



**REPUBLIC OF MOZAMBIQUE**

**Ministry of Public Works, Housing and Water Resources  
Cabinet for Post Idai Reconstruction**

**DISASTER RECOVERY FRAMEWORK**

**16 AUGUST 2019**

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## Acronyms

AfDB	African Development Bank
CBO	Community Based Organization
CSO	Civil Society Organization
DCP	Development Cooperation Platform
DFID	UK Department for International Development
DPG	Development Partners Group
DRF	Disaster Recovery Framework
DRR	Disaster Risk Reduction
EU	European Union
EIB	European Investment Bank
ESP	Economic and Social Plans
FAO	United Nations Food and Agriculture Organization
GACOR	The INGC Coordination Office for Reconstruction
GoM	The Government of Mozambique
HDI	Human Development Index
IFAD	International Fund for Agricultural Development
IMF	International Monetary Fund
INGC	National Institute for Disaster Management
IOM	International Organization for Migration
JICA	Japan International Cooperation Agency
LCC	Local Consultative Councils
LOLE	Law of Local Organs of the state
MEF	The Ministry of Economy and Finance
M&E	Monitoring and Evaluation
NGO	Non-Government Organizations
ODAMOZ	Official Development Assistance to Mozambique Database
PDNA	Post Disaster Needs Assessment
PEDD	District Development Strategic Plans
PES	Economic and Social Plan
PESOD	The annual Economic and Social Plan of the District
PREPOC	Programa de Reconstrução e Recuperação Pós Ciclones (English DRF)
SISTAFE	The State Financial Management System
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN HABITAT	United Nations Human Settlement Programme
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WB	The World Bank
WFP	The United Nations World Food Programme
WHO	World Health Organization

## **Foreword**

## **Acknowledgements**

## EXECUTIVE SUMMARY

The Disaster Recovery Framework –DRF (in Portuguese PREPOC) was prepared under the leadership of Mozambique's Cabinet for Post-Idai Reconstruction, with support from the African Development Bank (AfDB), the European Union (EU), the United Nations (UN) and the World Bank (WB). Consultations with government authorities and partners took place between July 4 and August 15 2019 to develop the DRF as a common framework for the government at all levels and across all line ministries as well as for international partners engaged in the country's recovery and reconstruction.

**The present DRF** sets the vision, strategic objectives, and principles for Mozambique's recovery over the next five years in response to Cyclones Idai and Kenneth. It presents the institutional and coordination arrangements for recovery, the planning and implementation modalities, the recovery needs across sectors, financing and financial management mechanisms, as well as the framework for monitoring and evaluation.

The DRF is based on the Post Disaster Needs Assessment (PDNA) conducted between April 16 and May 2nd 2019, building on its core findings and recommendations. The PDNA estimated significant damage to the country's infrastructure, productive and social sectors. The total damage caused by the Idai and Kenneth is estimated to be USD\$1.51 billion and the loss at USD\$1.48 billion.

Cyclones Idai and Kenneth struck Mozambique in a fragile context and at a time of important changes that will affect the recovery and reconstruction process. This includes 1) the general elections, to elect a new President, Members of Parliament, and for the first time, the governors of 10 provinces; 2) the country's process of decentralization which continues to make gradual progress as legislative, policy and administrative measures are put in place to promote decentralization, including the election of provincial governors for the first time and the decentralization of provinces; 3) Pre-existing food insecurity due to drought in some of the same areas affected by Cyclones Idai; 4) the country's low human development index, ranking 180<sup>th</sup> among 189 countries.<sup>1</sup>

**The legal and policy framework of the DRF** includes important pieces of legislation and policies in Mozambique, indicated below, that have relevance for the process of recovery and reconstruction and will serve to guide the planning, implementation and inter-institutional coordination arrangements.

- 1) Decree No. 26/2019 (11 April 2019) that created the Cabinet for Reconstruction;
- 2) Decree No. 45/2019 (May 22, 2019) that expands the Cabinet's mandate to areas affected by Cyclone Kenneth;
- 3) Decree No. 27/2019 that approves custom and fiscal breaks for imports
- 4) The Law of SISTAFE No. 09/2002 and related regulations
- 5) The Law of Local Organs of the State –LOLE;
- 6) The 2010 National Decentralized Planning and Finance Programme;
- 7) Territorial Planning Law and Regulation (2007, 2008);
- 8) The Disaster Management Law (Law No. 15/2014)

Recovery and reconstruction will target the provinces and districts affected by Cyclone Ida and Kenneth over the short, medium and long-term as follows:

- Short-term: 2019-2020
- Medium-term: 2021-2022
- Long-term: 2023-2024

**The vision** for recovery is to ensure that areas affected by Cyclones Idai and Kenneth have a rapid reconstruction and recovery of the social fabric and productive activity, as well as the accelerated and resilient rehabilitation and reconstruction of affected social and economic infrastructure, in a manner that they will be more resilient and able to better respond to similar future disasters.

The general objective of recovery over the next five years is to recover the human fabric and restore the basic services, economic and social infrastructure that was damaged or destroyed by Cyclones Idai and Kenneth. **The strategic objectives** agreed include the following:

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<sup>1</sup> Source: UNDP (<http://hdr.undp.org/en/countries/profiles/MOZ>)

- 1) Repair the infrastructure and restore the services in areas affected by the Cyclones;
- 2) Strengthen the resilience of communities and infrastructure affected (economic, social and physical);
- 3) Restore basic services in cyclone-affected areas (Environmental, Sanitation, Health, Education and Markets);
- 4) Restore livelihoods in affected communities.

Recovery and reconstruction over the next five years will follow the following **recovery principles** recommended by the PDNA:

- 1) Follow one single Post-disaster Reconstruction Program that includes sectoral and local actions;
- 2) Build on international experiences with post-disaster recovery processes.
- 3) Ensure that new recovery investments are resilient to future disasters of the same nature and magnitude or greater;
- 4) Give priority to the defense of life, the rapid restoration of economic and productive activity and the social protection of vulnerable people;
- 5) Recovery will be in accordance with territorial planning instruments and local plans for adaptation and resilience to natural threats in rural and urban areas;
- 6) Ensure respect for the zoning plans of the territory, avoid high-risk zones and promote new urban centralities;
- 7) Improve the living conditions of peripheral neighborhoods, promote adequate street opening, drainage and sanitation;
- 8) Include flood dampening infrastructures, shelter platforms;
- 9) Encourage community participation in the reconstruction process.

The recovery of **vulnerable groups** will be given priority. As per the PDNA, vulnerable groups include internally displaced people, women, female-headed households, children, people with disabilities, older people, and people living with HIV.

**The Cabinet for Reconstruction**, created under Decree No. 26/2019, will have oversight on the planning, implementation, monitoring and evaluation of recovery and reconstruction in the provinces affected by Cyclone Idai as well as by Cyclone Kenneth (Decree No 45/2019). The Cabinet will have its headquarters in Beira, the capital city of the most affected province of Sofala, as well as sub-offices in Maputo and Pemba.

**The inter-institutional arrangements** have been agreed to ensure participation and facilitate coordination. The Council of Ministers, through the Minister of Public Works, will provide strategic oversight and coordination among ministries at the central level, including inter-ministerial coordination. The High Level Secretariat will provide the platform for coordination with partners. It is represented by the Minister of Public Works, the Executive Director of the Cabinet, a Representative from the Ministry of Economy and Finance, the Heads of the European Union, the World Bank, the African Development Bank and the UN Resident Coordinator. The Technical Secretariat will support coordination on technical matters, make key management decisions, monitor progress, ensure the achievement of recovery objectives, and report to the High Level Secretariat. The Consultative Forum at central level will be established as a platform for consultation and information exchange as well as to facilitate coordination. Similarly, the Provincial and District Forums will serve the same purpose at sub-national level.

**The participation of civil society organizations** (CSO) will be important in the recovery process as well. CSOs will be represented in the national Consultative Forum as well as in the Provincial and District Forums. In addition, in order to further strengthen the engagement of civil society in the country's recovery process, the Cabinet for Reconstruction will be organizing in 2019 a consultative forum with civil society organizations in collaboration with partners. At sub-national level, the participation of CSO in recovery planning and implementation will be through the Local Consultative Councils -LCCs (Conselho Consultivo Local), which represent the principal space for community participation and consultation in Mozambique.

The recovery and reconstruction process in Mozambique presents a large challenge for the government at all levels and across ministries. In order to meet the challenge ahead it is critical to **strengthen capacities** and ensure that government authorities have the necessary material, financial and human resources at all levels,

including training and technical assistance for the Cabinet, Ministry of Economy and Finance, line Ministries, Districts and Municipalities.

**Recovery planning** is one of the next critical steps in the national recovery process. Sectors, as well as districts, municipalities and provinces affected by the Cyclones will develop recovery plans to respond to the specific challenges and recovery needs they face and to identify priorities based on their particular context. Recovery planning, implementation and monitoring will follow the same process used in Mozambique for developing the Economic and Social development plans (PES) and the State Budget, thereby building on the policies and procedures already in place for ministries, districts and municipalities. Subsequently, recovery will be integrated into the Strategic Government Plan for the next five-year cycle 2020-2024.

Decentralization has been and continues to be a gradual process in the country, and recovery and reconstruction will need to be in line with the country's mixed decentralization model that defines varying degrees of autonomy and responsibility in districts, municipalities, and provinces. It will also have to adapt to the evolving decentralization process, such as the legislative package that will be approved in September 2019 that will make provinces decentralized bodies with their own administrative and financial autonomy.

