.



| phase              | activities                                                                                           | period / date       | comments                                                                                                        |
|--------------------|------------------------------------------------------------------------------------------------------|---------------------|-----------------------------------------------------------------------------------------------------------------|
| inception phase    | Appraise RTE process / timeframe                                                                     | 7 June - 10 June    |                                                                                                                 |
|                    | Adjust scope through stakeholder interviews desk review, preparation of online survey                | 11 June - 14 June   |                                                                                                                 |
|                    | Submission of inception report                                                                       | 14 June             |                                                                                                                 |
| consultation phase | Continue desk review<br>key informant interviews (KIIs)                                              | 15 June - 24 June   | focus on returned surge / external personnel, Movement personnel not in country                                 |
|                    | Mission to Mozambique (including KIIs, Group Interviews, validation workshop, in-country debriefing) | 25 June - 6 July    | Maputo: 26 June – 28 June<br>Beira: 29 June - 5 July<br>Maputo: 4 July - 5 July<br>25 June, 6 July: travel days |
| reporting phase    | Prepare draft report                                                                                 | 8 July - 15 July    |                                                                                                                 |
|                    | Submission of draft report                                                                           | 15 July             |                                                                                                                 |
|                    | Debrief IFRC HQ, ARO, CCST and country team                                                          | 24 July             | Team leader and Geneva-based RTE team member debriefing in Geneva (ARO, CCST, country team remote)              |
|                    | Consolidated feedback from key stakeholders on draft report                                          | 2 August            |                                                                                                                 |
|                    | Finalize report for sign-off                                                                         | 3 August - 8 August |                                                                                                                 |
|                    | Submission of final report                                                                           | 8 August            |                                                                                                                 |

Table 1: Schedule of the Mozambique RTE

## RTE management

The RTE was commissioned by the Under-Secretary General (USG), Programmes and Operations, IFRC Headquarters (HQ), and the Regional Director, IFRC Africa Regional Office (ARO). The Commissioners oversee a management response and ensure subsequent follow-up.

An Evaluation Management Team (EMT) of three persons oversaw the RTE and provided organisational support (see Annex 8 for details).<sup>3</sup>

For methodology and limitations of the RTE see Annex 1.

<sup>3</sup> The RTE Management Team consisted of:

- Francis Salako / Kenneth Yeboah      IFRC PMER Mozambique
- Fiona Gatere                                IFRC PMER ARO
- Christine South                            IFRC PMER Geneva

Fiona Gatere and Sammy Fwaga (RTE team member) had to change their roles prior to the field trip; the deployment of Francis Salako ended after arrival of the RTE team in Beira, with Kenneth Yeboah replacing him. Changes resulted in some limitations for operational support of the RTE.

## 2. Context

### Background

Tropical Cyclone Idai made landfall on the evening of 15 March 2019 (Category 3) in the port city of Beira, located in Sofala province in central Mozambique<sup>4</sup>. The cyclone wreaked havoc on Sofala and neighbouring provinces, resulting in loss of life and injury, and major damage and destruction of homes, health, communication, and other infrastructure.<sup>5</sup> More than 750,000 hectares of standing crops were destroyed. On 19 March 2019, the Government of Mozambique (GoM) declared a national emergency and formally requested international assistance. On 27 March, the Ministry of Health declared an outbreak of cholera. At the peak of the crisis, more than 140,000 people were displaced, sheltering with family or in accommodation centres, set up by the GoM. Mozambique's National Disaster Management Institute (Instituto Nacional de Gestao de Calamidades, INGC) indicated that a total of 1.5 million people were affected.

On 25 April, a second tropical cyclone (Kenneth, Category 4) made landfall in Cabo Delgado province in the north-east of the country, causing further damage and affecting 188,000 persons.

Prior to Cyclone Idai's landfall, Mozambique Red Cross (Cruz Vermelha de Moçambique, CVM), in cooperation with in-country Partner National Societies (PNSs), had activated its staff and volunteers to conduct early warning and early actions to prepare communities. An initial allocation of CHF 342,562 from the [Disaster Relief Emergency Fund](#) (DREF) supported the immediate response of the Red Cross Red Crescent (RCRC) Movement (14 March 2019). Focus in the immediate aftermath of the disaster was on Search and Rescue. On 19 March, IFRC launched an [Emergency Appeal](#) for CHF 10 million, which was revised on 24 March soliciting CHF 31 million. Complementing CVM's limited capacities<sup>6</sup>, IFRC, in coordination with the International Committee of the Red Cross (ICRC), launched an international response operation to the orange category disaster, with a focus on life-saving and life-sustaining services in the sectors of shelter; health; water, sanitation and hygiene (WASH); and livelihoods.

On 4 May, IFRC published a [revised Emergency Appeal](#) scaling up to CHF 32 million to include the response to Tropical Cyclone Kenneth that is being implemented in coordination with Movement partners, including ICRC, primarily in Cabo Delgado<sup>7</sup>. The current EA aims to assist 172,500 persons for up to 24 months.

From June onwards, the operation has shifted from relief to the recovery phase, with a recovery strategy integrating approaches across sectors and with recovery assessments. Early recovery with a community and neighbourhood-base focus aims to support the safe return of the affected population to their areas of settlement and to safeguard community-based resilience.

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<sup>4</sup> Mozambique is prone to natural disaster, facing tropical storms (cyclones in 2017 and 2012), food insecurity (drought in 2016), floods (2016, 2015, 2013, 2011 and 2010), and other calamities (cholera in 2009) in the last decade. Southern Mozambique is currently affected by drought and related food insecurity, with the situation expected to exacerbate due to the loss of harvest in cyclone-affected provinces.

<sup>5</sup> Cyclone Idai also affected Zimbabwe and Malawi, resulting in DREF operations in both countries, which are not in scope of the RTE.

<sup>6</sup> CVM is emerging from an integrity and reputational crisis due to mismanagement under previous leadership in the past decade; this situation led to a loss of operational and organisational capacity and around USD 2.5m debt. CVM's governance body changed in late 2017. On 23 July 2019 the Secretary General of CVM was put on suspension by the CVM Board of Directors.

<sup>7</sup> ICRC has been working in Cabo Delgado addressing the humanitarian needs caused by armed violence in the province.

With the large quantity of crops destroyed right before harvest time, food insecurity in Mozambique is both an immediate outcome of the disasters, but also a looming crisis due to the disruption of food systems at least until the next main harvest in April 2020.

Thus, an upcoming revision of the Emergency Plan of Action (EPOA) is expected to shift focus towards "Livelihoods and Basic needs" (Area of Focus 3) by providing support to meet immediate basic needs related to the current food gap, and by supporting livelihoods recovery through assistance to fisherfolk and farmers to restart production and therefore income-earning activities, with the aim of increasing their self-reliance in the longer term. In addition to food security and livelihoods, the following areas of focus are prioritized for integrated recovery planning: shelter, health and disaster risk reduction, with cash and voucher assistance (CVA) modalities being assessed. The revised EPOA will include a strong CB and National Society Development (NSD) component to support CVM at HQ and branch levels.

The Inter-Agency Standing Committee's (IASC) 'Scale Up' Protocols with nine clusters were activated, coordinating more than 200 international organisations responding to the disasters<sup>8</sup>. CVM / IFRC and the International Organization for Migration (IOM) continue to co-convene the Shelter Cluster (SC); with IFRC mobilizing nine SC personnel so far.

CVM mobilized a total of about 500 volunteers in the affected areas, who have supported Search and Rescue, multi-sectoral assessments, distributions of non-food items, assisted in accommodation centres, including health and hygiene promotion, and provided first aid in health centres. CVM also mobilized technical field functions (disaster management; finance; WASH; health; shelter; operations coordinator); however, split across the affected provinces. United Nations (UN) agencies also solicited CVM volunteer capacities<sup>9</sup>.

As of 5 July, IFRC had mobilized a total of 297 international surge personnel, including 120 Field Assessment and Coordination (FACT) / Regional Disaster Response Team (RDRT) /

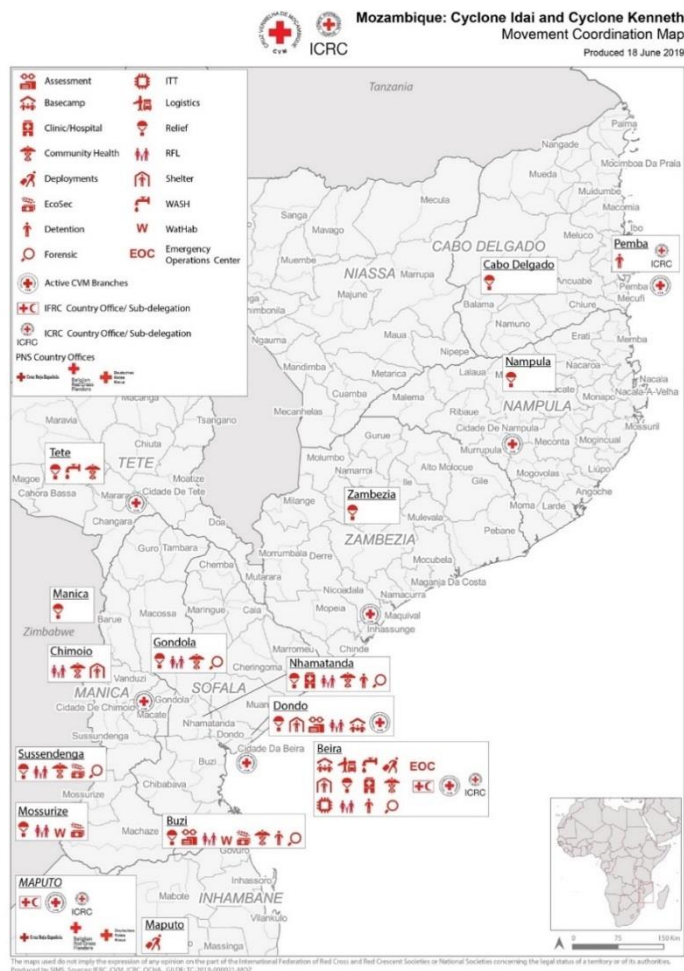


Figure 1: Movement Coordination Map, (as per 18 June 2019)

<sup>8</sup> The Scale Up protocols were deactivated on 25 June.

<sup>9</sup> United Nations International Children's Emergency Fund (UNICEF) and CVM have an existing Programme Cooperation Agreement which can be activated during an emergency to support either in WASH or CEA. For Idai, UNICEF and CVM agreed to the use of 210 volunteers from the Beira branch to provide hygiene, anti-malarial, and breast-feeding promotion in 13 communities in Beira and Dondo over a 78 day period.

support/management team members and SC functions and 177 delegates within 8 ERUs. The transition from surge to longer-term personnel was ongoing.

37 RCRC NSs have supported the IFRC EA through financial pledges, surge deployments, and in-kind donations. Several PNSs provided bilateral support with varying degrees of alignment to the overall operation. Hard and soft pledges cover 80% of the EA<sup>10</sup> as of 12 July.

Soon after landfall of Cyclone Idai, IFRC decided to re-open a Country Office (CO) in Mozambique<sup>11</sup>. To ensure Movement-wide response coordination (CVM, PNS, IFRC, and ICRC), distinct Field Coordination and Movement Coordination functions were installed at national level. An Organizational Development in Emergencies (ODiE) function, supporting CVM senior management, was mobilized for the first time in an international emergency operations. A new Volunteer Management in Emergencies (VMiE) surge function was deployed to support the establishment of basic volunteer management structures, and Partnerships and Resource Development (PRD) Advisors deployed for the first time.

As another premiere, an IFRC assessment cell (AC) supported assessments immediately following the first cyclone. This cell is comprised of IFRC surge personnel trained in data collection assessment, analysis and visualization. After conducting inter-agency, multi-sectoral initial and rapid assessments, the AC focussed on assessing recovery needs of the affected population, as well as the targeting and validation process of people to be reached. The AC played a pivotal role in initial assessment, working with the GoM, the UN and International Non-governmental Organisations (INGOs).

## Movement context

The overarching purpose of this evaluation is informed by the following:

- The Movement-wide efforts for '[Strengthening Movement Cooperation and Coordination](#)' which aim to revisit existing frameworks, guided by the strong need for a better, more effective overall Movement response in disasters, crises and conflicts.
- IFRC's '[Surge Optimisation](#)' process aimed at improving performance and accountability in emergency operations.

## Coordination context

In any situation where different organisations or different parts of one organisation work alongside each other in emergency conditions, the potential for confusion, conflict and duplication is high. Understanding the constraints, incentives, needs and opportunities of all groups involved is key to a successful disaster response. Coordinated humanitarian action is essential for an effective and contextually relevant emergency response.

At its best, coordination can mean alignment in the elimination of gaps and duplication in services, ensuring common standards and approaches, while collaborating to determine an appropriate division of responsibility and establishing a framework for strategic decision-making and joint planning on issues of common concern. Coordination is also something which continually needs to be worked at and invested in.

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<sup>10</sup> With an ERU-budget of about CHF 7.4m included in the EA budget (23% of total budget amount).

<sup>11</sup> Until the country office is formally opened, Mozambique is part of the Southern Africa Country Cluster office.

IFRC's [Principles and Rules for Red Cross and Red Crescent Humanitarian Assistance](#) establish a coordinated and agreed approach to quality and accountability, and recognise partnerships with public authorities, humanitarian actors and other organisations external to the Movement. In essence the *Principles and Rules* provide the rubric for how *'we ensure that our assistance is well coordinated among ourselves and with relevant external partners'*. They place the receiving NS at the heart of the response with IFRC taking on the responsibility for *'ensuring that coordination of international RCRC assistance occurs at the strategic and operational level'*, an aspect of particular consideration in this RTE.

***“Coordination is the means  
to improve performance  
and to expand the  
footprint”***

IFRC stakeholder



### 3. Analysis

This section identifies what went well and what can be improved in the areas of interest of the operation. Good practices and lessons learnt have short and long-term aims: to optimise the operation and to present ideas for improved coordination in future operations in Mozambique and in other countries. The analysis relates to the operation in total (Idai and Kenneth), unless otherwise stated.

Initial tables in the chapters below provide a panorama, which is followed by the findings, good practices and lessons learnt.

**An overview of [findings, good practices and lessons learnt from the Mozambique operation](#) is provided in Annex 9.**

#### Secretariat Coordination

| What went well?  | What can be improved?  |
|---------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|
| Early action, impressive media footprint and resource mobilization                                | Coordination between Maputo and field level                                                               |
| Support/management function deployments (HR and finance)                                          | Recurrence of (known) support/management service challenges (HR and finance)                              |
| OIAI consultancy mission                                                                          | Lack of standardization and accessibility for IM and IT tools                                             |

*Table 2: achievements and areas of improvement with regard to Secretariat Coordination*

Horizontal (between departments, units and sectors) and vertical layers (between offices) of internal Secretariat management and coordination systems related to emergencies are widely considered to be effective, although not always efficient. Secretariat coordination can benefit from addressing well-known challenges related to its support/management services<sup>12</sup>.

#### Early action, impressive media footprint and resource mobilization

IFRC Secretariat took early action, deploying some key profiles before landfall of Cyclone Idai (13 March, see the chapter on *Surge Deployments* in this section), complementing early action activities launched in country by CVM and in-country PNSs (see *Movement Coordination*). This first batch of profiles alerted included a FACT Communication expert, which in conjunction with strong initial inter-agency coordination contributed to the high visibility of the Movement and attracted donor interest, transmitting key messages to potential donors.

<sup>12</sup> In accordance with IFRC terminology, the paper uses the terms ‘support/management services’, hereby widely referring to Logistics; Finance and Administration; Human Resources; and Information Technology.

The first operations manager was media-trained, thus serving as the face of the Movement response. Alongside the coordinated media and social media support at regional and global level, this operation made a significant footprint in the international media.<sup>13</sup>

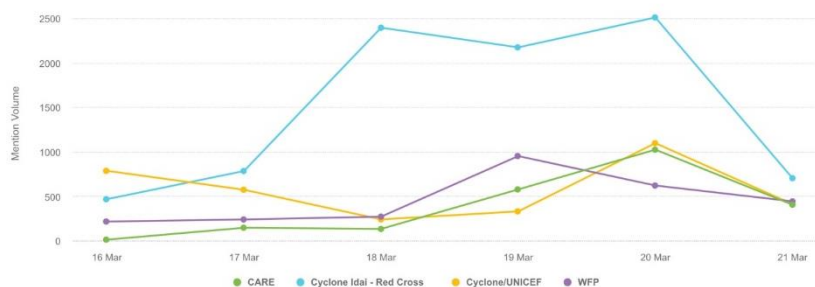


Figure 2: Media mentions (16 – 21 March 2019), Red Cross, Care, UNICEF, WFP

**Finding 1:** Early mobilization of communication capacities supported the media impact of the operation.

**Good practice 1:** Immediate deployment of communication experts, in conjunction with media-trained leadership personnel, expands the media footprint.

Taking advantage of the high donor interest, two PRD Advisor profiles were deployed for the first time<sup>14</sup>. Primary tasks were to follow up and to provide technical assistance on donor relations, to support proposal writing (see *bilateral PNS interventions* for challenges regarding coordination of funding proposals), and to coordinate donor visits (see *Successful fundraising and profile raising for IFRC*). The PRD profiles widely linked up with the IFRC HQ level, which was supporting with an online donation platform for corporate donors, and worked with other global companies, in addition to organizing briefings in Geneva that were well attended by states.<sup>15</sup>

*“We got resource mobilization right.”*  
IFRC stakeholder

**Finding 2:** The triangle of DCPRR, Communications and PRD worked well.

**Good practice 2.1:** Coordination between operational leadership, communication and PRD, having all of them present in country, attracts individual and institutional donor interest, and allows for proper donor relations on the ground.

**Lesson learnt 2.2:** PRD and communications support for CVM were not prioritized, yet collateral benefits appeared.

**OIAI consultancy mission**

The operation undertook efforts to identify and mitigate risks, both for operational and strategic delivery. This included the development of a risk register, supported by the deployment of an IFRC audit expert from the Office of Internal Audit and Investigations (OIAI) in a consultancy mission (widely perceived as a ‘preventive audit’). This mission had the aim to review the risk management and

<sup>13</sup> A surge communication profile to support CVM in Maputo was requested by CVM to enhance their domestic visibility yet no adequate profile (Portuguese or Spanish speaking) could be found, which is considered to be a lost opportunity to build capacity in emergency communications within CVM and enhance domestic visibility.

<sup>14</sup> This was done due to the absence of permanent presence of an IFRC senior representative or other functions at Maputo level being responsible for donor relations.

<sup>15</sup> However, PRD surge was focusing on IFRC donors, not prioritizing CVM support to increase fundraising capabilities and develop proper donor relationship.



internal control framework and to suggest improvements. This initiative, which comes as a lesson learnt from previous experience (such as the Ebola operations in West Africa) was highly commended by internal and external stakeholders, and sent a clear and reassuring message to donors.

**Finding 3:** Internal and external stakeholders welcomed the OIAI consultancy.

**Good practice 3:** The OIAI consultancy improved risk management in the operation’s context; it is a good practice model to reduce risks and to contribute to donor confidence in the RCRC.

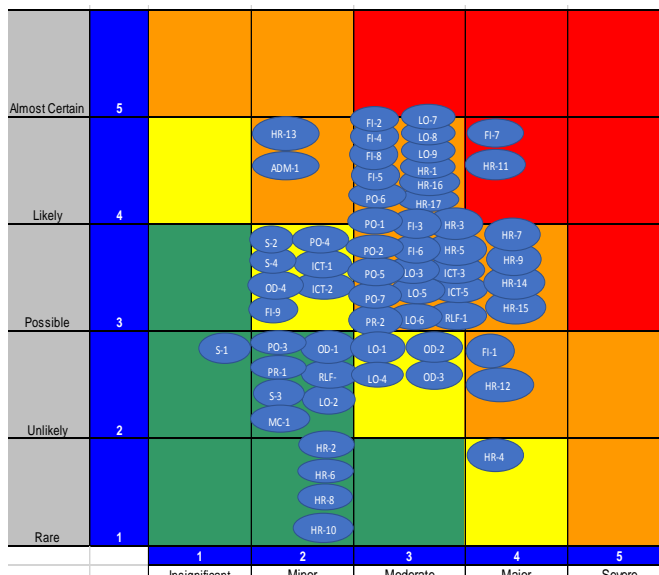


Figure 3: detail of the heat map, part of the risk register (as per 16 June 2019)

### Joint Task Force

Frequent Joint Task Force (JTF) meetings, especially in the early phase of the operation, contributed to sharing information on the disaster situation and response for all levels involved (from the field to HQ). However, the strong focus on IFRC’s response (following a sectoral sequence), was seen as detrimental to some stakeholders. In order to make JTF meetings more agile, it was recommended to limit participation, solicit a broader contextual analysis<sup>16</sup> and emphasize decision-making.

**Finding 4:** Frequent JTF meetings allowed all levels to remain up-to-date.

**Lesson learnt 4:** The JTF could benefit from increased contextual analysis, more targeted participation and an emphasis on decision-making.

### ‘Red’ versus ‘orange’ categories

IFRC categorized the cyclones operation as an ‘orange’ disaster (yet it was an IASC ‘Scale-Up’ activation<sup>17</sup>, comparable to ‘Red’ in the IFRC categories). However, it was implemented in a rather ‘red’ than ‘orange’ manner<sup>18</sup>, with frequent JTFs, strong engagement at HQ level, a multitude of surge

<sup>16</sup> As an example, HNS contextual analysis is not part of the JTF protocol.

<sup>17</sup> The IASC Scale Up protocols for sudden onset disasters were endorsed by the IASC Principals in November 2018 to replace the former L3 activation.

<sup>18</sup> The Emergency Response Framework defines:

‘[Orange r]esponds to an emergency affecting a wider area (or areas) and a higher number of beneficiaries (including potential spread), and may also receive a level of international attention or experience a level of complexity. Technical and management support is still provided by the RO, but HQ is engaged at the start-up of the operation to provide DREF: technical quality assurance on Emergency Appeals and technical support or global surge capacity as required and ensure global coherence and compliance with standards.’

[Red r]esponds to an emergency of scale, affecting a wide area and high number of beneficiaries, with level of complexity or risk that makes it an organisation-wide priority for the IFRC secretariat at all levels. Based on the assessment and recommendation of the Regional Director and USG Programs and Operations, the SG will declare a Red level disaster or crisis [...] technical and management support is coordinated by the RO, but provided by both RO and HQ, and regular joint task force meetings are held to ensure effective management and information flow. Regional and global surge capacity is activated per default (in consultation with the NS). HQ takes on a stronger role in terms of global coherence and compliance with standards and there may be the need to establish support functions at the HQ level, as well as the regional level.”



personnel (with at times surge deployment decision taken at HQ level without consultations with ARO) and numerous ERUs deploying.

As regards classification criteria, some ('number of people affected'; 'population density'; 'number of targeted population') would have spoken for an orange level declaration, whilst a majority ('extent of geographical area' - with a 'large urban area' and 'multiple countries affected'; 'level of media attention'; 'engagement of other humanitarian actors'; 'financial resources required'; 'level of PNS involvement'; 'involvement of Surge capacity') would have been in favour of a red category disaster.

The level of operational involvement of the HQ is also related to capacities on regional level, with an overall twofold perception of ARO's involvement: Some informants referred to limited capacities (at times running on 50% of staff foreseen), respectively to a lack of engagement or 'urgency' at ARO level in some departments (i.e. Disaster and Crisis Preparedness, Response and Recovery [DCPRR]; Planning, Monitoring, Evaluation and Reporting [PMER]; HR). Others stressed the strong involvement of ARO in Finance, Information Management (IM) and PRD.

The *Emergency Response Framework* does not provide guidance, in which situations an IFRC layer should take responsibility for tasks attributed to another layer (e.g. the HQ level executing ARO tasks).

**Finding 5:** The decision to name this an orange category disaster can be questioned from the criteria used and the level of engagement of Secretariat HQ.

