

Mozambique Cyclone IDAI Sector Assessment

CULTURE

1. Summary

The cultural heritage of the peoples of Mozambique underpins their identity, and plays a critical role in their ability to live and thrive. With the significant damage and losses to Mozambique's culture sector in the wake of Tropical Cyclone Idai, the Ministry of Culture and Tourism (MICULTUR) and the United Nations Educational, Scientific, and Cultural Organization (UNESCO), carried out the post-disaster needs assessment (PDNA) for the culture sector in the Provinces of Sofala, Zambezia, Tete, and Manica, where the impact on culture and heritage was expected. The assessment included an analysis of the effects (damage and losses) of the disaster across five culture components, as well as the macro-economic and human development impact of the disaster on the sector. In addition, a recovery strategy was formulated to identify, and address, the short, medium, and long-term needs in the sector, with due consideration given to the principles of Build-Back-Better (BBB) and Disaster Risk Reduction (DRR) in order to strengthen the overarching resilience of the sector to future disasters.

The present report was prepared in consultation with the Provincial Directorates for Culture in Sofala, Zambezia, Tete, and Manica¹. For the Province of Sofala, in particular, the report builds on the findings of initial assessments carried out by the Provincial Directorate for Culture during the course of March and April 2019.

The damage to, and loss of, cultural resources following a disaster can result in a loss of identity, and thus affects the way in which people relate to the world. The significance of culture in the lives of communities and individuals, as an anchor for identity and belonging, makes its continuity a powerful tool for building resilience, serving as a basis for sustainable recovery, and allowing communities to recover a sense of hope, dignity, and empowerment. Indeed, it has been increasingly recognized that both tangible and intangible heritage have a proactive role to play in building the resilience of communities and saving lives and properties from disasters. In this context, culture is not only a sector in its own right, but is a key cross-cutting consideration in post-disaster recovery processes in general.

Tropical Cyclone Idai highlighted the increased risks and vulnerabilities due to the use of incompatible materials on listed monuments during reconstruction in previous interventions, coupled with a lack of clarity at the policy level. This fact reinforces the need to develop a clear inter-departmental management system at the provincial levels that safeguard the authenticity/historical value of Mozambique's cultural assets, which is particularly important in this post-disaster event when in increased number of interventions will take place.

Regarding the impact of the disaster at the macro-economic level, much of the economic activity associated to the culture sector in Mozambique takes place in the informal sector and is therefore not reflected in the national statistics. As most of the sites of historical and cultural significance are recoverable, it is believed that the losses in revenues related culture, and in particular to cultural and creative industries (CCIs), will be closely linked with losses incurred in the tourism market.

A vibrant cultural life and the quality of urban environments in Beira, Quelimane and Tete are key for achieving sustainable cities. Culture-aware policies in cities promote respect for diversity, the transmission and continuity of values, and inclusiveness by enhancing the representation and participation of individuals and communities in public life and improving the conditions of the disadvantaged groups. Cultural infrastructure, such as Casas da Cultura are perceived as key civic

¹ The PDNA team received information from the Province of Manica that there was no damage to heritage recorded in the province.

spaces for dialogue and social inclusion. They provide benefits such as aesthetic enjoyment, learning and sense of belonging.

It is important to note that, with the limited baseline information available, the process of valuing the effects of the disaster presented a challenge. In this context, the PDNA for the culture sector of Mozambique aims to be a strategic - rather than an exhaustive - evaluation of the destruction which focuses on the most affected Provinces, while prioritizing the cultural resources most at risk, based on some preliminary assessments undertaken by the Directorates for Culture at the Provincial level, and complemented by the field-based evaluations undertaken in the framework of the PDNA during the period of 23 to 26 April 2019.

2 Pre-Cyclone context and baseline for the sector

2.1 Pre-Cyclone Sector Context & Analysis

Mozambique is known for its rich traditional heritage and contemporary culture, which is defined through a unique combination of African, Latin, Portuguese, and Eastern influences.

