



Integrated Safeguards Data Sheet (ISDS)

Concept Stage | Date Prepared/Updated: 01-Oct-2018 | Report No: PIDISDSC23919



I. BASIC INFORMATION

A. Basic Program Data

Country Mozambique	Project ID P166437	Additional Project ID (if any)	Project Name Mozambique Disaster Risk Management and Resilience Program
Region AFRICA	Estimated Appraisal Date 03-Dec-2018	Estimated Board Date 19-Mar-2019	Task Team Leader Michel Matera, Barry Patrick Maher, Bontje Marie Zaengerling
Financing Instrument Program-for-Results Financing	Managing Unit GSU13		

Proposed Program Development Objective(s)

The Program Development Objective is to strengthen the capacity of the Government of Mozambique to prepare for and respond to disasters and increase the resilience of key public infrastructure in risk-prone areas.

COST & FINANCING

SUMMARY (USD MILLIONS)

Government program Cost	113.00
Total Operation Cost	113.00
Total Program Cost	105.00
IPF Component	8.00
Total Financing	113.00
Financing Gap	0.00

FINANCING (USD MILLIONS)

Total World Bank Group Financing	80.00
World Bank Lending	80.00



Total Government Contribution	25.00
Total Non-World Bank Group and Non-Client Government Financing	8.00
Trust Funds	8.00

Environmental Assessment Category (IPF Component)

B - Partial Assessment

Concept Review Decision

Track II-The review did authorize the preparation to continue

B. Program Development Objective(s)

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The Program Development Objective is to strengthen the capacity of the Government of Mozambique to prepare for and respond to disasters and increase the resilience of key public infrastructure in risk-prone areas.

C. Program Description

The proposed operation will support the implementation of key areas of Mozambique’s disaster risk management (DRM) program as constituted by its National Disaster Risk Reduction Master Plan 2017-2030. The government’s program aims to reduce disaster risk, the loss of human life and critical infrastructures, as well as avoid the emergence of new disaster risks by increasing the resilience of people and infrastructure to climate, other natural and man-made hazards. To this end, it has five strategic results areas: (i) Improving the understanding of risk at all levels; (ii) Strengthening DRM governance and public and private participation in disaster risk reduction; (iii) Mainstreaming DRM in public investment and territorial planning, and consolidating financial protection against disaster; (iv) Strengthening disaster preparedness, response and recovery; and (v) Building partnerships and international cooperation.

The overall operation will be financed through a hybrid of the Program for Results (PforR) and Investment Project Financing (IPF) instruments to address the mix of policy actions, investment activity, and technical assistance needed to achieve the desired outcomes under the government’s DRM program. This ISDS only covers the potential safeguards implications of the capacity building and technical assistance activities financed under the IPF. During preparation, an Environmental and Social Systems Assessment (ESSA) will be prepared for the PforR Results Areas. This ESSA will also inform the identification of key areas for capacity and regulatory improvements to be supported under the IPF.

The boundaries of the proposed PforR Program (US\$ 80 million) are defined in terms of: (i) the Program duration/timeframe; and (ii) the Program area and activities supported. In terms of timeframe, the PforR Program will support the initial phases of the overall government program (5 years). As such, it will support system and process building for integrated risk management under the government program, as well as critical institutional and financial reforms. In terms of areas and activities, the PforR Program will focus on: (i) improving financial protection against disasters; (ii) strengthening capacity for disaster preparedness, response, and recovery; and (iii) building resilience in



public investments in priority sectors in hazard-prone areas. Specifically, the PforR instrument will support the government program along the following three results areas:

- **Results Area 1: Improving financial protection against disasters.** This results area will support the Government of Mozambique to improve its financial protection against disasters through: (i) the operationalization and capitalization of the national Disaster Management Fund (DMF); and (ii) by enabling the placement of sovereign catastrophe insurance coverage for cyclones and/or drought with capital or insurance markets. This Pillar will include the drafting and adoption of comprehensive regulations to govern the operation of the DMF, with technical assistance from the World Bank. The regulations will cover financial management and resource access procedures, rules for the execution and accounting of funds (including social and environmental procedures to be followed), external audits, and provision for replenishment of the fund. The Pillar will also include the preparation and adoption of a National Disaster Risk Finance (NDRF) strategy, detailing the strategic priorities of the MEF for financing disaster response.
- **Results Area 2: Strengthening National Capacity for Disaster Preparedness, Response and Recovery.** This results area will support the Government of Mozambique, particularly the National Institute for Disaster Management (INGC), to improve capacity, systems, standards, and procedures for preparedness, response, and recovery at the national and local levels. Results expected to be achieved relate to the number of functioning local DRM committees in hazard-prone areas and the strengthening of flood and cyclone early warning systems (especially last mile connectivity).
- **Results Area 3: Building Resilience in Public Investment.** This results area will support selected sector ministries to increase resilience of key public infrastructure in priority hazard-prone areas in Mozambique, which are often damaged, destroyed, or rendered temporarily inoperable due to adverse hydro-meteorological events. Based on a first screening of several sector investment programs, the education and water supply, have been identified as likely priority sectors to be supported under this pillar. The public investments to be included under the Program will be selected during preparation considering the findings from more detailed technical assessments, potential socio-environmental implications, capacity of relevant sector ministry, implementation readiness, and availability of resources.

The Technical Assistance (TA) IPF (US\$ 8 million) will complement the PforR Program by financing: (i) capacity building activities to help strengthen the institutional capacity of Mozambique's National Disaster Management Agency (INGC) and other government institutions involved in the implementation of the PforR Program (such as the Ministry of Education and Human Development – MINEDH), including on socio-environmental and fiduciary management. It is also envisioned to include capacity building activities with respect to the management of potential gender-based violence and sexual abuse and exploitation risks in emergency response situations (such as in temporary evacuation camps); and (ii) technical assistance to support the elaboration and/or revision of regulations, guidelines, strategies, frameworks, etc. necessary to support the delivery of anticipated results under the PforR Program. The specific activities to be supported under the IPF will be defined in detail during preparation based on the findings of the technical, fiduciary, and socio-environmental management assessments. Regarding socio-environmental management, in addition to the identification of key areas for regulatory improvements through the ESSA, a TA Scoping Paper will be prepared during project implementation to detail the tasks needed to incorporate appropriate environmental and social considerations in the TA activities to be implemented under the IPF.

D. Project location and salient physical characteristics relevant to the safeguard analysis (if known)



In addition to institutional capacity building, the TA IPF will support the preparation and/or revision of regulations, guidelines, strategies, plans, or methodologies that would guide disaster response (e.g. emergency evacuation, temporary shelter), disaster preparedness (e.g. community simulation exercises, early warning systems, preventive evacuation), and disaster prevention and mitigation (e.g. building regulations) applicable to the the whole country. Consequently, it is necessary to consider the main physical characteristics of the entire Mozambican territory, comprising almost 800 thousand square kilometers. Mozambique is divided into two topographical regions: To the north of the Zambezi river, a narrow coastline and bordering plateau slope upward into hills and a series of rugged highlands punctuated by scattered mountains. South of the Zambezi River, the lowlands are much wider with scattered hills and mountains along its borders with South Africa, Swaziland and Zambia. The country is drained by several significant rivers, with the Zambezi being the largest and most important.

Mozambique is among the countries most vulnerable to climate change and ranks third among African countries in exposure to risks resulting from climate variability. Major natural disasters have struck the country at least every five years. Flooding, tropical cyclones, and droughts are the most frequent cause of disasters in Mozambique, but it also faces seismic risk. The frequency and intensity of climate-related shocks have intensified over the past four decades and multiple studies predict that climate change will have important implications for the country.