**Lesson learnt 5.1:** The category criteria of IFRC's *Emergency Response Framework* should be applied in a coherent manner.

**Lesson learnt 5.2:** The *Emergency Response Framework* does not define backup layers for engagement and responsibilities, if an IFRC layer (CO/CCST, RO, HQ) is overstretched (or directly affected).

### **Lack of information between Beira and Maputo levels**

It was noted that there has been a lack of systematic two-way information sharing (both for IFRC and for CVM) between the Beira and Maputo levels, in the initial phase due to technical communication limitations, later-on (despite corrective action taken with the - however discontinued - deployment of an IFRC field coordinator to Maputo) owing to unsystematic information exchange and non-continuous IFRC presence on capital level. Maputo actors felt to be '*left without information*' on the situation and developments in the field, with a confined understanding of the situation. This affected strategic decision-making of Maputo actors and the ability to represent the wider response in the various coordination fora in the capital.

**Finding 6:** Information flow between the field and capital level was limited, despite the temporary deployment of a field coordinator to Maputo.

**Lesson learnt 6:** Limited understanding of the situation at Maputo level affected strategic orientation and external representation.

### **Support/management services deployments and procedures**

This operation deployed a higher-than-usual number of IFRC ARO, HQ and other offices support personnel (finance, HR, PMER, logistics and administration), benefitting the operational implementation and individuals' exposure and awareness. ARO had established a deployment register of IFRC offices' staff in Africa, which was useful for the rapid identification of deployable personnel.

HR deployed two functions, taking care of international and national staff recruitment, yet without significant success on early recruitment for longer-term personnel (see *key risk* below).

A solution for the recurrent issue of working advances for ERUs and surge personnel was developed for this operation (MoU on '*working advance to ERUs and surge personnel to cover operational cost in Mozambique*'), yet the information has not widely trickled through (ERU and regional surge stakeholders consulted were not aware of the new solution's existence). Only two ERU PNSs signed a respective MoU<sup>19</sup>. Administrative support/management functions were identified as working well.

However, recurrent challenges generated by support/management service processes and procedures with a focus on HR, finance and logistics, again surfaced in this operation. Numerous RTE reports, final evaluations, meta-analyses and various other reports over past years have identified those challenges as such that require institutional vision and decision-making. However, significant achievements to be effective at operational level remain in wait. Once more informants call to make support/management processes and procedures '*fit-for-purpose*' and '*agile*' to support the efficiency of emergency operations<sup>20</sup>.

**Finding 7:** Improvements were made for operational integration of support/management service functions, while underlying issues of integration of operational and support/management procedural needs in emergencies persist, as well as a lack of understanding of support/management procedure requirements by operational staff.

**Good practice 7.1:** Support/management function deployments and the '*working advance MoU*' could serve as a model for the future.

**Lesson learnt 7.2:** Awareness and mutual understanding of needs of emergency operations and of required support/management procedures needs to be prioritized and fostered by senior IFRC management throughout the system, with a strong push to create sustainable solutions for recurrent issues.

### **Variety of IM and IT tools lacking accessibility and standardization**

The RTE found a variety of well-developed Information Management (IM) tools. However, these are hosted on different Information Technology (IT) platforms, thereby losing efficiency and limiting standardization. There is a lack of sustained guidance on information channels present throughout the system. Accessibility for some IM tools (e.g. the well-developed operation dashboard) stored on IFRC-internal SharePoint platform was not provided for delegates coming from PNSs (and without IFRC email-accounts). Some issues were surpassed with the use of additional and less secure platforms (such as Dropbox) that have less restrictive access policies.

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<sup>19</sup> A pre-deployment MOU with PNS (rather than during the operation) is currently being worked on as part of the Surge SOPs by legal and finance departments.

<sup>20</sup> With the RTE's given focus, the report does not go into details of challenges with processes and procedures, which have been stated in earlier papers. For details on challenges, see end-of-mission reports of key personnel deployed in the current operation and the OIAI report.

The OIAI report subsumes the underlying problem: '*For many years it has been highlighted that there is a need to establish specific procedures to apply during the emergency phase of an operation (first two to three months). Such procedures, however, have not yet been established and consequently IFRC's response to emergency operations continues to be impacted in its effectiveness and efficiency. While IFRC managers may want to comply with established procedures, they may also have to constantly compromise compliance, based on the operational need to timely deliver goods and services to the most vulnerable*'.

Additionally, systematic information on available data collection, monitoring and reporting tools and guidance for their use, was not provided for delegates joining the operation. ERUs often used their own, widely unlinked, systems for monitoring and reporting.

Beyond these challenges, the operation still lacks a data collection reporting tool that is available to all Movement components to capture Movement-wide activities (integrating ICRC, HNS and PNS activities).

**Finding 8:** IFRC has well-developed IM tools that remain dispersed across different platforms and are burdened by access limitations (e.g. IFRC's SharePoint), with no Movement-wide tools established.

**Lesson learnt 8.1:** Lack of guidance on information channelling and for onboarding delegates creates additional operational challenges.

**Lesson learnt 8.2:** The restrictive access policy for IFRC SharePoint resulted in the exclusion of non-IFRC Secretariat personnel.

### **Key risk: Insufficient delivery due to HR gaps on IFRC-side**

Linked to the aforementioned challenges and stressed in the IFRC risk register, adequate staffing on operational and strategic levels poses a substantial risk for successful delivery by IFRC.

The IFRC recruitment process for longer-term (international and local) staff was slow; moving into recovery, a majority of positions in the Mozambique longer-term organogram were labelled as 'vacant'<sup>21</sup>. The 'surge phase' had to be prolonged to fill gaps, smooth handovers and continuous implementation at times challenging. National staff recruitment faced particular issues with unattractive salary schemes (in accordance with CVM's scheme) in a competitive after-disaster market, with few competent profiles available in country, and administrative barriers such as the initial lack of a social security number for IFRC.

In the planned IFRC CO, a field coordinator was expected to arrive in July, an (interim) head of delegation in early August, with five other positions remaining vacant.

As mentioned above, the issues around HR are not new, without significant improvement visible.

*“Some of the issues have been identified and extensively discussed within IFRC for the last two decades, but efforts to address them have not been able to resolve or significantly mitigate them to date.”*  
IFRC stakeholder

**Finding 9:** A majority of the IFRC longer-term positions in Mozambique were not filled within the first 3 months, which has required the extension of surge capacities.

**Lesson learnt 9:** IFRC's HR processes and procedures still are not fit-for-purpose.

<sup>21</sup> As per 25 June, 45 of the 55 positions in the IFRC Mozambique longer-term organogram (including international and national staff positions) were 'vacant'. By early August, 80% of the positions were filled.

## Movement Coordination



| <b>What went well?</b>  | <b>What can be improved?</b>           |
|----------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|
| Effective coordination between IFRC, PNS and ICRC                                                        | Absence of a shared strategy and a unified masterplan to support CVM (linking CVM recovery, NSD initiatives and the EPoA) |
| Pragmatism of key actors fostering operational implementation                                            | Operationalization of the SMCC Plan of Action                                                                             |
| Movement Coordination framework in place                                                                 | Not taking advantage of existing individual and institutional knowledge about NS and operational context                  |
|                                                                                                          | Scarce CVM knowledge of IFRC disaster response approach and IFRC's reporting and other accountability requirements        |
|                                                                                                          | A few PNSs involved did not comply with 'Principles and Rules'                                                            |

Table 3: achievements and areas of improvement with regard to Movement Coordination

Movement actor presence and coordination in Mozambique predates the current operation. In the first months of the operation, aspects of the Strengthening Movement Coordination and Cooperation (SMCC) framework, such as coordination of responsibilities and fostering complementary action in the emergency response and in Movement positioning, were rolled out.

ICRC, with its delegation in Maputo and sub-delegations in Sofala and Cabo Delgado, maintains coordination and supports CVM, particularly at the district and provincial levels. Aware of the need to ensure Movement coordination following both cyclones, ICRC mobilized cooperation delegates from abroad for its sub-delegations as well as the delegation in Maputo.

Belgian Red Cross – Flanders (BRC-F), German Red Cross (GRC) and Spanish Red Cross (SRC) have been present as in-country PNS for years; all three have offices in CVM's HQ in Maputo<sup>22</sup> with country representatives who have worked in the country from 5 to over 30 years.

### Good start to Movement cooperation

Coordination and communication between CVM, PNSs, ICRC and the initial IFRC staff deployed began well. This started with GRC support to CVM for a 'test activation' of the EAP for FbA<sup>23</sup>, which included

<sup>22</sup> BRC-F supports CVM's area for first aid, including plans to roll out this area as a sustainable resource mobilization opportunity. GRC supports CVM's work on climate change, particularly assisting in the creation of Forecast-based Action (FbA) Early Action Protocols (EAP) for cyclones and other disasters. Additionally, GRC provides support in NSD: Prior to the emergency, the GRC embedded a financial assistant in CVM's finance department to contribute to accounting and reporting required. SRC, with several years in the country, works with CVM on the implementation of an EU-funded project on community-based disaster preparation.

<sup>23</sup> The Mozambique Cyclone EAP had only been approved by the Validation Committee in Geneva on 4 March 2019. Consequently, there were a number of essential elements that had yet to be finalised or put in place, preventing a full-on activation.

CVM volunteers from Sofala Provincial Branch disseminating preparedness actions with communities in the Beira region; the BRC-F representative who facilitated transport and local contacts and travelled with the IFRC staff deployed prior to landfall in Sofala; the first post-cyclone coordination meetings held in the Sofala Provincial Branch; and the ICRC sharing of information on security issues and alerting of needs in Sofala province areas. As more international delegates arrived, key support/management service functions worked alongside CVM counterparts in the CVM HQ.

The Head of Country Cluster Support Team (HoCCST) for Southern Africa<sup>24</sup>, spent a total of eight weeks in the country during the emergency phase to facilitate strategic coordination. In parallel, IFRC decided to re-open a CO in Mozambique, signalling that IFRC Secretariat is committed to coordination and ongoing and sustainable support to CVM.

### Operationalization of the SMCC Plan of Action

IFRC, ICRC and in-country PNSs at the capital level and in the disaster-affected areas acted and coordinated pragmatically, based on the humanitarian imperative. This approach alleviated challenges that arose with the administrative roll-out of the SMCC framework. The deployment of a Movement Coordination Officer (MCO) facilitated Movement Coordination.

*“Work efficiently and please the bureaucracy later.”*

Movement stakeholder

There were some challenges to disseminate the SMCC framework to all Movement components at distinct levels, and thus, to facilitate its thorough use:

- It was pointed out that ICRC has an integrated Cooperation Department, while in IFRC operations are managed separately from Movement coordination. Not all of the IFRC staff engaged in operational response, particularly attributed to the initial IFRC leadership, were familiar with the SMCC framework or ‘SMCC-minded’. Consequently, initial coordination and cooperation faced some challenges in Sofala.
- Initial misapprehensions regarding the geographic areas of action for ICRC and IFRC in Sofala were primarily due to ICRC’s knowledge of the terrain, particularly locations in complex settings that had been hit by Cyclone Idai. ICRC proposed the embedding of IFRC staff to respond to the requests regarding areas in which the former works, which was not done.
- As well, early disagreement on information sharing was overcome, yet initial discussions were described as ‘difficult’ and seen as a contributing factor to not launch a joint appeal.

Cooperation for Cyclone Kenneth in Cabo Delgado was more seamless than that for Cyclone Idai, attributed to the established practice of coordination. IFRC embedded a field coordinator and relief, logistics and communication roles in the ICRC sub-delegation. People involved mentioned that fluid communication enabled the attainment of the shared goals to reach the population affected by Cyclone Kenneth in a highly complex environment. CVM Provincial branch in Cabo Delgado, despite having a reduced quantity of volunteers, coordinated well with other Movement components and with the CVM HQ.

**Finding 10:** Cooperation between ICRC and IFRC varied based on the moment in the operation, location and particular staff.

<sup>24</sup> Recently hired for this position

**Good practice 10.1:** The pragmatic approach taken by key persons alleviated challenges with the roll-out of the SMCC framework.

**Lesson learnt 10.2:** Not all IFRC operations staff had working knowledge of the SMCC framework, making its early incorporation in this response operation difficult.

**Good practice 10.3:** The Cabo Delgado experience of collaboration, including embedded staff, allows to build on in other complex settings.

**Lesson learnt 10.4:** Emergency related coordination worked smoother, when building on the already existing coordination setup.

**Lesson learnt 10.5:** The SMCC process is perceived to focus on ICRC–IFRC relations, and much less on other Movement components (particularly HNS and then PNSs).

Actions taken to foster coordination between CVM, ICRC, IFRC and PNSs demonstrate the good faith and commitment that Movement components have about Movement coordination and the SMCC process. However, the implementation of procedures for Movement coordination, particularly time-consuming efforts to create and agree upon joint statements, agreements and frameworks were noted as areas for improvement. Currently, many approval processes require various levels of consultation inside and primarily outside the country, including in ICRC and IFRC offices in the region and Geneva, which delayed progress on key documents:

- The *Movement Coordination Framework*<sup>25</sup> was only put in place on 16 April, one month after Cyclone Idai’s landfall.
- The *Joint statement for Cyclone Idai* was signed on 17 April, one month after Idai’s landfall.
- The *Joint statement for Cyclone Kenneth* was signed on 24 May, one month after Kenneth’s landfall.
- The *Agreement for Joint Response to Cyclone Kenneth in Cabo Delgado* was signed on 11 July, despite the document indicating a 29 April to 29 June 2019 timeframe with possibility for extension.
- The *Movement Coordination Agreement* for Mozambique, providing the broader framework for all activities of Movement partners in Mozambique<sup>26</sup> has not been signed, with indications that it will be signed by all partners in early August.

*“Our machinery is dysfunctional if bureaucracy hampers life-saving actions.”*  
Movement stakeholder

**Finding 11:** The development of joint statements, agreements, and frameworks was time-consuming and hampered by bureaucratic procedures of IFRC and ICRC.

**Lesson learnt 11.1:** Pre-approved templates for joint statement, agreements (Level 3) and frameworks in ‘peace time’ could contribute to more efficiency in creating documents and the related implementation.

**Lesson learnt 11.2:** Established timeframes for the review of statements and agreements could contribute to more efficiency.

<sup>25</sup> clarifying roles and responsibilities, endorsing the strategic directions; including strategic, operational and technical level arrangements

<sup>26</sup> including emergency response/recovery, preparedness, long-term programmes and NSD support

## Movement Coordination Officer

The ‘SMCC Plan of Action’<sup>27</sup> requests the Movement “to conceptualize and test the deployment of Movement Coordination Officer [...] to serve the common interests of the Movement in large-scale emergencies [...], providing support to the Movement in helping to build an environment that is conducive to efficient and timely coordination of the Movement’s activities.”

With British Red Cross- support, the operation experienced the premiere deployment (29 March to 14 June) of an MCO in a large-scale disaster. The MCO role was to enable, facilitate, and administrate Movement Cooperation, with a given focus on the IFRC - ICRC relationship, which was successfully done.

*“The MCO ‘disciplined’ Movement stakeholders to coordinate and cooperate.”*

Movement stakeholder

The role has a triple reporting line to the HNS, IFRC and ICRC Head of office / delegation, which makes it a tool of all Movement components. However, there was a lack of clarity on the triple reporting lines, where the MCO should be based (in this case, the MCO worked from the IFRC office and with an IFRC email-address), the duration of the deployment (early response or longer-term function) and deployment criteria (presence of an IFRC office in country, number of involved Movement partners).

**Finding 12:** The deployment of a Movement Coordination Officer was positive, facilitating Movement coordination and cooperation.

**Lesson learnt 12:** Revise the MCO job description to ensure this position’s utility for all Movement components.

## CVM Coordination

Coordination of and with CVM on leadership level was less effective than expected.

Several reasons were given for the reduced presence of CVM leadership in the emergency response: Some informants suggested that CVM’s lack of knowledge about the IFRC disaster response approach and tools, its under-resourced staff and relatively new leadership, and even scarce interest hindered their participation. Others expressed criticism of the non-participatory approach of international management staff deployed; their disregard for sharing information on plans; and many international delegates unable to talk directly to CVM staff and volunteers due to the inability to speak Portuguese (or in its default, Spanish)<sup>28</sup>.

Adding to this was the unfamiliarity of the majority of CVM leadership (national and branch levels) and staff of the IFRC disaster response system and with some of its key processes and procedures.

On all sides, the need for operational implementation quickly became a higher priority than the coordination expected with any HNS during an emergency operation. This permitted CVM to be inadvertently cut-out (or cut itself out) of the decision-making level of the operation.

<sup>27</sup> adopted at the Council of Delegates in 2015

<sup>28</sup> Portuguese is Mozambique’s official language, which is spoken by 50% of the population; the other 50% speak local languages. Spanish speakers were considered to be able to communicate with Portuguese speakers with some limitations, due to the similarities of the two roman languages. However, some Portuguese speakers appeared not to understand Spanish, which was primarily attributed to the speed at which some spoke.

### Blank Cheque-Mentality

The acceptance of the success of the emergency response contrasts to CVM's organized participation in these activities. Some people interviewed stressed that CVM senior management gave IFRC a 'blank cheque' to organize and implement the response operation. Undoubtedly, CVM's agreement that the IFRC team had the freedom to make decisions contributed to the deployment of surge capacities that led to the accomplishments of the first three months of the operation. Notwithstanding the ability to reach people in situations of vulnerability, CVM leadership and existing structure effectively was marginalized from later decisions.

Concurrently, CVM at the national level appeared to have limited interest in participating in the decision-making; at times, it appeared to abdicate its responsibilities focusing instead on its own domestic fund raising. During the emergency phase, the CVM Secretary General attended several international events, not related to the emergency, outside the country that contributed to a gap in the coaching possible from other Movement components. More importantly this hindered the development of a strategic vision required from the NS. The inertia that did not foster the creation of CVM counterparts for key sectors and support/management services, gives an additional example. CVM, unaware of strategic priorities and opportunities that arose with the disaster response, apparently had the primary focus on its internal issues.

Movement actors need to avoid the prolongation of a 'blank cheque-mentality', which is limiting operational and strategic involvement of an affected HNS, fostering dependency and being detrimental to its long-term development.

**Finding 13:** In the complex balance between the humanitarian imperative and complementarity, during the emergency phase of this operation, CVM at the national level was not integrating and/or integrated as expected.

**Lesson Learnt 13:** Full involvement and strengthening of the HNS in an operation could be improved with the creation of a formal mechanism for complementarity in the operational strategy when an operation begins.

### Light information products required (IFRC- and Movement-wide)

IFRC's public information products for external stakeholders and the interested public, such as the EA (revised twice) and operations updates (only one released in the first three months), did not match the demand for information. There were no *Information Bulletins* published for the operation. However, non-public Situation Reports (SitReps), serving the internal Movement audience, were released frequently and the EPOA (one revision published in the first three months) also served the Movement audience.

Stakeholders, both within the Movement and external, requested 'light' information products to keep external stakeholders (including donors), the interested public and Movement stakeholder (primarily PNSs) up to date, and demonstrate operational progress. For IFRC, public information products could widely build on SitReps released. The United Nations Office for the Coordination of Humanitarian Affairs' (OCHA) 'flash update' could be a useful model.

No Movement-wide updates, showing the bigger picture of the operation, were published until mid-July. Further coordination on Movement-wide reporting, which should tie into the SMCC actions, could be useful. This additional level of data collection and reporting is also challenging PMER capacity,



already dealing with multiple demands. A Movement summary published on 12 July, reflecting the Movement-wide response efforts, is a good practice and should be a model for future light information products.

**Finding 14:** Lack of public information products by IFRC Secretariat and Movement-wide to keep external stakeholders up to date (especially in times of high public and/or donor interest).

**Lesson learnt 14.1:** Short and concise public information products are required to bridge the gap between initial public information (Information Bulletins and EA) and Operations Updates, especially in phases of high public interest.

**Lesson learnt 14.2:** Current reporting tools and allocation of PMER resources do not adequately foster Movement-wide (or Federation-wide) reporting.

### Capitalize on existing knowledge

Understanding of the operational context (e.g. on the situation of the HNS, the Movement's history of engagement, and political, cultural and security context) is perceived as essential for informed decision-making. The operation did not exploit existing experience and expertise to the extent possible:

- As mentioned, in-country PNSs openly shared their sustained experience with CVM and their knowledge of the country with new IFRC arrivals. However, the PNSs' strong roots in cooperation with CVM (bilateral projects) and knowledge of the country context were not fully exploited.
- Prior to the launch of the EPoA, the HQ's PMER unit compiled lessons learnt from past operations in Mozambique, which was valued by operational leadership. However, additional institutional knowledge and information of individuals with prior experience in Mozambique was not shared systematically.
- ARO level initiatives with CVM were not shared accordingly: As an example, CVM completed the first phase of the Organisational Capacity Assessment and Certification (OCAC) in 2018. With results being confidential, CVM did not offer to share this (which might be due the lack of knowledge that it could do so). In- country partners were aware of the OCAC results.
- The information publicly available in the [Africa Regional Office - Operations Room](#) was not used widely.
- ICRC expertise on the country context has not been fully absorbed (see *SMCC Operationalization*).

The lack of contextual information contributes to less efficient decisions and/or actions taken, such as the decision to convene a second ERU Mass Sanitation Module (MSM20) in light of the expected GoM decision to close accommodation centres as soon as possible (see chapter *Surge Deployments*), operational consideration of the existing food insecurity in other provinces<sup>29</sup> that might be exacerbated by the loss of harvest, or the non-alignment of activities to support CVM's recovery process.

**Finding 15:** The operation did not fully benefit from existing experience and expertise to the extent possible.

**Lesson learnt 15:** Absence of contextual understanding hampers informed decision-making.

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<sup>29</sup> IPC3 in the Southern province of Gaza

## Bilateral PNS interventions

While the actions of most PNSs in Mozambique have been coordinated under the umbrella of the EA, several responded bilaterally.

Positive examples of coordination of bilateral interventions were:

- A Portuguese Red Cross (PRC) health team deployed as part of its civil protection body. PRC integrated in Movement coordination, and IFRC Secretariat provided information as to how this health team might take further steps to become a health ERU.
- Kuwait RC worked bilaterally with CVM and coordinated relief distributions with the relief ERU.

Less positive experiences were reported:

- An Italian Red Cross health team deployed in the same manner as PRC, with limited Information sharing. Some concerns were raised with regard to working embedded in Civil Protection and with military assets, using the RC emblem.
- Turkish Red Crescent's bilateral support was coordinated with the IFRC operation; however the compliance with IFRC standards for relief goods and planned distributions was a challenge.
- Qatar Red Crescent and United Arab Emirates Red Crescent arrived in country unannounced and did not integrate into the broader response.

There is space for increased Movement coordination with regards to resource mobilization: Early in the emergency, SRC applied for European Civil Protection and Humanitarian Aid Operations (ECHO) funds without notifying or seeking coordination with the two other in-country PNSs that come from EU member countries<sup>30</sup>. In a second ECHO call, SRC engaged in increased consultation (including IFRC, which retired prior to submission<sup>31</sup>), yet *'wrangling over roles and money'* was reported at HQ levels of these NSs in Europe. The second submission was not successful.

**Finding 16:** Bilateral activities continue to require advocacy, and sanctions if necessary, for the compliance with established procedures and guidance.

**Lesson learnt 16:** Adherence to the *Principles and Rules* and alignment of bilateral response activities remains challenging for some National Societies.

## Key risk: Non-alignment of Movement efforts supporting CVM

Several initiatives are currently underway to support CVM's institutional recovery as it emerges from a financial and organisational crisis: CVM, supported by Movement partners, is working on a 'recovery plan' to *'make the NS strong again'*. In parallel, and expected to feed into this plan, an IFRC-supported initiative to support NSD is taking shape. The EPoA includes an NSD component (with an approximately CHF 2m budget). In-country partners and ICRC have been investing in organisational development (OD) and are planning to continue their efforts, with additional PNSs (Italian RC and Finnish RC) willing to buttress this process. Related consultancies are being conducted and/or planned, such as current

<sup>30</sup> SRC needed to spend WASH-related funds from this allocation on time, which also adversely affected the establishment of an integrated WASH approach across the ERUs.