The following criteria will guide **prioritization** in recovery planning across sectors and affected districts / provinces, based on recommendations made by partners and government representatives during the DRF consultations:

- 1) Target vulnerable groups
- 2) Recover social and administrative services
- 3) Resettlement (including basic services)
- 4) The contribution to food security
- 5) Exposure to risks
- 6) Contribution to employment creation and support to small and medium enterprises
- 7) The timeframe for project implementation
- 8) Balance between physical infrastructure reconstruction and social-productive recovery

**The recovery needs** for districts and provinces affected by Cyclones Idai and Kenneth are estimated to be USD\$ 3.17 billion. **Financial contributions** from international cooperation partners are expected to be USD 1.3 billion, based on pledges made during the Donor Conference held on June 01, 2019 in Beira City. Of this contribution, USD 1.05 billion corresponds to grants from partners and USD 252 million to loans from the International Monetary Fund (IMF), European Investment Bank (EIB) and the Government of Austria.

The Cabinet for Reconstruction will be responsible for the **management of recovery financing**, in coordination with the MEF and in line with its established procedures for public accounts. The Recovery and Reconstruction programme will utilize the official instrument for budgeting and financial management in the country -the State Financial Management System (SISTAFE) and the Official Development Assistance to Mozambique Database (ODAMOZ), which tracks donors financing to harmonize development cooperation in the country. The recording and reporting of expenditures will therefore be consistent with the chart of accounts and budget classification of the GoM. An independent and external audit will be undertaken annually in accordance with International Standards on Auditing and with the Government's audit regulations. Sound financial management, transparency and accountability will be developed through capacity-building technical assistance from partners to support the Cabinet, the Ministry of Economy and Finance (MEF) and sub-national government authorities to ensure robust budgetary planning, accounting, internal controls, financial reporting and auditing processes.

Although there are many recovery priorities, the following have been identified as **immediate urgent needs** that need to be addressed over the short-term.

- 1) Guarantee food security and agricultural inputs for the coming planting season to ensure a harvest in March 2020;
- 2) Replacement of meteorological services (early warning, infrastructure, equipment) to ensure monitoring of the approaching rainy and cyclone season;
- 3) Restoration of basic services (water, sanitation, electricity) for affected households;
- 4) Rehabilitation of public administration infrastructure and equipment to ensure that the government is able to restore its function and services to the public.

The following are some of the most immediate **challenges** facing the implementation of recovery and reconstruction, and the next steps that will be taken to address them:

- 1) Financing Gap – to cover some of the financing gaps in specific sectors, the GoM will integrate projects without financial coverage into the annual PES and State Budget, and if it is not possible it will mobilize additional external resources;
- 2) Disbursement timeline – some recovery projects have technical requirements that need to be met prior to disbursements, such as feasibility studies, environmental impact assessments and detailed projects to be submitted to public tender;
- 3) The quality now required in the design of technical projects and the supervision of the works is high, in particular those that need to integrate resilience measures;
- 4) Technical assistance and institutional capacity building support needed –the goal is to strengthen, in 2019, the Cabinet's capacity to implement its mandate and to meet the needs of PREPOC / DRF, as well as to strengthen the capacity of ministries, districts and municipalities.
- 5) Time-consuming procurement procedures may delay some projects – proposal under consideration by the GoM to ease the approval requirements;
- 6) Recovery Action Plans need to be developed in Sectors and in the Affected Provinces, Districts and Municipalities –the goal is to begin the planning process prior to the establishment of the new elected government to ensure the institutional memory is not lost and to facilitate the transition between planning and implementation;
- 7) Monitoring and evaluation will take time to develop –the M&E system will be given priority in the coming months to ensure the system is in place for 2020.
- 8) Reporting progress in recovery –an immediate communication and information exchange system will be developed for collecting updates and progress at district and provincial level, particularly while the M&E system is developed;
- 9) The approaching rainy and cyclone season - 2019-2020 - and the frequency of extreme weather events.

During the development of the DRF, numerous bilateral consultations and meetings were organized with government authorities including sector ministries, the Ministry of Economy and Finance, the Minister of Public Works, Housing and Water Resources, and the Council of Ministers, to brief and update on the DRF process as well as to discuss key issues, and obtain feedback and recommendations. In addition consultative meetings were organized with partners, including coordination meetings with the DRF Technical Secretariat, the Development Partners Group (DPG), the Development Cooperation Platform (DCP), the United Nations Country Team (UNCT) and the Humanitarian Country Team (HCT). The present DRF was presented to and approved by Mozambique's Council of Ministers on 13<sup>th</sup> August 2019.



## INTRODUCTION

The Disaster Recovery Framework –DRF (in Portuguese PREPOC) was prepared under the leadership of Mozambique’s Cabinet for Post-Idai Reconstruction, with support from the African Development Bank (AfDB), the European Union (EU), the United Nations (UN) and the World Bank (WB). Consultations with government authorities and partners took place between July 4 and August 15 2019 to develop the DRF as a common framework for the government at all levels and across all line ministries as well as for international partners engaged in the country’s recovery and reconstruction.

The present DRF sets the vision, strategic objectives, and principles for Mozambique’s recovery over the next five years in response to Cyclones Idai and Kenneth. It presents the institutional and coordination arrangements for recovery, the planning and implementation modalities, the recovery needs across sectors, financing and financial management mechanisms, as well as the framework for monitoring and evaluation.

The present DRF is based on the Post Disaster Needs Assessment (PDNA) conducted between April 16 and May 2nd 2019, building on its core findings and recommendations. The PDNA estimated that more than 1.5 million people were affected by Cyclone Idai in the four provinces of Sofala, Manica, Zambezia and Tete, out of which, over 1600 injured and more than 600 people died. There was significant damage to the country’s infrastructure, productive and social sectors. The total damage caused by the Idai and Kenneth is estimated to be USD\$1.51 billion and the loss at USD\$1.48 billion.

## THE CONTEXT AND POLICY FRAMEWORK

The Disaster Recovery Framework is based on important pieces of legislation and policies in Mozambique, indicated below, that have relevance for the process of recovery and reconstruction and will serve to guide the planning, implementation, monitoring and inter-institutional coordination arrangements.

**Decree No. 26/2019** (11 April 2019) that created the Cabinet for Reconstruction, and **Decree No. 45/2019** (May 22, 2019) that expanded its mandate to include areas affected by Cyclone Kenneth.

**Decree No. 27/2019** (11 April 2019) that approves custom and fiscal breaks for imports.

**The Law of Local Organs of the State –LOLE-** (Lei dos Organos Locais do Estado-Law 8/2003): It sets forth the organization, competencies and functioning of Provinces, Districts, Administrative Posts and Localities as deconcentrated state organs, following a territorial approach. The law designates the district level as the principal territorial unit for the organization and functioning of the local administration and the base for planning economic, social and cultural development.

**Legislation for Public Financial Management** (Lei do Sistema da Administração Financeira do Estado - or SISTAFE - Lei 09/2002) that provides the overall framework for decentralized public financial management at provincial and district levels.

**The 2010 National Decentralized Planning and Finance Programme:** launched to mainstream decentralized and participative planning methodologies and processes throughout the country at provincial and district levels.

**The Disaster Management Law (Law No. 15/2014)** establishes the legal regime for disaster risk management, including prevention and mitigation, disaster relief and reconstruction.

**Territorial Planning Law and Regulation (2007, 2008):** This legislation follows the principles of rational use of land and natural resources, environmental conservation, and improvement of livelihoods, social infrastructure and housing. It describes and regulates the use of tools and approaches to promote land use plans at all levels.

Cyclones Idai and Kenneth struck Mozambique in a context of vulnerability and at a time of important changes outlined below. The nature and national scope of these important processes need to be considered during the recovery and reconstruction process.

**The Elections:** In October 2019 Mozambique will have general elections, the country will elect a new President, Members of Parliament, and for the first time, the governors of 10 provinces. Recovery and reconstruction will need to transition through the new administration, particularly from the planning process to implementation over the next months, retaining the institutional memory and maintaining the momentum needed.

**Decentralization:** the country’s process of decentralization continues to make gradual progress as legislative, policy and administrative measures are put in place to promote decentralization. The extent of decentralization is mixed, as there are varying degrees of autonomy and responsibility passed to districts, municipalities, and provinces. Later this year provinces will elect a governor for the first time, and provinces are expected to be decentralized bodies with their own administrative and financial autonomy. Recovery and reconstruction will build on existing decentralized structures and systems and will need to evolve and adjust in the context of an ongoing decentralization process.

**Food Insecurity:** Before Tropical Cyclone Idai struck Mozambique, the country was already facing high levels of food insecurity. Agricultural productivity and production for the 2018-2019 main season was already expected to be quite low due to drought conditions in many southern and central areas of the country, coinciding with the same provinces most affected by cyclone Idai. Between September and December 2018, 1.78 million people were severely food insecure in the country.<sup>2</sup> Since many of the areas affected by drought were also affected by Cyclone Idai, food insecurity is expected to worsen. These districts require priority assistance and close monitoring over the coming months until the next harvest expected in March 2020.

