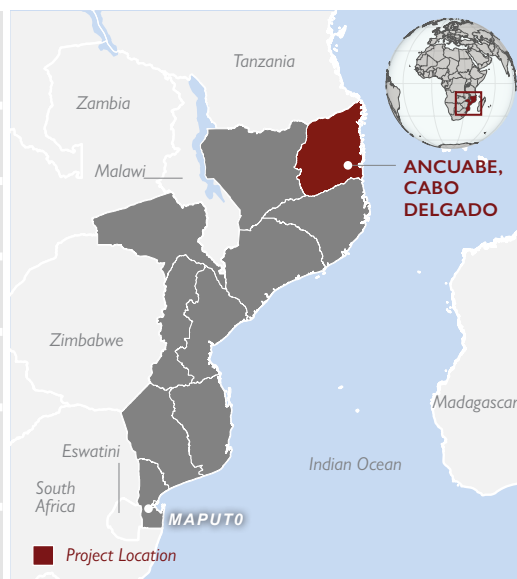


CASE STUDY

MOZAMBIQUE 2021-2022 / COMPLEX CRISIS

KEYWORDS: Community engagement, Gender mainstreaming, Local construction techniques, Permanent houses

CRISIS	Conflict-Induced Displacement in Cabo Delgado
PEOPLE AFFECTED	2,267,715 people affected*
PEOPLE DISPLACED	946,508 people displaced**
PEOPLE WITH SHELTER NEEDS	30,333 HHs (120,227 individuals)***
PROJECT LOCATION	Marocani Resettlement Site, Ancuabe District
PEOPLE SUPPORTED BY THE PROJECT	Total of 250 direct beneficiaries (50 women and girls headed households)
PROJECT OUTPUTS	2 typological executive projects for resilient and gender sensitive housing solutions for IDPs 50 permanent housing units built 40+ women trained in resilient construction 67 local artisans trained in resilient housing construction 3 local associations reinforced
SHELTER SIZE	Model 1 (3 bedrooms): 42 m² Model 2 (2 bedrooms): 36 m²
SHELTER DENSITY	4.25 m² per person for both model types
DIRECT COST	Model 1: USD 2,000 Model 2: USD 1,500
PROJECT COST	Model 1: USD 2,750 Model 2: USD 2,250
* Total population of Cabo Delgado - Census 2017, INE	
** IDP Baseline Assessment Round 16 , IOM-DTM, June 2022	
*** CCCM, June 2022	



PROJECT SUMMARY

This project serves as a pilot initiative targeting one of the actual 26 sustainable villages where the displaced population is resettling across the region, impacting directly in the improvement of the quality of life of the 4500 inhabitants of Marocani sustainable village. The main objective of the project was to strengthen the mechanisms for the protection of displaced women and girls, from the first accommodation to the definitive resettlement, through their empowerment and inclusion in the process of recovering their livelihoods and in the design and construction of their housing so that they are adequate, accessible, resilient, and safe. The adopted models and implementation approach has been entirely co-designed with the national and local authorities responsible for the management of the displacement crisis, engaging the beneficiaries from the design phase (with participatory design workshops) up to the construction, to be at the same time to be “gender sensitive” and “cyclone resilient”.



2020: Escalation of the security incidents in Northern Mozambique, which were ongoing since 2017.

- Jun 2021:** Housing models planned and designed through a participatory process with the involvement of displaced women and girls.
- Sep 2021:** A technical training and community engagement to ensure women's participation.

- Sep 2021:** Construction of adequate, affordable, safe, and resilient housing model with community participation, until Mar 2023.
- Mar 2022:** Continuous monitoring, documenting, and assessing the impact on beneficiaries to document good practices.
- Mar 2023:** Scale-up phase, with support from other shelter partners, replicating the model.

