

Statement on New challenges and the relevance of the Guiding Principles when addressing internal displacement caused by natural disasters and other environmental factors

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Ladies and Gentlemen:

I am convinced that we will achieve the purpose of the conference that is to highlight and promote consensus around the Guiding Principles at our level. I am sure that we will contribute to incorporate the Guiding Principles into national, regional and global legal frameworks and make progress towards their implementation through effective measures taken by our governments, in order to protect the world's over 26 million internally displaced persons (IDPs).

Allow me to let you know that our Mozambique is organized to manage natural disasters and environmental factors and is being assumed worldwide has good example.

Ladies and Gentlemen:

Mozambique is located in Southern Eastern Africa with a surface area of 799,390 km² and a population of 20 million. This country is affected by natural disasters and other environmental factors such as floods, drought,

hurricanes and earthquakes. Some of these factors are cyclical while others are occasional. The hurricanes, the drought and the floods are caused by climatic influences in the country, ruled by Indian Ocean's subtropical anticyclones, by the Inter-Tropical convergent zone, by the Southern Africa's thermal depressions and by the south's cold front passages.

Adding to these factors Mozambique has areas climacterically classified as semi-arid and arid where rain, even in the best years, is not enough for agriculture and where there is a lack of water during the whole year.

Besides the climatic disasters, great part of the national territory is steady on tectonic fissures being subjected to earthquakes. The national territory with earthquakes is located in Rift Valley and Mozambique's Channel.

The Rifts Valley (which results from the separation of the African and Arabic tectonic fissures) has its origin in North of Síria and has an extension of over 5.000 Kms going to the central zone of Mozambique. The Rift Valley forms the Beqaa Valley in Lebanon and separates the Galileia Mountains and the Golan Mounts forming the Hula Valley and the Jordan River. In Africa the Rift Valley is divided into two parts, forming the East and West parts of the Rift Valley. In Mozambique the oriental part is extended from the Lake Niassa heading south, crossing through the Tete Provinces, Sofala to the North of Gaza's Province, in Mozambique.

In Mozambique's Channel there are two zones with high rates of earthquakes being one located between the parallels 10° - 18° S; 40° - 42° E and 20° - 25° S; 37° - 41° E.

The prevalence of disasters caused by natural phenomenon shows that the country must be structured in order to predict, mitigate and fight its effects.

In 2006 the Government of Mozambique approved Master Plan for Prevention and Mitigation of Natural Disasters (PPMCN) where Guiding Principles of IDPs are observed. This plan wants to draw the main strategic lines to mitigate those disasters and to define an action programme with a 10 year term to lead Mozambique to a state of readiness and capacity of resisting and responding to the effects of natural disasters and other environmental factors.

Ladies and Gentlemen:

For many years Mozambique is living in a permanent state of emergency caused by natural and other environmental factors. The longest period during which Mozambique lived in continuous emergency state was about 12 years during the civil war. During this period, Mozambique was also affected by drought and floods and the Government created the National Emergency Council (NEC) to deal with the situation in straight coordination with international humanitarian agencies and the civil society.

Due to the magnitude of the situation the Natural Calamities Prevention and Combat Department (DPCCN) – which already existed – was mainly transformed into a logistic organ of the NEC in order to buy and distribute food and cloths to those affected by the war and by the drought.

With the end of the civil war in 1992 the DPCCN was restructured in order to adapt to a new situation and to be concerned more with the prevention of natural disaster and other environmental factors. This was the beginning of the National Disaster Management Institute (INGC) and the institutional inclusion of the Annual Contingency Plans (ACP) in the state budget.

With the consolidation of the Poverty Reduction Strategy Paper (PRSP), also called the Action Plan for the Reduction of Absolute Poverty (PARPA II), the Government considers that the prevention and mitigation of natural disaster and other environmental factors can not be reduced only through the short term actions identified in ACP.

The Government is convinced that the successful mitigation of natural disaster and other environmental factors can be achieved by medium and long term plans because it will not only mitigate the effects of natural disasters but will also reduce the vulnerability of most exposed communities to natural phenomenon effects. With this purpose, the Government approved PPMCN in 2006.

The PPMCN constitutes an important part of the PARPA II and also part of the Government's five years Plan. In fact, the Government's plan for the period between 2005 and 2009 recognizes that the natural disasters and other environmental factor effects aggravate the situation of extreme poverty. In this context, the Government defined in the PPMCN the following goals:

- Reduce the number of human victims and loss of property;
- Consolidate the prevention aspects;
- Endow the Country with prevention and mitigation instruments.