**Human Development in Mozambique:** Cyclone Idai and Kenneth made landfall in the ninth country with the lowest human development index (HDI) in the world (0,437), ranking 180<sup>th</sup> among 189 countries.<sup>3</sup> The country’s poverty headcount is 46 percent in 2014/15.<sup>4</sup> In the four provinces most affected by cyclone Idai the poverty rate is higher: 62% in Zambezia, 50% in Sofala, 42% in Tete, and 35% in Inhambane. The pre-existing socio-economic conditions in Mozambique show that Cyclones Idai and Kenneth took place in a context of high vulnerability. The PDNA estimated that the poverty rate will likely rise in affected areas, and that the consequences of the disaster will set back significantly the development gains made over the last decade in Mozambique.

## THE SCOPE, VISION AND STRATEGIC OBJECTIVES

The Disaster Recovery Framework will support the recovery and reconstruction of provinces and districts affected by Cyclone Ida and by Cyclone Kenneth, indicated in Table 1 below, which were defined in Article 1 of Decrees No. 27/2019 and 45/2019 (for Nampula and Cabo Delgado districts).

Table 1: provinces and districts affected by Cyclone Idai and Kenneth

Sofala	Manica	Tete	Zambezia	Inhambene	Nampula	Cabo Delgado
Cidade da Beira	Cidade de Chimoio	Cidade de Tete	Chinde	Govuro	Memba	Pemba
Dondo	Manica	Mutarara		Vilanculo	Erati	Mueda
Nhamatanda	Sussundenga	Doa				Ibo
Caia	Gondola	Macanga				Macomia
Gorongosa	Vanduzi	Moatize				Quissanga
Muanza	Macate	Tsangano				Meluco
Buzi,	Mossurizi	Angonia				
Cheringoma						

<sup>2</sup> Based on the Integrated Phase Classification (IPC) and Mozambique’s Technical Secretariat for Food Security and Nutrition (SETSAN).

<sup>3</sup> Source: UNDP (<http://hdr.undp.org/en/countries/profiles/MOZ>)

<sup>4</sup> WB, 2018, Mozambique Poverty Assessment.

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The recovery of vulnerable groups will be given priority. As per the PDNA, vulnerable groups include internally displaced people, women, female-headed households, children, people with disabilities, older people, and people living with HIV.

The DRF will support recovery over the short, medium and long-term as follows:

- Short-term: 2019-2020
- Medium-term: 2021-2022
- Long-term: 2023-2024

**Recovery Vision:** Areas affected by Cyclones Idai and Kenneth have a rapid reconstruction and recovery of the social fabric and productive activity, as well as the accelerated and resilient rehabilitation and reconstruction of affected social and economic infrastructure, in a manner that they will be more resilient and able to better respond to similar future disasters.

**The General Objective** of recovery over the next five years is to recover the human fabric and restore the basic services, economic and social infrastructure that was damaged or destroyed by Cyclones Idai and Kenneth. The following are the **strategic objectives**:

- 1) Repair the infrastructure and restore the services in areas affected by the Cyclones;
- 2) Strengthen the resilience of communities and infrastructure affected (economic, social and physical);
- 3) Restore basic services in cyclone-affected areas (Environmental, Sanitation, Health, Education and Markets);
- 4) Restore livelihoods and ensure food security in affected communities.

The following are the **principles** that will guide the recovery and reconstruction program, as recommended in the PDNA.

- 1) Follow one single Post-disaster Reconstruction Program that includes sectoral and local actions;
- 2) Build on international experiences with post-disaster recovery processes.
- 3) Ensure that new recovery investments are resilient to future disasters of the same nature and magnitude or greater;
- 4) Give priority to the defense of life, the rapid restoration of economic and productive activity and the social protection of vulnerable people;
- 5) Recovery will be in accordance with territorial planning instruments and local plans for adaptation and resilience to natural threats in rural and urban areas;
- 6) Ensure respect for the zoning plans of the territory, avoid high-risk zones and promote new urban centralities;
- 7) Improve the living conditions of peripheral neighborhoods, promote adequate street opening, drainage and sanitation;
- 8) Include flood dampening infrastructures, shelter platforms;
- 9) Encourage community participation in the reconstruction process.

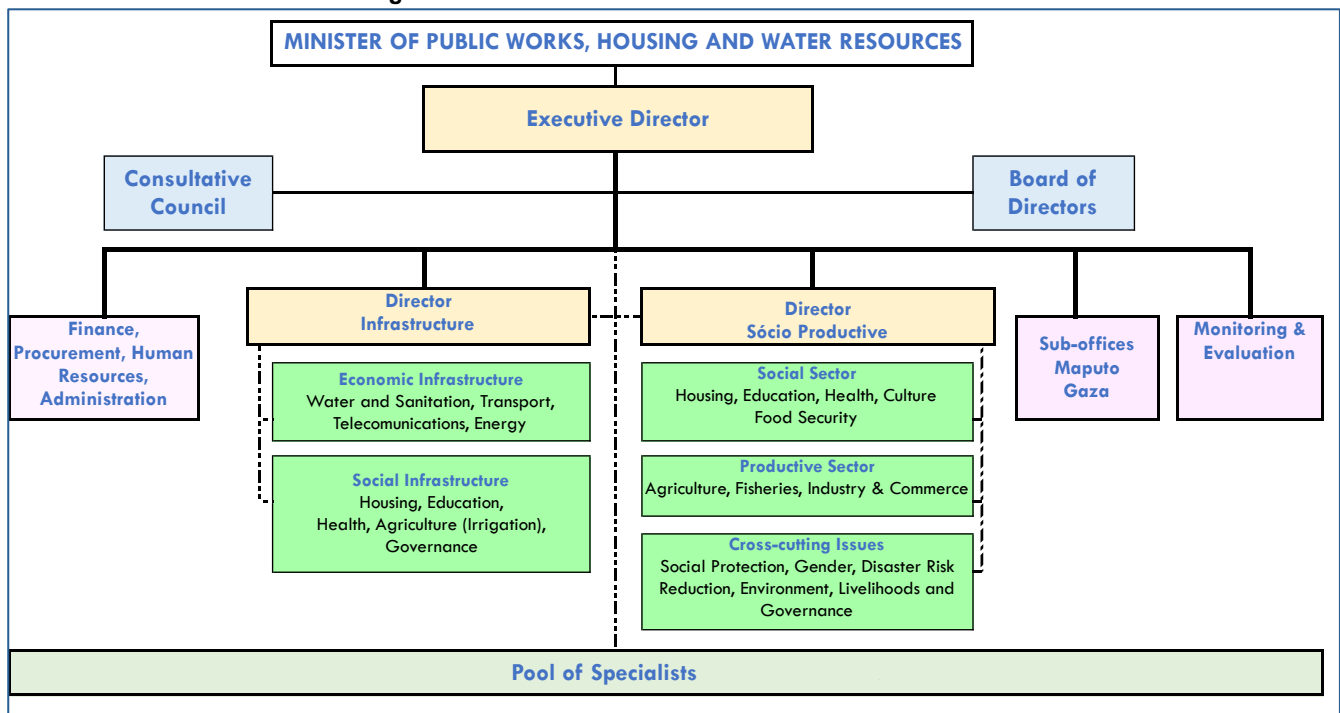
# INSTITUTIONAL ARRANGEMENTS

## The Cabinet for Reconstruction

The Cabinet for Reconstruction, created under Decree No. 26/2019, will have oversight on the planning, implementation, monitoring and evaluation of recovery and reconstruction in the provinces affected by Cyclone Idai as well as by Cyclone Kenneth (Decree No. 45/2019). The Cabinet will have its headquarters in Beira, the capital city of the most affected province of Sofala. In addition, given the geographic distance, the Cabinet will have a sub-office in Pemba to oversee and coordinate recovery operations in the affected districts of the provinces of Pemba and Nampula.

As illustrated in Figure 1, the Cabinet sits under the Ministry of Public Works, Housing and Water Resources. As per Decree no 26/2019, the Cabinet is headed by an Executive Director appointed by the Council of Ministers, and will have in its structure a Director of Infrastructure, and a Director of the Social and Productive Section, which together will form the Board of Directors. The two Directors will be appointed by the Minister of Public Works, Housing and Water Resources.

Figure 1: Structure of the Cabinet for Reconstruction



In addition to being responsible for leading the preparation of the PDNA and the DRF in collaboration with government authorities and international partners, the Cabinet has the following responsibilities approved under Decree No. 26/2019:

- 1) Organize resource mobilization events in Mozambique, in partnership with development cooperation partners and other stakeholders;
- 2) Mobilize resources to be allocated to post-cyclone recovery and reconstruction from cooperation partners and civil society;
- 3) Prepare projects for the implementation of the Reconstruction Program;
- 4) Monitor and manage contracting, as well as the supply of goods and services for post-cyclone reconstruction and recovery actions;
- 5) Prepare and submit progress reports on recovery program activities to the Government and Partners;
- 6) Submit to the Government a Mid Term and Final Evaluation report of the Reconstruction Program;

- 7) Contract an annual independent audit of the recovery program and share the audit reports with the Government and Partners.