CONTEXT

Mozambique has been chronically affected by disasters (floods and cyclones in particular) and conflict-induced displacement, almost since its independence. More than a decade of civil war (1964-1974) shaped its settlement's geography, leading to an increase in the urbanization rate and the gradual transformation of a previously rural model of sparse settlements with limited connectivity and availability of public services and infrastructures. Since the beginning of 2020, the ongoing conflict in northern Mozambique between government forces and Non-State Armed Groups (NSAG) intensified and increased attention at the international level, followed by the provision of humanitarian and development interventions.

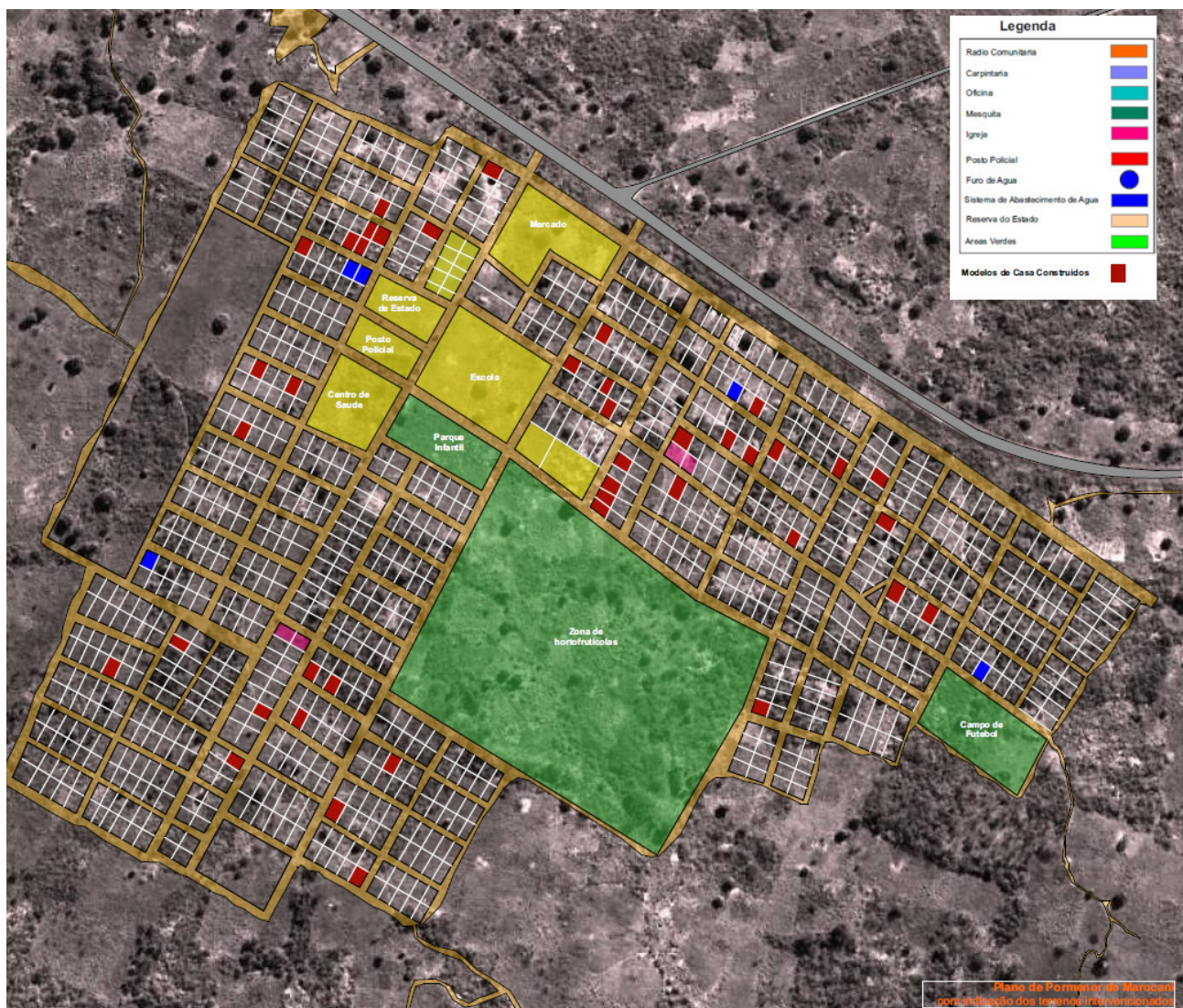
as mentioned, the region registered extreme climate events in recent years, such as the landfall of Cyclone Kenneth in April 2019, affecting approximately half a million households, who saw their homes partially or totally destroyed. Approximately 90 percent of housing units are built with traditional or mixed materials, using natural resources available in the surroundings of the human settlements, and often having corrugated metal sheets for improving the roofing. The primary construction modality is self-construction, with households relying on local artisans for specific jobs such as carpentry. Families in Cabo Delgado used to build according to the Swahili tradition, on small plots, fenced for enhanced privacy and with the housing unit facing the street side – connected to the public space, and keeping the backyard private.