The Island of Mozambique (*Ilha de Moçambique*), a former Portuguese trading-post on the route to India situated in the Province of Nampula, was inscribed as a UNESCO World Cultural Heritage Property in 1991. Its architectural unity is a testament to the consistent use, since the 16th century, of the same building techniques, material (*macuti*) and decorative principles². Sites on the Tentative List for nomination as World Heritage status include *Manyikeni and Chibuene* (Province of Inhambane); *The Quirimbas Archipelago* (Province of Cabo Delgado); *Vumba Mountain Range* (Province of Manica); and *Ponta de Ouro Protected Marine Area* (Province of Maputo). Other sites of historical and cultural significance include Ibo Island and Quirimbas Biosphere Reserve (Province of Cabo Delgado) recently hit by the cyclone Kenneth.

In Mozambique, the majority of museums, repositories, and cultural institutions, are concentrated in the capital city of Maputo. These include the Historical Archives of Mozambique, the Museum of the Revolution, the National Money Museum, the Museum of Geology, the National Museum of Art, and the Museum of Natural History, which, together, contain the principle collections, archives, and libraries. The National Museum of Ethnology, located in the city of Nampula, also contains a large collections of Mozambican artifacts. A number of cultural institutions, such as the *Casa da Cultura* in Beira, Buze, and Marromeu, act as important hubs for the organization of various cultural events and festivals.

For intangible cultural heritage (ICH), secular knowledge and practices, such as rain dances and other traditional dance forms used in rites of birth, marriage, and death, are tributes of the living heritage of Mozambique. Two elements of Mozambique's ICH – *Chopi Timbila* and *Gule Wamkulu* – were inscribed in 2008 on UNESCO's Representative List of the Intangible Cultural Heritage of Humanity. Other intangible cultural heritage unique to Mozambique includes the traditional dances of *Xigubo*, *Tufo* and *Mapico*.

With particular emphasis on the tourist areas, cultural and creative industries (CCI), including the production of various cultural goods (e.g. literature; basketry; pottery), and the organization of cultural events (e.g. gastronomy; fashion; music) in various public spaces, cultural institutions, and galleries, among others, enable the patronage and enjoyment of individual and collective cultural expressions at the national and local levels, while presenting an opportunity to generate income for those employed in the sector. CCI associations include *Arterial Network Mozambique*, *Kucha Ka Dambu*, *Mugachi*, and *Kudumba*, amongst others, with the majority being based in the capital city of Maputo.

2.2 Table of Key Baseline Data for the Sector

² <https://whc.unesco.org/en/list/599>

PDNA DIMENSIONS	FEATURES
<p>Infrastructure and Physical Assets</p>	<p>Built Heritage, Cultural/Natural Sites, and Monuments -UNESCO World Cultural Heritage Property of the Island of Mozambique (<i>Ilha de Moçambique</i>); -Tentative List for nomination as World Heritage status: <i>Manyikeni and Chibuene; The Quirimbas Archipelago; Vumba Mountain Range; and Ponta de Ouro Protected Marine Area</i>;</p> <p>Moveable Heritage, Repositories, and Institutions -Historical Archive of Mozambique; -The Museum of the Revolution; -The National Money Museum; -The Museum of Geology; -The National Museum of Art; -The Museum of Natural History; -The National Museum of Ethnology; -The Maputo Fortress - The Museum of Chai - The Museum of Fishing - The Gallery of Alberto Chissano - The Malangatana repository</p> <p>Intangible Cultural Heritage -UNESCO's Representative List of the Intangible Cultural Heritage of Humanity (2008): <i>Chopi Timbila and Gule Wamkulu</i>.</p>
<p>Production of Goods and Services, and Access to Goods and Services</p>	<p>In general, cultural resources and ICH are accessible at all levels.</p> <p>-Information related to inventory of ICH: Chinhambuzi Community, Manica; Quissico Municipality, Island of Mozambique WHS, Munyika township</p> <p>Major CCI producers/associations/centres in Mozambique: French, German, Brazil, Portuguese Cultural Centers; Centro Cultural Universitario, CUCA.</p> <p>Available internal and external markets for ICH and CCIs: FEIMA - International Craft Fair, Maputo Mercado de artesanato, Chaimite - Beira</p>
<p>Governance and Decision-Making Processes</p>	<p>International treaties related to culture ratified by Mozambique relating to the World cultural and natural heritage (1972), Safeguarding intangible cultural heritage (2003) and the Protection and promotion of the diversity of cultural expressions (2005).</p>
<p>Increased Risks and Vulnerabilities</p>	<p>No known Disaster Risk Reduction Study for Mozambique and no known disaster risk management strategies being implemented in Culture Sector; Limited resources and capacity (materials, personnel) for emergency interventions at heritage places etc.;</p> <p>Many heritage sites are primarily coastal and susceptible to flooding e.g. most recent cyclone Kenneth impact at Quirimbas archipelago on the tentative list for World Heritage. Same with the natural sites susceptible to such impacts (again example of Quirimbas biosphere reserve in Cabo Delgado affected by the cyclone Kenneth).</p>

