

UNHCR RESPONSE IN MOZAMBIQUE, MALAWI AND ZIMBABWE

24 July – 6 August 2019

Key Highlights

Malawi: UNHCR concluded post distribution monitoring exercise after **37,860 individuals** (7,232 households) benefitted from the return package. There is a need for additional relief items, farming tools and implements as well as inclusion in government recovery projects.

Mozambique: Some **54,000 shelter materials** and other relief items for **3,000 families** have arrived in Beira. In close collaboration with Shelter Cluster partners, UNHCR has identified locations for the distribution, which will begin on 7 August.

Zimbabwe: To date, **65,905 individuals** (13,820 households) - 33,654 in Chipinge, 29,242 in Chimanimani, 1,909 in Buhera and 1,100 in Mutare - have received relief items, including emergency shelter support comprising family tents and tarpaulins.



Phalombe District Commissioner Memory Kaleso handing over core relief items to Eustina Ndaona at Nkhulambe Camp as part of UNHCR's response to Tropical Cyclone Idai in Malawi. ©UNHCR.

Update on Achievements

Operational Context

On 14 March 2019, Tropical Cyclone Idai (TC Idai) became one of the deadliest storms ever recorded to hit Southern Hemisphere. The cyclone caused catastrophic flooding, landslides and large number of casualties across Mozambique, Malawi and Zimbabwe. In **Mozambique**, the hardest hit by the cyclone, nearly 240,000 houses were damaged and over 111,000 totally destroyed. Approximately 1.85 million people were in need of assistance. After the closure of the last temporary accommodation centres between

15 and 22 June, displaced people were transferred to permanent relocation sites across the four affected provinces of Manica, Sofala, Tete and Zambezia. While Mozambique was still recovering from Tropical Cyclone Idai, even stronger Tropical Cyclone Kenneth made landfall in Cabo Delgado Province on 25 April causing further loss of life and extensive damage to infrastructure and housing. Nearly 200,000 people were affected in northern Mozambique. In **Malawi**, nearly 870,000 people were affected including some 87,000 people who were displaced from their homes. The most affected districts include Chikwawa, Machinga, Nsanje, Phalombe and Zomba. In addition, some 1,900 Mozambicans entered into Malawi to seek safety in Nsanje District. In eastern **Zimbabwe**, heavy rains and strong winds caused riverine and flash flooding. Over 270,000 people were affected, 122,000 in Chipinge and 115,000 in Chimanimani districts alone. In addition, approximately 6,000 refugees and asylum-seekers living in Tongogara Refugee Camp were severely impacted as 1,060 houses, latrines and water boreholes were completely or partially damaged.

TC Idai caused extensive loss of life, large-scale destruction of infrastructure and a surge in humanitarian needs far exceeding the response capacities of governments and humanitarian actors. On 22 March 2019, the Emergency Relief Coordinator activated an [IASC Humanitarian System-Wide Scale-Up](#) in Mozambique for an initial period of three months. UNHCR joined the collective UN system response in all three countries. As UNHCR's response needed to be scaled up significantly, the UN High Commissioner for Refugees, Filippo Grandi, activated UNHCR emergency procedures covering all three countries in order to facilitate the delivery of the Office's commitments under the IASC system-wide Scale-Up protocols. This allowed UNHCR to take the necessary actions to scale up its operational capacity, including mobilizing and/or re-allocating human, financial, material and other relevant resources. The close involvement in the joint humanitarian response also demonstrates UNHCR's solidarity with the people in the region who have for decades generously hosted refugees and shared their limited resources with them.

UNHCR also deployed emergency teams, consisting primarily of protection staff, to the three affected countries to support the response as well as to lead the [Protection Clusters](#) that have been activated by the Inter-Agency Standing Committee to protect people with specific needs coping with the aftermath of the disaster. UNHCR is particularly concerned about the safety and well-being of women and girls, unaccompanied or separated children, disabled and elderly people living in precarious conditions in multiple makeshift displacement sites. Many female-headed households are also facing heightened risk of exploitation and abuse as their sources of income and livelihoods were destroyed by the cyclone.

UNHCR is coordinating closely with the authorities and partners, including UNICEF and UNFPA, to ensure that protection is mainstreamed throughout the response, including through preventing and responding to gender-based violence as well as sexual exploitation and abuse. In Mozambique, Malawi and Zimbabwe, many people have reportedly lost their identity documents when their homes were destroyed or damaged by heavy winds and flooding. As protection cluster (co) lead, UNHCR is working closely with relevant authorities and partners to assess the situation and provide the support needed by the three governments.