SITUATION BEFORE THE CRISIS

Cabo Delgado, despite being rich in natural resources, high biodiversity, and environmental capital – has the second highest rate of chronic malnutrition and child marriage. As well as the highest rate of illiteracy and multidimensional poverty in the country, which overall ranks 180 out of 189 in the Human Development Index. In addition to that and

SITUATION AFTER THE CRISIS

The conflict and resulting massive displacements, combined with the effects of previous disasters and high socio-economic vulnerability, had profound impacts on land use and tenure in recipient urban settlements (larger towns such as Pemba had a significant 30 percent increase in size within



Site plan of Marocani, with indication of the different land-use interventions developed by the organization.

months), challenging the local authorities' capacity to respond. This resulted in a lack of access to basic services (water, sanitation, waste management, schools, health centers, electricity, etc.) and the improper use of natural resources (e.g., deforestation, leading to land degradation). Additionally, the IDP food security levels were also inadequate. Numerous cases of conflict between IDPs and host communities were registered, as well as violence within individual households – especially gender based violence. 189 in the Human Development Index. In addition to that and as mentioned, the region registered extreme climate events months), challenging the local authorities' capacity to respond. This resulted in a lack of access to basic services (water, sanitation, waste management, schools, health centers, electricity, etc.) and the improper use of natural resources (e.g., deforestation, leading to land degradation). Additionally, the IDP food security levels were also inadequate. Numerous cases of conflict between IDPs and host communities were registered, as well as violence within individual households – especially Gender Based Violence.

NATIONAL SHELTER STRATEGY

The Government of Mozambique, supported by humanitarian and development partners, addressed the crisis in Cabo Delgado to help ensure protection and livelihoods for the displaced persons – both in resettlement areas and within host communities (primarily in the main urban areas). This also included those returning to pacified conflict areas, through integrated plans for recovery and development, resulting from the joint assessments conducted. The government created the Agency for the Integrated Development of Northern Mozambique (ADIN), which has among its responsibilities to promote integrated local economic development as the overall coordinating body for crisis response and recovery. ADIN elaborated and presented the strategy to assist and implement durable solutions for conflict-affected populations, including the creation of new settlements for around 70,000 households. Within government plans, housing had a central role, together with an increase in livelihoods, employment opportunities, and sustainable development for youth, all set as key elements towards peace building.



Local carpenters under training on reinforced roof structure connection, November 2021.

PROJECT DESIGN

The project aimed to strengthen the mechanisms of protection for displaced women and girls, from the phase of first temporary accommodation to final resettlement, through empowerment and inclusion in the process of recovering their livelihoods and building their housing to be adequate, accessible, resilient, and secure. Throughout the implementation of the initiative, displaced women and girls were at the center of the transformation process, being actively involved in all phases of implementation from assessment to decision-making. This approach aimed to improve their technical-constructive skills and livelihoods while also contributing to self-employment and entrepreneurship.