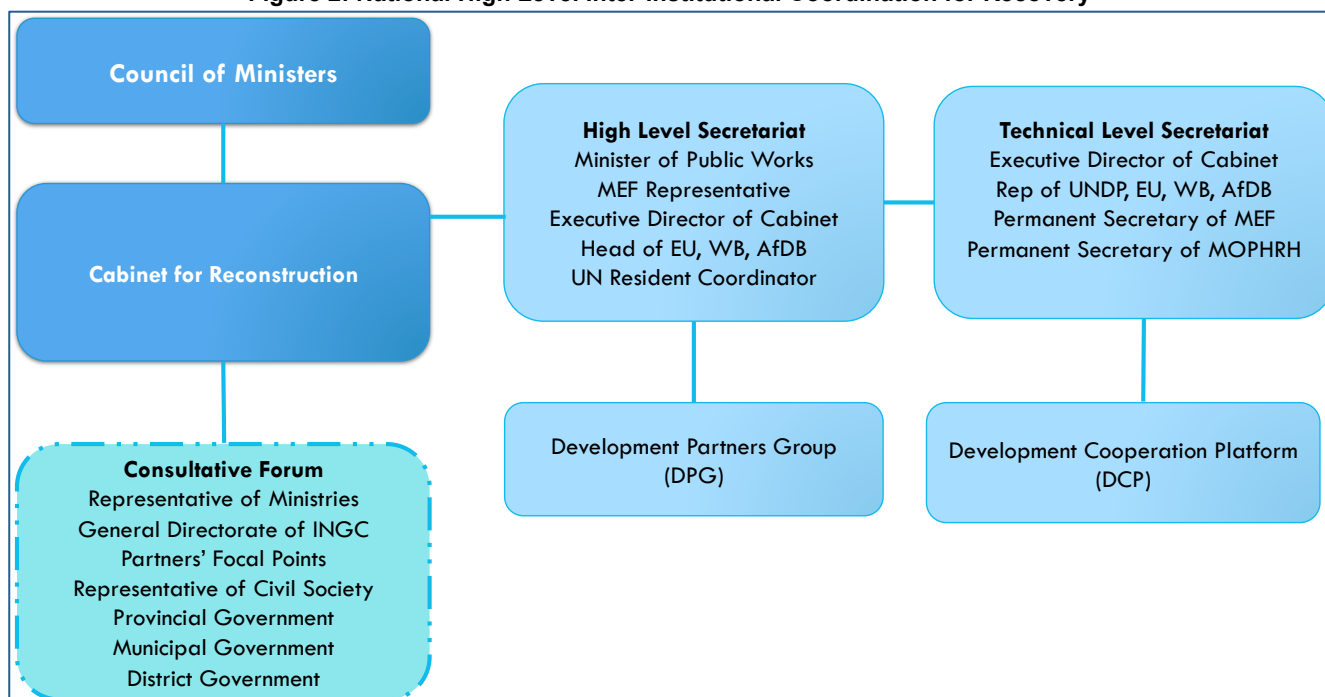
### Inter-Institutional Coordination

Figures 2 and 3 indicate the framework for inter-institutional coordination at national and sub-national levels. Within the Government of Mozambique the **Council of Ministers**, through the Minister of Public Works, will provide strategic oversight and coordination among ministries at the central level, including inter-ministerial coordination.

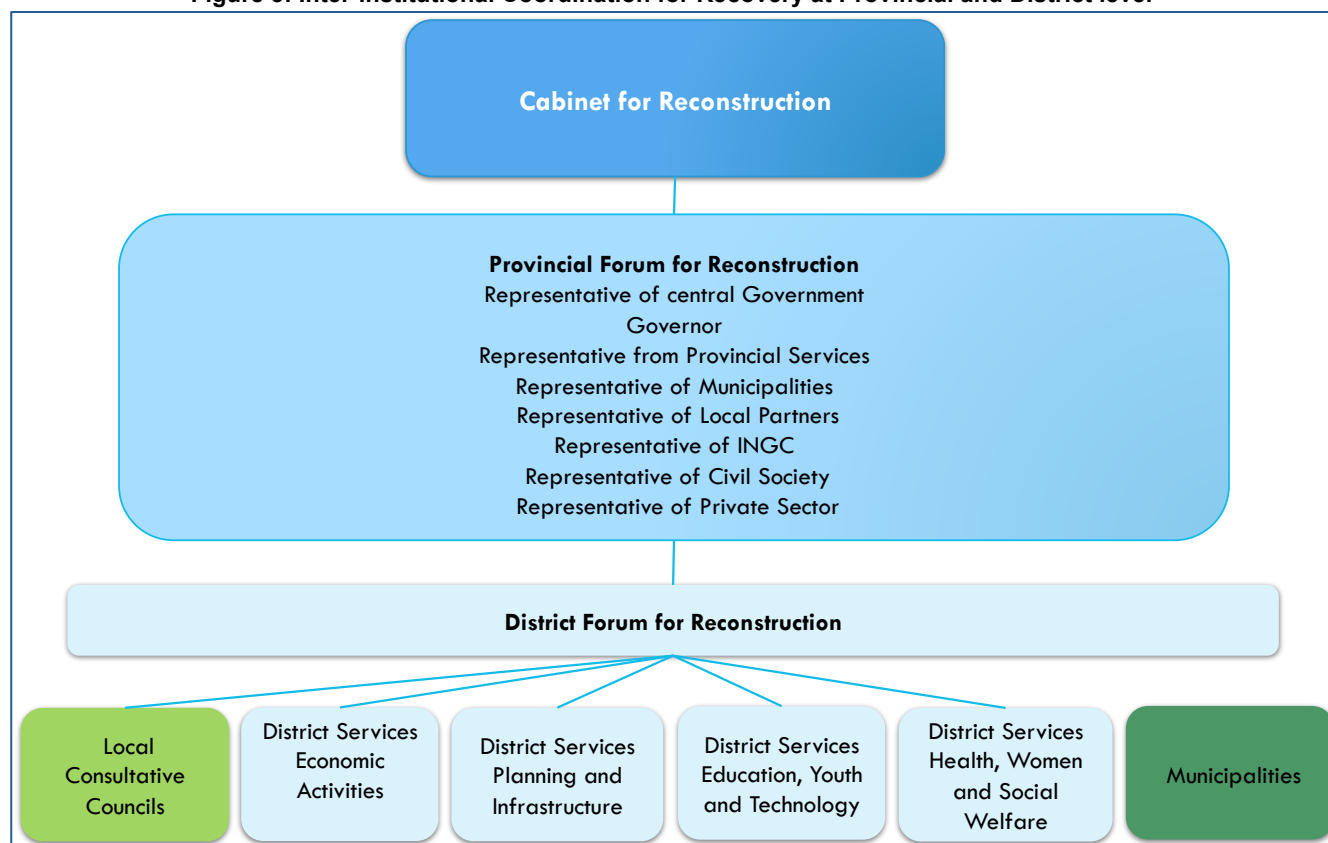
**The High Level Secretariat** will provide the platform for coordination with partners. It is represented by the Minister of Public Works, the Executive Director of the Cabinet, a Representative from the Ministry of Economy and Finance, the Heads of the European Union, the World Bank, the African Development Bank and the UN Resident Coordinator. **The Technical Secretariat** will support coordination on technical matters, make key management decisions, monitor progress, ensure the achievement of recovery objectives, and report to the High Level Secretariat.

**The Consultative Forum:** a Consultative Forum at central level will be established as a platform for consultation and information exchange as well as to facilitate coordination. Similarly, the **Provincial and District Forums** will serve the same purpose at sub-national level.

**Figure 2: National High Level Inter-Institutional Coordination for Recovery**



**Figure 3: Inter-Institutional Coordination for Recovery at Provincial and District level**



The coordination process in the preparation of recovery and reconstruction plans will be through the DRF / PREPOC sectoral focal points, the heads of department and the Director of Planning, Economy and Finance at all levels.

### The Participation of Civil Society

The participation of civil society organizations (CSO) is critical in all post-disaster recovery processes and has therefore been taken into account in the development of the DRF. In addition, the importance of CSO participation in the recovery and reconstruction of Mozambique has been echoed by government representatives and partners during the DRF consultative process. This objective will be achieved through the following mechanisms:

- 1) Civil society will be represented in the national **Consultative Forum** as well as in the **Provincial and District Forums**, as shown above in the diagrams, to ensure their participation in the consultative and coordination processes of recovery at both levels.
- 2) **Local Consultative Councils (Conselho Consultivo Local)**: The participation of CSO, including NGOs, communities and local interest groups, in recovery planning and implementation will be through the Local Consultative Councils -LCCs (Conselho Consultivo Local) which represent the principal space for community participation and consultation in planning and implementation in Mozambique, in line with the Law of Local State Organs (Law 8/2003, Decree 11/2005, and Diploma Ministerial 2008).
- 3) **Consultation Forum with civil society**: In order to further strengthen the engagement of civil society in the country's recovery process, the Cabinet for Reconstruction will be organizing in 2019 a consultative forum with civil society organizations including NGOs in collaboration with partners.

## Recovery and Humanitarian Assistance

A combination of early and short-term recovery as well as humanitarian assistance is needed during the remaining months of 2019 and into early 2020. Displaced populations continue to need support including improved shelter conditions for the approaching rainy season, as well as households that are food insecure. In Mozambique agricultural production for the 2018-2019 main season was already expected to be quite low due to drought conditions in many southern and central areas of the country. Since many of the areas affected by drought were also affected by Cyclone Idai, food insecurity remains precarious and close monitoring is needed over the coming months. It is important that farmers receive sufficient seeds and tools for the coming planting season to ensure an adequate harvest in March 2020.

The National Institute for Disaster Management (INGC) is responsible for overseeing humanitarian assistance in the country, and its Coordination Office for Reconstruction (GACOR) created in the aftermath of the floods in 2000, is responsible for coordinating resettlement, including the construction of houses and basic services in resettled communities. In order to facilitate coordination in the transition between humanitarian assistance and recovery, particularly in housing reconstruction and the resettlement process, the INGC will form part of the national Consultative Forum and Provincial and District Forums for Reconstruction (Figure 3 and 4 above).