<sup>31</sup> IFRC's proposed to include WASH and shelter activities in Sofala, which was not welcomed by SRC.

*"It is OK to work bilateral,  
but please coordinate."*

IFRC stakeholder

efforts to establish a volunteer management tool, a planned consultancy on HR aspects [salary scheme] and a potential consultancy on the development of an NSD plan<sup>32</sup>.

In addition, the activities in response to the cyclones (CVM activities implemented through domestic donations, the EA operation and related ICRC activities and PNS bilateral projects / programming) are not fully aligned in a masterplan (sole plan)<sup>33</sup>. The full picture of the Movement response in the aftermath of the cyclones remains opaque.

There is a risk of failing to engage in the required OD and CB of CVM in the current situation, thus, insufficiently supporting CVM's recovery, if the different strands of activities remain unaligned. A coordinated joint Movement effort is required<sup>34</sup>, which - due to the current recovery situation of CVM - could require that CVM nominates IFRC to this coordinating role. Movement stakeholders expressed their high expectations for the IFRC CO and particularly the role of the HoCO in strategic coordination. The CO will have the task of uniting efforts, shaping a comprehensive plan for CVM recovery, and in parallel support the development of CVM's ownership and capacity to lead the recovery process over the long term, while ensuring strategic leadership in the cyclone response.

The disasters provide a unique opportunity to increase the humanitarian public profile of CVM; yet they pose the concurrent risk not enabling it to deliver as required, if the Movement fails to support CVM's operational capacity building.

**Finding 17:** Movement activities in the response operation and the efforts for CVM's recovery are not fully aligned. Unified approaches and plans currently do not exist.

**Lesson learnt 17:** Stakeholders expect IFRC's CO to coordinate the full alignment of Movement efforts around the EA operation and in favour of CVM recovery to avoid the risk of leaving the NS behind, if the Movement fails to support CVM development on its path to recovery.

### **Key risk: Insufficient delivery due to inadequate CVM HR**

Similarly, inadequate CVM operational and strategic HR capacities are a key risk for successful use and accountability of CVM's response actions with its own funds.

CVM's current HR structure is described as '*obsolete*', with existing challenges hindering an effective scale-up of CVM capacities, linked to procedural deficiencies, unattractive salary schemes, and a mistrust within current staff. There is a risk of not only being unable to increase its actions, but to lose existing capacities in the current market environment in which other agencies offer better labour conditions.

At present, CVM counterparts are still few and widely double-hatted with pre-disaster project functions (in PNS project), limiting operational presence and engagement in planning. Thereby, knowledge transfer and CB are limited.

CVM volunteer capacities scaled up significantly during the operation (starting from a low level). While this can be considered a success, stakeholders mention a lack of Red Cross '*spirit*' with new volunteers,

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<sup>32</sup> A six weeks consultancy for developing an actionable plan was agreed at the Partnership Meeting in May and ToR subsequently developed. At the end of June, a one week deployment of the ARO Head of Policy, Strategy and Knowledge on 'challenges and issues confronting the NS' has taken place (which was not communicated with IFRC operational leadership and ICRC). It remains unclear, if this replaces the consultancy.



<sup>33</sup> Which was discussed the Partnership Meeting in May

<sup>34</sup> At the Partnership Meeting Movement partners agreed to have *one* NSD approach, yet this is lacking follow-up.

who are said to be attracted by the per diem (which is planned to be reduced by 55% in August) rather than other motives, and do expect low volunteer retention in the medium to long term<sup>35</sup>.

**Finding 18:** CVM staff and potential loss of newly acquired volunteer capacities create capacity gaps.  
**Lesson learnt 18:** Without adequate numbers of competent staff and volunteers, CVM is at a risk of not delivering at scale for their domestic operation, which could generate financial, accountability and reputational risks for the National Society.

## External Coordination

| What went well?  | What can be improved?  |
|---------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|
| Strong (strategic and operational) inter-agency coordination in Sofala province                   | Lack of external coordination at the national level                                                       |
| Quick utilisation of global Airbus Agreement (mainly for aerial assessments)                      | Little presence of CVM in international coordination at Sofala and Maputo levels                          |
| Successful fundraising and profile raising                                                        | Lack of clarity regarding what type of partner CVM is (local or national, implementing or strategic)      |
| Strong and effective co-leadership of the Shelter Cluster by IFRC                                 | CVM is seen as a 'silent partner' in the Shelter Cluster, posing a reputational risk                      |

*Table 4: achievements and areas of improvement with regard to external coordination*

The humanitarian response in Mozambique is led and coordinated by the GoM through the National Disaster Management Institute (Instituto Nacional de Gestao de Calamidades, INGC). This is supported by the Humanitarian Country Team (HCT), which is composed of UN agencies, INGOs, Red Cross, national Non-governmental Organisation (NGOs) and donor representatives (the United Kingdom’s Department for International Development [DFID] and the United States Agency for International Development [USAID]). The HCT is chaired by the Humanitarian Coordinator (HC) and has two co-chairs: World Food Programme (WFP) and Care (on behalf of the INGO-consortium COSACA<sup>36</sup>).

### **Strong (strategic and operational) external IFRC coordination in Sofala province**

For the cyclones response, the GoM activated four provincial level coordination hubs in Pemba, Beira, Chimoio and Quelimani. The INGC establishment of the Beira hub (with the Sofala Emergency Operations Centre) was supported by the two pre-designated HCT Focal Points (COSACA National Coordinator and WFP) and the IFRC surge team. IFRC’s unusually high involvement in inter-agency coordination from the beginning set a collaborative spirit with IFRC being seen and respected as a key player in the response coordination at the Beira level. The evaluation team could find no evidence that such a collaborative approach had been detrimental to the Movement’s operational response.

IFRC’s temporary co-chairing of the strategic ‘Beira leadership team’ was augmented by IFRC’s rapid engagement at the operational level. Prior to the official IASC Scale-Up cluster activation, IFRC’s early

<sup>35</sup> CVM intends to retain 10% of the newly recruited volunteers.

<sup>36</sup> This consortium is composed of Care International, Oxfam GB and Save the Children.

deployment of a SC coordinator led to the quick launch of the SC in Beira that was then co-led by IOM. WASH and health coordinators were quick to engage with their respective clusters / sectors and were considered critical in the direction setting of the response. With limited OCHA presence in the initial days, IFRC was instrumental in setting up and leading the Assessment Working Group as well as the Cash Working Group in Beira.

In conjunction with the inter-agency approach taken by the assessment cell (see *Surge Deployments*), the quick utilisation of the global Airbus Agreement also allowed IFRC to provide support to other agencies with aerial assessments and distributions in the early days.

Throughout the response sectors have coordinated with the relevant line ministries, especially in the transition phase of ERUs. Relevant authorities were consulted prior to distributions and especially with the development of the recovery strategy.

Engagement at both the strategic and operational levels continues with many informants expressing the benefits of this *'willingness and openness'* - including IFRC's technical contributions, strong support for a community led approach as well as a better understanding of how and where IFRC is working.

It is widely noted that from a 'localisation' perspective the majority of cluster and strategic HCT-like meetings (especially in Beira and Maputo) were conducted in English, which may have hampered participation of local actors (along with the impact of the cyclone on themselves and their families) in the early response. This has contributed to the exclusive nature of the response.

At technical level, CVM representatives often attended the health and SC meetings (as per CVM's strategic priorities) in Beira. At a strategic level CVM's primary interlocutor is INGC, therefore CVM rarely attended the 'Beira leadership team' meetings. Inclusion of CVM in external strategic discussions could have spurred a greater sense of CVM ownership and have supported the localisation agenda by pushing international actors to hold meetings more consistently in Portuguese.

**Finding 19:** Strong and consistent IFRC engagement at the operational and strategic coordination level in the Sofala province was considered a success by partners and donors alike. However, such engagement (and leadership in the early days) is not well reflected in inter-agency documentation such as OCHA flash updates / SitReps and the IASC Operational Peer Review.

**Lesson learnt 19:** Where appropriate, ensure that when IFRC engages (and leads as was the case in Beira at the beginning) with inter-agency fora, this is communicated and reported accordingly to the relevant outlets such as OCHA and the HCT, to ensure IFRC's work is understood and recognised outside of the Movement.

### Successful fundraising and profile raising for IFRC

*'Lack of funding'* was one of the key risks cited by external informants to their ongoing response. At the start of July, IFRC's EA was 80% funded in comparison to the UN coordinated appeal which was only 39.6% funded<sup>37</sup>.

In addition to IFRC's applauded engagement and leadership in the overall humanitarian response in Beira, the described early deployment of surge

*"Seeing the sea of red in the EOC at the airport persuaded us that we had to fund IFRC"*  
Donor Representative

<sup>37</sup> <https://fts.unocha.org/appeals/761/summary> (05 July)

communications in combination with the inaugural deployment of PRD Advisors, the Partnership Meeting in Beira as well as two Mission briefings in Geneva continued to raise and solidify the profile of IFRC (albeit more so outside of Mozambique). The first roundtable in April in Maputo (chaired by the Africa Regional Director and the USG for Programmes and Operations) was a good profiling event, being one of the first opportunities that brought key donors together to discuss the response.

CVM itself has received approximately USD 2.5m (cash as well as in-kind donations) from national / regional stakeholders, including several oil and gas companies. Although this is a significant amount there is still a clear need for CVM to better market themselves especially in building long-term PRD. There is a current lack of clarity as to what sort of partner CVM is - local or national, strategic or implementing.

**Finding 20:** IFRC's strong engagement at the strategic and operational level in Beira, in combination with strong communications and PRD presence, had clear links to an increase in funding.

**Good practice 20.1:** Local proximity with other actors (establishing Emergency Operations Centres in the same building) facilitates coordination.

**Lesson learnt 20.2:** Be mindful of the communication strategy of the Host National Society, particularly on its priorities and the manner it would like to be represented.

As with any large-scale response in recent times, donors are sending teams to the field very early. Thus, it is important to not only engage at capital level but also at field level since this is where the decision on funding is likely to be made. Having dedicated PRD Advisors in the field ensured that any interaction could be managed and followed up accordingly. Additionally, the opportunity to visit the field for donors based in Maputo was well received and the PRD delegates ensured that these visits were not unduly burdensome for technical personnel.

**Finding 21:** The 'door opening' by PRD delegates carried out in the early phase was well received and seen as a positive means of announcing IFRC's renewed engagement with Mozambique. However, given the lack of senior level representation follow up, many felt that IFRC had 'disappeared' and no longer knew who to contact.

**Good practice 21.1:** With no continuous senior representative in place, having two PRD profiles (for national and field level) early on in the response was key to make the most of funding opportunities from the outset.

**Lesson learnt 21.2:** CVM requires support in the development of a resource mobilisation strategy and fundraising/donations policy.

### **Lack of IFRC presence and coordination at the national level**

IFRC's external engagement at the national level has been carried out through the SC Coordinator (primarily at the Inter-Cluster Coordinators Group) and where possible from in-country PNSs who attended OCHA briefings. The limited presence led to a lack of understanding of IFRC's and CVM's response at the strategic country level and hindered alliances being sought and profile gained especially in relation to establishing trust in CVM. The aforementioned lack of systematic mutual information sharing between Maputo and Beira levels affected the ability to represent the wider Movement response in the various national coordination fora.

The lack of consistent and strategic IFRC engagement with the GoM also meant that CVM was unable to benefit as much as it may have from IFRC's Status Agreement especially in relation to customs procedures. CVM still has to go through INGC for custom exemptions (as with all NGOs and INGOs) which is time and labour consuming. In addition, IFRC strategic level engagement is required at the national level around visas with many surge personnel extending beyond their 30-day visa.

**Finding 22:** Although a number of roles attempted to contribute in various manners, the lack of systematic engagement and representation at the national level has meant that the strong coordination efforts and significant operational response at the field level have not been represented or promoted at the national level vis-à-vis the HCT and international (especially UN) partners.

**Lesson learnt 22.1:** Strategic representation and engagement at the national level is important for CVM's profile, as well as information sharing and the creation of trust amongst humanitarian partners. In absence of a dedicated HoCO, an interim solution should have been prioritised early on, with external representation explicitly stated in its ToR.

**Lesson learnt 22.2:** Deploy / engage a Disaster Law delegate in the initial phase to support both IFRC and the National Society in managing relationships with government especially on customs and visas issues.

### **Overall strong and effective co-leadership of the Shelter Cluster by IFRC**

Since 2007 CVM has been the co-lead of the SC, with CVM's shelter officer as the standing coordinator. For the past two years IOM has been the co-lead with CVM (replacing UN-Habitat). As mentioned, the early deployment of the SC Coordinator provided much needed support to CVM's shelter officer in activating the cluster for the Idai response, although it is notable that both were 'double hatting' (coordination and operations) in the initial week.

There were some challenges with the division of responsibilities between IFRC and IOM: IOM took the lead in Beira, often excluding IFRC SC representatives from strategic meetings. In addition, the issue of pipeline for shelter materials (especially tarpaulins) emerged as a challenge to the overall response<sup>38</sup>. IOM traditionally assumes pipeline management for the cluster (and is provided with tarpaulins accordingly by donors), which also strengthens its perceived leadership and positioning. While IFRC is not the 'provider of last resort'<sup>39</sup>, consideration regarding the role of IFRC's logistics in this area, as opposed to purely servicing IFRC's own caseload, is recommended.

IFRC in its co-lead role of the SC supported the development of *Guiding Principles on Return, Relocation and Resettlement*. This included the design of a joint plan and standards with the GoM and principles for humanitarian partners to engage in the return, relocation and resettlement process. This was a notable example of the 'firewall' that IFRC maintains between cluster coordination and operations, in that the Movement operationally took a well communicated principled position to not work in resettlement sites, which was also used to good effect by the Deputy HC in his dealings with GoM<sup>40</sup>.

<sup>38</sup> Resulting in approximately 100,000 households only received one tarpaulin, as opposed to the agreed SC's standard of two tarpaulins.

<sup>39</sup> As outlined in the 2006 Memorandum of Understanding between OCHA and IFRC

<sup>40</sup> IFRC strongly communicated that they would not be involved in providing support to resettlement sites but instead would focus on those returning to their original homes. The DHC used IFRC's position to urge the government to undertake more appropriate resettlements (voluntary, safe and informed), stating that if this was not done then more actors would follow IFRC's lead and not provide support to those being resettled.

The SC now has the challenge to integrate and work with the GoM’s Reconstruction Platform<sup>41</sup>, while continuing to advocate on unmet humanitarian needs and resettlement. Consideration must be given early on to CVM’s capacity to fully resume its co-leadership of the SC. Shelter recovery will continue to be a priority, including the continuous need for advocacy around the GoM policy on resettlement.

**Finding 23:** The challenge of not having IFRC presence supporting CVM’s co-leadership of the Shelter Cluster prior to the cyclone was overcome by the early deployment of key personnel.

**Good practice 23.1:** Having a dedicated national-level SC Coordinator with prior experience of Mozambique, for a three-month period was a clear asset.

**Lesson learnt 23.2:** CVM’s current SC focal point requires empowerment (SC coordination training, English lessons).

**Finding 24:** CVM was repeatedly referred to as a ‘*silent co-lead of the Shelter Cluster*’ and often ‘*hiding behind IFRC*’ which can undermine the credibility of CVM.

**Lesson learnt 24:** Provide more support, inclusion and awareness raising amongst CVM senior leadership regarding the requirements for the Shelter cluster leadership role. Include CVM in the recruitment of cluster personnel.

**Finding 25:** Challenges between IOM and IFRC regarding in-country Shelter Cluster leadership can be disruptive and misleading for partners and should not be expected to be resolved by a third party such as the Deputy Humanitarian Coordinator.

**Lesson learnt 25:** At the global level, develop clear SOPs between IOM and IFRC in instances of co-leadership of the SC, which can then be relied upon by country teams.

## Surge deployments



| What went well?   | What can be improved?  |
|------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|
| Timely deployments demonstrating the capacity to rapidly scale up                                    | Inclusion of CVM in assessment and planning                                                                 |
| Widely successful piloting of new tools (MCO, ODie, VMie, PRD Advisor), with need to develop further | Some ERUs might have been lighter / ended earlier                                                           |
| Assessment cell: external praise for initial assessments, internal benefit for recovery assessment   | Assessment cell: perceived low added value for rapid assessments                                            |
|                                                                                                      | Regional surge capacities underrepresented                                                                  |

Table 5: achievements and areas of improvement with regard to Surge deployments

<sup>41</sup> “Gabinete de Reconstrução Pós Ciclone Idai”



## Mobilization of Surge capacities

Overall, the operation widely succeeded in timely mobilizing surge capacities, with the requested profiles and teams providing appropriate response capacities (thereby also confirming operational leadership programmes in recent years<sup>42</sup>):

Starting with the deployment of a FACT team leader (a ‘roving’ Operations Manager of ARO) on 13 March (prior to landfall of Idai late on 15 March), several FACT profiles (Shelter, WASH, Logistics, and Communication) were requested the same day. An initial general ‘heads-up’ for ERUs was published on 17 March, with a second wave of alerts being issued on 18 March (including field coordinators, technical experts, the AC and support/management profiles and ERU Logistics). On 19 March, a HEOps, ERUs WASH M15 and MSM20 were alerted; by then requested profiles and ERUs were identified by 20 March. Additional alerts were issued in the following days, including ERUs IT/Telecom, Emergency Hospital (EMT2), with some profiles being directly identified at HQ / regional level (such as ODie; Protection, Gender and Inclusion [PGI]; VMie and MCO).

**Finding 26:** Early deployment of a leadership function and several key functions ahead of the cyclone’s landfall.

**Good practice 26:** Early deployments of leadership and technical profiles (even ahead of a likely disaster) contribute to timely establishment of a response operation, even more so in combination with forecast-based action.

More surge profiles and ERUs (Relief, Basecamp, second MSM20) were called down, and rotation planning started. The number of surge personnel peaked on 23 April with 131 persons in Mozambique, including the IFRC personnel deployed in response to Cyclone Kenneth<sup>43</sup>. A total of 49 different surge roles were deployed, not including the ERU profiles.<sup>44</sup>

Table 6 provides an overview of personnel deployed in the early phases and the total figure of surge personnel deployed:

| cumulative deployments as of                  | surge (FACT/RDRT others) | ERU        | Shelter Cluster | total      |
|-----------------------------------------------|--------------------------|------------|-----------------|------------|
| <b>15 March</b>                               | 3                        | -          | -               | 3          |
| <b>20 March</b>                               | 7                        | -          | -               | 7          |
| <b>22 March</b>                               | 15                       | 7          | -               | 22         |
| <b>25 March</b>                               | 21                       | 18         | -               | 39         |
| <b>30 March</b>                               | 36                       | 63         | 3               | 102        |
| <b>Total deployed (13 March -5 July 2019)</b> | <b>111</b>               | <b>177</b> | <b>9</b>        | <b>297</b> |

*Table 6: cumulative surge personnel deployments (13 March –5 July 2019), according to the ‘Surge Response Matrix’ (not including ICRC staff)*

<sup>42</sup> Such as the Head of Emergency Operations (HEOps) initiative, the related developing HEOps programme, and the ‘roving Operations Manager’ approach of the Africa region

<sup>43</sup> Figures do not include ICRC personnel involved in the Idai and Kenneth operations. ICRC’s Rapid Deployment Mechanism was activated in the Mozambique operation.

<sup>44</sup> This is according to the “Surge Rotation Plan”

Priority was given to Portuguese and/or Spanish speakers. For a number of profiles (those working directly with the affected population and/or national counterparts) language skills in Portuguese and/or Spanish were defined as an essential deployment requirement.

Support/management service profiles were widely sourced through IFRC Secretariat resources (including finance, HR and administration profiles) and ensured working in line with the specific IFRC processes and procedures<sup>45</sup>. A deployment register for support/management functions has been established in the ARO prior to the operation, deploying a total of 15 staff of African IFRC offices. Support/management service personnel deployed also highlighted the benefit of their own increased awareness for 'operational realities' on field level, widening their scope and understanding.

ARO also called for surge capacities to reinforce capacities at regional level, which was positively responded by Asia-Pacific Regional Office (APRO) deploying a DCPRR profile.

**Finding 27:** The deployment of surge support/management services personnel from within the Secretariat, familiar with the Secretariat's processes and procedures, contributed to successful implementation.

**Good practice 27:** Increased availability of surge support/management services personnel by creating deployment registers (as in ARO) and ensuring replacements of line-functions (APRO's 'business continuity' approach), also allowing support/management services personnel to benefit from increased understanding of 'operational realities'.

Rotational planning for surge functions started early, keeping track on available personnel notified earlier. A Surge rotation plan was established, allowing for improved prospective planning.

**Finding 28:** A Surge rotation plan was established that facilitated medium-term planning.

**Good practice 28:** Prospective surge capacity planning allows for early identification of potential gaps, mitigation actions, and a smooth handover of functions.

The mobilization of surge assets also faced several challenges:

- An ERU Relief was alerted on 24 March, which a number of informants considered as being called down comparably late.
- A FACT PGI alert was only issued by 1 April, which might have delayed the timely integration of cross-cutting aspects.
- The office module of an ERU Basecamp was requested from Italian RC on 27 March, yet was significantly delayed, with the first team member to arrive on 4 April and equipment only arriving in country on 24 April. The deployment is currently being followed up with Italian RC.
- A recent evaluation<sup>46</sup> concludes that the deployments of two MSM20 were less efficient<sup>47</sup>.

<sup>45</sup> There is a decision from IFRC HQ to only deploy finance staff 'which are technical competent, have knowledge of the IFRC procedures and systems and who have no conflict of interest', widely translating to IFRC finance staff (as opposed to PNS personnel).

<sup>46</sup> The evaluation was conducted by a joint British (first ERU MSM20 deployment) and Swedish (leading the second ERU MSM20) evaluation team.

<sup>47</sup> A British MSM20 deployed on 20 March, a second MSM20 (without equipment) was alerted on 05 April (requested by the WASH Cluster) to respond to gaps in sanitation and hygiene promotion in accommodation centres and Oral Rehydration Points (ORPs). Personnel of the second rotation of the British MSM20 was widely used for recovery assessments – with profiles of ERU personnel deployed not perfectly matching this task, while the British MSM20's third rotation engaged in non-traditional 'transition to recovery' efforts - not necessarily in scope with the response character of the ERU. The Swedish

With the GoM's expectable decision to close down accommodation centres early (as in previous disasters, see *Capitalize on existing knowledge*) and the successful limitation of the cholera outbreak, the second MSM20 deployment might have been avoided / the MSM20 deployments might have ended earlier (not calling for additional rotations), or WASH ERU's human resources could have been downsized.

Stakeholders were also critical of the design of a WASH-only (i.e. not multi-sectoral) early recovery intervention, perceived to be resource-based rather than needs-based.

On the positive side, the flexibility of WASH ERUs to adapt to uncommon tasks is worth being mentioned.

- With hindsight, the deployment of the EMT2, reinforcing the existing hospital's capacities in Namatanda, is discussed controversially with a tendency towards considering a deployment of an emergency clinic (EMT1) as sufficient to respond to existing needs. An evaluation was conducted in June.
- Several databases on surge deployments were used (in parallel), not all of them being updated and providing similar figures. The RTE found at least four different online spreadsheets in use<sup>48</sup>.

**Finding 29:** Several databases for surge deployments used in parallel contributed to data inconsistency.

**Lesson learnt 29:** Surge coordination could benefit from unified data management and data consistency on surge personnel deployed / available for emergency operations.

- Gaps in availability of expertise (e.g. FACT WASH, FACT Logistics, Field Coordinator, ODiE, and PGI) appeared, resulting in fragmented presence. The operation's leadership took the tactical decision to not deploy 'second-best' profiles and to take the risk of having gaps on the ground until the right profiles were identified.
- The operation lacked technical means of communication in the initial phase, hampering communication from Beira with the 'outside world'. Satellite phones and radios were widely unavailable and might have solved some initial communications issues.

