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**Normative and operational activities of UN-Habitat**

**Normative and operational activities of UN-Habitat: focus on the Global Land Tool Network, the Global Water Operators' Partnerships Alliance and the Mozambique country programme**

**Report of the Executive Director**

**I. Introduction**

1. The present report highlights three distinct entry points to exploring the normative and operational activities of UN-Habitat. It first focuses on two significant thematic global initiatives led by UN-Habitat, namely the Global Land Tool Network (GLTN) and the Global Water Operators' Partnerships Alliance (GWOPA), describing the background, achievements and prospects of each of those initiatives. It then discusses the Mozambique country programme, particularly the "building back better" and resilience-building approaches taken in areas affected by cyclones Idai and Kenneth.

2. The report thus offers an opportunity for the Executive Board of UN-Habitat to discuss UN-Habitat activities through a variety of thematic lenses, with particular attention paid to access to land tenure, support to water operators and post-disaster reconstruction. The report also describes how normative and operational activities are integrated in those initiatives to achieve a better quality of life for all, towards the implementation of the New Urban Agenda to achieve the urban dimensions of the Sustainable Development Goals.

**II. Global Land Tool Network**

**A. Background**

3. Approximately 70 per cent of landholdings in developing countries are not documented, administered or protected. There also exist complex land rights scenarios of overlapping rights and claims to the same resources. At the same time, rapid urbanization is increasing the pressure on land and there is a need for 70 per cent more agricultural land to increase food production by 2050. Regrettably, women and young people continue to have limited access to and control over land.

4. GLTN was formed in 2006, facilitated by UN-Habitat, to overcome the challenges and obstacles in delivering land tenure security at scale and to fill critical gaps in land governance and administration approaches, tools and systems. Today, GLTN is a dynamic multi-stakeholder alliance of more than 85 land institutions and actors committed to increasing access to land and tenure security for all, with a focus on the poor and women. The network partners include international civil society organizations, research and training institutions, bilateral and multilateral organizations and

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\* HSP/EB.2020/1.

international professional bodies. At the country level, there is a growing number of partners among national governments and local municipalities.

5. GLTN uses an inclusive approach to the development of “land tools”, which are practical, innovative ways to solve land tenure problems. Land tools are developed, tested, implemented and disseminated through the network, with tool development processes contributing to network vibrancy, innovation and capacity strengthening. GLTN then builds knowledge on land tenure and broader development outcomes and develops the capacity of land actors to use the tools. Participation in the implementation of the land tools makes local community organizations more confident and able to interact with government agencies and promote local initiatives.

6. GLTN has done work at various scales in Colombia, the Democratic Republic of the Congo, Iraq, Kenya, the Lao People’s Democratic Republic, Namibia, Nepal, the Philippines, Saint Lucia, Saint Vincent and the Grenadines, Somalia, South Sudan, the Sudan, Uganda and Zambia.

## **B. Achievements of the Global Land Tool Network**

7. Through the GLTN programme, some 300,000 urban and rural households (approximately 1.2 million people) in 13 countries have improved tenure security, either because they have received a form of tenure document from authorities or because their settlement information has been made available to authorities for negotiation of and decision-making on settlement improvements. Those households are free to invest in their housing and are less at risk of being forcibly evicted.

8. The “continuum of land rights” concept and the fit-for-purpose land administration approach have influenced the implementation of the national land policy in Uganda and drafting of national land policies in the Democratic Republic of the Congo, Zambia and Nepal. These policies promise to improve tenure security for millions more households in the future.

9. At the regional level, a common stakeholders’ platform for capacity development and knowledge sharing has been established in the Arab States region.

10. GLTN has contributed to greater consistency in the use of land tenure concepts and approaches by international donors, development agencies, research and training institutions, professional bodies, civil society organizations, grassroots associations and other land actors. Partners also contributed to the inclusion of land in the Sustainable Development Goals: 12 indicators related to land are now used to measure progress towards seven Sustainable Development Goals. Land tenure and the continuum of land rights have also been included in the New Urban Agenda, and UN-Habitat led the development through GLTN of the guidance note of the Secretary-General on the United Nations and land and conflict.<sup>1</sup>

11. A total of 20 pro-poor, gender-responsive land tools are now available to support Governments in developing countries in the implementation of their national land policies. GLTN supports tool implementation by assisting with knowledge management, raising stakeholder awareness of land and tenure security issues, developing the capacity of relevant actors to apply the land tools and providing technical and financial support for tool implementation. Almost 3,000 change agents from 101 institutions, 40 per cent of them women, have improved their knowledge and capacity to promote and implement the land tools. These champions in the Democratic Republic of the Congo, Nepal, Uganda and Zambia are now better able to protect the land rights of women.

