DM2020 Disaster Management

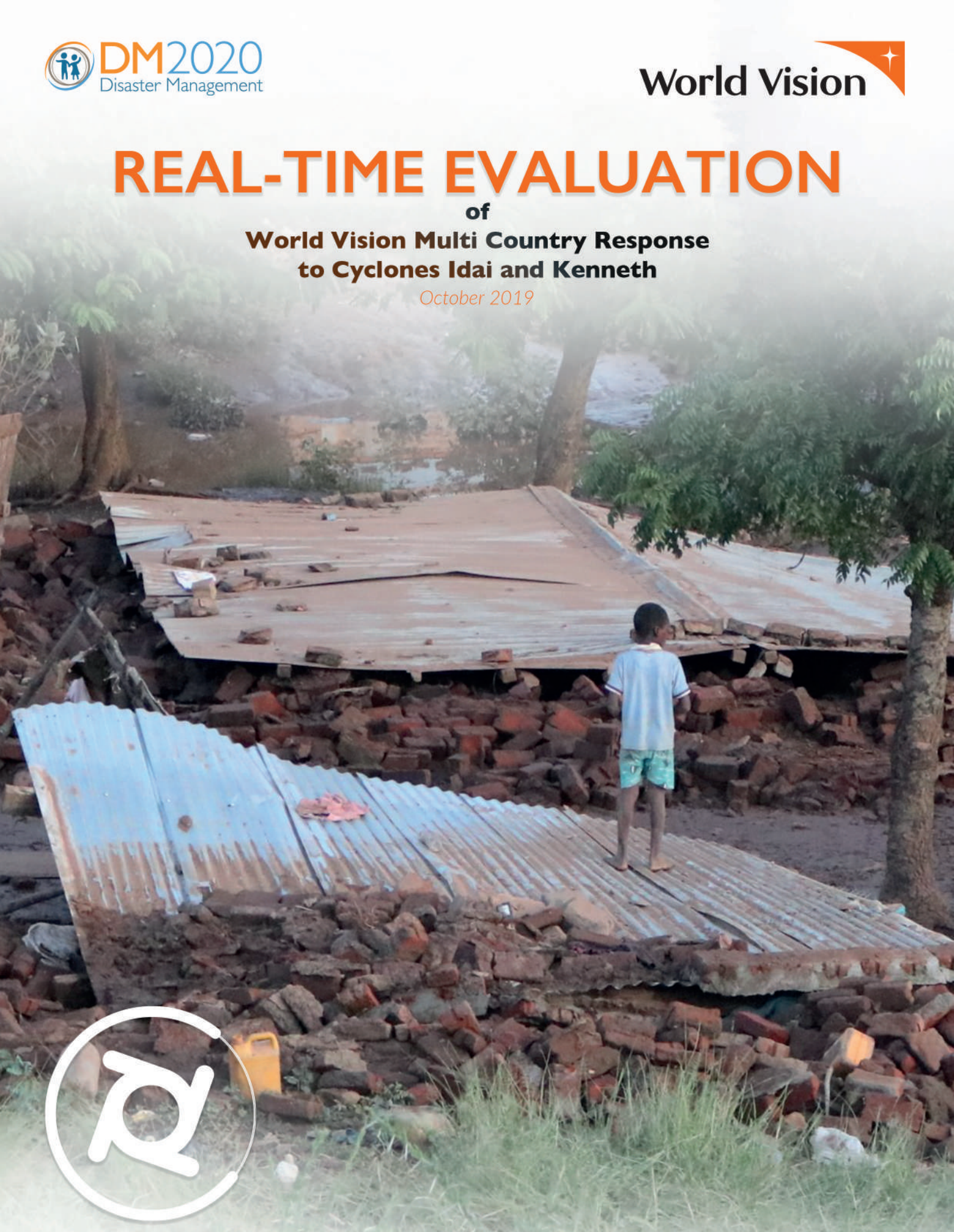
World Vision

REAL-TIME EVALUATION

of

World Vision Multi Country Response to Cyclones Idai and Kenneth

October 2019



SOUTHERN AFRICA FLOODS & CYCLONE EMERGENCY RESPONSE

SAFCER

Executive Summary

Cyclone Idai, which made landfall in mid-March, caused catastrophic damage and inundated areas of Mozambique, Malawi and Zimbabwe Widespread flash flooding claimed at least 1,297 lives, affected an estimated 3 million people and caused at least USD one billion worth of damage to infrastructure. 2,262 people remain missing and more than one million people were displaced. Ten days after Cyclone Idai, a second cyclone, Kenneth, made landfall in Cabo Delgado, Mozambique, affecting a further 374,000 people. At the time of the cyclone, World Vision, which has been present all three countries for more than 30 years, was running area programmes (APs) in the Chimanimani district of Zimbabwe and the Southern and Central regions of Malawi and was not present in the cyclone-affected areas of Mozambique. On 21 March, World Vision declared Southern Africa Floods & Cyclone Emergency Response (SAFCER) a Category 3 Global Response, encompassing Category 2 National responses in both Malawi and Zimbabwe, and later expanding to include the Category 1 declared on 2 May in response to Cyclone Kenneth. To date, World Vision has implemented projects in food assistance, livelihoods, nutrition, protection, water, sanitation and hygiene (WASH) and education.

The objective of the response is to meet the immediate life-saving and early recovery needs of up to 500,000 people affected by the cyclone in Mozambique (350,000), Malawi (100,000) and Zimbabwe (131,000). Key sectors identified at the onset were 1) WASH 2) Child Protection 3) Food Security 4) Health & Nutrition and 5) Education. To date, the total budget for the multi-country response has exceeded US $50 million, of which approximately US $30 million funds projects in Mozambique and a further US $10 million each funds projects in Zimbabwe and Malawi.

As of July 2019, World Vision has reached more than 700,000 people across the three countries (Mozambique: 425,000 beneficiaries reached; Malawi: 467,089 beneficiaries reached; Zimbabwe: 79,000 beneficiaries reached) within the first 90 days, 701,492 people received food assistance and 3,500 were reached with livelihoods support. More than 1.3 million people were provided with access to clean water. 7,477 children were reached through child protection programmes, including child friendly spaces (CFS), temporary learning spaces (TLS) and referrals. World Vision screened more than 2,000 children for signs of malnutrition in Mozambique and Malawi.

The real time evaluation (RTE) of World Vision's multi-country response to Cyclone Idai took place in August 2019. The purpose was to assess the response against two criteria (organisational efficiency and coordination & influence) and culminated in a workshop comprising World Vision staff from all three countries and partners. Participants validated the findings, reviewed the response's initial strategic intent, developed recommendations for further strategic planning around early recovery and rehabilitation and shared success stories from their respective country's response.