3. Sector effects and cost of the effects

3.1. Overview of effects on the sector

The four effects of the disaster, that is: i) Damage on Infrastructure and Physical Assets; ii) Changes/Losses in Production of Goods and Services and Access to Goods and Services; iii) Changes/Losses in Governance and Decision-Making Processes; and iv) Increased Risks and

Vulnerabilities, were evaluated across the five culture components as defined in the [PDNA Guidelines \(Volume B\) Culture Sector](#):

- Built Heritage, Culture/Natural Sites, and Monuments;
- Moveable Heritage, Repositories, and Institutions;
- Intangible Cultural Heritage;
- Cultural and Creative Industries; and
- Cultural Public Administration.

The following sections of the report provide an overview of the effects of the disaster on the culture sector, which is largely concentrated in the urban and peri-urban areas of Beira (Sofala), Quelimane (Zambezia), and Tete (Tete).

3.1.1 Damage on Infrastructure and Physical Assets

Culture sector-related infrastructure suffered mostly from roofing damage and water infiltration which, in turn, affected the internal supporting structures at various sites. In some cases, this resulted in extensive damage to moveable heritage, including items related to the production of culture and creativity (e.g. crafting tools, musical instruments, and related equipment, etc.), books, and culture-related documentation.

Culture Sector impact will show significant repercussions for organizations, associations and the livelihood of communities and individuals. Most of the assessed places and objects are expected to be either completely inoperational or with major reduction in functioning and revenue for at least six months. Depending on the infrastructural rehabilitation progress, cultural resources may see an improvement in the context of tourism also later this year.

3.1.2 Changes/Losses in Production of Goods and Services and Access to Goods and Services

The affected Provinces are home to a colourful and dynamic mix of practices and expressions that constitute the identity and social fabric of its communities. Although it is a challenge to assess damage and losses for ICH in general, it is likely that the effects of the disaster will be limited to the short-term - with a temporary interruption in the access to, practice and transmission of, ICH elements, mainly due to the loss of resources for traditional activities - and not necessarily a cessation of these practices in the medium and long-term. For example, the association of fishermen at the Port of Beira - *Associação de Pescadores Mponese* - depend largely on the availability and use of traditionally-built canoes (*Ngalayiwa*) and nets to undertake long-established fishing activities, the process of which is linked to a unique set of skills and local knowledge. While it is believed that these skills and knowledge are not at risk of being lost in the immediate term, it is still important to consider strategies that ensure the safeguarding of such traditional fishing practices, with the view to prevent communities from adopting alternative fishing methods - including the use of plastic boats - which may be more disruptive to the environment. Such strategies would include the implementation of capacity-building workshops on the process of building the canoes, which would specifically target the younger generation in order to promote the continuity of this practice in the future. NB. Exchange established with the Fisheries sector in terms of households' losses caused by the interruption of fishing due to the losses of some 1000 traditional boats.