Most parts of the country are in the subequatorial zone with a rainy tropical climate and dry winter. There are two typical seasons: hot and rainy from November to April; and cool and dry from May to October. The annual precipitation reaches 1,500mm, with a maximum in January and a minimum in September. Over half of the country's population is vulnerable to climate-related shocks. The Government estimates that 122,000 people are affected by flooding every year; the costs of the 2000 floods were estimated at almost US\$ 450 million and in 2013 the sum exceeded US\$ 517 million. In the last years, Mozambique has also been facing severe droughts in its Southern and Central regions, affecting approximately 1.5 million people and resulting in average annual losses in the range of US\$ 20 million, compromising agricultural production. Due to the seriousness of the situation, the Government activated the institutional red alert in diverse provinces, including Tete, Sofala, Gaza, Inhambane, and Maputo.

With over 2000 km of maritime coast and many coastal cities, sea level rise due to climate change has significant implications for Mozambique's low-lying coastal areas and beyond, including its major direct impacts - inundation of low-lying areas, loss of coastal wetlands, increased rates of shoreline erosion, saltwater intrusion, higher water tables, and higher extreme water levels, which lead to coastal flooding.

Extreme flooding events (floods capable of inundating vast areas) are also recurrent in major river deltas, such as the Zambezi and the Limpopo river deltas, causing tremendous hardship for floodplain communities—displacing people from their homes, destroying food supplies, drowning livestock—but also depositing nutrient-rich sediments, flushing accumulated salts, and recharging groundwater supplies that maintain agricultural systems in the long-run. Additionally, heavy rains and flooding in rural areas can result in the destruction of the transport infrastructure, limiting the access of low-income communities to water, markets, schools, and health centers.

Around two-thirds of Mozambique's population live in rural areas, but urbanization has increased in the last years. The urban population is expected to more than double in the next 25 years, adding more than 11 million people to Mozambique's cities. The rural population is affected by both droughts and flooding, especially river flooding as many settle in floodplains given its higher agricultural potential. Most river flooding events require the temporary relocation (evacuation) of these floodplain communities, until the floodwaters recede and basic infrastructure has been restored. Seventy percent of the Mozambique population has access to water, but the coverage in some provinces, districts, and municipalities are much lower. For example, coverage of water supply in the province of Zambezia is only around 42% on average, and only 29% in Lichinga. While the urban population has not been as affected by droughts, they also suffer the consequences of recurrent flooding events, especially in coastal cities. Most of the urban population resides in informal neighborhoods and peri-urban areas, lacking proper infrastructure, sanitation, drainage, and basic services. Consequently, flooding events in urban areas can result in severe limitations to public services, demanding the temporary evacuation of affected people as basic services are being restored.



E. Borrower's Institutional Capacity for Safeguard Policies

The implementing agency for the IPF will be the National Disaster Management Agency (INGC), but other government institutions (such as MINEDH, DNGRH, DNASS and AIAS) would potentially also benefit from TA activities financed under the IPF. The Government of Mozambique has experience in implementing Bank-financed projects, and most national agencies have prior experience with the Bank's Safeguards Policies. However, government agencies are, commonly, under-staffed and lack funds to adequately handle more complex environmental and social issues. The preliminary assessment indicates that INGC and other involved government agencies will require support to improve their environmental and social management systems to achieve environmental and social objectives against the range of environmental and social impacts that may be associated with the overall operation. The ESSA will include an institutional capacity analysis of INGC and other involved agencies and will identify key capacity-building activities, such as improvements in their institutional arrangements and staff training to be included in the Program Action Plan (PAP).