The Government of Mozambique advocated for durable solutions to housing and sustainable settlements in general, setting up mechanisms of support of self (re)construction, providing construction materials to displaced families in permanent resettlement sites – where plots of land were distributed to IDP households and basic services, and infrastructure were under construction and improvement. With its extensive experience in resilient and gender-sensitive housing in Mozambique, the implementing organization supported the government at all levels in creating a model that could be replicated and scaled up, serving as a pilot approach in the region.

IMPLEMENTATION

During the first phase, a project support technical committee was established to ensure engagement with the government at various levels (provincial directorate for Land and Environment, Public Works and Housing, and Gender and Social Action, as well as district authorities) and their endorsement of the process. The project was structured to strengthen an already existing mechanism of assisted self-construction that was functioning through the delivery of permanent housing within the framework of the PREDIN (Programme for the Resilience and Integrated Development of the North) – where the housing component had a very relevant role, absorbing around 25 percent of the total budget. The participatory design



More than 40 women were trained in resilient construction techniques. They were trained in plastering techniques using local mud, December 2021.

phase contributed to diversifying housing models, introduced elements of resilience to extreme events in roofing (cyclones and strong winds in particular), and promoted a gender sensitive approach within the housing space.

The implementing agency ensured technical and operational support on-site, creating teams of skilled and unskilled workers within the displaced community, and engaging with families for the provision of local construction materials available in the surrounding areas (wood, bamboo, gravel, sand, etc.). The implementing organization’s local team of architects and engineers developed a multi-stakeholder training program, targeting local authorities, community members, NGOs, and CBOs engaged in reconstruction, to help ensure the enhanced knowledge sharing and institutionalization of the approach. A team of three national architects (a Project Manager and two field supervisors) was engaged in the implementation of the project (on a routine of weekly field visits, with increased frequency in key construction phases). A gender and an environment specialist were also deployed to support the participatory design phase, the definition of stories and awareness materials, as well as in the definition of an Environmental and Social Safeguard Screening Framework.

An analysis of the use and needs of natural resources around resettlement sites was promoted by a partner organization, to be taken in consideration to implement mitigation actions, above all on reforestation.

The land was provided by the provincial government with a partial settlement plan. The definition of plots and a community cadaster were handed over to local authorities. To strengthen the security of tenure of target women and girls, the project supported the process of emission of official and personal land use rights. Latrines were designed with the project contribution, using models provided by the WASH Cluster and partners who supported families on the WASH component (including the 50 housing units targeted by the project).

The kitchen of the home was left as a flexible element, where families had the opportunity to decide where to locate it in the plot – inside the home or outside under the veranda. The majority of participants used the previous emergency shelter provided – readapted and improved – as an external kitchen. The majority of the households were also provided by other partners within the Food Security Cluster with improved charcoal cooking stoves, which allowed them to save energy.

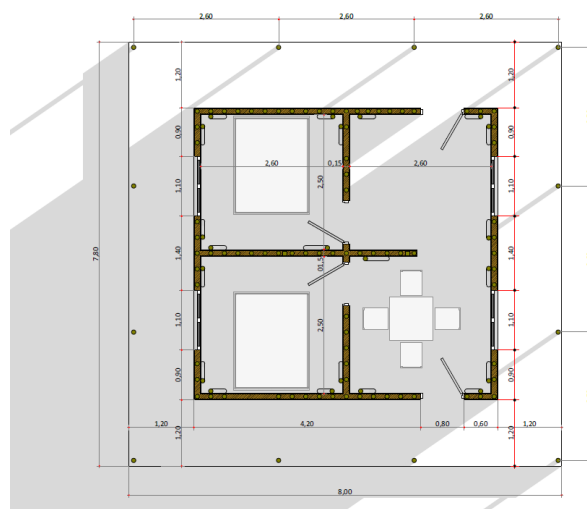
TARGETING

The site where the project was implemented was pre-identified by the government to become a pilot and demonstrative case to develop an integrated and durable settlement establishment, with the support of humanitarian and development partners. Marocani is one of the 70 new sustainable settlements planned to be built by the ADIN in the Northern Region. The location has also been selected by the implementing organization for its proximity to the capital of the province (around two hours) and for its