Similar impacts were observed in terms of loss of resources (medical plants) used for traditional medicine and the temporary cancellation of some practices. If this cancellation proliferates over a longer timeframe, we may observe the deterioration, and consequently the disappearance of these ICH elements which will constitute an irreparable loss for communities in particular, and for the Mozambican cultural diversity in general.

More direct economic losses have been observed in the component of cultural and creative industries, ie. crafts production where the infrastructure damages resulted in almost 90% of reduction of productive activities.

One of the more important losses is the aspect of human impact in the culture sector identified in terms of access to culture. Specific examples of such cultural resources include the Casa Provincial da Cultura in Beira, which serves as a regional hub of culture for the Province of Sofala and other neighbouring

Provinces. Inability to perform activities by a variety of individual artists and craft persons in the damaged structure represent primarily a negative human impact to the individuals, their families as well as the communities to which they belong. The assessment efforts indicated however a monetary value considered necessary to facilitate the recreation of the conditions for restarting of the activities that took place in the pre-cyclone period.

3.1.3 Changes/Losses in Governance and Decision-Making Processes

Government building in Beira hosting the directorate for culture among others has suffered significant damage of working space and equipment. Staff employed having experienced damages of personal property as well as difficulties impacting their families, experienced reduction in working capacity and therefore reduction in the sector's responsiveness to the recovery processes. This effect is expected to last for several months, depending on the overall pace of recovery.

3.1.4 Increased Risks and Vulnerabilities

The impacts from the cyclone have largely exacerbated the preexisting lack of clarity in the role of the Direction of Culture (Sofala) in the ongoing administrative processes of rehabilitation of historical buildings. For instance, any architectural intervention on a registered heritage building would require a preliminary agreement and subsequent supervision of the culture directorate. As this has not been the case preceding the cyclone, there is a justifiable risk of such "non-compliance" proliferating throughout the recovery period with a sharp increase in potential loss and irreversible damage to historical structures.

Quote from the DIRECÇÃO PROVINCIAL DA CULTURA E TURISMO: *"O Executivo autárquico da Cidade da Beira, tem se distanciado das suas responsabilidades de estimular a fruição do património cultural, promover a protecção, conservação, valorização e revitalização de bens classificados na sua área jurisdicional. ... Este colapso, denota a necessidade da criação de uma estratégia de formação e capacitação das instituições intervenientes para a melhor conservação do Património Cultural edificado."*

It is therefore necessary to foresee a specific support to the cultural administration in terms of strengthening their capacity in communicating and coordinating with other relevant stakeholders in the recovery process. This support should also envisage developing a functioning Disaster Risk Reduction, Management and Mitigation strategy for the Sector.

Overlaps with other sectors e.g. administrative buildings that are registered heritage buildings and need to consider specificities in terms of restoration that requires involvement of cultural administration.

3.2 Summary Table of Damage and Loss for Sector (in local currency and USD)

Damage and Loss Per component	Damage Local Currency		Loss Local Currency	
	Public	Private	Public	Private
Cultural Public Administration	160,945,167	0	354,000	0
Built Heritage, Culture/Natural Sites, and Monuments	14,526,840	0	480,000	0

Moveable Heritage, Repositories, and Institutions	0	1,000,000	0	215,000
Intangible Cultural Her	200,000	777,880	0	0
Cultural and Creative Industries	2,375,000	1,073,000	0	81,000
Total	178,047,007	2,850,880	834,000	296,000

3.3 Cross-Cutting issues (Gender, Environment, Governance, Disaster Risk Reduction, Employment and Livelihoods, Social Protection)

Women and youth play a critical role in transmission of living heritage. Discontinuity of the living heritage elements or loss of the heritage resources for their practise, even for brief periods may contribute to the irreversible loss of traditions. Activities in cultural and creative industries sector, contribute to income generation in homes and communities. Guaranteeing cultural rights, access to cultural goods and services, free participation in cultural life, and freedom of artistic expression are critical to forging inclusive and equitable societies. Fostering cultural participation contributes to promoting active citizenship. In particular, culture-related projects in post-cyclone context will contribute to the empowerment of women and youth.