**Finding 30:** During the initial phase of the Idai operation, the response team struggled to communicate with those outside of the affected areas.

**Lesson learnt 30:** Ensure that technical means of communication, such as satellite phones and radios, can be deployed with surge personnel in the immediate emergency phase.

### **Surge deployments not reflecting equal, competency-based access**

IFRC commits to '*deploy the right people and services to the right place at the right time, as local as possible, as global as necessary*', to provide '*equal access to deployment based on competences and availability*', and to '*contribute to capacity building*'<sup>49</sup>. Given these commitments, regional surge capacity has been under-represented in the current operation, and in comparison to other emergency operations in Africa.

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MSM20 was engaged in building sanitation capacities of ORPs for the first rotation, moving to hygiene promotion in its second rotation.

<sup>48</sup> 'Surge Response Matrix', 'Surge Rotation Plan', 'Surge Dashboard' (sourcing data from the 'African Surge deployments database'), and 'Surge Calendar'

<sup>49</sup> Principles of [Surge Optimisation](#)

For (other-than-ERU) surge personnel deployed, the presence of African NSs (4.5%) was limited. African IFRC offices (13.5%) were well represented, mainly in support/management service functions (such as Finance, Logistics and Security). Some delegates deployed through IFRC HQ or other IFRC regions may have African background (no specific data provided), while some delegates deployed by IFRC African Offices originate from other regions. Overall, 'regional background' is not expected to exceed 20% (see Table 7).

For language skills, the percentage of basic to fluent Portuguese speakers amounted to 25.2% of surge personnel (not including ERU delegates<sup>50</sup>). An additional 24.3% of these surge delegates were speaking basic to fluent Spanish (see Table 7).

| Human resource coming from                      | Number    | Percentage of total surge personnel* |
|-------------------------------------------------|-----------|--------------------------------------|
| African NS                                      | 5         | 4.5%                                 |
| IFRC African Offices**                          | 15        | 13.5%                                |
| <b>Subtotal (African NS &amp; IFRC offices)</b> | <b>20</b> | <b>18.0%</b>                         |
| IFRC HQ                                         | 12        | 10.8%                                |
| IFRC Americas, Asia-Pacific, Europe             | 5         | 4.5%                                 |
| PNSs                                            | 74        | 66.6%                                |

| Language skills             | Number    | Percentage of total surge personnel* |
|-----------------------------|-----------|--------------------------------------|
| Portuguese (basic – fluent) | 28        | 25.2%                                |
| Spanish (basic – fluent)    | 27        | 24.3%                                |
| <b>Subtotal</b>             | <b>55</b> | <b>49.5%</b>                         |
| others                      | 56        | 50.5%                                |

*Table 7: cumulative surge personnel deployments (13 March – 5 July 2019), according to 'Surge Response Matrix' and 'African Surge deployments database', not including ERU delegates and ICRC staff*

*\* total surge personnel deployed: 111 persons*

*\*\*not all personnel deploying from African IFRC offices are holding African nations passports*

Surge alerts were issued in Africa and at global level simultaneously (as foreseen in the draft Surge SOPs developed in the Surge Optimisation process). The African Surge 'roster'<sup>51</sup> is currently composed of 536 persons. Informants mention the following contributing factors to the significantly low number of persons deploying from African NSs:

- Required language skills for the operation: The key factor, according to informants, yet only providing partial justification, with more than 50% of other-than-ERU personnel deployed not speaking Portuguese and/or Spanish.
- African resources might have limitations in terms of availability (due to understaffing), which is valid for NSs and as well for African IFRC offices.
- African resources might be exhausted due to other regional deployments, with 9 EA operations (including the Democratic Republic of Congo Ebola operation) and 7 DREF

<sup>50</sup> No figures are provided for ERU delegates

<sup>51</sup> In fact a surge 'register', as opposed to the term 'roster', which foresees certain individuals to be deployed in a certain period of time.

operations ongoing in the region. Yet, only 7 delegates coming from regional NSs are currently deployed in other operations.

- Limited prior exposure, experience or competencies of African surge personnel are considered to be a relevant factor as informants report that regional profiles widely did not match the criteria of the selection matrix applied. However, this operation has the potential to build regional capacities through the deployment of trainees.
- The EA budget foresees financial means for regional deployments, thus missing financial resources are not considered a limiting factor. African surge deployment practice covers delegates through IFRC, thus a potential lack of information for African NS should neither be an issue. However, details on equipping regional delegates (e.g. with IT/Telecom equipment) still need to be solved. The provision of working advances to surge delegates has been made possible with the recent MoU (see *IFRC coordination*), yet this option has not been widely communicated.
- Limited effectiveness of alerts (on the sending ARO and/or the receiving NS / individuals side): the alert modalities for mobilization of regional resources lend themselves as ‘good practice’ (distribution through email to everyone in the roster and NSs, parallel dissemination via public Facebook and twitter accounts). However, it took NSs up to two weeks to respond to alerts.
- A ‘traditional’ Surge mindset, prioritizing ‘western expertise’, might have contributed as a soft factor, especially for ERU deployments.

*“Surge Optimisation has helped to improve the way we work, we now need to fully operationalize it!”*

IFRC stakeholder

The combination of these factors provides a partial, yet still unsatisfactory explanation for the low number of African deployments. Regional NSs have expressed their discontent with the under-utilization of their capacities.

**Finding 31:** Despite existing pool capacity, African regional surge capacities were underrepresented in the Operation (4.5% of delegates coming from African NSs). African IFRC offices’ representation was at scale.

**Lesson learnt 31:** The IFRC commitment to deploy human resources ‘*as local as possible, as global as necessary*’ has not been reflected to the extent possible and requires further dissemination and detailed operationalization (upcoming Surge SOPs) to be put into practice.

ERUs<sup>52</sup> deployed in a ‘traditional’ set-up, mainly comprised of delegates coming from the deploying PNS, and from those PNS partnering to the deployments (as well holding ERUs themselves). The ‘Surge Response Matrix’ only provides evidence for three delegate sourced from other than ERU-holding NSs<sup>53</sup>. With some efforts taken over recent years to integrate regional personnel (e.g. in WASH ERUs, including training of African surge personnel), this can be considered as a set-back for the efforts to integrate regional capacity.

<sup>52</sup> ERU deployments were led by Swiss RC (Logistics), British RC (MSM20), French and Spanish RC (M15), Finnish RC (IT/Telecom), Canadian RC (Emergency Hospital), Danish RC (Relief), Italian RC (Basecamp), and Swedish RC (MSM20)

<sup>53</sup> coming from Magen David Adom (Israel), Panama RC and Lebanese RC

**Finding 32:** ERUs deployed used delegates from the sending PNSs.

**Lesson learnt 32:** Despite earlier efforts taken to integrate regional capacities, the opportunity to deploy ERU-delegates from 'non-ERU-holding' NSs was missed.

### **Piloting of new surge functions / procedures**

The cyclones operation provided the test-bed for piloting several new surge functions, including first time deployments of ODiE, VMiE, MCO and PRD Advisor functions (the latter two discussed above):

The 'Operational development in Emergencies' function deployed in an ad hoc manner, tasked with supporting CVM in OD and CB during the Cyclone Idai operation and to test tools developed in the ongoing 'OD / NSD in Emergencies' project (at HQ level). Despite not being fully implemented (limited HR only allowing for two deployments of about two weeks each), and thus not contributing to coherent OD / NSD to the required extent, the approach complements existing NSD / OD approaches and recommends itself for future integration as a surge tool, when working with HNS with limited capacities or other specific HNS challenges.

Two delegates deployed subsequently in the 'Volunteer Management in Emergencies' function (3 May - 20 June) foreseen to support volunteer recruitment and management (with some prior guidance documents developed by the ODiE function). The function provided added value to CVM's under-developed volunteer management system, facilitating the recruitment and management of new volunteers, and was welcomed by both CVM and IFRC stakeholders. As a follow-up, an effort to provide a volunteer management software is currently ongoing as a Peer-to-Peer initiative. Some issues related to 'old' versus 'new' volunteers (with the prior group's perception of being neglected) and around volunteer 'incentive' (per diem) could not be prevented. The function is recommended as a future surge tool in operations with HNS of limited capacities.

**Finding 33:** The 'Organisational Development in Emergencies', 'Volunteer Management in Emergencies' and 'PRD Advisor' functions provided added value.

**Lesson learnt 33:** Need to further develop the 'OD/NSD in Emergencies framework' and the 'Volunteer Management in Emergencies' and 'PRD Advisor' surge functions, including building expert capacity.

### **Assessment cell**

As well, the AC deployed for the first time. The cell, comprised of four expert functions<sup>54</sup>, implemented the revised 'Leading Emergency Assessment and Planning' (LEAP) approach, which reflects state-of-the-art assessment methodology. Being discussed controversially, its phased approach requires differentiated analysis:

**Initial assessment (Phase 1<sup>55</sup>):** carried out largely through aerial assessments, the initial assessment provided the 'bigger picture' on the situation and was considered vital for strategic decision-making (e.g. definition of operational hubs). The AC's products of Phase 1 served both Movement and external partners. Aerial assessment reports (providing severity grid scoring)<sup>56</sup>, done in a joint inter-agency

<sup>54</sup> Assessment coordinator, information analyst, data collection coordinator, data visualisation officer

<sup>55</sup> The methodology also foresees a pre-disaster risk assessment, based on secondary data analysis, prior to Phase 1.

<sup>56</sup> Aerial assessment tools were widely developed in the process itself.

effort of IFRC with INGC, OCHA/UNDAC, MapAction, REACH and ACAPS, were highly acclaimed by UN and INGO partners as well as Movement leadership functions. External partners referred to the ‘game-changing’ nature of the aerial assessment, opening the GoM’s doors for international assistance. However, technical functions (FACT members) did not value results to the same extent (with some knowledge gaps on the intent of the exercise / the wider LEAP approach).

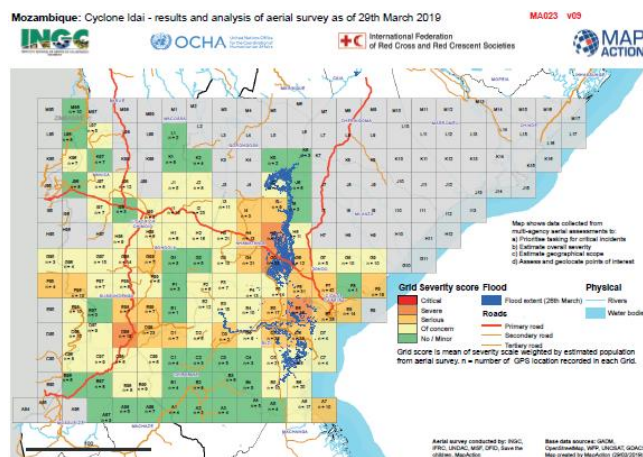


Figure 5: severity grid (‘Cyclone Idai – results and analysis of aerial survey as of 29 March 2019’)

**Rapid Assessment (Phase 2):** Using ‘purposive sampling’, primary<sup>57</sup> and secondary sources, rapid assessments should provide ‘medium granularity’ of information. However, the expectations of stakeholders within and beyond the Movement were not matched, with assessment results considered to be ‘too late’, ‘not answering the questions of sectors’, leaving sectors with the need to still implement their own technical assessments, and a perception of severely limited engagement with sectoral experts.

*“The rapid assessment was an academic exercise, not adding value.”*  
External stakeholder

**In-Depth Assessment (Phase 3):** In fact, this phase turned into an ‘early recovery assessment’, which started approximately one month after the onset with a pilot in a small geographic area<sup>58</sup>. Apparently a turning point in the perception of IFRC sectoral stakeholders, these consider the methodology, implemented as an IFRC effort, as ‘highly integrative’, placing communities (through community engagement and accountability) at the centre, and supporting a multi-sectoral approach for early

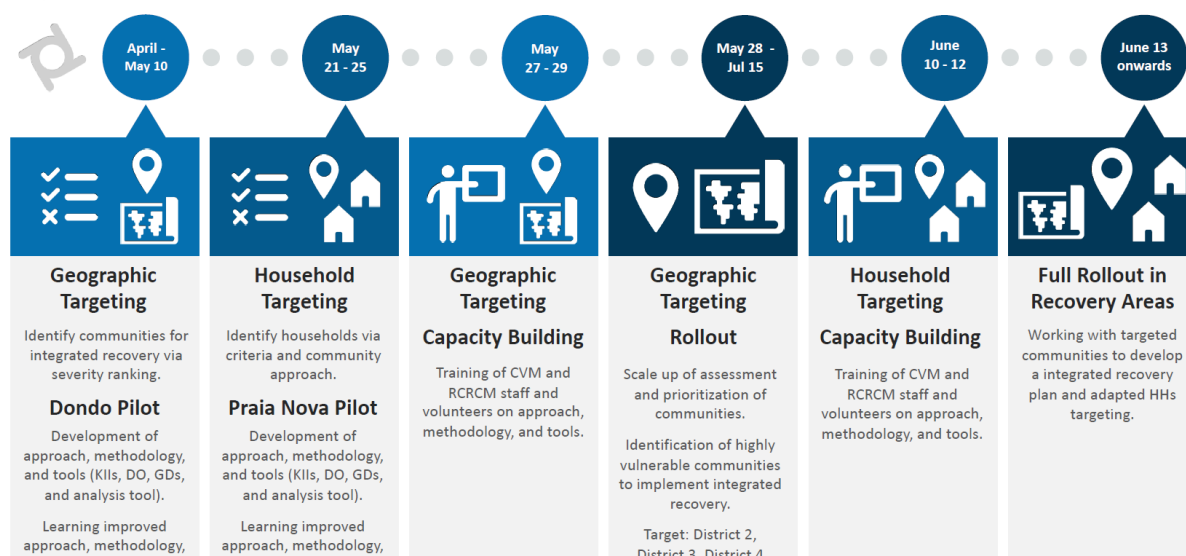


Figure 6: methodology of the recovery assessment, including a pilot

<sup>57</sup> direct observation, key informant Interviews, and focus and community group discussions

<sup>58</sup> Far earlier than other agencies’ early recovery assessments, better reflecting the early turn from relief to recovery.

recovery. Despite the fact that the methodology applied is time-consuming (and delayed against initial planning), IFRC stakeholders are in favour of the systematic and comprehensive approach. The early recovery assessment widely feeds into planning and the current revision of the EPoA. The LEAP approach has not been communicated widely, with many stakeholders stating a lack of clarity regarding its purpose, benefits and limitations.

**Finding 34:** Stakeholders have limited knowledge of the LEAP approach and the assessment cell.

**Lesson learnt 34:** Need to widely disseminate information on the LEAP approach and the assessment cell concept, allowing for clarity on expectations and limitations.

The team working on the LEAP / AC approach is thoroughly and systematically following up on lessons taken from the first deployment, including the systematic cooperation with operational leadership, sectoral coordinators and support/management functions (especially PMER and IM).

**Finding 35:** Ongoing extensive efforts to revise the concept with learnings and good practice from the current deployment.

**Lesson learnt 35:** An upcoming revision needs to integrate sectoral expertise (both in the revision process and in future operations), including role clarity and synergies with leadership and PMER and IM functions.

The inter-agency approach taken at early stages (Phases 1) increased the reputation of IFRC in the humanitarian community. However, other actors in the industry are regularly tasked with / are filling the respective roles (such as OCHA/UNDAC, ACAPS/REACH or MapAction). This results in the key question, whether IFRC should strategically move into inter-agency assessment.

**Finding 36:** The operation provided the space for IFRC to contribute widely to inter-agency assessment at early stages, thereby propelling IFRC to the '*champion's league*' of assessment.

**Lesson learnt 36:** IFRC needs to define the strategic scope of the assessment cell to provide guidance on the future development of the tool (moving to inter-agency level or not).

### **Inclusion of CVM in assessment and planning**

Assessment and planning at early stages was a sole task of Movement Partners, with CVM being 'faced' with pre-final plans to be signed off. The situation slightly improved over time, as one of CVM's operations

*"CVM is almost not existing. IFRC & ICRC did the job."*  
Movement stakeholder

coordinators deployed to Beira became the backbone of field coordination with CVM, also providing some input to planning processes. Involvement of the branches in assessment and decision-making has been limited to data collection activities, once additional volunteer resources were recruited.

While some stakeholders consider this a missed opportunity to get CVM on board, to develop CVM-ownership for the operation and to build capacities, others refer to the humanitarian imperative which dictated the scale and speed of the response, and did not allow for more integration of CVM.

For the future, building operational CVM capacity in their priority sectors will be vital to exit the operation with a NS being stronger than before.



**Finding 37:** CVM engagement in assessment, planning and decision-making has been very limited, despite efforts to include the National Society.

**Lesson learnt 37:** Engagement of a NS with very limited capacities in assessment, planning and decision-making in early stages of disaster response and/or recovery is challenged to function at required capacity level. This should be considered an operational reality. In parallel, support NS development.

#### **Knowledge gaps on project management and support/management service procedures**

Stakeholders mentioned a lack of basic project management skills for some sectoral surge delegates. As well, PMER stakeholders stressed insufficient knowledge of reporting guidelines and tools, which sometimes resulted in delays (due to poor quality of reporting on project indicators). Delegates were at times unaware of finance and procurement procedures (e.g. for procurements requests) and the required time-lines.

**Finding 38:** Inadequate project management skills and limited knowledge of support/management service procedures and tools for sectoral delegates.

**Lesson learnt 38:** Basic understanding of emergency operations as a 'project' and the requirements of processes supporting the operation fosters operational coordination.

Linked to this, there is a risk to not comply with IFRC internal as well as donor requirements (located highest on the risk register). Project managers need to keep track on approved budgets, especially for earmarked funds, to avoid financial loss (write off of funds) and reputational risk. PRD at ARO and HQ levels could support timely re-negotiations with donors, when risks of non-compliance occur.

**Finding 39:** There is a risk of non-compliance with IFRC and donor requirements.

**Lesson learnt 39:** Need for high awareness of project managers to comply with approved budgets, especially for earmarked funds, and early warnings, allowing for timely re-negotiations with donors.

## 4. Recommendations

Good practice and lessons learnt from the Mozambique operation result in six key recommendations, at a more specific level for future Movement activities in the Mozambique context and at a general level for IFRC Secretariat and Movement partners contributing to relevance, efficiency and effectiveness of future emergency operations. The key recommendations and enabling steps, detailing activities to make the recommendations actionable, are described below.

An overview of [key recommendations and enabling steps from the Mozambique operation](#), is presented in Annex 10.

Besides the key recommendations, several other suggestions and their enabling steps have been drawn from the operation in scope, which may improve performance in future IFRC operations. [Annex 11 lists these suggestions and enabling steps](#).

### Recommendation 1: Align all efforts supporting CVM

A unified and comprehensive CVM support strategy needs to be developed by all Movement components, aligning activities in response to the cyclones and CVM's institutional recovery planning in one masterplan and overcoming silo-tendencies. CVM and Movement partners are also called to use the present momentum of the recovery phase to establish presence in inter-agency coordination fora as a humanitarian actor, creating trust by predictable participation, information sharing and positioning the Movement.

#### Suggested Enabling Steps:

- IFRC Mozambique HoCO (once in post) is well-placed to coordinate the development and implementation of the masterplan for CVM support (with short, medium and long-term goals) of all Movement components.
- Key areas of sustainable NSD support should be: leadership development; OD with focus on the areas of HR, Finance, logistics, volunteer management, marketing, and domestic resource mobilization. Sectoral capacity building should focus on the priority areas of interest (soft WASH, soft health, and shelter).
- Consider capacity building for CVM on humanitarian diplomacy, disaster law and RC laws, via regional-level training opportunities.
- Consider the option to embed personnel (IFRC and / or PNS staff) within CVM HQ.
- Given the potential reputational risk, the IFRC's HoCO and the SC Coordinator need to plan with CVM the expectations, ability and resources required for CVM to continue in its co-leadership role of the SC in Mozambique.
- In general, preparedness work with focus on disaster-prone countries should receive higher priority - (Movement) contingency planning and pre-disaster agreements would pave the way towards increased readiness and ease complementarity.

## **Recommendation 2: Ensure continuous and informed strategic leadership presence**

For major disasters in countries with limited HNS capacities or other specific HNS challenges (in absence of a HoCO), IFRC Secretariat needs to ensure constant senior level presence for

- strategic decision-making supporting the HNS (beyond operational strategy covered by a HEOPs)
- coordination with Movement Partners and
- senior representation vis-à-vis external stakeholders.

IFRC should also invest in systematically capitalizing on existing institutional and individual knowledge of Movement partners on country and HNS contexts.

### **Suggested Enabling Steps:**

- IFRC Senior Management & HR should consider the creation of a pool of ‘Emergency Head of Country Office’ profile or other senior representatives (widening the scope of / incentivizing the current HoCO/HoCCST talent pool) and establish an immediate deployment practice.
- Emergency HoCOs could be deployed to the country of emergency or as a backup to the respective CCST (with HoCCST deploying to ‘his/her’ country).
- IFRC HQ needs to systematically include Movement and external coordination expectations in the preparedness and onboarding processes for HoCOs/HoCCSTs and talent pool members.
- To tailor operations to specific contexts, IFRC HQ should explore and introduce good practice models (e.g. in ICRC) for capitalizing on existing institutional and individual knowledge and memory of Movement partners on country and HNS contexts - such as experience from prior operations in country; prior and current projects / programming and assessments (e.g. OCAC, Preparedness for Response, ICRC Safer Access Framework), information from long-term (IFRC Secretariat, ICRC, PNSs) personnel in country. Existing information platforms, such as the [Africa Operations Room](#) (on IFRC GO), providing additional context information, should be integrated into future operations.
- The collected information should also be available for operational leadership in emergency operations (prior to arrival in country).

## **Recommendation 3: Mainstream support/management services**

Building on the momentum of the current operation that saw increased operational engagement of support/management services, yet also ‘old challenges’, IFRC Secretariat is called to increase mutual awareness and understanding of the at times conflicting priorities of operations and support/management services: Emergency operations follow the ‘dogma’ of the humanitarian imperative, while policies and procedures of support/management services are aiming to ‘*safeguard assets and reputation, and ensure compliance*’.

There is a need for specific procedures to apply during the first months (the ‘emergency phase’) of operations. The absence of specific procedures means that IFRC will continue to impact the effectiveness and efficiency of emergency operations.

### **Suggested Enabling Steps:**

- The ‘disconnect’ can only be addressed with IFRC’s senior management’s focus to create sustainable solutions. An organisational ‘will to solve’ discrepancies needs to replace ‘negotiations on procedural details’.

- With all sides referring to ‘their’ respective policies and procedures, jointly re-analyse the recurrent issues of HR, finance, logistics and legal with DCPRR, focussing on the underlying policy reasons for procedures (the ‘why’), thereby increasing mutual understanding. Commit to common goals and timelines for a specific set of for ‘emergency support’ procedures, to be endorsed by senior management. The subsequent development of procedures shall be guided by the overarching need to effectively help the most vulnerable, be owned jointly by involved departments, and build on the experience and results of the ongoing Surge Optimisation process. OIAI might be involved in the process in a steering function.
- Include the relevance of support/management processes, their requirements and basic procedural understanding in the learning and development of sectoral surge delegates (Tier 2 and Tier 3) to increase understanding and effective coordination.
- Systematise the good practice of early deployment of support/management service functions (i.e. established ARO register of support/management service delegates), as well as ‘preventive risk assessments’.
- For large-scale operations consider a ‘system-wide alert’ to prioritize resources and fast-track processes for all IFRC levels and departments.
- Prioritize the development of HR in Emergencies procedures (with ongoing activities in the Surge Optimisation process) for longer term delegates, to reduce the risk of operational deficiencies in the transition period from surge to longer-term staff.
- The pre-deployment MoU on working advances for ERUs and surge personnel currently under development (by legal and finance departments at IFRC HQ) should be communicated widely (by DCPRR) once finalized and be systematically applied in future.