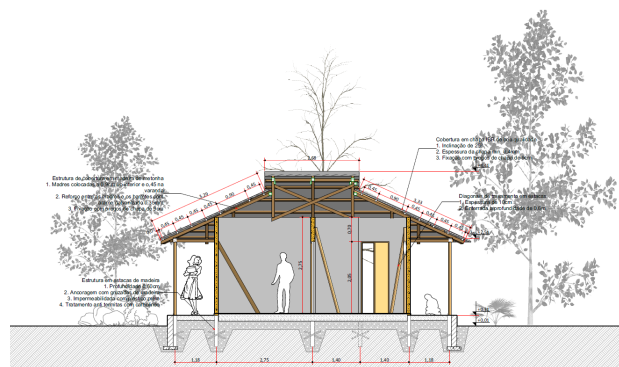
safety conditions (which unfortunately deteriorated during project implementation, when NSAG attacks targeted the Ancuabe district).

Beneficiaries for the housing units were selected through an integrated and multidimensional survey targeting women and girls living in the site, promoted directly by the implementing organization’s gender unit and with the support of the Ministry of Gender Youth and Social Action (MGCAS) and UN partners. The three main criteria used in the profiling of participants were as follows:

- Being a displaced woman or girl (with priority on the single head of the family and the elderly).
- Have a degree of disability in the family.
- Household size.



Floor plan of the 2-bedroom model house, measuring 36 m².



Longitudinal section of the 2-bedroom model house.



The housing model was widely accepted by the community, being an improved version of the traditional home built in the region.

COMMUNITY ENGAGEMENT

A total of 40 women and 67 local artisans, belonging to the displaced and surrounding host communities, were trained on resilient housing construction and engaged in the process. Many participants replicated what they learned to provide support to other families in building permanent homes with the support of the government. Thanks to the project, small carpentry services, masonry teams, plastering teams, and local material providers have grown locally – resulting in a more dynamic socio-economic environment and a conducive production chain for improved housing.

COORDINATION

A Technical Implementation Group (working group) composed of the Provincial Infrastructure Service (SPI), Provincial Environmental Service (SPA), National Institute for Disaster Management (INGD), National Institute for Refugee Support (INAR), and the Provincial Social Affairs Service (SPAS) was established with the primary task of carrying out monitoring and supervision activities during project implementation. ADIN endorsed the approach and proposed it to other humanitarian and development partners. In Marocani, the process of housing construction moved forward with the main support of UN partner, who assisted the community with the construction of 200 housing units. The implementing organization provided pro-bono advice and technical assistance to other NGOs engaged in shelter support, to spread the housing approach in other resettlement sites.

DISASTER RISK REDUCTION

As mentioned, Mozambique in general, and Cabo Delgado in particular, are geographic contexts highly vulnerable to climate-related shocks. The implementing organization included a strong DRR transversal approach to all its project activities. The homes described in the case study were built following mixed materials construction best practices widely tested and institutionalized in previous projects like the Coastal Cities Adaptation program and the Safer Schools and Safer Hospitals approach, developed together with a UN partner which resulted in new national resilient building codes for public infrastructures, such as hospitals and schools.

MAIN CHALLENGES

The project encountered many challenges throughout the implementation process, above all related to the volatile security situation, the limited availability of skilled labor, the difficult initial engagement of participants, and the complicated logistics for the provision of conventional construction materials.