As UNHCR was already implementing refugee operations in Mozambique, Malawi and Zimbabwe, the Offices were able to join the collective UN system wide response in all the three countries promptly. UNHCR swiftly airlifted approximately 240 MT of shelter and relief items from global stockpiles to the three countries affected to assist initially some 36,000 most vulnerable cyclone survivors. In particular, family tents and

plastic tarpaulins were delivered to shelter those who had lost their homes, mosquito nets to protect from malaria, jerry cans and water buckets to store clean water to minimize cholera and other waterborne diseases, solar lanterns to provide light during the night and to recharge mobile phones, as well as sleeping mats and blankets to keep warm.

The Government of Mozambique officially deactivated the national emergency for TC Idai on 14 May 2019 and initiated the reconstruction phase. An International Pledging Conference to secure support for reconstruction following the devastation caused by cyclones Idai and Kenneth was held on 31 May and 1 June in the city of Beira, Sofala Province. Donors pledged almost US\$ 1.2 billion out of the total requested needs amounting to US\$ 3.2 billion. Nevertheless, robust humanitarian funding will still be needed to bridge the transition from emergency to recovery.

The UN Secretary General, António Guterres visited **Mozambique** on 11-12 July 2019. A key objective of his visit was to mobilise resources for the ongoing inter-agency response to provide lifesaving protection and assistance. The Secretary General highlighted the importance of the continuous engagement of the Mozambican authorities, the humanitarian community and the donors to address the humanitarian and development needs of the country. He further said that the humanitarian phase is not over yet, in Mozambique and that the UN needs to better understand and implement the humanitarian-development nexus. The visit also focused on climate change, women and persons with disability. As part of the visit, the Secretary General visited Mandruzi Resettlement Site in Dondo District, Sofala Province.

In **Malawi**, emergency clusters were deactivated on 30 June. The deactivation comes in the context of the government's launch of the Return and Relocation Strategy and Post Disaster Needs Assessment which aim to support timely return, recovery and a transition to development programming.

In **Zimbabwe**, it is expected that temporary camps will be required until end of 2019, however, Camp Coordination and Camp Management (CCCM) partner funding is expected to end by the end of July 2019. All clusters have been requested to submit their early recovery plans feeding into the Early Recovery Working Group planning. The World Bank estimates that the recovery cost will be US\$ 640 million. However food insecurity levels remain high in the cyclone affected districts of Chimanimani due to a combination of factors, including drought and the prevailing macro-economic conditions. The cyclone has had a catalytic effect worsening the situation. The cluster members are preparing the next response appeal document with programming for their respective areas of responsibility and priorities covering from July 2019 to April 2020. The UN Resident Coordinator will brief the HCT on moving forward with the international response. The appeal will be multi-sectoral but with focus on food insecurity and affordability as well as taking into account on-going humanitarian support post TC Idai projects in current appeal that need to continue and/or be expanded as well as new projects required to respond to increased needs.

At the end of a week-long mission to Mozambique, Zimbabwe and Malawi in June to see first-hand the humanitarian response to TC Idai, Assistant Secretary-General for Humanitarian Affairs and Deputy Emergency Relief Coordinator Ms Ursula Mueller called on the world to support the affected countries to address the challenges, risks and impacts of extreme weather events and climate change on the most vulnerable. She also emphasised during the ECOSOC Humanitarian Affairs Segment that each of these

countries requires comprehensive solutions that incorporate food security, healthcare, water and sanitation, education and protection.

Since TC Idai struck, wreaking havoc across three Southern African countries, UNHCR has distributed over 60,000 relief items to Zimbabweans and affected refugees. Nearly 70,000 relief items were distributed in Malawi, while in Mozambique over 29,000 were distributed and around 54,000 items have arrived in Mozambique's Sofala Province for distribution.