#### **Recommendation 4: Operationalize SMCC**

At present, SMCC efforts are perceived to focus on the relationship between ICRC and IFRC, and much less on other Movement components (particularly HNS and then PNSs). Future efforts are required to chart paths for increased roles of HNSs and then PNSs in the SMCC Plan of Action. The SMCC process requires further operationalization and broader roll-out amongst operational leadership of all Movement components, supporting a ‘coordination mindset’.

##### **Suggested Enabling Steps:**

- In Mozambique-like cases, a kick-off meeting at the onset of an emergency operation should be organized by the HNS (or IFRC Secretariat) to ensure a common understanding (particularly on surge mechanisms/tools, multi- and bi-lateral approaches, including the EA [budget], and clarity on roles and responsibilities) of all Movement components in country.
- Train strategic (HoCO/HOCCST) and operational (Tier 3) IFRC leadership personnel on the SMCC framework to ensure its early incorporation in response operations.
- IFRC Secretariat and ICRC should create a generic set of pre-approved templates (specifically Level 3 Agreement) to roll out the SMCC framework in the field, building on recent examples in Mozambique and other locations. This will contribute to increased efficiency in the SMCC implementation.
- IFRC Secretariat and ICRC need to lighten the approval processes for joint statements and movement coordination agreements, and timeframes should be established for the review process, demonstrating trust in the IFRC and ICRC representatives in country.

- IFRC Secretariat and ICRC should invest in the development of Movement-wide reporting tools (building on existing tools) in the longer run. In the meantime, establish 'light' Movement-wide public information formats (good practice example of July's Movement summary).
- Capture good practices and lessons learnt from Cabo Delgado regarding collaboration, including embedded staff, to build on in similar complex settings.
- IFRC Secretariat and ICRC should review the Movement Coordination Officer's job description, define deployment criteria and develop an expert pool of MCOs.

### **Recommendation 5: Keep investing in external collaboration**

The unprecedented level of external coordination and collaboration at Beira level paid off in terms of reputation, media presence and funding, without negatively impacting the IFRC operation. External coordination should be standard practice for IFRC.

#### **Suggested Enabling Steps:**

- IFRC Secretariat should further invest in developing guidance for IFRC Secretariat and National Society personnel on inter-agency coordination mechanisms and processes to enable confident and relevant engagement. This should also be systematically included in existing trainings.
- IFRC Secretariat, through its COs/CCSTs needs to ensure mentorship where necessary for the HNS's leadership to engage with external operational and strategic decision-making fora to encourage greater ownership and profile for the NS.
- For Mozambique, IFRC PRD with the HoCO should invest in more advocacy with donors on showcasing the RC approach: noting the Donor Advisory Group field trip in November, consider earlier field trips for specific donors (such as OFDA and DFID) to better understand the multisectoral, community focused approach of the recovery phase in the EPoA.

### **Recommendation 6: Refine promising new surge tools**

New Surge tools (the assessment cell and non-'operational' functions) provided added value, with further development required and investment in building expert capacity for more predictable deployments in the future.

#### **Suggested Enabling Steps:**

- Three new surge functions (ODiE, VMiE and PRD Advisor) provided operational added value and are recommended for integration in the Surge 'toolbox', with deployments focusing on emergencies with less strong HNSs. This requires the development of generic job descriptions and deployment criteria by IFRC DCPRR and HR in collaboration with respective units (as for other surge functions). IFRC Secretariat, in cooperation with interested National Societies, is called to invest in expert capacity for surge deployments in these subject matters.
- IFRC Secretariat's ODiE project manager should develop the 'OD/NSD framework' further with a strong focus on practical tools (providing functional solutions rather than 'policy-level' guidance).
- IFRC DCPRR/Senior Management needs to take a timely strategic decision of whether to engage in assessments at inter-agency level or to primarily serve IFRC's operational interest; taking into account that inter-agency engagement is adding reputational value, yet it will not be required in every disaster situation.

- IFRC's (IM and DCPRR) current efforts to update the assessment cell concept with lessons learnt from Mozambique should focus on the less successful 'Phase 2' (rapid assessment). The revision needs to be developed and implemented in collaboration with technical sectors and clarify the systematic cooperation with operational leadership, sectoral coordinators and support/management functions (especially PMER and IM-roles).
- IFRC Secretariat and involved PNSs need to continue building an expert pool of assessment cell functions, with a view to exploring the longer-term feasibility of an 'ERU Assessment and Planning'.

# Annexes

## Annex 1: Methodology and Limitations

The evaluation applied a range of methods allowing for adequate information collection, information analysis and triangulation. All information collected has been documented and coded. Informants have been ensured discretion, thus de-identified information is stored as an ‘information-trail’ and can be provided, if required.

### Inception interviews

To prepare the inception report and arrange the field component of the RTE, the evaluation team conducted a series of inception interviews. Key informants included IFRC leadership and operational personnel. The interviews, documented and coded, formed part of the information used for the evaluation.

The semi-structured interviews used the initial key questions provided in the ToR (see Annex 8) while permitting the probing of specific areas of interest, as well as enabling each person the freedom to contribute additional information.

### Desk-based document review

The evaluation team conducted a comprehensive desk review of secondary literature / documentation. A list of documents consulted for the evaluation is provided in Annex 3. The EMT provided support in locating and compiling these documents. Due to the ongoing collection of documentation, some review activities were carried out during the consultation phase (both remote and in the field).

### Key Informant Interviews (KII)

Based on a mapping of stakeholders, a list of key informants was developed during the inception phase. The EMT was providing support to establish contact / arrangements with some key informants; a majority of arrangements in the field were taken by the RTE team.

The team conducted semi-structured KIIs, using the question guide included in Annex 4. After finalization of the report, the team leader de-identified all interview notes to provide confidentiality for those interviewed. Gender- and entity-specific data on informants is available (see below).

### Group Interviews (GI)

In some cases, the evaluation team took GIs with stakeholders (IFRC delegates, CVM Beira branch volunteers). Care was taken in the selection of people to be interviewed together, as well the lines of questioning, to contribute to the creation of a safe space that enabled open and confidential dialogue. The interview guide (Annex 4) served as guidance for the GIs.

## Survey for Partner National Societies and surge personnel

An online survey on the areas of interest and with the option to include further feedback was shared with PNS stakeholders involved in surge response and returned delegates. The survey allowed for gathering of additional data and inputs from the wider group of interested / involved NS and surge personnel. See Annex 5 for details.

## Field visits and observation

The evaluation team conducted its field visit in Mozambique from 25 June to 6 July in the capital Maputo and in Beira / Sofala province. For details, see Annex 7.

## Coordination with other evaluations

Two PNS-led evaluations, on the deployment of the ERU emergency hospital (led by Canadian RC), and on the ERU MSM20 (jointly done by British and Swedish RC) were ongoing at the time of writing, as well as a UNICEF RTE for Mozambique, Malawi and Zimbabwe. The evaluation teams linked up with the respective evaluation teams to exchange information, findings, and recommendations, as relevant. The RTE team also included findings from the UN-led 'Operational Peer Review'.

## Validation sessions

On 4 July, a participatory workshop on initial findings in Beira was held, attended by CVM, PNSs, INGC and IFRC representatives (ICRC being invited). For details, see Annex 6.

A debriefing session for stakeholders on national level was held in Maputo on 5 July attended by CVM HQ, PNSs, and IFRC stakeholders<sup>59</sup>.

A debriefing session for IFRC stakeholders at global, regional, country-cluster and country level, was held on 24 July at the IFRC HQ in Geneva, facilitated by the RTE team leader and the Geneva-based team member Victoria Stodart<sup>60</sup>.

## Stakeholder feedback

A draft report was submitted to the EMT on 15 July 2019, seeking feedback from key stakeholders until 2 August 2019. The debriefing session for IFRC stakeholders supported the collection of additional feedback.

## Final Report

The final RTE report was submitted on 8 August 2019, six days after receipt of the consolidated feedback from IFRC. For details on the report's composition requirements, see the ToR in Annex 8.

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<sup>59</sup> The debriefing was attended by: CVM Secretary General; CVM Directors of First Aid, Finance, HR, Logistics; CVM Manager Resource Mobilization; country representatives of Belgian RC-Flanders, German RC, Spanish RC; GRC Assistant to CVM Finance; roving Operations Manager IFRC ARO

<sup>60</sup> The debriefing was attended by participants from IFRC HQ and ICRC HQ, and remotely by IFRC colleagues in Mozambique, the CCST (Pretoria) and the ARO (Nairobi).



All products arising from this evaluation are owned by IFRC. Evaluators are only allowed to present any of the analytical results as their / his / her own work, or to make use of the evaluation results for private publication purposes, with prior IFRC authorization in writing.

## Interview statistics

The team consulted 163 informants (female: 44% [n=72], male: 56% [n=91]) in Mozambique, Switzerland (IFRC HQ), Kenya (IFRC RO) and some other countries (for returned delegates) face-to-face; via skype, WhatsApp and telephone; and in an online survey:

| Consultation modality                       | Female    | Male      | Total      |
|---------------------------------------------|-----------|-----------|------------|
| Group Interview                             | 11        | 10        | 21         |
| Face-to-face interview                      | 35        | 40        | 75         |
| Remote interview (Skype / WhatsApp / phone) | 6         | 14        | 20         |
| Online survey                               | 20        | 27        | 47         |
| <b>Total</b>                                | <b>72</b> | <b>91</b> | <b>163</b> |

Table 8: Resource persons consulted by consultation modality and gender (see Annex 2)

| Consulted                                | Female    | Male      | total      |
|------------------------------------------|-----------|-----------|------------|
| CVM                                      | 10        | 15        | 25         |
| IFRC Secretariat                         | 26        | 28        | 54         |
| ICRC                                     | 2         | 3         | 5          |
| PNS<br>(HQ, ERU / RDRT / FACT delegates) | 26        | 30        | 56         |
| GoM                                      | 0         | 4         | 4          |
| UN / INGO                                | 5         | 8         | 13         |
| Consultants                              | 1         | 2         | 3          |
| Others (donors, academia)                | 2         | 1         | 3          |
| <b>Total</b>                             | <b>72</b> | <b>91</b> | <b>163</b> |

Table 9: Resource persons consulted by entity and gender (see Annex 2)

## Limitations

The RTE did not evaluate the impact of the operation, nor examined details of sectoral interventions or individual ERUs in the operation. Bilateral activities of PNSs in response to the cyclones were not in scope of the evaluation, unless affecting the main area of interest (e.g. for the coordination of bilateral programming). As well, the RTE did not evaluate the performance of ICRC, unless related to the areas of focus (e.g. Movement Coordination). Engagement with community groups was not in the purview of this RTE.

Movement response and recovery programming related to the cyclones in neighbouring countries (Zimbabwe and Malawi) were out of scope. The geographic focus of the RTE were the capital level and Sofala province.

Notwithstanding the evaluation's focus on coordination, broader operational and strategic aspects that influenced the operation, were taken into consideration.

## Annex 2: Persons consulted (alphabetic order)

| no | name of source                     | position                                                                      | organization       | gender |
|----|------------------------------------|-------------------------------------------------------------------------------|--------------------|--------|
| 1  | Adesh Tripathee                    | Head of DCPRR, Africa Regional Office                                         | IFRC               | m      |
| 2  | Adriana Estrada                    | FACT food Security and Livelihoods                                            | Spanish Red Cross  | f      |
| 3  | Alberto Cabrera                    | Surge Delegate                                                                | IFRC               | m      |
| 4  | Alfredo Libombo<br>Fernandes Tomas | Secretary General                                                             | CVM                | m      |
| 5  | Ana Hagstrom                       | Team leader                                                                   | Swedish Red Cross  | f      |
| 6  | Angela Eaton                       | Senior Officer, Financial Analysis                                            | IFRC               | f      |
| 7  | Antonio Rafael                     | volunteer                                                                     | CVM                | m      |
| 8  | Antonio Vasco Taerro               | volunteer                                                                     | CVM                | m      |
| 9  | Avisa Viano                        | volunteer                                                                     | CVM                | f      |
| 10 | Babacan Sanoko                     | PSS Delegate                                                                  | IFRC               | m      |
| 11 | Beatriz Reyes Collado              | Post-graduate Coordinator                                                     | Zambeze University | f      |
| 12 | Benoit Carpentier                  | Manager, Strategy and Global Network                                          | IFRC               | m      |
| 13 | Bernd Schell                       | NSD Advisor – OD in Emergencies                                               | IFRC               | m      |
| 14 | Bertrand Rukundo                   | FACT IM                                                                       | Burundi Red Cross  | m      |
| 15 | Carima Julio                       | volunteer                                                                     | CVM                | f      |
| 16 | Carine Malardeau                   | Senior Officer Livelihoods and Food Security (Livelihoods)                    | IFRC               | f      |
| 17 | Carmen Ferrer                      | Operations Manager                                                            | IFRC               | f      |
| 18 | Celia Izquierdo Pérez              | Shelter Delegate                                                              | IFRC               | f      |
| 19 | Charles Wachira                    | Administration Delegate                                                       | IFRC               | m      |
| 20 | Corinna Kreidler                   | Humanitarian Response Manager                                                 | DFID               | f      |
| 21 | Corrie G. Butler                   | Communications Delegate, Africa Regional Office                               | IFRC               | f      |
| 22 | Cristina Estrada                   | Operational Support Lead                                                      | IFRC               | f      |
| 23 | Cynthia Brassard-<br>Boudreau      | Cooperation Coordinator                                                       | ICRC               | f      |
| 24 | Diana Ongiti                       | Emergency Appeals, Senior Officer, PRD                                        | IFRC               | f      |
| 25 | Dipti Hingorani                    | Shelter Coordinator                                                           | IFRC               | f      |
| 26 | Elisa Albina Luis                  | volunteer                                                                     | CVM                | f      |
| 27 | Elmelda Mokaya                     | FACT Finance (3rd rotation)                                                   | IFRC               | f      |
| 28 | Ema Batey                          | National Coordinator COSACA<br>Coordination Unit (Co-Chair HCT)               | COSACA             | f      |
| 29 | Esteban Sacco                      | Coordinator Beira leadership team                                             | OCHA               | m      |
| 30 | Esther Castro Cidre                | Head of Delegation                                                            | Spanish Red Cross  | f      |
| 31 | Eugenia Zoquer<br>Nhore            | volunteer                                                                     | CVM                | f      |
| 32 | Euloge Ishimwe                     | Head of Communications, Africa Regional Office                                | IFRC               | m      |
| 33 | Fatoumata Nafo-<br>Traore          | Director, Africa Regional Office                                              | IFRC               | f      |
| 34 | Felipe Donoso                      | Head of Mission                                                               | ICRC               | m      |
| 35 | Fernando Ferreiro                  | Coordinator Beira                                                             | UN Habitat         | m      |
| 36 | Fidelio de Sousa                   | Director of First Aid                                                         | CVM                | m      |
| 37 | Florent Del Pinto                  | HEOps                                                                         | IFRC               | m      |
| 38 | Francis Salako                     | FACT PMER (3rd rotation)                                                      | IFRC               | m      |
| 39 | Francisco Vassalo<br>Monteiro      | Shelter Cluster Coordinator                                                   | IFRC               | m      |
| 40 | Fred Vamy                          | IT/Telecom Delegate                                                           | IFRC               | m      |
| 41 | Frederic Riopel                    | Shelter Cluster Coordinator                                                   | IFRC               | m      |
| 42 | Gabriela Arenas                    | PRD Advisor                                                                   | IFRC               | f      |
| 43 | Gemma Connell                      | Head of Regional Office for Southern<br>and Eastern Africa (OCHA team leader) | OCHA               | f      |

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| 44 | Giro Jose Custodio              | Provincial Secretary General                                                 | CVM                   | m |
| 45 | Gloria Kunyenga                 | Deputy Ops Manager                                                           | IFRC                  | f |
| 46 | Gwen Eamer                      | Public health in emergencies and complex settings                            | IFRC                  | f |
| 47 | Hanne Roden                     | Head of Office Mozambique                                                    | German Red Cross      | f |
| 48 | Haris Chahur                    | volunteer                                                                    | CVM                   | m |
| 49 | Helen Hawkings                  | FACT WASH Coordinator                                                        | British Red Cross     | f |
| 50 | Hicham Mandoudi                 | Head of Sub-Delegation Beira                                                 | ICRC                  | m |
| 51 | Isabel Domingos                 | volunteer                                                                    | CVM                   | f |
| 52 | Isabelle Granger                | Global Disaster Law Coordinator                                              | IFRC                  | f |
| 53 | Ismael Almera                   | Human Resources                                                              | INGC Sofala           | m |
| 54 | Ivone Muchiri                   | Security Advisor                                                             | IFRC                  | f |
| 55 | Jacinto Moiane                  | Resource Mobilization Manager                                                | CVM                   | m |
| 56 | Jagan Chapagain                 | Under Secretary General, Programmes and Operations                           | IFRC                  | m |
| 57 | Jaime Matola                    | Director of Logistics                                                        | CVM                   | m |
| 58 | Jamie LeSueur                   | roving Operations Manager (FACT TL 1 <sup>st</sup> rotation)                 | IFRC                  | m |
| 59 | Jamile Chequer                  | Cooperation Delegate                                                         | ICRC                  | f |
| 60 | Jesus Trelles                   | WASH Programme Specialist                                                    | UNICEF                | m |
| 61 | Joaquim Cuna                    | Health Coordinator                                                           | CVM                   | m |
| 62 | Jock Baker                      | UNICEF RTE team leader                                                       | Jock Baker Consulting | m |
| 63 | John Skelton                    | PMER Advisor - West and Central Africa (BRC/SRC WASH evaluation team leader) | British Red Cross     | m |
| 64 | Jordan Hesse                    | CVA Coordinator                                                              | Belgium Red Cross     | m |
| 65 | Jose Gordinho                   | branch DRR coordinator                                                       | CVM                   | m |
| 66 | Julio Armando Mondlane          | Operations Coordinator                                                       | CVM                   | m |
| 67 | Karin Manente                   | Head of Office (co-chair HCT)                                                | WFP                   | f |
| 68 | Katharina Schnoering            | Country Representative                                                       | IOM                   | f |
| 69 | Kenneth Yeboah                  | PMER Delegate                                                                | IFRC                  | m |
| 70 | Laura Archer                    | Senior Officer, Emergency Medical Services                                   | IFRC                  | f |
| 71 | Lebogang Siane                  | HR delegate                                                                  | IFRC                  | f |
| 72 | Lisa Akeru                      | Gender & Diversity Coordinator                                               | IFRC                  | f |
| 73 | Lucia Lasso                     | Senior Officer, Global Surge Capacity                                        | IFRC                  | f |
| 74 | Luisa Valentino                 | volunteer                                                                    | CVM                   | f |
| 75 | Luke Caley                      | Information Management Lead                                                  | IFRC                  | m |
| 76 | Mairo R Junior                  | technician                                                                   | INGC Sofala           | m |
| 77 | Manuel Mayinga                  | volunteer                                                                    | CVM                   | m |
| 78 | Marga Ledo                      | Recovery Assessment lead                                                     | IFRC                  | f |
| 79 | Margarita Griffith              | Knowledge Sharing Coordinator (VMiE)                                         | IFRC                  | f |
| 80 | Maria Christina Ormos           | Director of Organisational Development                                       | CVM                   | f |
| 81 | Maria Palava                    | CEA                                                                          | UNICEF                | f |
| 82 | Matheus Bizarria da Silva Souza | CEA Delegate                                                                 | IFRC                  | m |
| 83 | Mattos E. Lemos                 | Director Office for International Relation                                   | Zambeze University    | m |
| 84 | Max Schott                      | Deputy Head of Office - OCHA Somalia (UNDAC team leader)                     | OCHA                  | m |
| 85 | Michael Charles                 | Head of Country Cluster Support Team Southern Africa                         | IFRC                  | m |
| 86 | Mike Janssens                   | Logistics Coordinator                                                        | IFRC                  | m |
| 87 | Muhammad Khaisro Khan           | HR delegate                                                                  | IFRC                  | m |

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| 88  | Naemi Heita              | Regional Disaster Risk Management Coordinator, Southern Africa              | IFRC                                                                                                   | f |
| 89  | Najat Rochdi             | Team Leader Operational Peer Review                                         | IASC Peer-to-Peer Support                                                                              | f |
| 90  | Natalie Edblad           | Field Coordinator                                                           | Swedish Red Cross                                                                                      | f |
| 91  | Neftali Bernabe Munoz    | Food Security and Livelihoods Delegate                                      | IFRC                                                                                                   | m |
| 92  | Nic Parham               | ACAPS (information analyst)                                                 | ACAPS                                                                                                  | m |
| 93  | Noor Khalil              | PMER Delegate (3rd rotation)                                                | Lebanese Red Cross                                                                                     | f |
| 94  | Ombretta Bagio           | CEA Senior Advisor                                                          | IFRC                                                                                                   | f |
| 95  | Pablo Medina             | Global Shelter Cluster (Shelter Cluster delegate)                           | IFRC                                                                                                   | m |
| 96  | Paco Maldonado           | Global Surge Senior Officer                                                 | IFRC                                                                                                   | m |
| 97  | Pascale Meige            | Director, DCPRR                                                             | IFRC                                                                                                   | f |
| 98  | Paulo Tomas              | Provincial Delegate                                                         | INGC Sofala                                                                                            | m |
| 99  | Pedro Matos              | Cluster Lead, leadership cell Beira                                         | WFP                                                                                                    | m |
| 100 | Penny Elghady            | Movement Coordination Officer                                               | British Red Cross                                                                                      | f |
| 101 | Pinto Jornah Mesquita    | volunteer                                                                   | CVM                                                                                                    | m |
| 102 | Rabeca Chalufu           | Director of HR                                                              | CVM                                                                                                    | f |
| 103 | Rabih Al Fakih           | Head of Sector for Africa, Cooperation and Coordination within the Movement | ICRC                                                                                                   | m |
| 104 | Renato F. Solomone       | Engineer (focal point at INGC EOC)                                          | Ministry of Public Works, Housing and Water Resources; Nat. Directorate of Water Supply and Sanitation | m |
| 105 | Rodolfo Bergantino       | FACT PMER (1st and 2nd rotation)                                            | IFRC                                                                                                   | m |
| 106 | Roger Alonso             | FACT Livelihoods                                                            | Swedish Red Cross                                                                                      | m |
| 107 | Samuel Asamoah           | Head of Policy, Strategy and Knowledge, Africa Region                       | IFRC                                                                                                   | m |
| 108 | Sebastian Kachadourian   | Support Services Delegate                                                   | Swedish Red Cross                                                                                      | m |
| 109 | Sebastian Rhodes Stampa  | Deputy Humanitarian Coordinator                                             | OCHA                                                                                                   | m |
| 110 | Titus Queiroz dos Santos | Director of Programmes                                                      | CVM                                                                                                    | m |
| 111 | Trafina Daffa            | HR assistant                                                                | CVM                                                                                                    | f |
| 112 | Vincent Annoni           | Global Coordinator (UNDAC team member)                                      | REACH                                                                                                  | m |
| 113 | William Carter           | Senior Officer Emergency WASH                                               | IFRC                                                                                                   | m |
| 114 | Wouter Rhebergen         | Country Representative                                                      | Belgium Red Cross - Flanders                                                                           | m |
| 115 | Zelia Sebastao           | HR Assistant                                                                | CVM                                                                                                    | f |
| 116 | Zelio Matchebe           | Director Finance and Administration                                         | CVM                                                                                                    | m |

Table 10: Persons consulted for the RTE (not including survey respondents)

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| 106 | WFP, 2019 “Central Mozambique – Access Constraints as of 19 June 2019”, 19 June 2019.                                                                                                                                                                                                                                                |
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Table 11: Documents consulted for the RTE



## Annex 4: Interview / Group Interview Question Guide

Guiding questions were selected and specified to the interviewed persons and their roles and functions as appropriate:

### Secretariat- internal Coordination (S)

1. What is your perspective on the IFRC coordination **across different departments, offices and levels** of the Secretariat (e.g. DCPRR, Communications and PRD teams)?
2. Are procedures of the different layers / in different departments supporting coordination to the extent necessary? – Are **processes** agile and **fit-for-purpose** to support operational delivery? – What could be improved?
3. How did the operation align with **partnerships, communications, resource mobilization and support / management services** teams and strategies?