4. (Where relevant) Contributions of the sector to the macro economic and human impact

Much of the economic activity associated to the culture sector in Mozambique takes place in the informal sector and is therefore not reflected in the national statistics. As most of the sites of historical and cultural significance are recoverable, it is believed that the losses in revenues related culture, and in particular to cultural and creative industries (CCIs) will be closely linked with the tourism market losses.

Culture is a positive force, not only because it contributes to economic development, but also because it gives meaning and value to the identity and continuity of human societies. The disturbed social balance has led to an interruption in the access to culture and cultural life, which constitutes an integral part of human rights, especially as culture plays an important role of memory, enabling a continued link with the past.

With the passage of the cyclone and the floods, the social fabric that allows the transmission of techniques on the ICH may reduce the transmission through oral tradition, particularly by the separation of families, especially the older ones and the traumas resulting from the disaster.

5. Recovery Needs and Strategy

The estimated recovery needs for the culture sector is **USD 3,856,643** and incorporates the principles of Build-Back-Better (BBB) and Disaster Risk Reduction (DRR).

The core of the short-term (2019-2020) strategy for recovery focuses on the rehabilitation/restoration works at key sites (roof replacements). Maintaining the historical or cultural value of these sites is critical to ensuring that it retains their listed status.

In the medium to long-term, continued rehabilitation will be ongoing, along with targeting enhanced opportunities for cultural producers through e.g. regeneration of raw materials, capacity-building initiatives to sustain and augment skills in cultural products, traditional building...

Knowledge management, capacity-building and advocacy for DRR of the culture sector must be strengthened...to fully integrate DRR of the culture sector into national and provincial-level DRR plans. The recovery process should therefore bring an encouraging sustainable economic, social and environmental development strengthening the intercultural understanding, and valuing heritage through quantitative and qualitative actions and a follow-up commitment to the rehabilitation of cultural and tourist sites and related activities for the benefit of affected communities and Mozambique as a whole.

Damage Loss and Needs	Damage Local Currency		Loss Local Currency		Needs Local Currency		Needs USD	
	Public	Private	Public	Private	Public	Private	Public	Private
Cultural Public Administration	160,945,167	0	354,000	0	173,695,967	0	2,713,999	0
Built Heritage, Culture/Natural Sites, and Monuments	14,526,840	0	480,000	0	59,950,077	0	936,720	0
Moveable Heritage, Repositories, and Institutions	0	1,000,000	0	215,000	0	1,420,000	0	22,188
Intangible Cultural Her	200,000	777,880	0	0	350,000	6,400,000	5,469	100,000
Cultural and Creative Industries	2,375,000	1,073,000	0	81,000	2,555,000	2,454,100	39,922	38,345
Total	178,047,007	2,850,880	834,000	296,000	236,551,044	10,274,100	3,696,110	160,533

5.1 Recovery Needs and Prioritization

Given the potential of cultural resources to Mozambique's economic development, the objective should be to ensure that in 'building back better' that recovery in the Sector takes place with a view towards the potentials for development and the importance of eco-cultural tourism. Culture is uniquely intertwined in all aspects of society and so it can be deduced that the effective recovery of the cultural resources will have far reaching implications for the area's post-Idai rehabilitation. Central to this recovery effort is a strategy which promotes and facilitates the enhanced coordination of efforts to better streamline the management and maintenance of the diversified Culture Sector. In the short, the priority should be the rehabilitation and restoration of all built heritage to ensure the safeguarding of movable heritage objects and that these spaces (re)start generating revenue. Access to all the concerned sites (cultural centres and libraries eg.) should be reactivated in the shortest possible time. For the cultural and creative industries, and specifically the craft sub-sector, natural resources availability will need to be assessed from the sustainability point of view..