12. Over 30 research studies commissioned by GLTN have boosted understanding of how tenure security relates to wider development outcomes. Topics covered by the studies included women’s access to land in various regions; management of land and natural resources and tenure security of smallholder farmers in large-scale agriculture investment programmes; relationships and needs of young people for land in different countries; experiences in using the Social Tenure Domain Model; Islamic land law principles and opportunities for engagement; experiences on management of customary lands; continuum of land rights practices; land and conflict; and links between tenure security and vulnerability to the effects of climate change.

## **C. Prospects for the Global Land Tool Network**

13. The Global Land Tool Network strategy for the period 2018–2030 provides direction for implementation of the New Urban Agenda to achieve the Sustainable Development Goals. The GLTN Phase 3 programme 2019–2023 focuses on emerging global patterns, and more specifically on five contexts/thematic areas where there is a gap in tools and a need for their development and

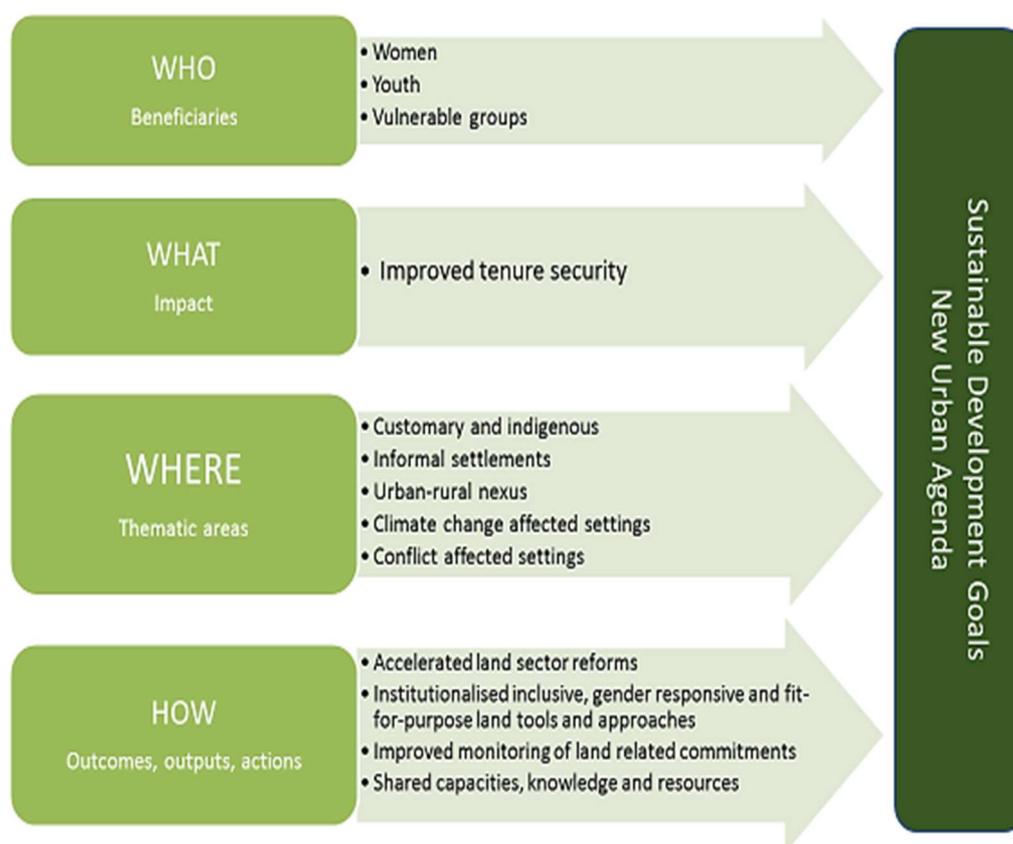
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<sup>1</sup> <https://glttn.net/download/the-united-nations-and-land-and-conflict-march-2019/>.

implementation to improve tenure security for target populations (women, young people and vulnerable groups). Figure 1 shows a summary of the programme.