### Movement-internal Coordination (M)

1. How do you view the coordination system within the wider RCRC Movement (CVM, IFRC, Partner NSs and ICRC)? - Were **partners engaged and integrating** to the level expected?
2. How did **Movement coordination structures** and SMCC SOPs ('response cycle') work in the operation, both in the immediate relief actions and for early recovery measures?
3. Were **roles and responsibilities** clearly defined? - Where actors aware of their roles and responsibilities and able to deliver?
4. What were the needs on field level regarding practical support to foster coordination? - Did the IFRC's Principles and Rules provide applicable guidance? – Was other **guidance used to provide support**?
5. Are the current **data systems and platforms fit-for-purpose** to provide a useful overview of Movement activities?

### External Coordination (E)

1. How has the IFRC **coordinated with external actors**, particularly through CVM/IFRC's co-leadership of the Shelter Cluster, UNDAC, the IASC Clusters, the Humanitarian Country Team, UN agencies, the GoM (especially the INGC), international and domestic military assets, civil protection and international and national humanitarian community (especially COSACA) and the private sector?
2. To what extent did the operation **complement efforts** of other actors including government? – How did efforts of external actors complement the IFRC operation?
3. Which **partnerships** were **most valuable** to support the emergency operation?
4. How has the RCRC Movement **coordinated with donors** to mobilize resources? – What and how were successes achieved? – Which challenges were faced in coordinating and delivering the relevant external interest and support and how were they overcome?
5. How were **communications coordinated** from the outset to ensure clear and coordinated messaging on the RCRC response and to build visibility?

### Coordination and efficiency of Surge deployments (D)

1. What is your perspective on the coordination of the **mobilization of surge tools**, including FACT and ERUs?
2. Were there any **major challenges** with timing and appropriateness of deployments? - If so, what steps have been taken to address these?
3. Have existing **surge SOPs** been applied and respected?
4. Did the Movement's surge capacity **address the needs** of affected communities?
5. Have surge deployments reflected surge optimization commitments to merge regional and global surge capacities and provide **equal, competency-based based access**?
6. How did **surge personnel and ERU teams coordinate with the NS** and address their needs?



7. Have **innovative Surge functions** (such as Organisational Development in Emergencies, Volunteer Management in Emergencies, Movement Coordinator) been useful to the operation? – How did they support the operation? – Are there lessons to be taken for future operations?
8. What are your thoughts on the **coordination of assessments** for this response?
9. Did the first deployment of the **assessment cell add value** to the IFRC response? - What impact did initial and rapid assessments have on positioning the work of the RCRC with other actors?
10. What can be learnt for **future deployments of the assessment cell** (and for the IFRC Surge Optimisation)?
11. How were **needs assessments used to inform or revise the EPoA** as the situation evolved (from the initial life-saving actions through to recovery planning)?
12. Has IFRC **assessment and planning included CVM**? – Did it contribute to the NS's capacity building or disaster preparedness activities (including Forecast-based Actions)?
13. Has the **planning** been done using the **community engagement and accountability approach**? - If not, what were the constraints?

#### Wider risks and challenges (R)

1. In your perspective, what are **serious risks or challenges** facing the operation?
2. Have these critical challenges been **addressed** in a **timely** way? – If so, what are the mitigation measures?
3. Do relevant **risks or bottlenecks remain**? – Are there plans / ideas to address these?
4. What **compliance systems** are in place and are they **effective**?
5. Has the IFRC Secretariat anticipated **risks to the NS** and what risk mitigation strategies have been put in place?

## Annex 5: Survey questions for PNSs and surge personnel

The online-survey as below was circulated via the Surge team in Geneva, using a mailing list including operational surge contacts (approx. 250 recipients). In addition to answering quantitative questions, the 47 respondents completing the survey provided 163 relevant narrative comments taken into account for the analysis.

#### **Introduction text:**

Dear colleagues,

Please find below some questions related to the timeliness, effectiveness and efficiency of coordination in the Red Cross and Red Crescent Mozambique Cyclones Idai and Kenneth operation. This survey is intended for personnel working within surge roles within Partner National Societies involved in the Mozambique operation and returned personnel who were deployed to the operation.

This survey focuses on coordination within the Secretariat, in the Movement components in country and with external actors. There is also a section on coordination and efficiency of surge deployments, and on risks and challenges for the wider operation. At the end of the survey, there is a general comments section for feedback that is outside these subject areas.

All questions are optional - you only need to answer the questions where you have experience or an opinion to share. By providing information about your name and role, you help us to understand the context of your comments. All comments will be de-identified by the review team in order to protect your confidentiality (only gender, rotation and NS / IFRC affiliation is maintained).

This survey will take approximately 10-15 minutes.

For more information, please refer to Juergen Hoegl (juergen.hoegl@gmail.com), team-leader for the evaluation team, or Marie Manrique (marie.manrique@ifrc.org), evaluation team member.

Many thanks for your time. Please provide your feedback by 30 June 2019.

Juergen, Marie, Sammy and Victoria (evaluation team)

### Survey questions:

- 1) Your name: [text]
- 2) National Society / IFRC office: [text]
- 3) Your role - in relation to the Mozambique Operation: [text]
- 4) your sex: [text]
- 5) for Surge personnel: number of prior international missions: [number]
- 6) for Surge personnel: number of your rotation: [number]
- 7) Email (Please include your email address in case we have any further questions for you): [text]

#### Secretariat-Internal Coordination

- 8) What is your perspective on internal coordination across different departments, offices and levels of the Secretariat? [tick-box]
  - a) Not at all coordinated
  - b) Somewhat coordinated
  - c) Sufficiently coordinated
  - d) Extremely well coordinated
- 9) Comments: [text]
- 10) Are the Secretariat-internal processes and procedures agile and fit-for-purpose to support operational delivery? – What could be improved? [text]

#### Movement Coordination

- 11) How did you perceive the coordination within the wider RCRC Movement (Mozambique Red Cross, IFRC, Partner NSs and ICRC)?
  - a. Not coordinated / engaged
  - b. Somewhat coordinated / engaged
  - c. Sufficiently coordinated / engaged
  - d. Extremely coordinated / engaged
- 12) Comments: [text]
- 13) Are the current Information Management tools (data systems and platforms) suitable to provide a useful overview of Movement activities? [tick-box]
  - a) Not at all suitable
  - b) Somewhat suitable
  - c) Sufficiently suitable
  - d) Extremely suitable

- 14) Comments: [text]

#### External Coordination

- 15) How has the IFRC coordinated with external actors (e.g. UNDAC, the Cluster System, UN agencies, governmental agencies, international and domestic military assets), and international and national humanitarian community? [tick-box]
  - a) Not at all coordinated
  - b) Somewhat coordinated
  - c) Sufficiently coordinated
  - d) Extremely well coordinated

- 16) Comments: [text]

#### Coordination and efficiency of Surge deployments

- 17) What is your perspective of the coordination of the mobilization of Surge tools (including FACT, RDRT and ERUs)? [tick-box]
  - a) Not at all coordinated
  - b) Somewhat coordinated
  - c) Sufficiently coordinated
  - d) Extremely well coordinated

- 18) Comments [text]

- 19) How did the Movement's surge capacity perform in addressing the needs of affected communities?

- a) needs hardly addressed [tick-box]
  - b) needs somewhat addressed
  - c) needs sufficiently addressed
  - d) needs addressed extremely well
- 20) Comments [text]
- 21) Were there any major challenges with timing and appropriateness of deployments? - If so, what steps could be taken to overcome these challenges? [text]
- 22) Have surge deployments reflected surge optimization commitments to merge regional and global surge capacities and provided equal, competency-based based access? [tick-box]
- a. Not reflected at all
  - b. Somewhat reflected
  - c. Sufficiently reflected
  - d. Extremely well reflected
- 23) Comments [text]
- 24) In your perspective, was the number of surge personnel from the African region and/or with Portuguese (or Spanish) language skills adequate? [tick-box]
- a. Not adequate at all
  - b. Somewhat adequate
  - c. Adequate
  - d. More than adequate
- 25) Comments [text]
- 26) How do you consider the coordination between surge (including ERU) personnel and the Mozambique Red Cross? [tick-box]
- a) Not coordinated
  - b) Somewhat coordinated
  - c) Sufficiently coordinated
  - d) extremely well coordinated
- 27) Comments [text]
- 28) What are your thoughts on the coordination of assessments for this response? [text]
- 29) Did the first deployment of an 'assessment cell' add value to the IFRC operation? - What impact did initial and rapid assessments have on positioning the work of the RCRC with others? [text]
- Risks and challenges for the operation
- 30) What are critical risks / challenges for the wider operation? – If they have been addressed, explain how. If not, what mitigation measures would you suggest? [text]
- 31) Do relevant risks or bottlenecks remain? –Are there plans / ideas to address these? [text]
- General comments
- 32) What has been working well in the Mozambique operation? [text]
- 33) What requires improvement in the Mozambique operation? [text]
- 34) Other comments [text]

## Annex 6: Beira validation workshop

A validation workshop was held in Beira (Hotel JD'Sousa) on Thursday, 4 July (0900 – 1100 am), in English and Portuguese/Spanish with 21 participants from CVM, INGC, IFRC and PNSs, to:

- Clarify and validate the data collected
- Share initial findings and solicit further information to strengthen findings
- Collectively create, test and fine-tune recommendations
- Foster ownership among the operational personnel to improve and strengthen programming, based upon evidence collected during the evaluation.

**Participants:**

| no | name                            | organization       | position                     | gender |
|----|---------------------------------|--------------------|------------------------------|--------|
| 1  | Ana Hagstrom                    | Swedish Red Cross  | Team leader MSM20            | f      |
| 2  | Babacan Sanoko                  | IFRC               | PSS Delegate                 | m      |
| 3  | Bertrand Rukundo                | Burundi Red Cross  | FACT IM                      | m      |
| 4  | Carmen Ferrer                   | IFRC               | Operations Manager           | f      |
| 5  | Charles Wachira                 | IFRC               | Administration Delegate      | m      |
| 6  | Elmelda Mokaya                  | IFRC               | FACT Finance                 | f      |
| 7  | Fred Vamy                       | IFRC               | IT/Telecom Delegate          | m      |
| 8  | Frederic Riopel                 | IFRC               | Shelter Cluster Coordinator  | m      |
| 9  | Giro Jose Custodio              | CVM                | Provincial Secretary General | m      |
| 10 | Gloria Kunyenga                 | IFRC               | Deputy Ops Manager           | f      |
| 11 | Ivone Muchiri                   | IFRC               | Security Advisor             | f      |
| 12 | Juergen Hoegl                   |                    | RTE                          | m      |
| 13 | Julio Armando Mondlane          | CVM                | Operations Coordinator       | m      |
| 14 | Kenneth Yeboah                  | IFRC               | PMER Delegate                | m      |
| 15 | Mairo R Junior                  | INGC Sofala        | technician                   | m      |
| 16 | Marga Ledo                      | IFRC               | Recovery Assessment lead     | f      |
| 17 | Marie Manrique                  |                    | RTE                          | f      |
| 18 | Matheus Bizarria da Silva Souza | IFRC               | CEA Delegate                 | m      |
| 19 | Mike Janssens                   | IFRC               | Logistics Coordinator        | m      |
| 20 | Muhammad Khaisro Khan           | IFRC               | HR delegate                  | m      |
| 21 | Noor Khalil                     | Lebanese Red Cross | PMER Delegate                | f      |

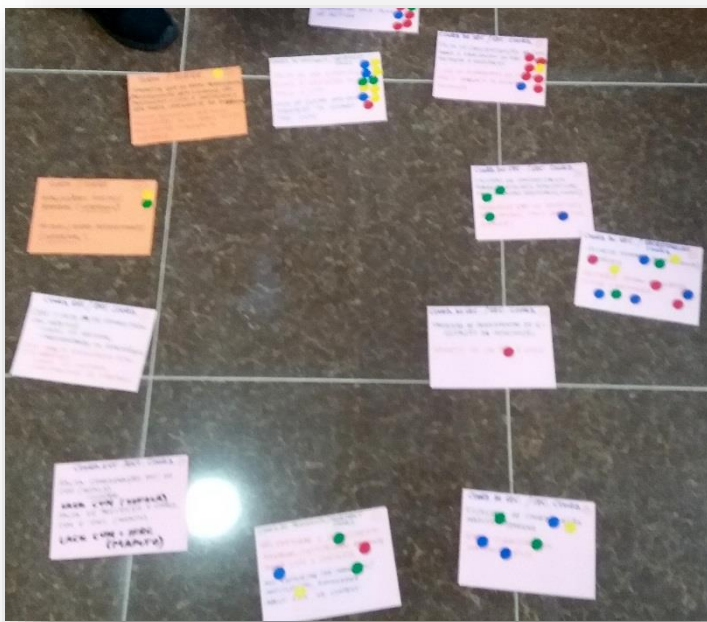
Table 12: Validation Workshop Beira: participants

**Workshop agenda:**

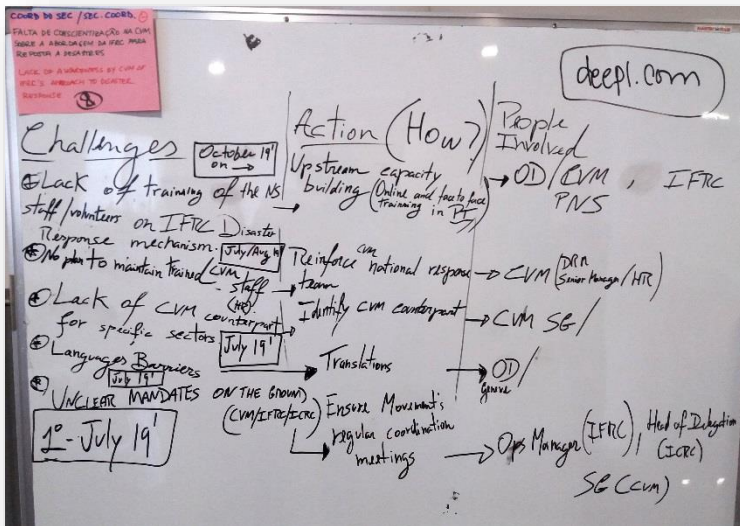
| time  | session                                         | responsible                                             |
|-------|-------------------------------------------------|---------------------------------------------------------|
| 09:00 | Welcome -Opening Remarks                        | Giro José Custodio, Secretario Provincial CVM           |
|       | Boas-vindas - Comentários de Abertura           | Carmen Ferrer, Operations Manager IFRC                  |
| 09:10 | RTE explanation                                 | Juergen Hoegl                                           |
|       | Explicação da ATR                               |                                                         |
| 09:20 | Introductions of participants                   | Marie Manrique                                          |
|       | Apresentações dos participantes                 |                                                         |
| 09:30 | Presentation of Findings                        | Juergen Hoegl                                           |
|       | Apresentações dos constatações                  |                                                         |
| 09:45 | Prioritization of Challenges                    | Marie Manrique                                          |
|       | Priorização de Desafios                         |                                                         |
| 09:55 | Group work: - Necessary actions / steps         | Everyone / Todos-Todas                                  |
|       | Trabalho em grupo: - Ações / etapas necessárias |                                                         |
| 10:30 | House visits                                    | Everyone / Todos-Todas<br>Marie Manrique, Juergen Hoegl |
|       | Visitas domiciliárias                           |                                                         |
| 10:55 | Next steps - Closing remarks                    | Marie Manrique                                          |
|       | Próximas etapas - observações finais            |                                                         |

Table 13: Validation Workshop Beira: agenda

Impressions from the Beira workshop:







UNSTABLE HUMAN RESOURCES (SURGE + RECOVERY) CHALLENGES

AUSÊNCIA DE UM PLANO DE AÇÃO UNICO

ABSENCE OF ONE PLAN OF ACTION (13)

1. COMMUNICATION TO ALL MOV. PARTNERS → REQUEST 1 PLAN OF ACTION (Mov. wide) BY: 4th JULY → IFRC Ops Manager
2. Submission to CVM (Ops Coord) by 10th July 2019.
3. CVM (Ops Coord) to share Consolidated draft by 12th July 19
4. Workshop to discuss and agree on the draft on 16th July 2019
5. Taskforce to finalise the agreed draft by 18th July 2019
6. Approval to be done by 18th July 2019.
7. Present the Consolidated plan with the Govt. of Mozambique on 19th July 19

Actions

- 1 → All move actors to come up with their indiv plans. i.e. IFRC OR Mover
  - PNS
  - IFRC
  - ICRC
- 2 → CVM will be the lead in consolidation of all the plans with support from the other move partners.
- 3 → CVM shares the draft Consolidatory plan with all
- 4 → CVM to organize a workshop to discuss and agree on the plan.
- 5 → A taskforce appointed to finalize draft for validation
- 6 → The doc is approved and disseminated (internally & externally)
- 7 → Share the plan with the Govt of Mozambique

ACTIONS / STEPS NEEDED

1. Develop a Pool - Technical sectors DC PRR Training-FACT
2. Minimum of 2 months - HoCCST / HoCO / Line Manager NS-SG

\* Ensure Contract covers the possibility of short-term deployments on short notice

## Annex 7: Field visit schedule

| Day                     | Activity                                                                                          |
|-------------------------|---------------------------------------------------------------------------------------------------|
| Tuesday, 25 June 2019   | arrival Maputo (Marie, Victoria, Juergen)                                                         |
| Wednesday, 26 June 2019 | interviews Maputo                                                                                 |
| Thursday, 27 June 2019  | interviews Maputo, work on report, arrival Sammy                                                  |
| Friday, 28 June 2019    | interviews Maputo                                                                                 |
| Saturday, 29 June 2019  | travel to Beira, security briefing, interviews Beira                                              |
| Sunday, 30 June 2019    | interviews Beira, work on report                                                                  |
| Monday, 1 July 2019     | interviews Beira, work on report                                                                  |
| Tuesday, 2 July 2019    | interviews Beira, work on report                                                                  |
| Wednesday, 3 July 2019  | interviews Beira, work on report, travel to Maputo (Victoria, Sammy)                              |
| Thursday, 4 July 2019   | interviews Beira and Maputo, workshop Beira, travel to Maputo (Marie and Juergen), work on report |
| Friday, 5 July 2019     | debriefing Maputo, interviews Maputo, departure Victoria                                          |
| Saturday, 6 July 2019   | departure Maputo (Marie, Sammy, Juergen)                                                          |

*Table 14: Summary of daily field movements (25 June - 6 July 2019)*

## Annex 8: Terms of Reference

# TERMS of REFERENCE REAL TIME EVALUATION RESPONSE TO TROPICAL CYCLONE IDAI AND FLOODING MOZAMBIQUE

### 1. SUMMARY

- a. **Purpose:** The RTE seeks to assess the successes and challenges for the IFRC's coordination and management systems, during the response to Tropical Cyclone Idai and flooding in Mozambique. This will take into account the scope and scale of both the relief and early recovery activities and provide a snapshot of the current situation. It will also provide real-time feedback on internal Movement and external coordination, including the coordination of surge deployments, field assessments and response planning. The aim is to improve learning around the operation and to provide recommendations to inform the future response and recovery activities.
- b. **Audience:** This RTE will be used by the IFRC and partners, both Movement and external partners, in Mozambique, and by the IFRC CCST, the Regional Office and by the HQ in Geneva. It will also be available to RC/RC stakeholders and external partners involved in the Mozambique response via the IFRC public website.
- c. **Commissioners:** This RTE has been commissioned by the IFRC Regional Director for Africa and the USG, Programmes and Operations Division, in Geneva
- d. **Reports to:** The RTE team leader will report to a 3-person evaluation management team (EMT) comprised of one representative from the country/CCST, Regional and Geneva levels of the Secretariat (e.g. DCPRR, PMER etc.).
- e. **Duration:** Approximately 30 working days, with up to 10 - 15 of these in the field.
- f. **Timeframe:** Between mid-May – end-June 2019
- g. **Location:** Mozambique, Nairobi, and Geneva

### 2. BACKGROUND

Tropical Cyclone Idai made landfall on the evening of 15 March 2019 in the port city of Beira, located in Sofala Province of Central Mozambique. The cyclone wreaked havoc on Beira and surrounding areas, resulting in loss of life and injury, and to the major damage and destruction of homes, health and WASH facilities, and communications and other infrastructure. More than 750,000 hectares of standing crops were destroyed. Mozambique's National Disaster Management Institute (INGC) indicates that a total of 1.5 million people were affected. At the peak of the crisis, more than 140,000 people were displaced, sheltering with family or in accommodation centres, set up by the Government of Mozambique (GoM).

On 19 March 2019, the GoM declared a national emergency and formally requested international assistance and a few days later, the Ministry of Health declared an outbreak of cholera. Subsequently, on 25 April, a second Tropical Cyclone – Kenneth – hit the north-east of the country, causing further damage. Prior to the cyclone making landfall in Mozambique, CVM had activated its staff and volunteers to conduct early warning and early actions to prepare communities. In the immediate aftermath of the disaster, focus was on search and rescue and is now on relief and recovery interventions in the areas of health, WASH and shelter. CVM mobilized 100 volunteers in five districts of Zambezia, 97 volunteers in four districts of Tete, 28 volunteers in Chimoio city and Gondola district, and 122 volunteers in Beira city, bringing the total to 347 volunteers engaged to date. To date, the



volunteers have supported search and rescue, multi-sectoral assessments, distributions of NFIs, accommodation centres, first aid at health centres and health and hygiene promotion in accommodation centres, to prevent water and sanitation related diseases. A CVM technical field team has also been mobilized including Disaster Management, finance, WASH, health, shelter and Planning Monitoring Evaluation and Reporting (PMER) profiles.

A RCRC multi-sectoral assessment cell has been supporting the assessments from the first days, comprised of IFRC surge personnel trained in assessment data collection, analysis and visualization. This team –now in its second rotation- continues to assess the needs of the affected population, particularly in the hard to reach areas and to support the set up the operation. After conducting inter-sectoral rapid, aerial and technical assessments, the team is now coordinating with IFRC technical leads and CVM to conduct a recovery assessment, as well as a beneficiary targeting and validation process.

More than 140 surge deployments have been mobilized during the first month of the operation, including 75 FACT team members and 8 ERUs through the IFRC network to respond to immediate lifesaving needs. Relief items have been rapidly brought, including by plane from a warehouse in La Reunion through the IFRC/French Red Cross Indian Ocean Regional Intervention Platform (PIROI). Prior to the cyclone hitting, NFIs were prepositioned in the area and have subsequently been distributed to affected communities by CVM. Closing the first month of the response almost 3,000 households have received shelter tool kits, tarpaulins and essential household items, distributed by Red Cross volunteers, providing families with protection from the elements and some degree of privacy, dignity and shelter. In addition, more than 13,000 people have been reached with WASH assistance, including hygiene promotion, sanitation facilities and safe water distribution. While more than 1,000 people have been reached through Oral Rehydration Points (ORPs) and 169 admitted to the Canadian and Finnish emergency hospital ERU.

The IFRC launched its Emergency Appeal for the Mozambique response on 19 March 2019 and subsequently revised it on 25 March to CHF 31 million, to assist 200,000 people affected by the cyclone and subsequent flooding. CVM, supported by the IFRC, also co-convenes the Emergency Shelter Cluster with the Government of Mozambique. In early May, the IFRC has revised its Emergency Appeal up to CHF 32 million to include the response to Tropical Cyclone Kenneth in the north-east of the country, in coordination with Movement partners, including the ICRC, operating in the affected area of Cabo Delgado. IFRC, through global and regional offices, has mobilized three Shelter Cluster Coordinators (including a technical coordinator) and information management support.