Recovery efforts should also focus on ensuring local capacity-building to better manage assessment of impacts on cultural heritage, managing disaster risks and developing and implementing mitigation plans. A regional technical coordination meeting should be organized to undertake an assessment of disaster recovery needs and elaborate a common strategy for the recovery of the Culture Sector, as well as to build capacities in conducting PDNAs of the Culture Sector at the regional level.

5.2 Recommendations for DRR and Building Resilience in Sector

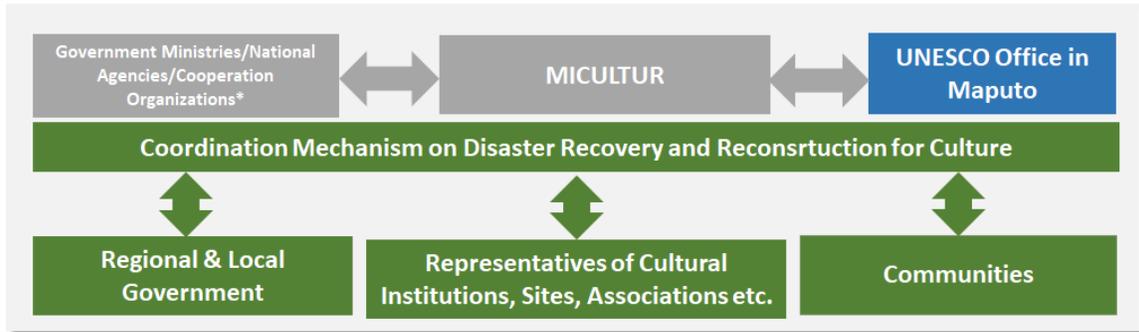
- Policy needs to be strengthened to include disaster mitigation strategies and effective implementation plans, particularly in the event of disasters such as the cyclone Idai (eg. Category 3 and higher) with the specific attention to the process activation in holiday periods;
- Training for culture sector stakeholders (CCIs and heritage) on mitigation planning and implementation strategies;
- Ensuring up to date inventories of heritage resources to better inform strategies as well as the digitization of heritage collections and inventory documents;
- Undertake a study to determine on a case by case basis of heritage places how to mitigate
- against flood damage;
- Build safer storage areas for craft and cultural objects to minimise water damage in the event
- of flooding;
- Provide a conducive environment for the mobilization of intangible cultural heritage practice
- and transmission as a key resource of resilience.

5.3 Table of Short, Medium & Long-term Recovery Initiatives and Costs (local currency & USD)

	Item	Priority (1 to 5)	Description	Cost	
				Local Currency	USD
Short term	Rehabilitate damaged infrastructure, access to cultural institutions and spaces and cultural assets. Create conducive environment for intangible cultural heritage practice and transmission	1	Cultural & Research Institutions, Moveable Heritage, Collections, Depositories, Intangible Cultural Heritage & Creative Industries	234,141,919	3,658,467
Medium-Term	Undertake a more detailed restoration, inventories and reduce risks	1	Built Heritage and archaeological sites, complete inventory of all cultural assets and resources	11,983,225	187,238
Long Term	Update Cultural Policy and reinforce culture and heritage expertise	1	Governance, capacity building in traditional knowledge and conservation techniques	700,000	10,938

5.4 Implementation Arrangements

Implementation arrangements should seek to build long-term capacities and resilience. A project-based approach should be used in most instances ensuring that all partners and actors are fully engaged in the process.



6. Sources

- Post-Disaster Cultural Sector Report (anything prepared by MinCult?)
- Post-Disaster Needs Assessment Mission report to Beira, Quelimane and Tete. Team members 22 to 26 April 2019
- Interviews with local counterparts
- Written inputs from the local counterparts (in annex)
- Site visits documentation from Beira, Quelimane and Tete

7. Annexes