The participation of the INGC in the Consultative Forums at all levels is intended to ensure coordination between the humanitarian response and longer-term recovery. More detailed coordination arrangements between recovery and humanitarian interventions and among sectors and clusters is expected in the recovery planning process scheduled for 2019 at district, municipal, provincial and national levels under the leadership of the Cabinet for Reconstruction and the INGC.

The present DRF was developed at the same time that the humanitarian partners were updating the Humanitarian Response Plan (HRP).<sup>5</sup> Through the DRF consultations with the United Nations Country Team (UNCT) and the Humanitarian Country Team (HCT), criteria was agreed to guide the projects that should be included in the DRF and in the revised HRP to avoid overlaps and double counting as well as to ensure there are no gaps, namely that the HRP projects should address life-saving needs, early recovery priorities linked to life-saving, address the humanitarian needs arising from Cyclones Idai and Kenneth as well as the pre-existing drought, and projects that can be implemented within the timeframe of the HRP (by May 2020).

## PLANNING, IMPLEMENTATION AND MONITORING

The planning, implementation and monitoring arrangements for recovery and reconstruction proposed here follow international best practice as well as the recommendations made by government authorities and partners during consultative meetings and the DRF Workshop held in Chimoio on 8-9 July. These include ensuring the following for recovery and reconstruction:

Empower local Government and affected communities

Use bottom-up coordination arrangements

Use existing coordination structures and Government approaches

Ensure the participation and engagement of local consultative councils at provincial, municipal and district levels in planning, implementation and monitoring.

### Planning and Implementation

<sup>5</sup> The final revised HRP was not available at the time that the DRF was completed.

Recovery planning is one of the next critical steps in the national recovery process. Sectors, as well as districts, municipalities and provinces affected by the Cyclones will develop recovery plans to respond to the specific challenges and recovery needs they face and to identify priorities based on their particular context.

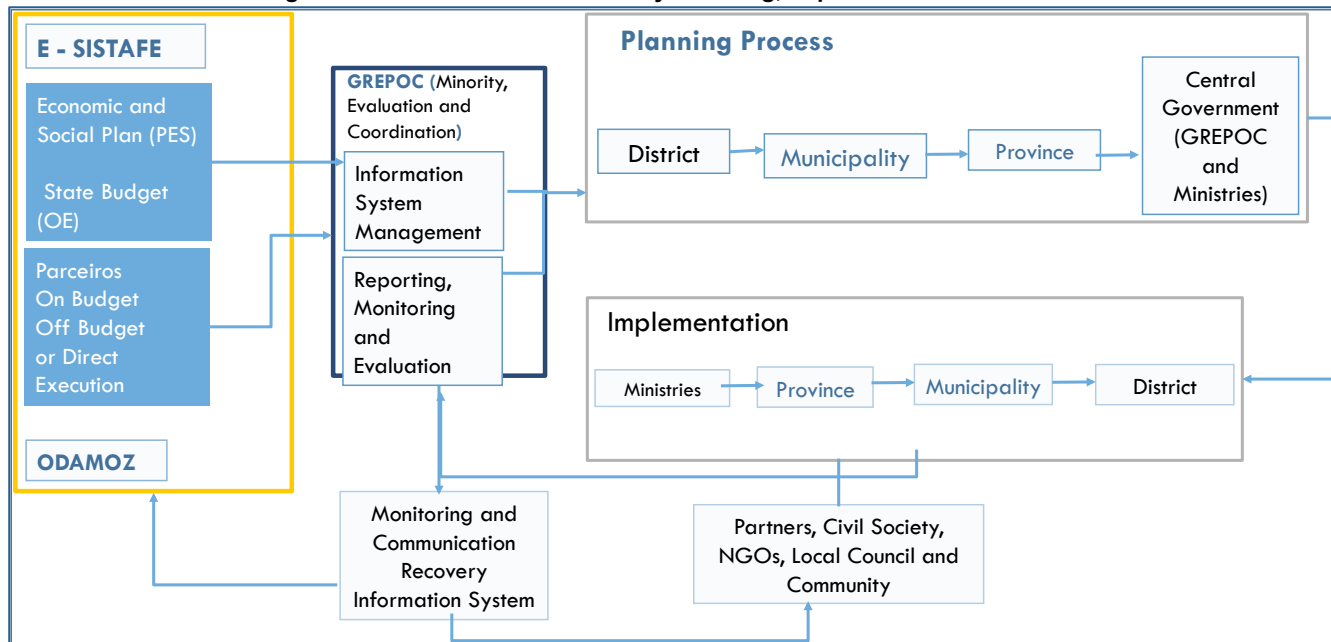
Planning and implementing recovery interventions over the next five years will build on existing structures and systems in the country's mixed decentralization model that defines varying degrees of autonomy and responsibility in districts, municipalities, and provinces. Decentralization has been and continues to be a gradual process in the country, and recovery and reconstruction will need to adapt to the evolving decentralization process, such as the legislative package that will be approved in September 2019 that will make provinces decentralized bodies with their own administrative and financial autonomy.

Recovery planning, implementation and monitoring will follow the same process for the development of Public Planning Instruments, based on policies and procedures already implemented at Municipal, District, Provincial and National levels.

The planning process will thus include local recovery plans, which should be integrated into the District Strategic Development Plans (PEDD), the Municipality Strategic Plans, and in their Economic, Social and Budget Plan (PESOD or PESOM), prepared under the coordination of the District Secretariat, or Municipal Assembly as illustrated in Figure 4. Based on these local plans, the Cabinet will annually draw up a Reconstruction and Recovery Implementation Plan, globalizing sectoral plans. Municipalities, Districts and Provinces will develop recovery plans at their level for further integration into the Economic Plans and Annual Budgets.

As per the established practice, recovery planning will engage the participation of Local Consultative Councils at district and sub-district levels, which represent CSOs, the formally recognized Community Authorities, and local economic, social and cultural interest groups. At district level the LCCs consist of thirty to fifty members representing community groups, cooperatives, religious organizations and other members of civil society. CSO-driven Development Observatories and NGO fora at provincial level are involved in a monitoring function.

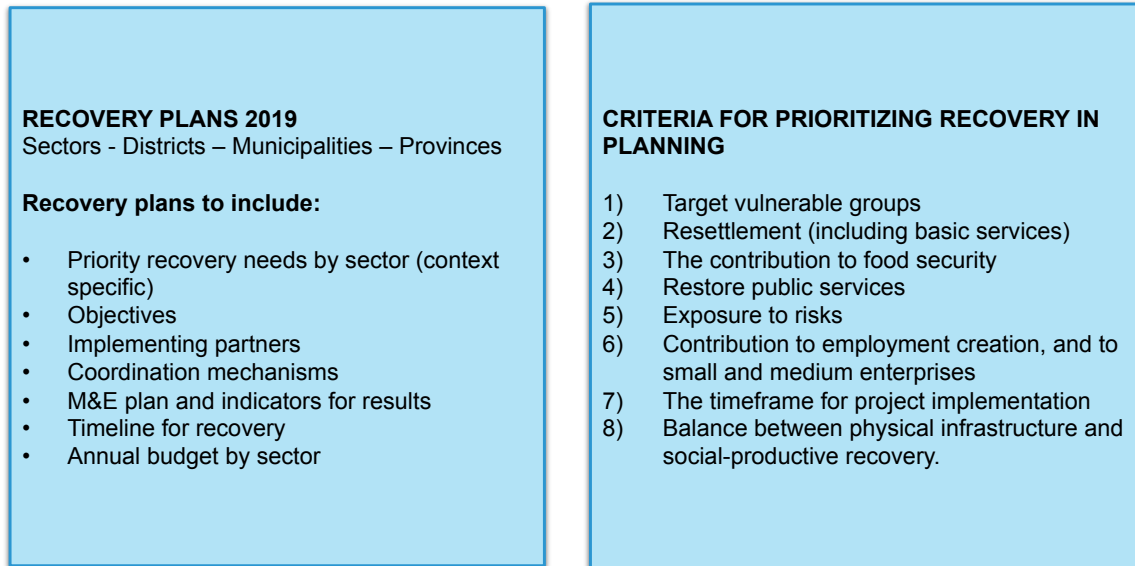
**Figure 4: The Process for Recovery Planning, Implementation and M&E**



As noted, Recovery Plans will be context-specific and provide a detailed outline of the proposed modalities for implementation, monitoring and evaluation. Figure 5 presents the suggested content of the recovery plans as well as the criteria that should be used to guide the prioritization of recovery interventions across sectors and affected districts, municipalities and provinces, based on recommendations made by partners and government representatives during the DRF consultations.