Achievements



PROTECTION

MOZAMBIQUE

Achievements and Impact

- UNHCR continues to co-lead the Protection Cluster with its government counterpart DPGCAS (Provincial Directorate of Gender, Child Protection and Social Action) and to enhance the capacity of local actors to facilitate gradual transfer of protection coordination and oversight as part of a disengagement strategy.
- The Protection Cluster has endorsed the updated protection strategy for the early recovery phase until 30 September 2019. The strategy was updated with the aim of re-aligning activities towards the recovery phase and enhancing objectives and implementation monitoring. As the recovery phase moves towards the reconstruction phase, the UN Development Programme (UNDP) has joined the Protection Cluster.
- During the Protection Cluster meeting on 25 July, UNHCR facilitated a familiarization session on the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) and the 1998 Guiding Principles on Internal Displacement. The aim of the session was to inform about how the Kampala Convention and Guiding Principles can be translated to concrete action in response to natural disasters in Mozambique. The session was also an opportunity to highlight the importance of the ratification of the Kampala Convention by Mozambique. Mozambique signed the Kampala Convention in 2010 but the ratification process is still ongoing.
- The Protection Cluster, in close coordination with the Child Protection and Sexual and Gender Based Violence (SGBV) sub-clusters and the Disability Working Group, contributed to a multi-sectorial assessment tool that will be implemented by the Camp Coordination Camp Management (CCCM) Cluster for use in each resettlement site. This is a survey at household level that will enable protection actors to also receive concise information to inform protection responses to the needs of affected populations.
- UNHCR's Protection Focal Points in Dondo and Nhamatanda Districts received mobile phones to facilitate their work in the community, particularly referrals to appropriate response mechanisms where individual protection cases are identified. At the same time, Protection Focal Points continue to be trained on issues such as child protection, SGBV and disability in collaboration with other humanitarian actors.

- Efforts to strengthen coordination with other organisations are being made with the aim of harmonizing and complementing community engagement activities. Joint DPGCAS, IOM and UNHCR field visits were conducted to resettlement sites in Nhamatanda and Dondo Districts in Sofala Province with a view to streamlining community protection activities, enhancing complementarity between UNHCR-trained community Protection Focal Points, IOM mobile teams, and social service provider *Accção Social*.
- UNHCR, with the support of its partner World Vision International and in close collaboration with Shelter Cluster partners, including CARE International, IFRC and IOM, has identified locations for relief item distribution targeting affected communities who are yet to receive shelter assistance, primarily in the hard-to-reach areas of Buzi District in Sofala Province.

Identified Needs and Remaining Gaps

- Four months after TC Idai hit central Mozambique, significant underfunding severely constrains the expansion of services to areas distant from Beira, including to remote locations in Sofala Province and neighbouring Central Mozambique.
- Lack of adequate resources to ensure basic support facilities for displaced populations in return and resettlement sites is contributing to heightened protection risks, particularly for the most vulnerable and in hard-to-reach areas.
- In addition to material assistance, protection monitoring must be increased to build sustainable community-based protection approaches, with a focus on ensuring that systems are in place for Communication with Communities (CwC) and Community-Based Feedback and Complaints Mechanism (CBCM).
- Community structures need to be strengthened or established in newly created sites where unavailable. In line with the Protection Cluster Strategy, resources are needed to capacitate the authorities at all levels.
- UNHCR is concerned that the transition from emergency response to recovery is leaving thousands of IDPs increasingly vulnerable, as development-oriented pledges take time to materialise.

MALAWI

Achievements and Impact

- UNHCR co-led the Protection Cluster with the Ministry of Gender, Children, Disability and Social Welfare (MoGCDSW), which was activated on 19 March and deactivated on 30 June. The last Regional Protection Cluster meeting was held on 20 June in Blantyre with a follow-up meeting to officially close the Cluster at the national level on 2 July.
- Following the closure of the Protection Cluster, protection activities will be coordinated through a sectoral approach as stipulated by the Government of Malawi. The protection sector will be led by UNICEF, in accordance with coordination structures in place prior to the declaration of a State of Emergency.
- UNHCR, in collaboration with the SGBV and Child Protection co-leads, has now finalized a report capturing the lessons learned and advising on a proposed way forward. In developing recommendations and guiding the strategy, the report draws from information obtained during the

protection monitoring exercise conducted by UNHCR in May, observations from the UNHCR emergency response team, and consultations with district social welfare officers, local police, and the MoGCDSW. *The Protection Cluster Lessons Learned and Way Forward Report* will be made available to the public.

- Mozambicans displaced by TC Idai, who were accommodated at Mphoreka and Bangula evacuation camps, were assisted to return to their country in safety and dignity by the Government of Malawi and UNHCR.

Identified Needs and Remaining Gaps

- There is ongoing need to capacitate committees and local authorities at the return sites. UNHCR will continue engaging its NGO partner, Plan International Malawi, to provide training and conduct post-distribution monitoring at return sites.
- The *Protection Cluster Lessons Learned and Way Forward Report* has highlighted the importance to prioritize sound prevention measures and advocate for activities to address pre-existing protection concerns for long term interventions for affected populations. This two-tiered strategy also aims to increase resilience and build capacity when responding to calamities of this nature in the future.