In order to achieve those goals the Government identified the following actions:

- Delimitation of risk zones;
- Reinforcement of prior warning means system;
- Mobilization resources for prevention and attenuation of natural calamities ;
- Reinforcement of the inter – sectarian institutional coordination of response to the natural calamities effects;
- Reinforcement of the regional and international coordination, particularly in hydrographical ponds management;
- Creation of a data bank which allows the realization of climate areas and its impacts studies;
- Promotion of construction and use of water storage system in drought areas for human and animal use and irrigation;
- Intensification of workshops and civic education;
- Implementation of reconstruction and resettlement plan for 58.000 families.

The PPMCN is developed in the context of the accomplishment of these and other actions.

PARPA’s key objective is to reduce the incidence of absolute poverty to 60 percent by 2005 and 50 percent of the population by the end of the present decade. It also aims to reduce dependency on foreign aid by raising domestic revenue and reducing expenditure as a share of GDP.

The fight’s success against extreme poverty depends on the reduction of vulnerability of people most exposed to nature’s disasters and on the mitigation of the devastating effects of the natural calamities.

Thus, the PPMCN is being considered as a complement of PARPA II, specialized in risk management and reduction of extreme poverty intervention in Mozambique. In the spectrum of the extreme poverty fight, the PPMCN specifies the instruments which materialise the pillar of PARPA II having the human capital as the main ingredient in the fight

against poverty, with the creation and establishment of district Resource and Multiple Use Centres (CERUM) which incentive the development of human capacities to create the self – confidence and self-esteem attitude. Similarly the PPMCN helps to materialize the PARPA II's pillar concerning the economical development. Its materialization is incorporated with mechanisms of production factors rehabilitation of marginal economies in areas more affected by natural disasters and other environmental factors.

In PARPA II, the PPMCN also aims to contribute to the achievement of the Millennium Development Goals (MDGs). Specifically the PPMCN contributes for sectors related with the water, sanitation and hygiene, nutrition, environment and food security.

In general, the PPMCN wants to fill in the lacks identified in other Government sectors so that it can complement the materialization of the Government five years Plan. As a complement, the PPMCN does not want to repeat the vulnerability reduction and mitigation actions which are already planned and in course in other Government fields, such as agriculture, weather, health, hydrology, environment, construction, defence and security sectors. So, the PPMCN must be understood along with other action in other sectors.

The PPMCN presented here concentrates in the main strategy lines leaving the detail to be as complement attached to the main document. The matters which should appear in a more specific way are those referring to conception of CERUM, regulation, workshops and performance of Civil Protection National Unit (UNAPROC), Information Management System, constitution of Land and Margin Economies Fund of Rehabilitation and the creation of food supplies in the country.

For these reasons the main lines in the PPMCN should be treated simultaneously as transversal to all Government sectors and as specific complementary actions and directed to concrete targets and regions which need special attention

The success in the implementation of the PPMCN depends on the strategy of its implementation. Such strategy besides incorporating aspects related with costs bearable by the economy and sustainable guarantees of its positive

impacts in the society, must reassure that its implementation is assumed first by the beneficiary, by the Government in its whole and by the society in general. To reassure these characteristics the implementation strategy should be based on:

- (i) the construction of a self-confidence attitude of the communities and authorities;
- (ii) communitarian participation, adequate institutional arrangement and
- (iii) Inevitable reinforcement of the district capacities.

Ladies and Gentlemen:

Mozambique vulnerability profile is ranked 168th in the United Nations Human Development Index (HDI), out of a total of 177 countries. 38% of the population lives on less than \$1 a day with a gross national income of \$310 per annum in 2005. Life expectancy at birth is 42 years, 57% of the population do not have access to improved water supply, HIV prevalence in over 15 year olds is 16% and the infant mortality rate is 158 per 100,000 live births. It is a predominantly rural population with over 75% of the population surviving from small scale agriculture.

The country's main hazards are floods, cyclones and droughts. There are over 2,500 kms of coastline making vulnerability to Indian Ocean cyclones a recurrent reality. 50% of the country's territory lies within 12 international river basins, and all except one of the major rivers have their flood plains inside Mozambique, resulting in widespread and recurrent risk of floods. Drought is also a constant possibility, and with altering rainfall patterns caused by climatic changes, many analysts consider this to be Mozambique's most serious potential hazard. The last major droughts occurred between 1980 -1985 and affected up to six million people.

Mozambique has had 54 natural disasters in the past 45 years, - an average of 1.17 disasters per year. It is more frequently and severely affected by natural disasters than virtually any other country in Africa: with an estimated 13 million people having been affected by cyclones, droughts and floods since 1980.

The National Disaster Policy was adopted in 1999 with disaster reduction sectoral plans for flood and cyclone warning, epidemics control and drought and famine monitoring. National action plans for adaptation to climate change and action to combat desertification have been developed by the Ministry of Environment with support from the National Institute for Disaster Management (INGC).

Much has happened in the field of humanitarian policy and response since the last national disaster policy was adopted in 1999. New draft legislation on emergencies is currently before the parliament, having passed the Council of Ministers.