Figure 1\*

### GLTN Phase 3 programme 2019–2023



\* This figure is presented without formal editing.

## D. Mission of the Global Land Tool Network

14. GLTN sees its mission as being “partners working together to develop and implement inclusive fit-for-purpose and gender-responsive land tools to improve living conditions for all, prioritizing women, youth and vulnerable groups in both urban and rural settings”. Table 1 shows the relationship between GLTN priorities in relation to the domains of change outlined in the UN-Habitat strategic plan for the period 2020–2023.<sup>2</sup> More information on GLTN can be found at [www.glttn.net](http://www.glttn.net).

Table 1

### Global Land Tool Network priorities in relation to the UN-Habitat domains of change

<i>GLTN priority</i>	<i>UN-Habitat strategic plan</i>
Land tenure security in customary settings	<b>Domain of change 1:</b> Reduced spatial inequality and poverty in communities across the urban-rural continuum
Land tenure security in informal settlements	
Land tenure security along the urban/rural nexus	
Land-based financing	
Land tenure vulnerability to climate change	<b>Domain of change 2:</b> Enhanced shared prosperity of cities and regions
Land tenure security in conflict and post-conflict contexts	<b>Domain of change 3:</b> Strengthened climate action and improved urban environment
	<b>Domain of change 4:</b> Effective urban crisis prevention and response

<sup>2</sup> [https://unhabitat.org/sites/default/files/documents/2019-09/strategic\\_plan\\_2020-2023.pdf](https://unhabitat.org/sites/default/files/documents/2019-09/strategic_plan_2020-2023.pdf).

### III. Global Water Operators' Partnerships Alliance

#### A. Background

15. GWOPA is a UN-Habitat programme focused on strengthening public water utilities around the world and enhancing collaboration between them. In small towns and big cities, water and sanitation operators contribute to the realization of the human right to water and sanitation, providing services that are fundamental to inclusive, safe, resilient and sustainable cities (Sustainable Development Goal 11), in which no one and no place is left behind (New Urban Agenda).

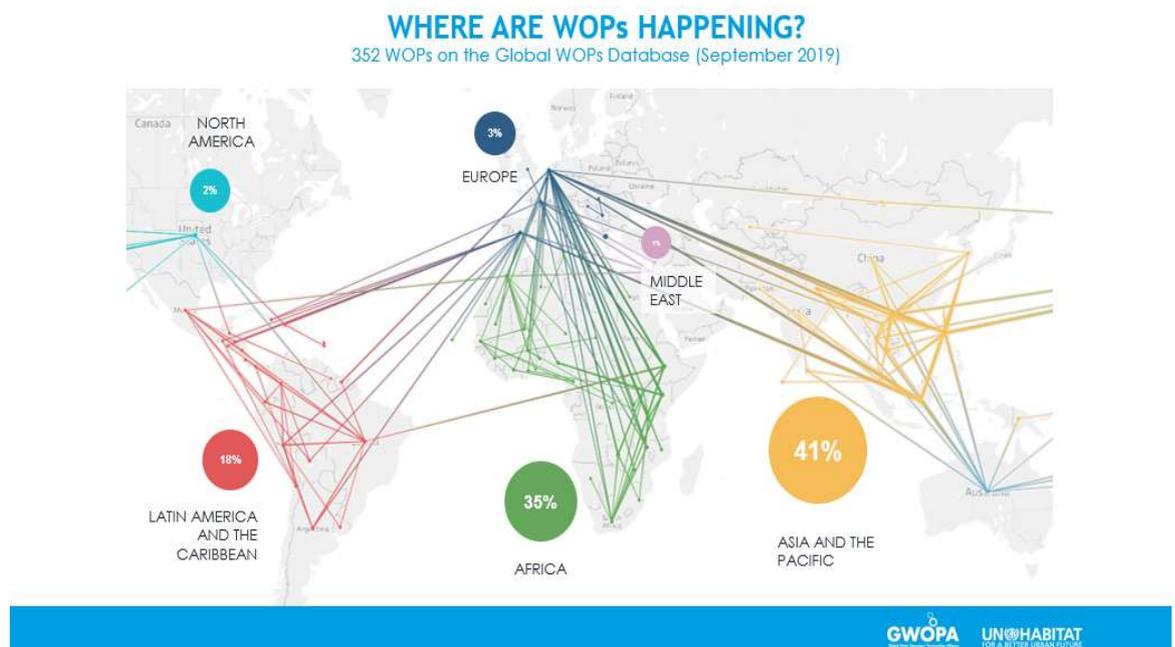
16. GWOPA works as an alliance whose members include public water utilities and their associations on all continents. As a global convener, GWOPA brings diverse water and urban stakeholders, including governments at the local, regional and national levels, financial partners, development organizations, private utilities, civil society and labour unions, together around the same table at global events like the Global WOPs Congress, the World Water Forum and the World Urban Forum.