The overall strategy of CVM and IFRC operation is to ensure that the urgent and priority needs are met as soon as possible, but are working concurrently to ensure that a thorough recovery assessment and planning process is carried out to help build the resilience of people affected. A recovery strategy is already drafted, and is guiding the recovery assessment to ensure that support for recovery is included from early on and integrates approaches across all sectors, including risk reduction and resilience building. For early recovery, the objective is to focus on community and neighbourhood levels, to facilitate the safe return of the affected population to their own land and to safeguard their resilience. This assessment will inform a comprehensive revision of the Plan of Action. This will also include an integrated beneficiary selection approach for the recovery planning by shelter, health, livelihoods and WASH sectors, analysis of the use of cash and voucher assistance (CVA), as well as a strong component supporting CVM capacity strengthening and ND development, at HQ and provincial branch levels.

### **3. EVALUATION PURPOSE AND SCOPE**

The IFRC is holding this RTE because of its commitment to carrying out a high-quality operation in Mozambique, and to accountability to both people being assisted and to donors and to learning to improve the relevance, efficiency and effectiveness of the evolving response and recovery activities. Due to the scale of the disaster, the number of internal RCRC and external actors in Mozambique and the need for effective management and coordination, this RTE will focus on the coordination of the response, including internal coordination between Movement partners (CVM, IFRC and ICRC) and external coordination with other actors, including the Government, UN agencies, military actors, INGOs / NGOs etc.,

This RTE is being carried out to evaluate the response operation to date and will take stock of lessons, in order to learn and inform the ongoing response and recovery activities. The evaluation scope will:

1. To examine the efficiency and effectiveness of the management and coordination systems used by the IFRC Secretariat at all levels and highlight any successes or gaps. The RTE will feed back real-time findings and recommendations to managers at field, region and HQ levels, to inform decision-making, assist with the adaptation of operational strategies and help to improve management and coordination across all levels. This will be relevant for the current operation, for future recovery planning and delivery, and to prepare for any future disasters to hit Mozambique.
2. To focus on the combined Movement response (CVM, IFRC, partner NSs and ICRC), and the effectiveness and efficiency of Movement coordination, from the onset until the time the evaluation team arrives in Mozambique.
3. To evaluate engagement with external actors, including government, UN, international and national military and other international and national actors, to assess and explore what has worked well, what could be improved and what additional synergies can be developed, building on existing engagement with partners.
4. To review the timeliness, effective and relevance of the assessment, planning and follow up of the response, examining how these systems were put in place from the outset, how they adapted as the context / needs evolved and how they supported delivery.
5. To examine the timeliness, efficiency and effectiveness of surge deployments, including ERUs and to understand whether the set-up of the surge support was appropriate. The findings and learnings from this would inform the current and future operations and help improve the relevance and appropriateness in utilization of surge tools.
6. To consider the wider risks facing the response and recommend anticipatory actions.

The RTE will not at this point focus on the impact of the operation, nor will it look into the details of the work of each sector of the operation or individual ERU (there will be a separate review of the ERU work), but will rather focus on the overall timeliness, efficiency, effectiveness, and relevance of the work done so far. The RTE team will focus on an overview of the operational areas, to see what has worked well, what has not worked well and what lessons can be learned for the future of the operation, including for the recovery and rehabilitation work.

Geographically, the RTE will focus on the areas of Beira, Dondo, Buzi, and Chimio as well as the capital, Maputo, although areas can be included or not, depending on the time available, the focus of the evaluation and the access to those areas.

### **4. EVALUATION KEY QUESTIONS**

The RTE will focus on the following key areas and questions. There is list of questions is not exhaustive and the team should use them as a guide and adapt them to the situation on the ground as needed:

### Internal Secretariat Coordination

- How effectively and efficiently has the IFRC coordinated across the different teams, offices and levels of the Secretariat (e.g. DCPRR, Communications and PRD teams)?
- How well did the operation align with partnerships, communications resource mobilization and support / management services teams and strategies?
- How well has the operation monitored or ensured the Code of Conduct?

### Internal Movement Coordination

- How timely, efficient and effective was the coordination system within the wider RCRC Movement (CVM, IFRC, partner NSs and ICRC)? Were partners fully engaged in the response?
- How well has the Movement coordination structure and SMCC SOPs (“response cycle”) worked in this operation, both for immediate, life-saving actions and early recovery measures. Were the roles, responsibilities and expectations at all levels clearly outlined and delivered??
- How useful were the IFRC’s Principles and Rules and what did the field need in terms of practical support to aid coordination?
- How fit-for-purpose are the current data systems, standards and platforms in terms of providing an overview of Movement activities?

### External Coordination

- How effectively has the IFRC coordinated with external actors, particularly the UN (the Cluster system, UNDAC), the GoM, international and domestic military assets, civil protection and international and national humanitarian community?
- To what extent did the intervention complement efforts of other actors including government? Which partnerships were of most value in supporting efficient and effective emergency operations?
- How effectively has the RCRC Movement coordinated with donors to mobilize resources? What challenges were faced in coordinating and delivering the relevant external interest and support?
- How effectively were communications coordinated from the outset to ensure clear and coordinated messaging on the RCRC response and to build visibility?

### Assessment and planning systems

- How timely and effective has the coordination of the assessment cell been for this response? What have we learnt for future deployments and for the IFRC Surge Optimisation process?
- To what extent was the first deployment of the cell value-added for the IFRC response e.g. what impact did initial and rapid assessments have on positioning the work of the RCRC with others?
- To what extent have plans been developed through coordinated, participatory engagement with communities and if not, what were the constraints?
- How far has IFRC assessment and planning included CVM and contributed to the NS’s capacity building or disaster preparedness activities (including Forecast-based Financing)?
- How were needs assessments used to inform or adapt the EPoA as the situation evolved from the initial search and rescue/emergency actions through to recovery planning? To what extent has community engagement and local participation informed recovery planning?

### Coordination and efficiency of the global tools deployment

- How timely, efficient and effective was the coordination of the large-scale mobilization of the global tools, including FACT and ERUs? How well did whole Movement’s surge capacity perform in addressing the needs of affected communities?

- How well have the existing surge SOPs been applied and respected in this response and were there any major challenges with the timeliness, efficiency and effectiveness of the deployment? If so, what steps have been taken to address these?
- Has progress been made in surge deployments, against surge optimization commitments to merge regional and global surge team recruitment on equal, competency-based based availability?
- How well did surge personnel and ERU teams coordinate with the NS and address their needs?

#### Wider risks and challenges

- Taking a snapshot of the situation in Mozambique, what are the most serious risks or challenges facing the operation?
  - To what extent have these critical gaps already been identified and addressed in a timely way?
  - What gaps or bottlenecks remain? Are there plans in place to address these or are these still areas that need to be addressed?
  - What compliance systems are in place and how well are they working?
- How well has the IFRC Secretariat anticipated risks to the NS and what risk mitigation strategies have been put in place?

## **5. TEAM AND METHODOLOGY**

The team will comprise the following members, identified through due selection process:

- A team leader / external consultant
- One to two team members from within the RCRC Movement
- Gender and diversity will be considered when forming the team.
- Team members should have adequate understanding and familiarity of Africa operational contexts

The team will be fully briefed by staff in Geneva, Nairobi and on arrival in Maputo. During the course of the RTE, the team will fully engage with staff from the in-country management team and CVM managers, and will keep the management teams informed of progress or any arising issues. They will abide by all necessary security rules.

The team will carry out the RTE through a series of approaches, including:

- Secondary data analysis (the Mozambique Surge PMER delegate is compiling the recommended secondary data online)
- Key informant interviews with key RCRC and external stakeholders in country and at CCST, Regional and Geneva levels, including interviews with key delegates involved in the earlier stages of the response. The EMT will set up an initial draft list of KIIs to guide the RTE team and to ensure there is a good representation of KIIs across the timeframe and range of the response.
- Meetings and focus group discussions with RCRC and external actors, including CVM volunteers, PNS in-country, etc. The RTE will not have the time or scope to properly engage with community groups.
- An online survey or skype interviews for key delegates who have left the operation (plus interviews with a target number of delegates from the earlier response, as outlined above)

The team will be sensitive to the significant workload of the various teams and ensure that demands on are kept to a minimum. One or two people will be earmarked to support the RTE team on practical matters in country and in Nairobi and Geneva, as necessary, but while in-country, the team should aim to be as self-sufficient as possible.

The RTE forms part of the overall monitoring, review and evaluation processes that have been designed to support the Mozambique response and should be aware of these processes and relevant findings (e.g. end-of-mission reports / debriefs). The team should also look at the current work of the Recovery Assessment and related planning.

The RTE team will report its preliminary findings to the in-country team in Mozambique, through a participatory meeting or workshop before leaving the country and will provide a debrief to the Africa Regional Office and Geneva HQ immediately on return, either in person or virtually.

A management team will be set up to manage and support the RTE. It will comprise 3 representatives – one from Country level, one from Regional level and one from Geneva. This can include representatives of the DCPRR, PMER / Partnerships or other teams. The RTE will discuss the initial scope, workplan and practicalities of the RTE with the management team, and the management team will support the RTE team with the evaluation process and logistics, as required. The management team will also support and oversee the drafting, feedback and finalization of the final report and management response. The final report and management response will be shared on the IFRC public website, in line with IFRC evaluation policy.

## **6. EVALUATION DELIVERABLES**

The RTE team will deliver the following:

*Inception Report* – The inception report be a scoping exercise for the RTE and will include the proposed methodologies, data collection and reporting plans with draft data collection tools such as interview guides, the allocation of roles and responsibilities within the team, a timeframe with firm dates for deliverables, and the travel and logistical arrangements for the team. The scoping exercise can include interviews with key stakeholders and will allow the team to gather initial information and draw first impressions of key issues to be covered.

*Debriefings / feedback to management at all levels* – The team will report its preliminary findings to the in-country team before leaving the country, ideally in a participatory meeting or workshop, and will debrief with the Regional Office and Geneva HQ, either in person or virtually, depending on the time available. This will allow all three levels to take on board any pertinent comments and to make any corrections or additions to the findings, as required.

*Final participatory workshop* – The team will hold an interactive and participatory workshop in-country, at the end of the field visit, to help clarify and validate the data collected and to develop joint, cross-functional recommendations for the way the forward.

*Draft report* – A draft report, identifying key findings, lessons and recommendations for the current and future operation, will be submitted within one week of the consultant's return from the field. The Country/CCST, Region and Geneva management will have one week to comment.

*Final report* – The final report will contain a short executive summary (no more than 1,000 words) and a main body of the report (no more than 10,000 words) covering the background of the intervention evaluated, a description of the evaluation methods and limitations, findings, conclusions, lessons

learned, clear recommendations. It will contain appropriate appendices, including a copy of the ToR, cited resources or bibliography, a list of those interviewed, and any other relevant materials.

The final report will be submitted one week after receipt of the consolidated management feedback, and the report will then be finalized by the EMT and validated by the Commissioners (Regional Director Africa and USG Programmes & Operations). Once validated, it will be shared with IFRC senior management, wider IFRC and Movement stakeholders and will be posted on the IFRC public website to be shared with wider internal and external audiences, as per IFRC evaluation policy.

There will also be a management response (although this is outside this TOR) and the IFRC at all levels (Country Office/CCST, Regional Office and Geneva) will respond to the RTE's recommendations, identifying specific actions and deadlines for follow up action.

All products arising from this evaluation will be owned by the IFRC. The team leader and / or members will not be allowed, without prior authorization in writing, to present any of the analytical results as his or her own work or to make use of the evaluation results for private publication purposes.

## 7. EVALUATION MANAGEMENT and TIMETABLE

The RTE has been commissioned by the Regional Director of Africa and the USG Programmes and Operations, in Geneva, and will be managed by a management group (see section 5). The management group will oversee the conduct and quality of the evaluation. The team leader will report on progress or challenges to the management group. The preliminary and final reports will be submitted through the management group, who will ensure the quality of the report providing input if necessary. The management group will submit the report to the Regional Director Africa and the USG Programmes and Operations, who will oversee a management response and will ensure subsequent follow up.

| <b>Indicative timetable for the RTE process</b>                              |                         |                |
|------------------------------------------------------------------------------|-------------------------|----------------|
| Hiring of Consultant and identification of RCRC evaluators                   | Mid May                 |                |
| Team to scope out RTE process/timeframe and submit inception report          | Mid to late May         | 2 days         |
| Desk Review and Study of Documents                                           | End May                 | 4 days         |
| Key informant interviews                                                     | End May to early June   | 4 days         |
| Mission to Mozambique                                                        | End May to early June   | 10 days        |
| Debriefings in Beira, Maputo, Nairobi and Geneva (virtually where necessary) | Early to mid-June       | 2 days         |
| Presentation of draft report                                                 | Late June               | 5 days         |
| Key stakeholders provide feedback on draft report                            | Late June               |                |
| Finalization of report for sign off by Regional Director / USG P&O           | Late June to early July | 3 days         |
| Management response (outside scope of evaluation team's work)                | End July                |                |
| <b>Total Working Days for Consultant / RCRC evaluators</b>                   |                         | <b>30 days</b> |

## 8. ETHICAL STANDARDS

The evaluators should take all reasonable steps to ensure that the RTE is designed and conducted to respect and protect the rights and welfare of the people and communities involved and to ensure that the evaluation is technically accurate and reliable, is conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the evaluation team should adhere to the evaluation standards and applicable practices outlined in the IFRC Evaluation Policy and linked to the RTE Guidance.

The IFRC Evaluation Standards are:

1. **Utility:** Evaluations must be useful and used.
2. **Feasibility:** Evaluations must be realistic, diplomatic, and managed in a sensible, cost effective manner.
3. **Ethics & Legality:** Evaluations must be conducted in an ethical and legal manner, with particular regard for the welfare of those involved in and affected by the evaluation.
4. **Impartiality & Independence:** Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
5. **Transparency:** Evaluation activities should reflect an attitude of openness and transparency.
6. **Accuracy:** Evaluations should be technical accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.
7. **Participation:** Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
8. **Collaboration:** Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

It is also expected that the evaluation will respect the seven Fundamental Principles of the Red Cross and Red Crescent: 1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality. Further information can be obtained about these Principles at:

[www.ifrc.org/what/values/principles/index.asp](http://www.ifrc.org/what/values/principles/index.asp)

## 9. EVALUATION TEAM COMPETENCIES AND QUALIFICATIONS

The management group will select the members of the evaluation team, which will comprise three to four persons, including a team leader, up to two international staff and at least one regional or national team member.

The team members will have the following skills and experience:

- Demonstrable experience of conducting evaluations of humanitarian programmes and, in particular, experience of leading or working on the evaluation of a recent major disaster;
- Good knowledge of strategic and operational management of humanitarian operations and an ability to provide strategic recommendations to key stakeholders;
- Experience of RCRC Movement and external coordination mechanisms, including of the IASC cluster system;
- One person in the team with a good knowledge of Mozambique or similar responses in (Southern) Africa;
- Strong analytical skills and ability to clearly synthesize and present findings, draw practical conclusions, make recommendations and to prepare well-written reports in a timely manner;

- Knowledge of cross-cutting issues, including protection, gender and inclusion (PGI) and community engagement and accountability (CEA), would be of interest
- Excellent writing and presentation skills in English
- Spanish or Portuguese language capacities would be an asset

## 10. APPLICATION PROCEDURES

Interested candidates should submit their application material by 23rd May 2019 to the following address - [pmer.support@ifrc.org](mailto:pmer.support@ifrc.org), for the attention of Christine South and Sammy Fwaga ([christine.south@ifrc.org](mailto:christine.south@ifrc.org) and [sammy.fwaga@ifrc.org](mailto:sammy.fwaga@ifrc.org)) marking it for the Mozambique RTE.

Application materials should include:

1. **Curriculum Vitae** (CV)
2. **Cover letter** clearly summarizing your experience as it pertains to this assignment, your daily rate, and contact details for three professional referees.

Applicants may be required to provide examples of previous written work, similar to that described in this ToR. Application materials are non-returnable and we thank you in advance for understanding that only short-listed candidates will be contacted.



## Annex 9: Findings, good practices and lessons learnt from the Mozambique operation (by topic)

Findings, good practices and lessons learnt are discussed in detail in section 3 of the report.

| topic                                                                                                                                                                                                                                                                            | headline                                                           | no | finding                                                                                                                                                                                                                                                                                                                 | good practice / lesson learnt                                                                                                                                                                                                                                                                                           |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------|----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Secretariat Coordination                                                                                                                                                                                                                                                         | Early action, impressive media footprint and resource mobilization | 1  | Early mobilization of communication capacities supported the media impact of the operation.                                                                                                                                                                                                                             | Immediate deployment of communication experts, in conjunction with media-trained leadership personnel, expands the media footprint.                                                                                                                                                                                     |
|                                                                                                                                                                                                                                                                                  |                                                                    | 2  | The triangle of DCPRR, Communications and PRD worked well.                                                                                                                                                                                                                                                              | Coordination between operational leadership, communication and PRD, having all of them present in country, attracts individual and institutional donor interest, and allows for proper donor relations on the ground.<br>PRD and communications support for CVM were not prioritized, yet collateral benefits appeared. |
|                                                                                                                                                                                                                                                                                  | OIAI consultancy mission                                           | 3  | Internal and external stakeholders welcomed the OIAI consultancy.                                                                                                                                                                                                                                                       | The OIAI consultancy improved risk management in the operation's context; it is a good practice model to reduce risks and to contribute to donor confidence in the RCRC.                                                                                                                                                |
|                                                                                                                                                                                                                                                                                  | Joint Task Force                                                   | 4  | Frequent JTF meetings allowed all levels to remain up-to-date.                                                                                                                                                                                                                                                          | The JTF could benefit from increased contextual analysis, more targeted participation and an emphasis on decision-making.                                                                                                                                                                                               |
|                                                                                                                                                                                                                                                                                  | 'Red' versus 'orange' categories                                   | 5  | The decision to name this an orange category disaster can be questioned from the criteria used and the level of engagement of Secretariat HQ.                                                                                                                                                                           | The category criteria of IFRC's Emergency Response Framework should be applied in a coherent manner                                                                                                                                                                                                                     |
|                                                                                                                                                                                                                                                                                  |                                                                    |    |                                                                                                                                                                                                                                                                                                                         | The Emergency Response Framework does not define backup layers for engagement and responsibilities, if an IFRC layer (CO/CCST, RO, HQ) is overstretched (or directly affected).                                                                                                                                         |
|                                                                                                                                                                                                                                                                                  | Lack of information between Beira and Maputo levels                | 6  | Information flow between the field and capital level was limited, despite the temporary deployment of a field coordinator to Maputo.                                                                                                                                                                                    | Limited understanding of the situation at Maputo level affected strategic orientation and external representation.                                                                                                                                                                                                      |
|                                                                                                                                                                                                                                                                                  | Support/management services deployments and procedures             | 7  | Improvements were made for operational integration of support/management service functions, while underlying issues of integration of operational and support/management procedural needs in emergencies persist, as well as a lack of understanding of support/management procedure requirements by operational staff. | Support/management function deployments and the 'working advance MoU' could serve as a model for the future.                                                                                                                                                                                                            |
| Awareness and mutual understanding of needs of emergency operations and of required support/management procedures needs to be prioritized and fostered by senior IFRC management throughout the system, with a strong push to create sustainable solutions for recurrent issues. |                                                                    |    |                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                         |

|                                                              |                                                                              |                                                                                                                                                                                                            |                                                                                                                                                                                                                      |                                                                                                                                                                                                                                       |
|--------------------------------------------------------------|------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                              | Variety of IM and IT tools and the lack of standardization and accessibility | 8                                                                                                                                                                                                          | IFRC has well-developed IM tools that remain dispersed across different platforms and are burdened by access limitations (e.g. IFRC's SharePoint), with no Movement-wide tools established.                          | Lack of guidance on information channelling and for onboarding delegates creates additional operational challenges.<br>The restrictive access policy for IFRC SharePoint resulted in the exclusion of non-IFRC Secretariat personnel. |
|                                                              | Insufficient delivery due to HR gaps on IFRC-side                            | 9                                                                                                                                                                                                          | A majority of the IFRC longer-term positions in Mozambique were not filled within the first 3 months, which has required the extension of surge capacities.                                                          | IFRC's HR processes and procedures still are not fit-for-purpose.                                                                                                                                                                     |
| Movement Coordination                                        | Operationalization of the SMCC Plan of Action                                | 10                                                                                                                                                                                                         | Cooperation between ICRC and IFRC varied based on the moment in the operation, location and particular staff.                                                                                                        | The pragmatic approach taken by key persons alleviated challenges with the roll-out of the SMCC framework.                                                                                                                            |
|                                                              |                                                                              |                                                                                                                                                                                                            |                                                                                                                                                                                                                      | Not all IFRC operations staff had working knowledge of the SMCC framework, making its early incorporation in this response operation difficult.                                                                                       |
|                                                              |                                                                              |                                                                                                                                                                                                            |                                                                                                                                                                                                                      | The Cabo Delgado experience of collaboration, including embedded staff, allows to build on in other complex settings.                                                                                                                 |
|                                                              |                                                                              |                                                                                                                                                                                                            |                                                                                                                                                                                                                      | Emergency related coordination worked smoother, when building on the already existing coordination setup.                                                                                                                             |
|                                                              |                                                                              |                                                                                                                                                                                                            |                                                                                                                                                                                                                      | The SMCC process is perceived to focus on ICRC-IFRC relations, and much less on other Movement components (particularly HNS and then PNSs).                                                                                           |
|                                                              | 11                                                                           | The development of joint statements, agreements, and frameworks was time-consuming and hampered by bureaucratic procedures of IFRC and ICRC.                                                               | Pre-approved templates for joint statement, agreements (Level 3) and frameworks in 'peace time' could contribute to more efficiency in creating documents and the related implementation.                            |                                                                                                                                                                                                                                       |
|                                                              |                                                                              |                                                                                                                                                                                                            | Established timeframes for the review of statements and agreements could contribute to more efficiency.                                                                                                              |                                                                                                                                                                                                                                       |
| Movement Coordination Officer                                | 12                                                                           | The deployment of a Movement Coordination Officer was positive, facilitating Movement coordination and cooperation.                                                                                        | Revise the MCO job description to ensure this position's utility for all Movement components.                                                                                                                        |                                                                                                                                                                                                                                       |
| Coordination with CVM in the operation                       | 13                                                                           | In the complex balance between the humanitarian imperative and complementarity, during the emergency phase of this operation, CVM at the national level was not integrating and/or integrated as expected. | Full involvement and strengthening of the HNS in an operation could be improved with the creation of a formal mechanism for complementarity in the operational strategy when an operation begins.                    |                                                                                                                                                                                                                                       |
| Light information products required (IFRC and Movement-wide) | 14                                                                           | Lack of public information products by the IFRC Secretariat and Movement-wide to keep external stakeholders up to date (especially in times of high public and/or donor interest).                         | Short and concise public information products are required to bridge the gap between initial public information (Information Bulletins and EA) and Operations Updates, especially in phases of high public interest. |                                                                                                                                                                                                                                       |
|                                                              |                                                                              |                                                                                                                                                                                                            | Current reporting tools and allocation of human resources do not adequately foster Movement-wide (or Federation-wide) reporting.                                                                                     |                                                                                                                                                                                                                                       |