Main Findings

Organisational Efficiency

While the initial declaration decision group (DDG) calls in response to Cyclone Idai were timely, declarations generally have been delayed due to underestimation and downplaying of effects. Strong leadership in Mozambique and Malawi instituted a clear emergency management system (EMS) structure, while in Zimbabwe leadership made the decision to implement a cyclone coordination group (CCG) rather than EMS. Due to funding, some core EMS roles have not been filled, notably information management and advocacy. To date, there has not been a shared identity or team culture among the three affected countries, though strong working relationships exist within each country's response.

> *"Cyclone Kenneth was messy. We said we weren't going to [declare], then we were going to. It was a flip-flop. It didn't seem as if anyone had a clear vision."*

> *"The first wave of responders made successful decisions on set-up, # of deployments/ secondments, and operating areas with little information."*

WV Staff
Mozambique

High numbers of deployments have resulted in highly skilled staff in the response, though largely supporting Mozambique. Gaps in rapid-onset response staffing and capacity, as well as requests for support, were noted in Zimbabwe. Limited candidate pools and people & culture (P&C) capacity have slowed recruitment for technical and longer-term positions in Mozambique and Malawi.

Fragmented day-to-day internal coordination and communication among the three countries is partially attributed to 90-day deployment cycles and lack of a cohesive information management system. National emergency preparedness & response fund (NEPRF) and 20% adjustable AP funds were leveraged in Zimbabwe and Malawi, as was the EPRF in Mozambique. Support office (SO) failure to respect a clear organisational policy on pooled funding and limited private non-sponsorship (PNS) funding overall remains a constraint.

Support services have generally been available and emergency waivers put in place. However, delays in the delivery of goods and services are reported across all three countries due to limited vendor supply, inadequate supply chain staffing, incomplete/inadequate procurement plans, ProVision staff capabilities, lack of business process ownership and in Zimbabwe, economic challenges. This has delayed project implementation and at times created reputational risk.

IT, Admin and P&C have provided adequate support, though some gaps remain. Security services have provided timely briefings and information updates. The World Vision Partnership has been relatively well informed despite inconsistent publication of core documentation on wvrelief. Requests for information from SOs are significant and at times overwhelming.