17. GWOPA works to scale up peer-support partnerships between water and sanitation service providers, called water operators partnerships (WOPs). WOPs operate on a not-for-profit basis with the objective of strengthening the capacity of operators, enhancing their performance and enabling them to provide a better service to more people. WOPs have a proven track record and can be highly cost-effective.

18. WOPs strengthen the capacity of water and sanitation operators to ensure the availability and sustainable management of water and sanitation for all, contributing to Sustainable Development Goal 6 targets on universal and equitable access to water and sanitation services, water quality, water use efficiency, integrated water management and conservation, capacity development and community engagement. WOPs also support the building of resilient infrastructure and foster innovation, including in poor unserved areas, to achieve Sustainable Development Goal 11. They are relevant to UN-Habitat and GWOPA members in that they provide essential policy and strategic direction for water and sanitation utilities and the related regulatory authorities.

Figure 2\*

**Location of water operators' partnerships in the global water operators' partnerships database**



Notes:

1. 352 WOPs and a number in the pipeline. Supported by regional/national platforms.
  2. 50 per cent South-South and 42.9 per cent North-South. Remaining triangular cooperation/North-North.
  3. 33 per cent of WOPs globally are mentored by European Union operators.
- \* This figure is presented without formal editing.

## B. Work and achievements of GWOPA

19. GWOPA currently includes 352 WOPs around the world, most of which have been facilitated by regional and national WOP platforms and programmes within the alliance. A total of 50 per cent of these WOPs have been between utility partners in the South (see figure 2). The GWOPA strategy for the period 2019–2024 focuses on significantly scaling up this partnership practice to equip more operators worldwide with the capacity to contribute to global development agendas. Table 2 shows the accomplishments of 10 years of GWOPA activities and strategy implementation.

Table 2

### Accomplishments of 10 years of Global Water Operators' Partnership Alliance activities and strategy implementation

Number of GWOPA members (2019):	490
Average annual percentage growth of GWOPA membership (2012–2017):	22
Number of WOPs worldwide: (with profiles in the GWOPA online database, registered since 2009)	352
Number of operators worldwide engaged in WOPs: (with profiles in the GWOPA online database)	488
Number of water professionals empowered through the work of GWOPA:	10 000
Number of people benefiting from improved service from utilities engaged in WOPs as mentees:	34 million
Funds mobilized through WOPs for utilities worldwide since the founding of GWOPA (2009):	\$320 million
Number of tools developed:	20
Key tools include:	
• WOP performance improvement plan manual	
• Training of mentors	
• Operational tools related to asset management, utility decision-making, water safety planning and sustainability mapping	
• WOP process tools related to partnering, best practice, capacity development and monitoring and evaluation	
Number of case studies done:	14 (on all five continents)
Number of Global WOPs Congresses held:	3
GWOPA has raised the international profile of WOPs by holding prominent sessions in the context of seven World Water Weeks, three World Water Forums, three International Water Association Development Congresses, three World Urban Forums, the United Nations Conference on Housing and Sustainable Urban Development (Habitat III), six African Water Association Congresses and other important regional events.	

20. GWOPA supports and facilitates WOPs with contributions from partners. GWOPA currently receives core support from the Government of Germany and collaborates on WOP projects with the European Union, the Organization of Petroleum Exporting Countries Fund for International Development, the Abu Dhabi Department of Energy, and the Governments of Spain and the Netherlands.

21. Since 2015, the GWOPA partners have organized the International Conference of Local and Regional Authorities for Water, held during the World Water Forum, the largest international water-related event, to gather mayors, governors, utility managers and local water leaders for political and technical discussions on sound water management in cities and regions. GWOPA is leading a global European-funded WOP programme to support 20 WOPs around the world, and also supports WaterWorX, an initiative of the Ministry of Foreign Affairs of the Netherlands, with knowledge and advocacy. Covering the period 2017–2030 and bringing together 10 Dutch water utilities with their local partners in Africa, Asia and Latin America to provide 10 million people with sustainable access to clean drinking water, WaterWorX is the most ambitious global WOP initiative led by a single country to date.