**Figure 5: Criteria for prioritizing recovery interventions and outline of recovery plans**

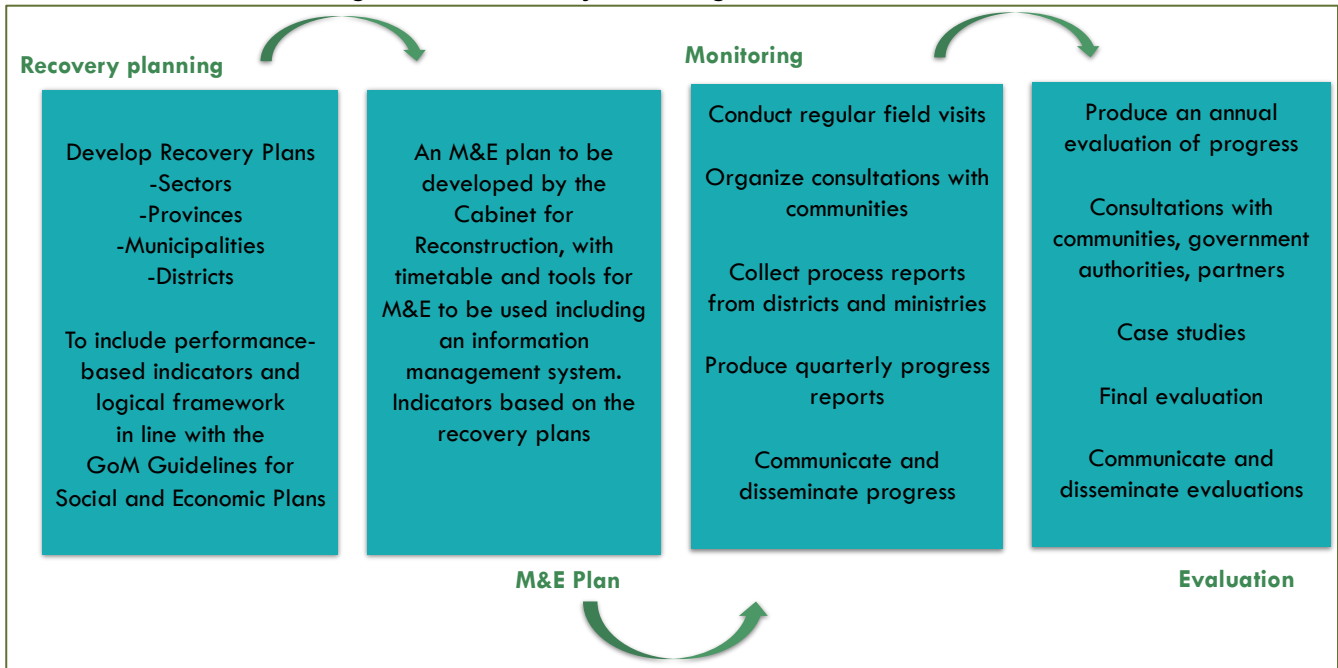


## **Monitoring and Evaluation**

As noted, sectors, districts and provinces will develop recovery plans as one of the next steps in 2019. Subsequently, plans will be developed annually, and in 2020 recovery planning is expected to be integrated into the country's annual planning process for Economic and Social Plans. Recovery plans are expected to include performance-based monitoring indicators, in line with the country's planning and monitoring procedures, whereby all state agencies and entities are accountable for performance-based outputs and results.

In addition, to support effective monitoring and evaluation, the Cabinet will develop a plan for M&E including monitoring indicators based on the recovery plans of sectors, districts and municipalities. The Cabinet will also develop an information system to track progress on the agreed indicators to facilitate the monitoring of specific results and impact, as well as to meet the requirements of partners. Finally, a communication strategy will be developed for effective coordination, information sharing and reporting. Figure 6 summarizes the M&E framework for recovery.

**Figure 6: The Recovery Monitoring and Evaluation Process**



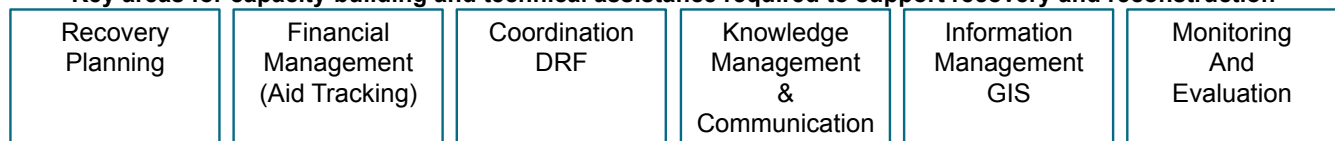
The Cabinet will produce quarterly reports on progress and results to the Government and partners, as well as a mid-term and final evaluation of the recovery and reconstruction process, as per Decree No. 26/2019. The Cabinet is expected to receive capacity-building support from partners, including national and international technical experts, resources, and training to develop the M&E system for the recovery programme.

### Capacity-Building Technical Assistance

The recovery and reconstruction process in Mozambique presents a large challenge for the government at all levels and across ministries. In order to meet the challenge ahead it is critical that authorities have the necessary material, financial and human resources.

**At national level,** the Cabinet will require a robust team to support all the areas under its responsibility, namely coordination, planning, monitoring, communication and reporting, and financial oversight. This includes technical assistance from partners, international experts with post-disaster recovery and reconstruction experience who can play an advisory role, and capacity-building training. It is important that this technical capacity is provided as soon as possible. Similarly, line ministries will need to receive additional resources, technical support and capacity building training to enable them to carry the additional responsibilities of the recovery process.

#### Key areas for capacity-building and technical assistance required to support recovery and reconstruction

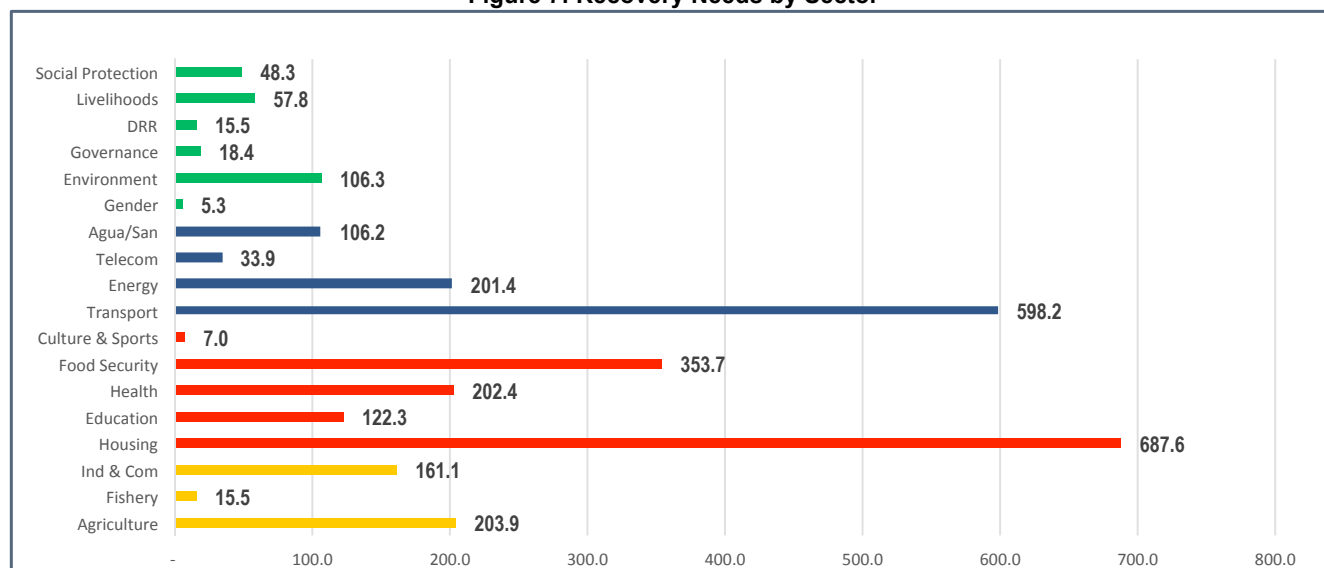


**At provincial and district level:** Municipalities are relatively new structures and the institutional capacities of district governments and services are limited. At the same time, local authorities and communities are often on the front lines of response and recovery, and the added demands outstretch their already constrained capacities. Support to municipalities and districts during the recovery process is critical to enable them to perform their roles effectively and carry the additional burden of recovery. It is critical to ensure that local authorities including District Services, Local Consultative Councils, CSOs and communities groups receive material, human and financial resources and additional technical assistance to plan, implement and monitor recovery at district and community levels.

## RECOVERY NEEDS AND FINANCING

Recovery needs in districts and provinces affected by Cyclones Idai and Kenneth are estimated to be USD \$ 3.2 billion based on the findings of the PDNA. Figure 7 indicates the needs by sector. Contributions from international cooperation partners to Mozambique's recovery are expected to be USD 1.3 billion, based on pledges made during the Donor Conference held on June 01, 2019 in Beira City. Of this contribution, USD 1.05 billion corresponds to grants from partners and USD 252 million to loans from the International Monetary Fund (IMF), European Investment Bank (EIB) and the Government of Austria.

Figure 7: Recovery Needs by Sector



Note: based on the PDNA

Currently the total financing gap for the country's recovery and reconstruction is USD\$ 1.9 billion (USD \$3.2 billion in needs versus USD \$ 1.3 billion in funding). Table 2 indicates the recovery financing confirmed and available from some donor partners. An attempt was made to estimate the financing available for each sector, based on the financing reported from some donor partners. Table 2 summarizes the recovery needs, financing allocation, and funding gap by sector. The information is indicative only given that some projects are multi-sectoral in nature, and that the GoM is awaiting detailed information on financing from some donor partners to complete the analysis.

Thus far the estimates reveal mixed levels of sector financing. For instance, financing for water and sanitation, social protection and gender is close to meeting recovery needs, while the environment and culture sectors do not have financing. The intention of the GoM is to cover funding gaps in sectors that require it, by integrating projects without financial coverage into the annual Economic and Social Plans (PES), and / or to mobilize additional external resources where possible.