Due to the security situation and limited and non-continuous access to the project site, the implementing organization decided to set up an assisted self-construction process

where continuous engagement of implementing partners (NGOs) was not required and strong coordination with the community and local authorities could help ensure implementation even with periodic supervision. In the approach, capacity development, with frequent on-the-job training and the use of simple and traditionally accepted construction techniques, counterbalanced the limited availability of skilled labor within the IDP and hosting community of Marocani. Participant engagement increased along the implementation process thanks to efforts in community mobilization and the definition of implementation modalities that could provide participants with clear comparative advantages resulting from their engagement in construction. To cope with the limited availability of conventional materials in the local market and long and costly transportation, the project developed a model of permanent housing that was based on the traditional Swahili house, with some technical improvement and the reduced use of commercial materials in comparison with other permanent housing typologies.

OUTCOME AND WIDER IMPACTS

The simple and recognizable approach to providing durable solutions in permanent resettlement settings was widely accepted at the government level and with high potential for replication and scale-up. The “Marocani model” was presented in various thematic coordination meetings also with development partners such as the Shelter Cluster, and the Multi-stakeholder Platform (MSP) and inspired housing reconstruction initiatives all over the Northern Region. The gender-sensitive and resilient housing solution was appreciated in terms of cost-benefit, adaptability to the local context, and simplicity in implementation. The constant engagement of local labor, including from local women, served as an instrument of local empowerment, a moment of social cohesion, and an example of gender balance and inclusion.



Two typologies of houses built (Model 1 and 2) side by side serving as a community gathering place.

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STRENGTHS, WEAKNESSES AND LESSONS LEARNED

STRENGTHS

- ✓ **The housing model was widely accepted by participants** (in particular women and girls), being an improved version of the traditional home built in the region.
- ✓ **The creation of a local environment for the improvement of socio-economic activities**, job creation, and skills development beyond the shelter provision.
- ✓ **Alignment with government priorities and ongoing plans**, promoting the nexus approach for durable solutions and using the housing need as a central element.
- ✓ **Inclusion of gender and resilience perspectives** into the housing development.
- ✓ **Scalability of the approach** through the engagement of additional partners promoting the Marocani model (from the 50 homes included in the project, now more than 500 units have been built on the site with the same approach).

WEAKNESSES

- × **The project underestimated the time needed for the construction** of this model considering the local capacities of skilled and unskilled labor.
- × **There were initial difficulties in reaching a solid level of engagement with participants** and communities in providing support to the construction with local materials (wooden poles, sand, water, etc.).
- × **It was costly to respond to a such wide target of households in need**, hence necessary to improve the fundraising strategy and the alignment of other partners to the same model.
- × **There were challenges in having definitive land titles attributed to the participants**, combined with productive land for livelihood means (land issue remained under discussion among the government and partners).

LESSONS LEARNED

- **Enabling the role of the government at various levels** in transforming camps into permanent sustainable villages contributes to social cohesion and peacebuilding.
- **Putting housing and communities at the center of the recovery process** allows the project to intervene in an integrated and sustainable way, towards durable solutions.
- **Training and capacity building is a key aspect of the construction process**, to increase resilience, durability, and quality of units, providing knowledge to local stakeholders to replicate activities without external support.



The project participants were included in the design and construction of their housing so that they are adequate, accessible, resilient, and safe.

RECOMMENDATIONS MOVING FORWARD

A project that proposes such an integrated and long-term approach to housing should be commissioned for a mid-to-long-term implementation period, considering the possibility of interruptions due to increases in insecurity and challenges to seasonal accessibility. Resettlement sites closer to big cities that are more integrated with settlement networks could be prioritized for scaling up, aiming to ensure easier implementation modalities and lower costs (in terms of transport, supervision, and monitoring).



FURTHER READING ON SHELTER PROJECTS

On Mozambique: [A.18 / MOZAMBIQUE 2007](#); [B.14 / MOZAMBIQUE 2007](#); [A.6 / MOZAMBIQUE 2007](#)

On permanent houses: [A.14 / PHILIPPINES 2016–2020](#); [A.22 / SOMALIA 2011-2013](#)

On local construction techniques: [A.5 / ETHIOPIA 2019–2020](#); [A.2 / DEM. REP. OF CONGO 2018](#); [A.19 / NEPAL 2017–2018](#)