22. The work of GWOPA supports the strategic objective of UN-Habitat “to advance sustainable urbanization as a driver of development and peace, to improve living conditions for all.” GWOPA will contribute to all four domains of change of the UN-Habitat strategic plan for the period 2020–2023 by developing knowledge, and promoting and supporting WOPs that strengthen water and sanitation utilities’ capacity and performance:

- (a) To increase equitable access to sanitation and water services and improve spatial connectivity (domain of change 1: reduced spatial inequality and poverty in communities across the urban-rural continuum);
- (b) To generate local resources and decent jobs, while wisely applying relevant technology and innovations (domain of change 2: enhanced shared prosperity of cities and regions);
- (c) To reduce greenhouse gas emissions from water and sanitation services, improve resource efficiency, protect ecological assets and support the development of climate-adapted infrastructure (domain of change 3: strengthened climate action and improved urban environment);
- (d) To provide more socially-inclusive and integrated services, respond and recover effectively from crisis, and enhance resilience (domain of change 4: effective urban crisis prevention and response).

23. To build inclusive, safe, resilient and sustainable cities – the kind aspired to in Sustainable Development Goal 11 – universal access to clean water and safe sanitation services is indispensable. Indeed, with water and sanitation as prerequisites for achieving virtually every Sustainable Development Goal at the local level, ensuring strong local capacity to deliver these services is a top priority.

### **C. Prospects of the Global Water Operators’ Partnership Alliance**

24. In executing its strategy for the period 2019–2023, GWOPA will focus on three areas:

- (a) Guide with knowledge: documenting and researching practices, guiding effective WOPs and sustainable utilities and establishing a global WOP observatory;
- (b) Enable WOPs: advocating for policy action and funding;
- (c) Mobilize alliance: connecting and leveraging the involvement of members, partners and WOP platforms and programmes.

25. To implement the GWOPA strategy, products envisaged include advocacy pieces, communications, monitoring and research activities and the development of guidance material and tools for effective WOPs. All tools and guidelines are fed into operations through the GWOPA network of WOP implementing partners and platforms and occasional direct operational support for WOPs. GWOPA provides technical assistance to establish WOPs to strengthen the capacity of water operators for better, more sustainable services. It also contributes to the following categories of the work programme of the Urban Basic Services Section of UN-Habitat: (a) development of technical materials and publications; (b) consultation, advice and advocacy; (c) databases and substantive digital materials; and (d) communications deliverables such as brochures and media materials, including digital platforms and multimedia content.

26. GWOPA is aiming to grow its total annual budget to an optimum level of \$2–2.5 million and move from current levels of funding for basic strategy implementation to an expanded and diversified portfolio for more intense strategy implementation.

## **IV. Mozambique country programme: building back better and resilience-building in areas affected by cyclones Idai and Kenneth**

### **A. Background**

27. Mozambique is a coastal country that is highly vulnerable to extreme climate events due to its morphology and location. The cyclonic season occurs between October/November and March/April. Typically, cyclones form in the middle of the Indian Ocean and move westward, gaining speed and strength. When their trajectory avoids Madagascar (one of the most cyclonic countries in the world) and enters the Mozambique Channel, they make landfall in the Mozambique’s long coastline (more often in the northern and southern parts) and can penetrate the African continent until reaching neighbouring countries such as (from south to north) South Africa, Zimbabwe and Malawi. Once

inland, cyclones provoke prolonged and heavy rainfalls that generate extensive floods, especially in Mozambique, as it is located downstream of nine international rivers.

28. Cyclone Idai made landfall twice in Mozambique, first on 5 March 2019 as a tropical depression, affecting Quelimane city, the central and northern provinces of Mozambique (in particular Zambezia and Nampula) and southern Malawi, and then during the night of 14 to 15 March 2019 as a tropical cyclone, causing major damage and destruction in the cities of Beira (530,000 people) and Dondo (150,000 people), then moving westward through Sofala and Manica provinces along the Beira corridor before reaching Zimbabwe, where it died off. Overall, Cyclone Idai and the subsequent large floods affected approximately 3 million people in South-Eastern Africa, primarily in Mozambique but also in Zimbabwe and Malawi. They claimed around 1,000 lives, injured thousands of people, displaced 150,000 people and damaged or destroyed over 240,000 houses, in addition to causing heavy infrastructure destruction, agricultural losses and the spread of disease.