In addition, the GoM began the process of further prioritizing needs across each sector and ministry. The process of prioritization will be finalized in the coming weeks, a necessary step considering the financing gap. The process is expected to continue as sector ministries, provinces and districts begin to develop recovery plans in the remainder of 2019.

At present, a total of USD \$930 million of financing is now confirmed by some partners,<sup>6</sup> which includes recovery projects already implemented, those in the process of implementation, and financing available for new recovery projects that are ready for planning and implementing feasibility studies and other technical specifications required.

<sup>6</sup> The Government of Mozambique expects to receive annual and sector allocations from other donor partners to complete the analysis.

**Table 2: Recovery needs, financing and gaps by sector and year**

Sector	Needs PDNA (Millions USD)	Confirmed by donor (Millions USD)	Sector gap (Million USD)
<b>Social protection and gender</b>	57.30	51.06	-6.24
<b>Agriculture and food security</b>	608.10	125.82	-482.28
<b>Water and sanitation</b>	106.20	111.11	4.91
<b>Environment</b>	106.40	-	-106.40
<b>Culture</b>	1.01	-	-1.01
<b>Education</b>	135.80	49.97	-85.83
MCTESTP			
MINEDH			
<b>Energy</b>	201.40	26.70	-174.70
<b>Governance</b>	18.40	3.35	-15.05
MAEFP			
Ministério da Justiça			
Ministério do Interior			
<b>Housing</b>	758.50	61.30	-697.20
<b>Industry and commerce</b>	161.10	-	-161.10
<b>Livelihoods</b>	57.70	0.75	-56.95
<b>Fisheries</b>	19.40	1.32	-18.08
<b>DRR</b>	15.50	25.45	9.95
<b>Health</b>	235.50	10.45	-225.05
<b>Transport</b>	648.80		
Roads	600.78	126.00	-474.78
Railways	18.93	-	-18.93
Ports	18.75	-	-18.75
Airports	10.35	-	-10.35
<b>Telecommunications / Radio</b>	36.00	-	-36.00
<b>Multisectoral</b>		336.79	

Note: the figures in the table are estimates based on data provided by some partners, to be completed as further data is received from partners.

## FINANCIAL MANAGEMENT

Mozambique's legislation for Public Financial Management (*Lei do Sistema da Administração Financeira do Estado - or SISTAFE - Lei 09/02*) provides the overall framework for decentralised public financial management. The State Financial System, SISTAFE, was established under the provisions of paragraph 1 of Article 135 of the Constitution to harmonize rules and procedures for the programming, management, implementation and control of public resources.

Sound financial management for the recovery and reconstruction projects will require robust budgetary planning, accounting, internal controls, financial reporting and auditing processes to ensure the effective and efficient utilization of financial resources.

The Cabinet for Reconstruction will be directly responsible for the management of recovery financing, in coordination with the Ministry of Economy and Finance (MEF) and in line with its established procedures for public accounts. The Recovery and Reconstruction programme will utilize the official instrument for budgeting and financial management in the country -the SISTAFE. The recording and reporting of expenditures will therefore be consistent with the chart of accounts and budget classification of the Government of Mozambique. An independent and external audit will be undertaken annually in accordance with International Standards on Auditing and with the Government's audit regulations.

The recovery programme will also use the Official Development Assistance to Mozambique Database (ODAMOZ), which tracks donors financing to harmonize development cooperation in the country following international standards (e.g. OECD/DAC sector codification). The accounting system will allow for the recording of project financial transactions, including the allocation of expenditures in accordance with the respective components, disbursement categories, and sources of funds. The use of ODAMOZ will facilitate transparency as it is the main tool for international aid tracking in the country and it is available to the public. This will require that Donors and Partners supporting recovery and reconstruction report their financing in order to enter and maintain the ODAMOZ database.

Technical assistance will be critical to ensure sound financial management, transparency and accountability, particularly capacity-building in the following key areas:

- 1) Enhance the existing system for public accounts in the MEF, for example by integrating an additional programme classification code(s) in SISTAFE for recovery projects to facilitate financial tracking;
- 2) Develop an information management system for the Cabinet for Reconstruction to facilitate monitoring and financial reporting which form part of the Cabinet's mandate. The information system will link with the SISTAFE and ODAMOZ to ensure integration with the official instruments of the MEF.
- 3) Technical assistance to strengthen the capacity for financial management, particularly in the following key areas: accounting, financial tracking, procurement, financial reporting, and internal controls.
- 4) Develop and disseminate guidelines and templates for expenditure reporting.
- 5) Expertise in accounting and financial management within the Cabinet for Reconstruction and the MEF as well as at District and Municipal levels as required, and including capacity-building training.

This technical assistance and capacity-building support is important to ensure financial accountability at all levels in line with the responsibilities of the Cabinet, the MEF and the country's decentralized structures.

For procurement, the approval requirements of the country's Administrative Court –AC (procurement office) are time-consuming and may cause delays in the implementation of some recovery projects unless it is addressed. The proposal to establish a unit within the AC to ease procedures and facilitate the fast-tracking of priority procurement is being considered.

## **PRIORITIES, CHALLENGES AND NEXT STEPS**

### **Priority Interventions**

Although there are many recovery priorities, the following have been identified as immediate urgent needs that need to be addressed over the short-term.

- 1) Guarantee food security and agricultural inputs for the coming planting season to ensure a harvest in March 2020;
- 2) Replacement of meteorological services (early warning, infrastructure, equipment) to ensure monitoring of the approaching rainy and cyclone season;
- 3) Restoration of basic services (water, sanitation, electricity) to affected households;
- 4) Rehabilitation of public administration infrastructure and equipment to ensure that the government is able to restore its function and services to the public.

### **Challenges**

The following are some of the most immediate challenges facing the implementation of recovery and reconstruction, and the steps that will be taken to address them:

- 1) Financing Gap – to cover some of the financing gaps in specific sectors, the GoM will integrate projects without financial coverage into the annual PES and State Budget, and if it is not possible it will mobilize additional external resources;
- 2) Disbursement timeline – some recovery projects have technical requirements that need to be met prior to disbursements, such as feasibility studies, environmental impact assessments and detailed projects to be submitted to public tender;
- 3) The quality now required in the design of technical projects and the supervision of the works is high, in particular those that need to integrate resilience measures;
- 4) Technical assistance and institutional capacity building support needed –the goal is to strengthen, in 2019, the Cabinet's capacity to implement its mandate and to meet the needs of PREPOC / DRF, as well as to strengthen the capacity of ministries, districts and municipalities;
- 5) Time-consuming procurement procedures may delay some projects – proposal under consideration by the GoM to ease the approval requirements;
- 6) Recovery Action Plans need to be developed in Sectors and in the Affected Provinces, Districts and Municipalities –the goal is to begin the planning process prior to the establishment of the new elected government to ensure the institutional memory is not lost and to facilitate the transition between planning and implementation;
- 7) Monitoring and evaluation will take time to develop –the M&E system will be given priority in the coming months to ensure the system is in place for 2020;
- 8) Reporting progress in recovery –an immediate communication and information exchange system will be developed for collecting updates and progress at district and provincial level, particularly while the M&E system is developed;
- 9) The approaching rainy and cyclone season - 2019-2020 - and the frequency of extreme weather events.

## Next Steps

The following are the immediate next steps to move forward the implementation of the DRF:

- Print and disseminate the DRF;
- Identify projects for immediate implementation and quick impact;
- Develop recovery plans at all levels and across sectors;
- Recruitment of personnel for the Cabinet;
- Organize consultation forum with civil society;
- Collect recovery projects of NGOs and private sector;
- Develop guidelines for reporting recovery progress;
- Develop information system for monitoring.
- Implement the studies and other technical requirements for infrastructure projects, as outlined in the diagram below.

**Figure 8: Workplan for Studies and other Technical Requirements for Infrastructure Projects**

ACTIVITY	2019	2020	2021	2022	2023
Emergency rehabilitation	[Red bar]				
Various studies	[Light green bar]				
Feasibility studies	[Blue bar]				
Environmental impact assessment	[Dark green bar]				
Project design	[Blue bar]				
Public tenders		[Green bar]			
Implementation of projects	[Grey bar]				

## THE DEVELOPMENT OF THE DRF

The present Disaster Recovery Framework was prepared under the leadership of Mozambique’s Cabinet for Post-Idai Reconstruction, with support from the European Union (EU), The World Bank (WB), the United Nations (UN) and the African Development Bank (AfDB). A team mission of four expert advisors from the EU, WB, UN and AfDB took place between July 4 and August 15, 2019.

The team and the Cabinet worked closely to develop the DRF as a common framework for the country’s reconstruction, to guide the Government of Mozambique at all levels and across all line ministries as well as international partners engaged in the country’s recovery.

A two-day workshop was organized on 8-9 July in Chimoio on Harmonization of Program Priorities for Post-Cyclone Recovery and Reconstruction. The event was attended by over 100 participants representing government authorities from affected provinces, municipalities and districts, as well as representatives from the Cabinet for Reconstruction, the WB, EU, UN, AfDB and other partners. Participants had the opportunity to share their views and recommendations through two working group exercises on 1) the key principles for prioritizing sector recovery interventions and 2) institutional arrangements for planning and implementing recovery at the provincial and district levels. The valuable recommendations made by participants have directly informed the Disaster Recovery Framework.