|                       |                                                                                     |    |                                                                                                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                             |
|-----------------------|-------------------------------------------------------------------------------------|----|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                       | Capitalize on existing knowledge                                                    | 15 | The operation did not fully benefit from existing experience and expertise to the extent possible.                                                                                                                                                                                                                                                               | Absence of contextual understanding hampers informed decision-making.                                                                                                                                                                                                                                                                       |
|                       | Bilateral PNS interventions                                                         | 16 | Bilateral activities continue to require advocacy, and sanctions if necessary, for the compliance with established procedures and guidance.                                                                                                                                                                                                                      | Adherence to the Principles and Rules and alignment of bilateral response activities remains challenging for some National Societies.                                                                                                                                                                                                       |
|                       | Non-alignment of Movement efforts supporting CVM                                    | 17 | Movement activities in the response operation and the efforts for National Society recovery are not fully aligned. Unified approaches and plans currently do not exist.                                                                                                                                                                                          | Stakeholders expect IFRC's CO to coordinate the full alignment of Movement efforts around the EA operation and in favour of CVM recovery to avoid the risk of leaving the NS behind, if the Movement fails to support CVM development on its path to recovery.                                                                              |
|                       | Insufficient delivery due to inadequate CVM HR                                      | 18 | CVM staff and potential loss of newly acquired volunteer capacities create capacity gaps.                                                                                                                                                                                                                                                                        | Without adequate numbers of competent staff and volunteers, CVM is at a risk of not delivering at scale for their domestic operation, which could generate financial, accountability and reputational risks for the National Society.                                                                                                       |
| External Coordination | Strong (strategic and operational) external coordination by IFRC in Sofala province | 19 | Strong and consistent IFRC engagement at the operational and strategic coordination level in the Sofala province was considered a success by partners and donors alike. However, such engagement (and leadership in the early days) is not well reflected in inter-agency documentation such as OCHA flash updates/Sitreps and the IASC Operational Peer Review. | Where appropriate, ensure that when IFRC engages (and leads as was the case in Beira at the beginning) with inter-agency fora, this is communicated and reported accordingly to the relevant outlets such as OCHA and the HCT, to ensure IFRC's work is understood and recognised outside of the Movement.                                  |
|                       | Successful fundraising and profile raising for IFRC                                 | 20 | IFRC's strong engagement at the strategic and operational level in Beira, in combination with strong communications and PRD presence, had clear links to an increase in funding.                                                                                                                                                                                 | Local proximity with other actors (establishing Emergency Operations Centres in the same building) facilitates coordination.<br>Be mindful of the communication strategy of the Host National Society, particularly on its priorities and the manner it would like to be represented.                                                       |
|                       |                                                                                     | 21 | The 'door opening' by PRD delegates carried out in the early phase was well received and seen as a positive means of announcing IFRC's renewed engagement with Mozambique. However, given the lack of senior level representation follow up, many felt that IFRC had 'disappeared' and no longer knew who to contact.                                            | With no continuous senior representative in place, having two PRD profiles (for national and field level) early on in the response was key to make the most of funding opportunities from the outset.<br>CVM requires support in the development of a resource mobilisation strategy and fundraising/donations policy.                      |
|                       | Lack of IFRC presence and coordination at the national level                        | 22 | Although a number of roles attempted to contribute in various manners, the lack of systematic engagement and representation at the national level has meant that the strong coordination efforts and significant operational response at the field level                                                                                                         | Strategic representation and engagement at the national level is important for CVM's profile, as well as information sharing and the creation of trust amongst humanitarian partners. In absence of a dedicated HoCO, an interim solution should have been prioritised early on, with external representation explicitly stated in its ToR. |

|                   |                                                                            |    |                                                                                                                                                                                                                                                                                                                                 |                                                                                                                                                                                                                                                                       |
|-------------------|----------------------------------------------------------------------------|----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                   |                                                                            |    | have not been represented or promoted at the national level vis-à-vis the HCT and international (especially UN) partners.                                                                                                                                                                                                       | Deploy / engage a Disaster Law delegate in the initial phase to support both IFRC and the National Society in managing relationships with government especially on customs and visas issues.                                                                          |
|                   | Overall strong and effective co-leadership of the Shelter Cluster by IFRC. | 23 | The challenge of not having IFRC presence supporting CVM's co-leadership of the Shelter Cluster prior to the cyclone was overcome by the early deployment of key personnel.                                                                                                                                                     | Having a dedicated national-level SC Coordinator with prior experience of Mozambique, for a three-month period was a clear asset.                                                                                                                                     |
|                   |                                                                            | 24 | CVM was repeatedly referred to as a 'silent co-lead of the SC' and often 'hiding behind IFRC' which can undermine the credibility of CVM.                                                                                                                                                                                       | CVM's current SC focal point requires empowerment (SC coordination training, English lessons).                                                                                                                                                                        |
|                   |                                                                            | 25 | Challenges between IOM and IFRC regarding in-country SC leadership can be disruptive and misleading for partners and should not be expected to be resolved by a third party such as the Deputy Humanitarian Coordinator.                                                                                                        | Provide more support, inclusion and awareness raising amongst CVM senior leadership regarding the requirements for the SC leadership role. Include CVM in the recruitment of cluster personnel.                                                                       |
| Surge deployments | Mobilization of Surge capacities                                           | 26 | Early deployment of a leadership function and several key functions ahead of the cyclone's landfall.                                                                                                                                                                                                                            | At the global level, develop clear SOPs between IOM and IFRC in instances of co-leadership of the SC, which can then be relied upon by country teams.                                                                                                                 |
|                   |                                                                            | 27 | Early deployments of leadership and technical profiles (even ahead of a likely disaster) contribute to timely establishment of a response operation, even more so in combination with forecast-based action.                                                                                                                    | The deployment of surge support/management services personnel from within the Secretariat, familiar with the Secretariat's processes and procedures, contributed to successful implementation.                                                                        |
|                   |                                                                            | 28 | Increased availability of surge support/management services personnel by creating deployment registers (as in ARO) and ensuring replacements of line-functions (APRO's 'business continuity' approach), also allowing support/management services personnel to benefit from increased understanding of 'operational realities'. | A Surge rotation plan was established that facilitated medium-term planning.                                                                                                                                                                                          |
|                   |                                                                            | 29 | Prospective surge capacity planning allows for early identification of potential gaps, mitigation actions, and a smooth handover of functions.                                                                                                                                                                                  | Several databases for surge deployments used in parallel contributed to data inconsistency.                                                                                                                                                                           |
|                   |                                                                            | 30 | Surge coordination could benefit from unified data management and data consistency on surge personnel deployed / available for emergency operations.                                                                                                                                                                            | During the initial phase of the Idai operation, the response team struggled to communicate with those outside of the affected areas.                                                                                                                                  |
|                   | Surge deployments not reflecting equal, competency-based access            | 31 | Despite existing pool capacity, African regional surge capacities were underrepresented in the Operation (4.5% of delegates coming from African NSs). African IFRC offices' representation was at scale.                                                                                                                        | Ensure that technical means of communication, such as satellite phones and radios, can be deployed with surge personnel in the immediate emergency phase.                                                                                                             |
|                   |                                                                            |    | Despite existing pool capacity, African regional surge capacities were underrepresented in the Operation (4.5% of delegates coming from African NSs). African IFRC offices' representation was at scale.                                                                                                                        | The IFRC commitment to deploy human resources ' <i>as local as possible, as global as necessary</i> ' has not been reflected to the extent possible and requires further dissemination and detailed operationalization (upcoming Surge SOPs) to be put into practice. |

|  |                                                                                |    |                                                                                                                                                                              |                                                                                                                                                                                                                                                                                               |
|--|--------------------------------------------------------------------------------|----|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  |                                                                                | 32 | ERUs deployed used delegates from the sending PNSs.                                                                                                                          | Despite earlier efforts taken to integrate regional capacities, the opportunity to deploy ERU-delegates from 'non-ERU-holding' NSs was missed.                                                                                                                                                |
|  | Piloting of new surge functions / procedures                                   | 33 | The 'Organisational Development in Emergencies', 'Volunteer Management in Emergencies' and 'Partnerships and Resource Development Advisor' functions provided added value.   | Need to further develop the 'OD/NSD in Emergencies framework' and the 'Volunteer Management in Emergencies' and 'PRD Advisor' surge functions, including building expert capacity.                                                                                                            |
|  | Assessment cell                                                                | 34 | Stakeholders have limited knowledge of the LEAP approach and the assessment cell.                                                                                            | Need to widely disseminate information on the LEAP approach and the assessment cell concept, allowing for clarity on expectations and limitations.                                                                                                                                            |
|  |                                                                                | 35 | Ongoing extensive efforts to revise the concept with learnings and good practice from the current deployment.                                                                | An upcoming revision needs to integrate sectoral expertise (both in the revision process and in future operations), including role clarity and synergies with leadership and PMER and IM functions.                                                                                           |
|  |                                                                                | 36 | The operation provided the space for IFRC to contribute widely to inter-agency assessment at early stages, thereby propelling IFRC to the 'champion's league' of assessment. | IFRC needs to define the strategic scope of the assessment cell to provide guidance on the future development of the tool (moving to inter-agency level or not).                                                                                                                              |
|  | Inclusion of CVM in assessment and planning                                    | 37 | CVM engagement in assessment, planning and decision-making has been very limited, despite efforts to include the National Society.                                           | Engagement of a NS with very limited capacities in assessment, planning and decision-making in early stages of disaster response and/or recovery is challenged to function at required capacity level. This should be considered an operational reality. In parallel, support NS development. |
|  | Knowledge gaps on project management and support/management service procedures | 38 | Inadequate project management skills and limited knowledge of support/management service procedures and tools for sectoral delegates.                                        | Basic understanding of emergency operations as a 'project' and the requirements of processes supporting the operation fosters operational coordination.                                                                                                                                       |
|  |                                                                                | 39 | There is a risk of non-compliance with IFRC and donor requirements.                                                                                                          | Need for high awareness of project managers to comply with approved budgets, especially for earmarked funds, and early warnings, allowing for timely re-negotiations with donors.                                                                                                             |

*Table 15: findings, good practices and lessons learnt from the Mozambique operation*

## Annex 10: Key recommendations and enabling steps from the Mozambique operation

Key recommendations and enabling steps are discussed in detail in section 4 of the report.

| recommendation                                                                                        | description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | no  | enabling steps                                                                                                                                                                                                                                                                                                      |
|-------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Recommendation 1:<br/>Align all efforts<br/>supporting CVM</b>                                     | A unified and comprehensive CVM support strategy needs be developed by all Movement components, aligning activities in response to the cyclones and CVM's institutional recovery planning in one masterplan and overcoming silo-tendencies. CVM and Movement partners are also called to use the present momentum of the recovery phase to establish presence in inter-agency coordination fora as a humanitarian actor, creating trust by predictable participation, information sharing and positioning the Movement. | 1.1 | IFRC Mozambique HoCO (once in post) is well-placed to coordinate the development and implementation of the masterplan for CVM support (with short, medium and long-term goals) of all Movement components.                                                                                                          |
|                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 1.2 | Key areas of sustainable NSD support should be: leadership development; OD with focus on the areas of HR, Finance, logistics, volunteer management, marketing, and domestic resource mobilization. Sectoral capacity building should focus on the priority areas of interest (soft WASH, soft health, and shelter). |
|                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 1.3 | Consider capacity building for CVM on humanitarian diplomacy, disaster law and RC laws, via regional-level training opportunities.                                                                                                                                                                                  |
|                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 1.4 | Consider the option to embed personnel (IFRC and / or PNS staff) within CVM HQ.                                                                                                                                                                                                                                     |
|                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 1.5 | Given the potential reputational risk, the IFRC's HoCO and the Shelter Cluster Coordinator need to plan with CVM the expectations, ability and resources required for CVM to continue in its co-leadership role of the SC in Mozambique.                                                                            |
|                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 1.6 | In general, preparedness work with focus on disaster-prone countries should receive higher priority - (Movement) contingency planning and pre-disaster agreements would pave the way towards increased readiness and ease complementarity.                                                                          |
| <b>Recommendation 2:<br/>Ensure continuous<br/>and informed<br/>strategic leadership<br/>presence</b> | For major disasters in countries with limited HNS capacities or other specific HNS challenges (in absence of a HoCO), IFRC Secretariat needs to ensure constant senior level presence for 1) strategic decision-making supporting the HNS (beyond operational strategy covered by a                                                                                                                                                                                                                                     | 2.1 | IFRC Senior Management & HR should consider the creation of a pool of 'Emergency Head of Country Office' profile or other senior representatives (widening the scope of / incentivizing the current HoCO/HoCCST talent pool) and establish an immediate deployment practice.                                        |
|                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 2.2 | Emergency HoCOs could be deployed to the country of emergency or as a backup to the respective CCST (with HoCCST deploying to 'his/her' country).                                                                                                                                                                   |
|                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 2.3 | IFRC HQ needs to systematically include Movement and external coordination expectations in the preparedness and onboarding processes for HoCOs/HoCCSTs and talent pool members.                                                                                                                                     |

|                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                        | <p>HEOps), 2) coordination with Movement Partners and, 3) senior representation vis-à-vis external stakeholders. IFRC should also invest in systematically capitalizing on existing institutional and individual knowledge of Movement partners on country and HNS contexts.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | 2.4 | <p>To tailor operations to specific contexts, IFRC HQ should explore and introduce good practice models (e.g. in ICRC) for capitalizing on existing institutional and individual knowledge and memory of Movement partners on country and HNS contexts - such as experience from prior operations in country; prior and current projects / programming and assessments (e.g. OCAC, Preparedness for Response, ICRC Safer Access Framework), information from long-term (IFRC Secretariat, ICRC, PNSs) personnel in country. Existing information platforms, such as the 'Africa Operations Room' (on IFRC GO), providing additional context information, should be integrated into future operations</p>                                        |
| <p><b>Recommendation 3: Mainstream support/management services</b></p> | <p>Building on the momentum of the current operation that saw increased operational engagement of support/management services, yet also 'old challenges', IFRC Secretariat is called to increase mutual awareness and understanding of the at times conflicting priorities of operations and support/management services: Emergency operations follow the 'dogma' of the humanitarian imperative, while policies and procedures of support/management services are aiming to '<i>safeguard assets and reputation, and ensure compliance</i>'. There is a need for specific procedures to apply during the first months (the 'emergency phase') of operations. The absence of specific procedures means that IFRC will continue to impact the</p> | 2.5 | <p>The collected information should also be available for operational leadership in emergency operations (prior to arrival in country).</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | 3.1 | <p>The 'disconnect' can only be addressed with IFRC's senior management's focus to create sustainable solutions. An organisational 'will to solve' discrepancies needs to replace 'negotiations on procedural details'.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | 3.2 | <p>With all sides referring to 'their' respective policies and procedures, jointly re-analyse the recurrent issues of HR, finance, logistics and legal with DCPRR, focussing on the underlying policy reasons for procedures (the 'why'), thereby increasing mutual understanding. Commit to common goals and timelines for a specific set of for 'emergency support' procedures, to be endorsed by senior management. The subsequent development of procedures shall be guided by the overarching need to effectively help the most vulnerable, be owned jointly by involved departments, and build on the experience and results of the ongoing Surge Optimisation process. OIAI might be involved in the process in a steering function.</p> |
|                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | 3.3 | <p>Include the relevance of support/management process, their requirements and basic procedural understanding in the learning and development of sectoral surge delegates (Tier 2 and Tier 3) to increase understanding and effective coordination.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | 3.4 | <p>Systematise the good practice of early deployment of support/management service functions (i.e. established ARO register of support/management service delegates), as well as 'preventive risk assessments'.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | 3.5 | <p>For large-scale operations consider a 'system-wide alert' to prioritize resources and fast-track processes for all IFRC levels and departments.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | 3.6 | <p>Prioritize the development of HR in Emergencies procedures (with ongoing activities in the Surge Optimisation process) for longer term delegates, to reduce the risk of operational deficiencies in the transition period from surge to longer-term staff.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |

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|                                                                       | effectiveness and efficiency of emergency operations                                                                                                                                                                                                                                                                                                                                                                                                               | 3.7 | The pre-deployment MoU on working advances for ERUs and surge personnel currently under development (by legal and finance departments at IFRC HQ) should be communicated widely (by DCPRR) once finalized and be systematically applied in future.                                                                                                                |
| <b>Recommendation 4:<br/>Operationalize SMCC</b>                      | At present, SMCC efforts are perceived to focus on the relationship between ICRC and IFRC, and much less on other Movement components (particularly HNS and then PNSs). Future efforts are required to chart paths for increased roles of HNSs and then PNSs in the SMCC Plan of Action. The SMCC process requires further operationalization and broader roll-out amongst operational leadership of all Movement components, supporting a 'coordination mindset'. | 4.1 | In Mozambique-like cases, a kick-off meeting at the onset of an emergency operation should be organized by the HNS (or IFRC Secretariat) to ensure a common understanding (particularly on surge mechanisms/tools, multi- and bi-lateral approaches, including the EA [budget], and clarity on roles and responsibilities) of all Movement components in country. |
|                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 4.2 | Train strategic (HoCO/HOCCST) and operational (Tier 3) IFRC leadership personnel on the SMCC framework to ensure its early incorporation in response operations.                                                                                                                                                                                                  |
|                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 4.3 | IFRC Secretariat and ICRC should create a generic set of pre-approved templates (specifically Level 3 Agreement) to roll out the SMCC framework in the field, building on recent examples in Mozambique and other locations. This will contribute to increased efficiency in the SMCC implementation.                                                             |
|                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 4.4 | IFRC Secretariat and ICRC need to lighten the approval processes for joint statements and movement coordination agreements, and timeframes should be established for the review process, demonstrating trust in the IFRC and ICRC representatives in country.                                                                                                     |
|                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 4.5 | IFRC Secretariat and ICRC should invest in the development of Movement-wide reporting tools (building on existing tools) in the longer run. In the meantime, establish 'light' Movement-wide public information formats (good practice example of July's Movement summary).                                                                                       |
|                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 4.6 | Capture good practices and lessons learnt from Cabo Delgado regarding collaboration, including embedded staff, to build on in similar complex settings.                                                                                                                                                                                                           |
|                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 4.7 | IFRC Secretariat and ICRC should review the Movement Coordination Officer's job description, define deployment criteria and develop an expert pool of MCOs.                                                                                                                                                                                                       |
| <b>Recommendation 5:<br/>Keep investing in external collaboration</b> | The unprecedented level of external coordination and collaboration at Beira level paid off in terms of reputation, media presence and funding, without negatively impacting the IFRC                                                                                                                                                                                                                                                                               | 5.1 | IFRC Secretariat should further invest in developing guidance for IFRC Secretariat and National Society personnel on inter-agency coordination mechanisms and processes to enable confident and relevant engagement. This should also be systematically included in existing trainings.                                                                           |
|                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 5.2 | IFRC Secretariat, through its COs/CCSTs needs to ensure mentorship where necessary for the HNS's leadership to engage with external operational and strategic decision-making fora to encourage greater ownership and profile for the NS.                                                                                                                         |



|                                                               |                                                                                                                                                                                                                          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
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|                                                               | operation. External coordination should be standard practice for IFRC.                                                                                                                                                   | 5.3 | For Mozambique, IFRC PRD with the HoCO should invest in more advocacy with donors on showcasing the RC approach: noting the Donor Advisory Group field trip in November, consider earlier field trips for specific donors (such as OFDA and DFID) to better understand the multisectoral, community focused approach of the recovery phase in the EPoA.                                                                                                                                                                                                 |
| <b>Recommendation 6:<br/>Refine promising new surge tools</b> | New Surge tools (the assessment cell and non-‘operational’ functions) provided added value, with further development required and investment in building expert capacity for more predictable deployments in the future. | 6.1 | New surge functions (ODiE, VMiE and PRD Advisor) provided operational added value and are recommended for integration in the Surge ‘toolbox’, with deployments focusing on emergencies with less strong HNSs. This requires the development of generic job descriptions and deployment criteria by IFRC DCPRR and HR in collaboration with respective units (as for other surge functions). IFRC Secretariat, in cooperation with interested National Societies, is called to invest in expert capacity for surge deployments in these subject matters. |
|                                                               |                                                                                                                                                                                                                          | 6.2 | IFRC Secretariat’s ODiE project manager should develop the ‘OD/NSD framework’ further with a strong focus on practical tools (providing functional solutions rather than ‘policy-level’ guidance).                                                                                                                                                                                                                                                                                                                                                      |
|                                                               |                                                                                                                                                                                                                          | 6.3 | IFRC DCPRR/Senior Management needs to take a timely strategic decision of whether to engage in assessments at inter-agency level or to primarily serve IFRC’s operational interest; taking into account that inter-agency engagement is adding reputational value, yet it will not be required in every disaster situation.                                                                                                                                                                                                                             |
|                                                               |                                                                                                                                                                                                                          | 6.4 | IFRC’s (IM and DCPRR) current efforts to update the assessment cell concept with lessons learnt from Mozambique should focus on the less successful ‘Phase 2’ (rapid assessment). The revision needs to be developed and implemented in collaboration with technical sectors and clarify the systematic cooperation with operational leadership, sectoral coordinators and support/management functions (especially PMER and IM-roles).                                                                                                                 |
|                                                               |                                                                                                                                                                                                                          | 6.5 | IFRC Secretariat and involved PNSs need to continue building an expert pool of assessment cell functions, with a view to exploring the longer-term feasibility of an ‘ERU Assessment and Planning’.                                                                                                                                                                                                                                                                                                                                                     |

Table 16: Key recommendations and enabling steps from the Mozambique Cyclones operation

## Annex 11: Suggestions and enabling steps from the Mozambique operation

A number of suggestions could be drawn from the operation in scope. Despite not being linked to key recommendations, suggestions and their enabling steps may improve performance in future IFRC operations.

| suggestion                                                                  | enabling steps                                                                                                                                                                                                                                                                                                                         |
|-----------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Unify IM / IT platforms and increase accessibility</b>                   | Current information management tools are well developed, yet they should be 'unified' in a single information management and information sharing platform (IFRC GO lends itself for this purpose). IFRC IM should be leading in the development of guidance on information channels.                                                   |
|                                                                             | The limited accessibility for some IM tools (e.g. the well-developed operation dashboard) stored on IFRC-internal SharePoint platform, even for delegates working in the operation, could be overcome by applying a less restrictive access-policy, thereby avoiding the use of additional (and less secure) platforms (e.g. dropbox). |
|                                                                             | Inform delegates onboarding the operation on available data collection, monitoring and reporting tools and how to use them.                                                                                                                                                                                                            |
| <b>Focus joint task force</b>                                               | Joint task force meetings can benefit from increased contextual analysis (on operational environment, Movement-wide response and HNS capacity analysis) and more targeted participation.                                                                                                                                               |
|                                                                             | A planned JTF-related consultancy should ensure that informed situation analysis and decision-making are the JTF's central objectives.                                                                                                                                                                                                 |
| <b>Refine IFRC layers of engagement / responsibility</b>                    | Resulting from an 'orange' level disaster being treated 'red', IFRC Secretariat should review the categorization criteria / the categorizing process for emergencies.                                                                                                                                                                  |
|                                                                             | IFRC Secretariat is called to define the backup layers of engagement / responsibility in the <i>Emergency Response Framework</i> , if an IFRC layer (CO/CCST, RO, HQ) is overstretched (or directly affected).                                                                                                                         |
| <b>Develop light IFRC information products</b>                              | IFRC PRD and Communications should develop 'light' public information products to bridge the information gap between initial public information (EA, Information Bulletins) and 'Operations Updates', especially in phases of high public interest (alike OCHA's 'flash update').                                                      |
| <b>Bilateral PNS interventions</b>                                          | The repeated issues with 'unilateral' deployments, not compliant with the <i>Principles and Rules for RCRC Humanitarian Assistance</i> , need to be tackled at senior IFRC senior management level.                                                                                                                                    |
|                                                                             | PNS and IFRC Secretariat are required to strengthen coordination on the ground and at HQ levels to secure available donor funding.                                                                                                                                                                                                     |
| <b>Ensure basic project management skills and orientation for delegates</b> | In line with the <i>Core Competency Framework for Surge Personnel</i> , IFRC Secretariat and deploying PNSs need to ensure a basic understanding of project management of deploying delegates (focus on Tier 2 and 3 functions) by providing respective learning / training opportunities.                                             |
| <b>Have technical means of communication available</b>                      | IFRC and deploying PNS need to provide satellite phones (e.g. Thuraya, Iridium; based on respective coverage) and radios as part of the basic IT/Telecom equipment of delegates deploying to emergency operations, especially in early phases of response.                                                                             |

Table 17: Suggestions and enabling steps from the Mozambique Cyclones operation