29. On 25 April 2019, after impacting the Comorian archipelago, tropical Cyclone Kenneth made landfall in northern Mozambique, affecting Cabo Delgado and Nampula provinces, with consequences similar to those of Cyclone Idai, albeit somewhat less severe. Ibo Island, in the process of being registered as a United Nations Educational, Scientific and Cultural Organization (UNESCO) World Heritage site, was destroyed, and the city of Pemba was heavily affected, especially by the floods caused by the cyclone, as were several rural districts. The cyclone struck almost 200,000 people, most of them already vulnerable due to a fragile health-care system and weak water and sanitation infrastructure.

30. According to the post-disaster needs assessment, the damage and losses from these two cyclones were estimated at over \$3.2 billion for Mozambique alone. The cities and urban areas affected are characterized by an extensive lack of basic infrastructure and services and poor-quality home construction. Furthermore, the annual rate of urban population growth nationally is 4.4 per cent, with the national census data indicating that almost half that growth is absorbed by small and intermediate towns ranging between 100,000 to 250,000 people. The strong urban character of these disasters is cause for concern, as the country does not yet have a clear policy or strategy for addressing rapid urbanization.

## **B. Rationale for UN-Habitat intervention**

31. Considering the structural vulnerability described above and the recurrence of extreme climatic events in Mozambique,<sup>3</sup> there is an urgent need to identify more durable solutions so that the country can adapt to climate change and progressively enhance its resilience. The terrible impact of cyclones Idai and Kenneth represents an opportunity for a paradigm shift in the country's development model towards building a culture of resilience at all levels.

32. Cities and towns can play a crucial role in addressing resilience and reducing vulnerabilities, as they constitute an opportunity to reach a high number of people through targeted interventions. The provision of safe buildings and urban facilities and resilient housing, including nature-based solutions for public space and basic infrastructure, is a foundational pillar of the reconstruction process, along with the strong involvement of the affected people themselves.

33. Within the current focus on resilient recovery and reconstruction and in full alignment with the Government reconstruction strategy, applying the principle of building back better and adopting construction techniques that can confer more resistance to buildings and infrastructure when climatic hazards occur seem to be a must. They are not enough, however, and must be complemented by a soft component, including improvement of policies and legislation (e.g., amendment of the building codes), preparation of guidelines, awareness-raising campaigns, institutional capacity-building and generation of the required knowledge, by mainstreaming concepts of risk reduction and resilience into school curricula, for example.

34. Rural and urban areas are highly interrelated, and their linkages are fundamental to building the resilience of the larger territory. Safe public facilities such as schools and hospitals should be spatially well-distributed based on regional planning methodologies that allow prioritizing of areas where reconstruction efforts should be concentrated. Planning should also cover how to connect areas where reconstruction has taken place with other areas through roads and main infrastructure networks.

35. Urban settlements require a distinctive, much more integrated and intersectoral approach to resilience-building given the higher spatial and population densities and the specific challenges and complexities inherent in the urban context. The high growth dynamics, vulnerability and lack of

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<sup>3</sup> The southern part of the country suffers from chronic drought.

services of urban settlements need to be tackled through an integrated approach that touches upon interdependent aspects, such as access to resilient housing and land (which requires access to income), improvement of the sanitation conditions (in particular water, drainage and waste management) and better connectivity (roads), in order to progressively transform existing vulnerable urban settlements into safe, resilient neighbourhoods for all.

### C. Relevant UN-Habitat work in Mozambique

36. Since 2002, UN-Habitat has been working in Mozambique on disaster risk reduction and building back better by promoting the “learning to live with natural hazards” approach, especially in areas prone to flooding, cyclones, drought and seismic-events.<sup>4</sup>

37. The main idea behind the approach of learning to live with natural hazards is to increase people’s resilience and minimize displacement. People live near areas where they have access to livelihoods and income-generation opportunities, and displacing them can thus be both socially and economically disruptive. It is therefore recommended that resettlement operations only be carried out as a last resort when people live in areas at very high/permanent risk.

38. The long UN-Habitat journey into disaster risk reduction and building back better started with the preparation of innovative awareness materials (e.g., a card game, the River Game, posters, booklets, award-winning animated cartoons such as “The Change”<sup>5</sup> and “Sometimes the River...”). This was followed by piloting demonstration construction projects of elevated schools that could serve as safe havens when natural disaster strikes.