Coordination and Influence

World Vision successfully coordinated with partners at local and national levels in response to Cyclone Idai, though some gaps in staff capacity and empowerment at field levels to participate meaningfully in clusters and inter-agency fora has been noted. Partners generally feel that World Vision works transparently and openly, and World Vision has good working relationships with the government in all three countries. Participation and leadership in regional for a, such as Interagency Standing Committee (IASC) meetings and Cash Working Groups was also noted by staff. World Vision's initial decision not to declare a response in Cabo Delgado was found to have influenced the decision of major donors. Each country employed unique and context-specific strategies to meet funding targets, including targeting the private sector, while strong pre-positioning in all countries with conventional donors allowed for quick wins in grants, including with World Food Programme (WFP).

WV Staff
Mozambique

"Early SitReps were missing activities or weren't including NO activities from the first week. That hand off [between the NO and Global response] did not happen very clearly. The SitRep frequency was not very good – so there were information gaps where we were not working with the freshest data when working with donors."

WV Staff
Malawi

"One challenge that supply chain is facing is specifications or description of items to be bought, the requisitions have to go back and forth so that we can give the tender the right info. Sometimes this could delay the requisition by a few hours or up to a week. Depends on the requestor." – WV Staff, Malawi

Operational-level advocacy around child protection and safeguarding and humanitarian principles and access has been successful, though limited staffing and skill in advocacy remains. Generally, the distinction between communications and advocacy is poorly understood among staff, as is the linkage of these with grant acquisition & management (GAM) to an extent

WV Staff
Zimbabwe

"P&C would do some recruitments so timely, some even in a matter of two days, for staff we want. They were so engaging with us as technical specialists to see they would bring the right person to the right job"

WV Staff
Malawi

"Wherever we go, we are advocating for protection and social accountability. We've been advocating against corruption.

World Vision garnered significant visibility in the days following the cyclone, and after five months, the pace of media engagement continues. A delayed multi-country SAFCER communications strategy has now been partially implemented. Absence of dedicated response comms in Zimbabwe hindered timely collection of photos, videos and stories from the field and a restrictive World Vision Malawi media engagement policy impacted World Vision's ability to fully capitalise on the media attention at the time. Overall, though significant communications continued at field level beyond the acute phase, visibility of the response within the World Vision Partnership appears not in keeping with its size. Within the Partnership, internal shifts on endorsed content sharing platforms have caused confusion and resulted in duplication of work.

WV Staff
Zimbabwe

"They [SAFCER] aren't making noise. They aren't asking our Partnership to use our voice"

"In general, WV is among those that are easiest to work with. If you call a meeting they always come. If you ask for something, you normally get that information."

Partner
Mozambique

"I know that you are ever present in the Food Security Cluster and the Cash WG."

Growth opportunities

Participants discussed best practices and lessons learned in three critical areas: 1) Monitoring & Evaluation (M&E) 2) Information Management and 3) Internal Coordination.

Strategic intent

Participants also reviewed the response's initial strategic intent where it focused on early recovery and determined whether or not the strategic intent was still valid for five functions of the EMS, given changing contexts and needs. The five functions reviewed were 1) Operations 2) Programmes 3) Support Services 4) Security 5) Liaison

SUCCESS STORY

World Vision staff from Mozambique, Malawi and Zimbabwe each identified a stand-out success from the initial five months of the response in order to share with staff from other countries the enabling factors and decisions that allowed for the success to take place.

In Mozambique, the response shared learnings on Critical Incident Management, specifically SAFCER Mozambique handled an allegation of sexual exploitation and abuse (SEA).

In Zimbabwe, response staff shared how they engaged the private sector in order to leverage funding from non-traditional sources, and related commodity tracking and management
In Malawi, response staff shared how they were able to quickly shift staff from development APs in order to the respond to the needs of affected people in the wake of Cyclone Idai and flooding.

Recommendations

Throughout the two-day workshop, staff made recommendations to improve multi-country coordination within the response. These were summarised in a complete list of recommendations. While the scope of the workshop did not include validation, prioritisation and action planning for these recommendations, they nonetheless remain relevant. Response leadership has the mandate and responsibility to ensure that these learnings and recommendations are leveraged to the greatest extent possible, so that organisationally WV is more efficient, and programmatically more relevant, responsive, coordinated and effective for the well-being of the most vulnerable across Mozambique, Malawi and Zimbabwe.

Southern Africa Floods &
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