However, the bill has been stuck in a legislative bottleneck since the current Government took office in 2004, and there is a need for concerted advocacy on the part of the humanitarian community in Mozambique to ensure its passage in an updated form.

In 2005 the Mozambique Government signed the Hyogo Declaration on Disaster Risk Reduction and the accompanying Hyogo Framework of Action. The 2006-2009 Action Plan for Reduction of Absolute Poverty (PARPA 11) includes disaster risk reduction as part of the strategy for poverty alleviation.

Related to this, the government approved an 8 year National Master Plan for the Prevention and Mitigation of Natural Disasters in March 2006 which includes proposals for medium and long term reforms to strengthen disaster prediction and mitigation capacity, including through line ministries.

However, many of these strategies have yet to be translated into practical actions that positively impact the lives of people living in the communities most vulnerable to floods, droughts and cyclones.

The INGC has operational responsibility for coordination of disaster management activities, including multi-sectoral prevention, risk reduction and mitigation, relief and post disaster rehabilitation and reconstruction. The INGC has a Technical Council for Disaster Management (CTGCN), and is accountable to the Coordinating Council for Disaster Management, represented by relevant Ministers in the area of disaster.

The Coordinating Council is chaired by Prime Minister with their vice chair taken by the National Affairs Minister and has overall responsibility and policy-making authority for the coordination of disaster management. The CTGCN is responsible for the preparation of sectoral strategies and plans implemented at national, regional and district level.

Stakeholders including UN agencies, NGOs and civil society representatives can participate in the Technical Council when invited by the General Director of the INGC. The INGC has created a National Emergency Operations Centre (CENOE) with emergency response operational centres located in Caia the nearest town to the Zambezi river floods, Vilankulo in the south to implement the cyclone response and the third centre in Nacala, Nampula province to cover the northern area which is prone to cyclones. CENOE is directly responsible for operational management of emergencies. The establishment of these centres has been instrumental in improving the efficiency of response, enabling different actors to coordinate in a centralised location and enhancing the flow of information and logistics.

The INGC's present structure was put in place under the leadership of its General Director, Eng. Paulo Zucula, a former vice-minister of agriculture who took office in late 2005. Under his strong strategic leadership, political connections and recruitment of new staff from different ministries, like finance, agriculture and defence, the INGC is growing in institutional capacity and effectiveness, and is widely attributed as being a key reason for the success of the national response to the 2007 floods. As CENOE has taken on a greater operational role so the INGC has emphasized more its coordination role.

The since 1999 the INGC has developed annual national contingency plans in anticipation of the rainy season. These plans are applicable both at the national and community levels, and tested through simulation exercises. In October 2006 the flood simulation exercise was tested in the Zambezi area with the participation of UNICEF and WFP staff and other actors.

The INGC's emphasis on community level preparedness aims to establish village level disaster response committees throughout the flood prone areas, training the committees in monitoring hazards such as water level rises, use of early warning techniques such as radio alerts. Radio committees will be trained to know the stations and times flood warnings are broadcast and then to take appropriate measures to take in response to these warnings. This

work is just beginning in the Zambezi area, and some NGOs are collaborating with the INGC to provide technical support as well as to distribute radios and other equipments to train community leaders.

Risk mapping has been carried out for floods, cyclones and drought, although the most detailed flood assessments have been done in the Limpopo and Buzi river basins, not the Zambezi where the 2007 floods hit hard.

Ladies and Gentlemen:

The Zambezi River is the largest river in Mozambique with water joining it from 7 countries upstream of Mozambique. It has the fourth largest flood plain in Africa, with some flooding occurring virtually on an annual basis.

The construction of the Kariba Dam in 1959 and the Cahora Bassa Dam in 1974 diminished the impact of these annual floods, although there continues to be a cyclical pattern of flooding with a major flood occurring every five to ten years.

Unusually heavy rains along the Zambezi River, upstream from Mozambique, since December 2006 caused river levels to rise in January and early February 2007. In January more than 500 people were rescued from river islands in Tambara, Chemba, Mutarara, Morrumbala, Mopeia, Caia, Marromeu and Chinde Districts as water levels along the river rose because of both the rains in Mozambique as well as the increasing water flow discharge from the rapidly overflowing Cahora Bassa Dam further upstream.

The flooding affected some 285,000 people, including more than 163,000 people who sought shelter in emergency accommodation and resettlement centres. The January rains had followed earlier flooding between October and December 2006, which had in turn affected 46,500 people. The 2007 floods and cyclone caused approximately \$71 million in damage to local infrastructure and destroyed 277,000 hectares of crops, - an estimated 80% of the cereal crop in the affected areas.

The loss of assets such as homes, clothes, agricultural tools and seeds had a potentially devastating impact on a population that lives from subsistence agriculture and fishing.