ZIMBABWE

Achievements and Impact

- Following the protection mainstreaming and PSEA (Protection against Sexual Exploitation and Abuse) Training of Trainers, that took place in Chipinge and Chimanimani 1-4 July, an action plan has been drafted to cascade the training further. The action plan will provide an overview of the number of people trained per sector and district. UNHCR partner organisations will also be able to request support from master trainers identified among the participants of earlier exercises.
- In the newly developed residential area, Section 10 of Tongogara Refugee Camp, construction of 50 permanent latrines has started in close coordination with UNHCR partner GOAL. The communal latrines will serve 208 households after 206 latrines were destroyed by the cyclone. To further address the need for the provision of sufficient water in the section, the water network design will be finalized by UNHCR in coordination with GOAL and with technical support from Oxfam. Additionally, excavation work is in progress to lay new pipelines for the installation of six water points within the same section.
- IOM is consulting with partners within the protection cluster to draft an *intention to return survey* in order to reflect any potential protection concerns. The tool was already shared at the district level and in Harare with all stakeholders to provide inputs. IOM is expecting feedback to proceed with the survey. The exercise is also expected to include affected persons living in the host communities.

Identified Needs and Remaining Gaps

- It is estimated that 100,000 persons need duplicate civil registration documents. UNHCR and UNICEF are prioritizing the issuance of civil status documentation to Zimbabweans affected by the cyclone to ensure continued access to basic social services. Consultations with the Office of the Registrar General (RG) have been on-going. A budget proposal has been received by UNHCR for mobile registration in Chimanimani and Chipinge districts, which needs to be reviewed with the RG's office.

- Government's mid to long-term plan on housing and return solutions needs to be clarified to help IDPs and affected population make informed decisions on their future. A major concern with regards to displacement and return is the lack of a sustainable approach. Many affected persons have returned to their places of origin without clear long-term plans for their reintegration.
- The national civil protection unit system/representation (community-based protection) at ward and village level needs to be strengthened to ensure that access to information, rights of person with specific needs, entitlement, complaint mechanisms and community engagement is in line with disaster risk reduction strategy.
- In parallel to the humanitarian response, long standing economic problems, the deteriorating macro-economy and significantly below average crop production in 2018-2019 is expected to drive widespread food insecurity at least until January 2020 according to the *Famine Early Warning Systems Network*. Basic commodities like bread, sugar and cooking oil are likely to remain in short supply. Fuel shortages and increasing fuel prices are also contributing to economic hardships.
- The departure of technical experts deployed to TC Idai leaves the operation with gaps, notably in Supply, WASH, Shelter and Health. As local partners do not have staffing capacity, current activities including responses to damage caused by the cyclone may not be prioritized. Ensuring that implementation and the attainment of certain goals is at a satisfactory level may leave the operation at risk of not completing activities started by emergency response teams.



SHELTER AND NFIS

MOZAMBIQUE

Achievements and Impact

- Over 54,000 shelter and relief items such as blankets, sleeping mats, mosquito nets, solar lanterns and kitchen sets arrived in Beira from UNHCR's Nairobi Warehouse for distribution to over 3,000 families.
- UNHCR has identified locations for the distribution of relief items in the coming weeks. Items will be distributed mainly to communities in hard-to-reach areas of Buzi District.

Identified Needs and Remaining Gaps

- Significant underfunding continues to constrain the expansion of services, particularly in hard-to-reach areas in Central Mozambique.
- The transition from emergency response to recovery is negatively affecting the population whose basic needs are currently unmet. They continue to live in dire conditions, exposed to heightened protection risks which jeopardize their safety and dignity.

MALAWI

Achievements and Impact

- UNHCR completed, on 28 June, the distribution of relief items to 7,500 households, in collaboration with the Department of Disaster Management Affairs (DODMA), as a part of the return package of the Government of Malawi.

- UNHCR's contribution to the Government of Malawi's return package builds on a release of core relief items undertaken in April, where 2,000 households benefitted in the districts of Chikwawa, Nsanje and Phalombe. During this period, 110 tents were also distributed to provide immediate shelter to households that had lost their homes.