In addition numerous bilateral consultations and meetings were organized with government authorities including line ministries including the Ministry of Economy and Finance, the Minister of Public Works, Housing and Water Resources, and the Council of Ministers, to brief and update on the DRF process as well as to discuss key issues, and obtain feedback and recommendations. In addition consultative meetings were organized with partners, including coordination meetings with the DRF Technical Secretariat, the Development Partners Group (DPG), the Development Cooperation Platform (DCP), the United Nations Country Team (UNCT) and the Humanitarian Country Team (HCT).

The final DRF was presented to and approved by Mozambique’s Council of Ministers on 13<sup>th</sup> August 2019. It was also presented to partners, particularly the DPG, DCP and UNCT on 15<sup>th</sup> August and recommendations integrated into this final DRF report.

## **Annex 1: Summary of the Legal and Policy Framework for the DRF**

### **Lei de Gestão das Calamidades (Lei nº15/2014)**

O país conta com a Lei de Gestão das Calamidades (Lei nº15/2014) que estabelece o regime jurídico da gestão do risco das calamidades, compreendendo a prevenção e mitigação dos efeitos destruidores das calamidades, o desenvolvimento de acções de socorro e assistência, bem como as acções de reconstrução e recuperação das áreas afectadas. Em 2016, foi aprovada o Regulamento da Lei de Gestão de Calamidades que fixa regras e procedimentos de aplicação.

Em termos da distribuição de responsabilidades, a Lei estabelece (Art. 1) que seu objectivo “(...) é prosseguido através de actividades multissetoriais e pluridisciplinares, envolvendo as estruturas da sociedade e os cidadãos individualmente, de forma a garantir não só a prontidão e eficácia na resposta aos casos de calamidades já consumados, mas também prevenir a sua ocorrência ou os seus efeitos no futuro, mediante uma postura proactiva”.

Pôde-se afirmar que o Plano Director para a Redução do Risco de Desastres 2017-2030, aprovado pela 36ª Sessão Ordinária do Conselho de Ministros (17 Outubro de 2017), para o qual a Lei nº15/2014, entre muitos dos seus aspectos, confere força jurídica a alguns dos assuntos plasmados no Plano Director que careciam de um quadro normativo, o que dá uma cobertura legal mais abrangente ao quadro normativo para a redução de risco de desastres (RRD).

A visão do Plano Director para a (RRD) busca que “A população, os seus meios de vida e saúde e as infraestruturas públicas e privadas resilientes aos eventos extremos e aos efeitos das mudanças climáticas e com uma cultura consolidada de prevenção, prontidão, resposta e recuperação”.

Dentro das linhas estratégicas associadas a esta visão, destacasse aquela com a “Intervenção correctiva para criar bases para uma rápida recuperação e uma reconstrução resiliente após eventos extremos”.

Assim mesmo tem-se que destacar que para responder às necessidades de realocação das populações afectadas por desastres, em 2007<sup>7</sup> foi criado o Gabinete de Coordenação da Reconstrução (GACOR) subordinado ao INGC para trabalhar com os Ministérios sectoriais, governos provinciais e distritais e outros parceiros. A principal função do GACOR centra-se na coordenação da reassentamento de populações vulneráveis. As acções incluem: o apoio à reconstrução de casas, a planificação do uso da terra, a prestação de serviços básicos e construção de infraestruturas sociais em comunidades recentemente estabelecidas, o apoio às populações no desenvolvimento de meios de subsistência e infraestruturas para abastecimento de água e provisão de saneamento.

### **Lei dos Órgãos Locais do Estado (Lei 8/2003 - LOLE)**

Esta lei define os princípios da desconcentração e da desburocratização administrativas, que visam o descongestionar o escalão central e a aproximação dos serviços públicos às populações, de modo a garantir a celeridade e a adequação das decisões às realidades locais, tanto na definição de prioridades, planeamento para o desenvolvimento e execução de algumas acções.

Dentro das competências definidas na LOLE para o Governo Provincial, pôde-se destacar aquela que diz de determinar medidas preventivas e de socorro, em casos de eminência ou ocorrência de calamidades, assim como fazer o acompanhamento da execução das medidas e acções respetivas. Da mesma maneira esta lei define competências ao Administrador e Governo distrital para que estes façam a coordenação das acções de prevenção, protecção e defesa civil da população na eminência ou durante a ocorrência de calamidades naturais, em colaboração com outras instituições públicas assim como a sociedade civil. As competências anteriores abrangem as acções de recuperação post calamidades.

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<sup>7</sup> Boletim da República, 3 Julho 2008, Series 1, número 27, p. 216 (4).



O anterior se complementa com o decreto 11/2005, que regula a LOLE, o qual criou uma série de instituições de diálogo entre os órgãos locais do Estado e as comunidades, nomeadamente os conselhos consultivos distritais e de postos administrativos, os fóruns locais e os comités comunitários.

Órgãos Locais do Estado (OLE) são o conjunto de diferentes actores do aparelho do estado que lhe representam em diferentes escalões, isto é, (i) o Escalão Provincial, (ii) o Escalão Distrital, (iii) o Escalão do Posto Administrativo e (iv) Escalão da Localidade. Estes têm a competência de decisão, execução e controlo no respectivo escalão e são os principais facilitadores da aproximação dos serviços públicos às populações.

### **Lei do Sistema de Administração Financeira do Estado (Lei 9/2002) e Regulamento do SISTAFE (Decreto 23 / 2004)**

Dentro dos objectivos do Sistema de Administração Financeira do Estado (SISTAFE) pôde-se destacar os seguintes:

- Estabelecer e harmonizar regras e procedimentos de programação, gestão, execução, controlo e avaliação dos recursos públicos;
- Desenvolver subsistemas que proporcionem informação oportuna e fiável sobre o comportamento orçamental e patrimonial dos órgãos e instituições do Estado;
- Estabelecer, implementar e manter um sistema contabilístico de controlo da execução orçamental e patrimonial, assim como para a avaliação do desempenho das acções desenvolvidas no domínio da actividade financeira dos órgãos e instituições do Estado;
- Estabelecer, implementar e manter um sistema de procedimentos adequados a uma correcta, eficaz e eficiente condução económica das actividades resultantes dos programas, projectos e demais operações no âmbito da planificação programática.

### **Programa Nacional de Planificação e Finanças Descentralizadas (PNPFD)**

O Programa Nacional de Planificação e Finanças Descentralizadas (PNPFD) foi desenvolvido para ser implementado em todos os distritos do país, e seu objectivo é de fortalecer a capacidade das instituições do Governo a todos níveis para planificar e gerir, de forma participativa e transparente, os recursos afectos ao desenvolvimento social e económico local.

O PNPFD compreende cinco áreas fundamentais orientadas para a execução dos processos de planificação distrital do desenvolvimento designadamente: i) Planificação estratégica; ii) Planificação operacional; iii) Participação comunitária; iv) Gestão e Execução dos Planos e v) Controlo linterno e Externo.

De esta maneira o PNPFD é um apoio para o estabelecimento, desenvolvimento e consolidação do Sistema Nacional de Planificação e Finanças Descentralizadas (PNFD) e dos Órgãos Locais do Estado (OLE) mandatados por lei para operacionalizar e implementá-lo a través de cinco processos distritais. Um elemento chave para o impacto do PNPFD é o incremento qualitativo na execução destes processos distritais pelos órgãos locais.

### **Lei e Regulamento de Ordenamento do Território e Regulação**

A Lei de Ordenamento do Território (Lei 19/2007) faz em conformidade com os princípios e objectivos gerais e específicos o enquadramento jurídico da Política de Ordenamento do Território, para que se alcancem, como objectivos essenciais, o aproveitamento racional e sustentável dos recursos naturais, a preservação do equilíbrio ambiental, a promoção da coesão nacional, a valorização dos diversos potenciais de cada região, a promoção da qualidade de vida dos cidadãos, o equilíbrio entre a qualidade de vida nas zonas rurais e nas zonas urbanas, o melhoramento das condições de habitação, das infra-estruturas e dos sistemas urbanos, a segurança das populações vulneráveis a calamidades naturais ou provocadas.

Esta Lei inclui que os instrumentos de ordenamento territorial podem ser total ou parcialmente suspensos temporariamente, em casos excepcionais e quando sua execução possa por em causa a prossecução de relevante interesse público, como o caso de calamidade pública expressamente declarada nos termos da lei.

## **Regulamento de Ordenamento do Território e Regulação (Decreto n.º 23/2008)**

Estabelece o regime jurídico dos instrumentos de ordenamento territorial nacional e regula as relações entre os diversos níveis da Administração Pública, e desta com os demais sujeitos públicos e privados, representantes dos diferentes interesses económicos, sociais e culturais, incluindo as comunidades locais.

Este regulamento considera “Planos Especiais de Ordenamento do Território” donde dentro dos objectivo dos mesmos destaca-se: Estabelecer os parâmetros e as condições de utilização dos sistemas naturais e de zonas com características específicas e diferenciadas como resultado de calamidades naturais que requeiram e justifiquem intervenções de ordenamento a nível nacional.

Assim mesmo este regulamento considera que as calamidades e uma das causas para a alteração, revisão e suspensão dos instrumentos de ordenamento territorial que sejam preciso alterar para a segurança das populações. Da mesma maneira, a ocorrência ou possibilidade de desastres ou calamidades naturais são causas para que a Administração Pública possa proceder a expropriação para efeitos de ordenamento territorial.