By February the Government formally declared a red alert and there were calls for the evacuation of people living around the lower Zambezi. The CTGCN met with the UN, the Mozambique Red Cross and NGOs on February 7th and announced the activation of the CENOE in the village of Caia, a central point along the Zambezi to coordinate the response. Caia then became the hub of the response and the largest UN agencies, including UNICEF, WFP, IOM, UN Habitat, WHO and FAO all had a presence in the CENOE in Caia. The UN Country Team took a formal decision to start the Clusters Approach System and start to respond to the emergency in straight coordination with the Government.

After the emergency period the Government from rain season of 2007/08, there are in the resettlement centres 58.000 family in the process of reconstruction and resettlement trough the coordination of the Reconstruction Coordinating Cabinet (GACOR) created by the Council of the Ministers in the INGC in 2008.

In the process of reconstruction and resettlement of natural disasters and other environmental factors, IDPs are principal agents of the process. The Government have to convince them to live out of risky areas and join resettlement centres which are located in safe areas not far from the lands where their uses to practice agriculture, fishing and other practices.

When the IDPs join the resettlement process, they are involved in the construction of bricks. One family has to build 6 to 7.000 bricks for its house with 2 or 3 bedrooms. Government takes care of the vulnerable IDPs through social procedures.

Central Government, through GACOR, has to provide technical support, all construction materials and other logistics, including planification and monitoring of the process. GACOR structure is replicated at provincial and local level.

At provincial and local levels, resettlement activities are implemented through local administration. They also give logistic support and mobilize IDPs to continue involved in the process of buildind their own houses.

In this process, GACOR has functions of:

- Planning housing projects;
- Harmonizing social intervention planning;
- Conceive constructive process taking into account team composition and deadline for construction of each house;
- Buying construction materials which do not exist in districts;
- Provide districts with resources capable to help the process;
- Monitoring the fulfilment of district planning;
- Mobilizing the internal and external resources able to accelerate the process;
- Monitoring the process according to the planning;

GACOR is constituted by different sectors that act in disaster management system such as INGC, Ministry of Public Work and Housing, Ministry of Agriculture, Ministry of Health, Ministry of Planning and Development, Ministry of Finance and others.

To facilitate GACOR activities, it has weekly meetings and does not have an executive function that is way it is integrated in the INGC structure. Central GACOR visits to districts are coordinated with provincial and district governments.

Table below shows number of houses needed in 2007 and 2008, as result of floods that caused 293.890 IDPs (58,778 families).

Provinces	2007				Reajust. Of Necessity 2008
	Necessities	Plan 2007	House Construction		
			House	House in construction	
Tete	13,985	500	136	364	20,204
Zambezia	9,729	305	322	220	21,720
Manica	868	300	123	90	1,874
Sofala	6,184	4	247	296	10,441
Inhambane		0	0	0	1,714
Niassa		0	0	0	420
C. Delgado		0	0	0	2,405
Total	30,766	1,109	828	970	58,778

The program of reconstruction and resettlement includes construction of social infrastructures. We assume that IDPs need to have schools, health centers and water facilities near the resettlement centers. The table below indicates that we have to build 112 schools, 11 health centers and 165 water storage system. It is being financed by government and NGOs funds.

Provinces	Schools			Heath Centers			Water Storage System		
	2007		2008	2007		2008	2007		2008
	Plan	Real.	Plan	Plano	Real.	Plan	Plan	Real.	Plan
Tete	28	0	28	2		2	75	61	160*
Zambezia	26	16	10	8		8	45	45	147
Manica	18	0	18	1		1	7	7	12*
Sofala	22	0	22				21	21	63*
Inhambane			24				18
Niassa			10						
C.Delgado									
Total	94	16	112	11	0	11	148	134	165

Ladies and Gentlemen:

In general, Mozambique has been considered a good example of natural disasters and other environmental factors management assuring that rights of IDPs are observed and guaranteed through the implementation of PPMCN, that includes Millenium Development Goals (MDGs) and Guiding Principles on IDPs. However, greater effort needs to be made by both sides, Government and partners, to continue improving the quality of disaster management during all fases (before, during and after the disasters).

The Government of Mozambique must continue with its commitment in relation with its support to implement PPMCN, ensure good governance practice in INGC, and, as well as strengthening human and institutional capacity in the provision of foreign aid and public funds to respond disasters taking into account Guiding Principles on the humanitarian response to IDPs. Thus foreign support or aid should continue linked to national programs, such as PPMCN, because expenditure that is not important for the

government may be badly or implemented without medium and long terms sustainability. INGC capacity to coordinate with partners does not depend only in institutional capacity. It is important to have capacity building programs in the INGC and other sectors involved in the disaster management system. This may requires committed leadership from within, ideally from the highest level of the state and partners that operate in risk reduction management in Mozambique.

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