39. Statistics for the past 10 to 15 years show that between 800 and 1,000 classrooms are affected annually by either floods or strong winds and need repairs. In addition, schools, health centres and administrative buildings are often the only structures built with improved/conventional materials in remote areas. These public facilities therefore constitute excellent entry points for reducing risk at the settlement level by: (a) improving their physical structure; and (b) in the case of primary schools, introducing key disaster risk reduction and resilience messages into the teaching curricula. Over the years, dozens of architectural and engineering solutions for cyclone/flood-resistant schools and housing were designed and several hundred buildings were built in various parts of the country, using conventional or local materials or a mix of the two and on-the-job training programmes of local master builders, national subcontractors or non-governmental organizations.

40. In 2011–2012, UN-Habitat began to design the safer schools programme, which includes a comprehensive assessment of damaged schools, hazard risk mapping at the national level, development of construction guidelines and improvement of building codes to confer more resistance to the impact of natural hazards. The programme also includes the enhancement of intersectoral coordination and delivery of training and capacity-building to subcontractors hired to build schools. In 2015, a partnership was established with the United Nations Children’s Fund (UNICEF) for safer schools, and in 2017, UN-Habitat was hired by Mozambique’s Ministry of Education and Human Development to provide technical assistance to a World Bank-funded \$15 million school reconstruction and retrofitting programme, resulting in almost 1,100 classrooms rehabilitated or rebuilt in central and northern Mozambique using a mix of conventional and local building materials.<sup>6</sup> It is notable that the Minister for Education and Human Development reported to cabinet that all schools built according to the UN-Habitat proposed standards resisted Cyclone Idai in the province of Sofala. The Ministry of Education and Human Development is determined to scale up this approach and has requested all partners to respect the school building codes and guidelines provided by UN-Habitat. Today, over 2,000 classrooms have been built or rehabilitated according to UN-Habitat standards.

41. In urban areas, UN-Habitat has implemented several participatory slum upgrading projects in Mozambique using an integrated approach (water, sanitation, roads, drainage and waste management), especially in Quelimane (2006–2008), Beira and Dondo (2008–2013) and Nampula, with the support of the Participatory Slum Upgrading Programme (2010–2015). This was complemented by municipal capacity-building reaching over 20 municipalities, support to urban and metropolitan planning, implementation of city resilience action planning methodologies (e.g., the City Resilience Action

<sup>4</sup> See <https://oldweb.unhabitat.org/books/focus-on-mozambique-a-decade-of-experimenting-disaster-risk-reduction-strategies/>.

<sup>5</sup> See <https://vimeo.com/75911282>.

<sup>6</sup> Schools built using mixed materials cost less than a third as much as the same schools built using conventional materials.

Planning (CityRAP) tool), pilot projects to improve public spaces, the conclusion of a housing profile and strategy and a diagnosis making the case for a national urbanization policy for Mozambique.

42. Urban disasters are complex and require specific expertise and an integrated approach, not just because they affect multiple sectors but also because they involve various institutional levels with interrelated mandates. UN-Habitat would like to take advantage of reconstruction efforts to pilot participatory urban development interventions and conduct capacity-building activities in affected cities and urban areas to enhance their climate resilience.

43. To promote the embedment of urban resilience in public policies and strategies, UN-Habitat designed and has supported the establishment of the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) in Maputo.<sup>7</sup> For the time being, the centre covers four member States of the Southern African Development Community, namely the Comoros, Madagascar, Malawi and Mozambique. It will soon expand to other Southern African countries that have shown interest in joining, such as Eswatini, South Africa, Zambia and Zimbabwe. DiMSUR can play an important role at the subregional level, considering that three out of the four countries involved in the centre were hit by the same cyclones and suffered similar consequences. The idea behind the creation of this centre of excellence is to establish a platform for participating countries to share their experiences and learn from each other, thus generating knowledge that is then disseminated through existing academic networks.

## D. Objectives and overall strategy

44. UN-Habitat has developed a coherent, comprehensive five-year strategy for building back better and resilience-building in the areas affected by cyclones Idai and Kenneth in central and northern Mozambique. The ultimate goal of the strategy is to increase climate adaptation capacity (learning how to live with floods and cyclones) and promote a culture of resilience at all levels. This will be done based on two intertwined specific objectives:

- (a) To consolidate and scale up the building back better approach to reducing risk, that UN-Habitat started piloting over a decade ago;
- (b) To pilot an integrated approach for urban resilience-building at the neighbourhood, city or urban district scale, which can be replicated.