Identified Needs and Remaining Gaps

- UNHCR conducted post distribution monitoring which is running concurrently with early recovery assistance. The monitoring exercise adopted a qualitative research method and used focus group discussions (FGD), key informant interviews and observations for data collection. From each distribution centre, two FGDs were conducted comprising of at least 10 men and 10 women respectively. In total, seven sites were visited, 21 interviews were conducted and 159 individuals from a cross section of villages, participated. Findings indicated the need for additional relief items, farming tools and implements as well as the inclusion in the government recovery projects.

ZIMBABWE – IDPs

Achievements and Impact

- To date, a total of 13,820 households comprising 65,905 individuals (33,654 in Chipinge, 29,242 in Chimanimani, 1,909 in Buhera and 1,100 in Mutare) have received relief items including emergency shelter support (family tents and tarpaulins) as part of the response to TC Idai emergency in Manicaland Province. The distribution was coordinated with NFIs/Shelter/CCCM cluster, District Civil Protection Unit and UNHCR.

Identified Needs and Remaining Gaps

- The replacement of civil status documentation, that was lost or destroyed during TC Idai, remains critical. UNHCR is making preparations with the Registrar General's Office to support the re-issuance of civil status documentation.

ZIMBABWE – REFUGEES

Achievements and Impact

- A master plan for Tongogara Refugee Camp has been developed to address the long-standing needs for shelter, risk of flooding and the damage caused by TC Idai. One solution to the shelter shortage has been to allocate Refugee Housing Units (RHU) as the operation has initially received 288 RHUs. Allocations started in the week of 15 July and households are selected on a need basis. Surveyors have been organized to demarcate plots and additional refugee teams have been mobilized to build the necessary foundations for the RHUs.
- Nineteen refugees were trained on the installation of RHUs and the implementation of the project on 16-18 July.
- A total of 210 Refugee Housing Units (RHU) out of 288 have been installed to date following the demarcation of plots of residential land by surveyors from the Chipinge Rural District Council. Additional refugee teams have been mobilized to build the necessary foundations for the RHUs.
- The rapid installation of RHUs also follows training on installation conducted by UNHCR technical staff recently on mission in Zimbabwe from headquarters. The construction work is organized

together with refugees and the host community (60 refugee workers and 12 Zimbabwean workers) to create livelihood opportunities and further capacitate refugees with professional skills.

Identified Needs and Remaining Gaps

- The Zimbabwe Electricity Supply Authority has embarked on a massive national electricity load shedding programme on which the camp water supply heavily depends. The initial plan was to work on securing additional back-up systems in the form of generators within the camp. Current fuel shortages in the country however, have rendered back-up generators unsustainable and unreliable.

Working in Partnership

As part of inter-agency Tropical Cyclone Idai response, UNHCR cooperates closely with the governments, UN Agencies, NGOs and affected communities in Mozambique, Malawi and Zimbabwe.

Financial Information

UNHCR has scaled up its operations to respond to the needs of affected people, including refugees in the three affected countries, and as part of its IASC commitments. Despite the response, needs remain particularly high. Cholera and malaria cases are on the rise, access to proper shelters and basic non-food items is limited and displacement sites have become highly congested. **The UN Refugee Agency urgently requires in total US\$ 11.3 million, to continue providing lifesaving protection and assistance** in the inter-agency response, of which 28.5% (**US\$ 3,210,342**) has been received to date.

The **Central Emergency Response Fund (CERF)** has allocated a total of US\$ 20 million for humanitarian response in the three countries. UNHCR is grateful for the financial support of US\$ **99,876** for life-saving emergency response to cyclone affected persons in Mozambique, US\$ **343,409** for life-saving emergency response to TC Idai-affected persons in Malawi and US\$ **250,020** for TC Idai response in Zimbabwe.

Special thanks to the **Government of Norway** for the contribution of US\$ **576,967** to UNHCR protection activities under the humanitarian response plan for Mozambique.

Special thanks to the **Spanish Decentralized Government Entities (Ayuntamiento de Barcelona, Ayuntamiento de Erretería, and Diputación Provincial de Zaragoza)** for the contribution of US\$ **144,318** for core relief items for TC Idai-affected persons in Mozambique.

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UNHCR is also grateful to **International Humanitarian City (IHC)** for contributing two relief flights from Dubai to Harare, Zimbabwe as well as to the **UPS Foundation** for contributing a relief flight from Dubai to Lilongwe, Malawi.

UNHCR also thanks donors of flexible funding which have allowed the organization to quickly scale up its response. Donors of flexible funding include Canada, Denmark, Germany, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom, the United States of America and private donors in Australia, Republic of Korea and Spain.

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