F. Environmental and Social Safeguards Specialists on the Team

Augusto Ferreira Mendonca, Environmental Specialist

Paulo Jorge Temba Sithoe, Environmental Specialist

Maria Do Socorro Alves Da Cunha, Social Specialist

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II. SAFEGUARD POLICIES THAT MIGHT APPLY

SAFEGUARDS



Safeguard Policies	Triggered?	Explanation (Optional)
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	
Environmental Assessment OP/BP 4.01	Yes	<p>Since project resources will fund TA for the elaboration and revision of regulations, guidelines, methodologies, etc. for disaster response, preparedness, and prevention/mitigation activities, and capacity building for government institutions involved in the implementation of the PforR Program, the potential impacts are expected to be diffuse and induced over the long term. The ESSA will identify key areas for regulatory improvements and capacity building needs. A TA Scoping Paper, to be prepared by the client at the beginning of project implementation, will include a more detailed assessment of potential social and environmental downstream impacts, and define the tasks needed to incorporate appropriate social and environmental considerations in the TA activities to be carried out under the IPF.</p> <p>Proposed EA Category for the IPF project– Based on the preliminary assessment of potential impacts of TA activities under the IPF is Category B.</p>
Performance Standards for Private Sector Activities OP/BP 4.03	No	The project does not involve the private sector.
Natural Habitats OP/BP 4.04	No	The TA activities to be supported under the IPF will not result in direct impacts on natural habitats. However, the TA Scoping Paper will assess potential indirect effects to ensure that any relevant aspects of this policy are included in the TOR for TA activities where pertinent.
Forests OP/BP 4.36	No	The IPF will not support specific TA related to activities that require commercial forest harvesting or utilization of natural forests formations or plantation, and the TA activities will not result in direct impacts on forests and plantations. However, the TA Scoping Paper will contain provisions to incorporate any appropriate considerations related to this policy in the TA activities TOR.



Pest Management OP 4.09	No	The IPF program will not support specific TA activities related to the purchase or increased use of pesticides and other agricultural chemicals as defined under the policy. However, the TA Scoping Paper will identify any requirements of this policy that need to be included in the TOR for the TA activities with respect to regulations, guidelines, etc. for disaster response, preparedness, and prevention/mitigation, including methods for control of disease vectors.
Physical Cultural Resources OP/BP 4.11	No	The IPF will not support specific TA activities related to physical cultural resources. However, the TA Scoping Paper will contain provisions to incorporate appropriate considerations related to potential downstream interference with physical cultural resources in the TOR for TA covering regulations, guidelines, etc. for disaster response, preparedness, and prevention/mitigation.
Indigenous Peoples OP/BP 4.10	No	There are no groups in Mozambique currently identified as meeting the applicability criteria of OP 4.10.



Involuntary Resettlement OP/BP 4.12	Yes	TA to support for review and preparation of regulations, guidelines, etc. will incorporate the relevant requirements of OP4.12. The ESSA will identify key areas for regulatory improvements to be further detailed in the TA Scoping Paper which will identify the tasks needed to incorporate appropriate environmental and social considerations in the TA TOR and activities. With respect to regulations related to guidance for downstream temporary relocation (such as evacuation during emergencies) carried out by the INGC, the scope of TA will cover ensuring that regulations, guidelines, etc. adhere to international good practice, including the relevant elements of Bank Safeguard Policies. Among other things, the TOR for these guidelines will include defining criteria to determine when evacuation plans or conditions are likely to involve permanent resettlement (such as any situation that might involve precluding people from returning to their place of origin once the emergency is over), and to require in such cases that INGC coordinate with MITADER who is responsible for ensuring adherence to the appropriate national resettlement guidelines. The TA supported by this project will not address the preparation of guidelines for permanent resettlement, and will indicate that any issues related to resettlement will be communicated to INGC for referral to MITADER.
Safety of Dams OP/BP 4.37	No	Technical assistance and capacity building is not expected to cover matters related to the construction, rehabilitation or use of existing dams. However, if any related issues are identified in the Scoping Paper, the TOR for the TA activities will include the relevant aspects of this policy.

FOR MORE INFORMATION CONTACT

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APPROVAL

Signed and Submitted by

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Approved By

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