45. Therefore, in coordination with the Mozambique Government and subnational (provincial, district and municipal) authorities and in partnership with key United Nations entities (i.e., UNICEF, the World Health Organization, the United Nations Industrial Development Organization, the International Labour Organization, the United Nations Development Programme, UNESCO and the United Nations Population Fund), UN-Habitat has proposed two complementary axes of intervention to support the recovery and reconstruction process in Mozambique.

### 1. Axis 1: Building back better (safer schools, safer hospitals and resilient housing)

46. This axis includes projects meant to give continuity to and scale up the safer schools programme and start a safer hospitals initiative using a similar methodology. The idea is to rehabilitate or reconstruct, either in a rural settlement or at the level of a neighbourhood in an urban area, better, safe public facilities that can withstand the impact of strong winds, floods and other natural hazards and can be used as safe havens during emergency times. Schools would then also be used to mainstream climate resilience messages through the curriculum.

47. Depending on the availability of funds or implementing partners working on housing, this approach for schools and hospitals could be complemented, in both rural and urban areas, by the rehabilitation or reconstruction of resilient houses using the same building back better logic. For housing reconstruction, a progressive method could be adopted by building one resilient room (e.g., elevated, with strong roofing) that could be progressively expanded by the beneficiaries themselves according to their financial capacity. Other solutions adapted to the existing conditions and the households' capacity to contribute to the housing reconstruction efforts may be proposed. The establishment of sustainable housing finance solutions is proposed under axis 2, as it would apply only to urban areas.

<sup>7</sup> For more information, see [www.dimsur.org](http://www.dimsur.org).

48. The above-proposed building back better activities are complemented by training and building the capacity of stakeholders at the various levels, awareness-raising, dissemination of architectural solutions and guidelines to be replicated at scale and according to the different local conditions, on-site technical assistance and enforcement of improved building codes.

## **2. Axis 2: Enhancing urban resilience through an integrated approach**

49. First, a spatial analysis would need to be carried out in the different provinces affected by the cyclones and floods to understand which cities and urban centres to prioritize for reconstruction based on the distribution of their functions, their influence on surrounding areas (urban-rural linkages) and their interlinkages with other urban settlements, in order to plan and extend the concept of resilience to larger territories.

50. UN-Habitat would then propose projects meant to support the design of integrated urban recovery and reconstruction plans and strategies at the neighbourhood, city/town and metropolitan levels. The design of those plans and strategies would cover: (a) rapid assessments and thematic/specific urban studies; (b) the development and dissemination of tools and guidelines; and (c) the design and implementation of sustainable housing finance mechanisms resulting from a mix of subsidies, micro-credit/saving schemes and household contributions.

51. Importantly, the plans and strategies would be developed in a participatory manner with the aim of implementing area/neighbourhood-based resilience-building interventions that incorporate various aspects, such as (a) affordable housing development; (b) access to secure land tenure; (c) nature-based solutions and improved public spaces; (d) access to basic services (water, sanitation, waste management and electricity) and infrastructure (drainage and roads); (e) construction of safe havens (e.g., schools, health facilities, markets); and (f) vocational training, and income-generation activities and/or job creation.

52. In parallel, sustainable resettlement operations (i.e., mainstreaming human rights and looking into access to basic services and livelihood options, not just housing) may be considered for urban dwellers living in areas at high/permanent risk, as a last resort.

53. The above is to be complemented by training and capacity-building for the different actors dealing with of living in urban areas, the establishment of efficient, effective early warning systems<sup>8</sup> and the provision of technical advice on reinforcing existing governance mechanisms for reconstruction and resilience-building.

54. Finally, both axes would contribute to the generation of knowledge, exchange of experiences (not only nationally but also subregionally thanks to DiMSUR), improved legislation and formulation of policies and strategies for scaling up.

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<sup>8</sup> For the time being, early warning systems remain ad hoc despite the fact that they can save many lives in urban areas.

55. The strategy described above is schematized in figure 3.

Figure 3

**Summary of the building back better and resilience-building strategy for areas of Mozambique affected by cyclones Idai and Kenneth**

