

Cabo Delgado Province Mozambique



REPORT SUMMARY

As the conflict against the actions perpetrated by Non-State Armed Groups (NSAGs) in **Cabo Delgado Province** enters its 5th year, the people in the affected areas continue to face **widespread insecurity and ongoing military operations, damaged infrastructure, tattered local economies, loss of livelihoods, human rights violations, including forced recruitment, kidnapping, and conflict-related sexual violence.**

The 2022 Humanitarian Response Plan [reports](#) that at least 1.5 million people in northern Mozambique will need life-saving and life-sustaining humanitarian assistance and protection in 2022 as a result of the armed conflict in Cabo Delgado Province.

The continued insecurity and the recent attacks in areas that until recently were deemed to be safe resulted in additional constraints for the response. As displaced, returnees and host communities continue to experience severe needs in all sectors, the situation in some of the inaccessible areas in the north of the province is of highest concern, despite the little data available on the situation.

This Protection Analysis Update (PAU) focuses on Cabo Delgado Province, although the conflict has already resulted in the arrival of displaced families in the neighboring provinces of Niassa and Nampula. **As Cabo Delgado** not only hosts around 90% of the conflict related IDPs, the remaining of its population has indirectly been affected by the insecurity.



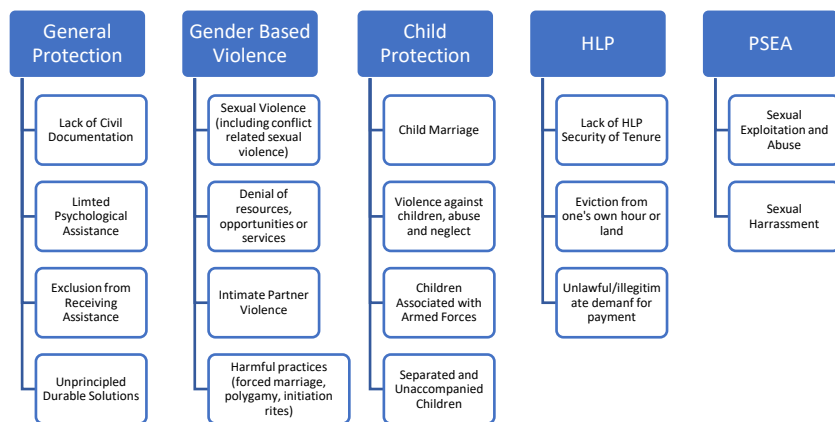
Internally displaced women from Palma hosted at transit center in Pemba, June 2021.

Credit: ©UNHCR/Martim Gray Pereira

1. Cabo Delgado Protection Situation Overview

This protection analysis is an **opportunity to reflect on Cabo Delgado's protection challenges** and a window into the most pressing protection risks faced by internally displaced persons, host communities and spontaneous returnees.

This analysis is based on an **extensive desk review** that has been accompanied by consultations with Protection Cluster partners, including during a **Protection Analysis Workshop** organized on the 19 July 2022 in the city of Pemba, where 24 protection partners operating within the context of northern Mozambique have gathered to prioritize protection risks that they identify, address and respond to on a daily basis in the field. The Protection Analysis Workshop resulted in the prioritization of 17 pressing protection risks (as per below graph), some of which will be developed in this report, others, in subsequent reports or separate thematic updates.



In 2022, the on-going humanitarian situation in **Cabo Delgado Province**, resulting from the activities of non-state armed groups

(NSAG) and military actions against these groups, entered its 5th year. These have resulted in damaged civilian infrastructure, shattered local economies, loss of livelihoods, **human rights and international humanitarian law violations and abuses**, including killings, discrimination, family separation, harassment, forced recruitment and use of children in hostilities, abductions, and conflict-related sexual violence.

The conflict has also **exacerbated underlying structural issues**, impacting those most vulnerable and their access to livelihoods and natural resources, as well as basic services such as health care and education. The conflict also negatively impacted access to civil documentation of the population that contributes to heightened protection risks. Thus, contributing to human trafficking, inadequate standard of living, violence against women and girls, discrimination and stigma against persons with disabilities and those with albinism.¹

Taking broad stock of the protection situation in Cabo Delgado is therefore timely.

During the writing of this publication, attacks by NSAG continued, which highlights the volatility of the crisis. In early June and throughout July 2022, attacks were perpetrated in one of the most southern districts of Cabo Delgado, Ancuabe district, further subjecting civilian populations to forced displacements due to continued insecurity and attacks in areas that were until recently deemed safe.

Furthermore, **spontaneous return in the context of this escalating insurgency and military operations** present new challenges to the full respect and protection of human rights of both those displaced and those located in areas of conflict. Moving forward, it will be necessary to ensure that measures, such as military operations, relocations, and the ongoing spontaneous return process, produces the desired results without compromising the protection of the civilian population.

¹ OHCHR (2022) Follow up to the third cycle of the Universal Periodic Review (UPR) of the

This Protection Analysis Update (PAU) focuses on northern Mozambique and, in particular, Cabo Delgado Province.

Key Protection Figures

Civilian casualties since the beginning of the conflict *

1,269 number of events of violence recorded in Cabo Delgado from October 2017 - June 2022

4,018 number of fatalities recorded in Cabo Delgado from October 2017 - June 2022

Displacement Trends **

946,000 individuals **208,046** households

Protection Persons in Need ***

Protection **1,500,000**

Child Protection **1,100,000**

Gender Based Violence **978,000**

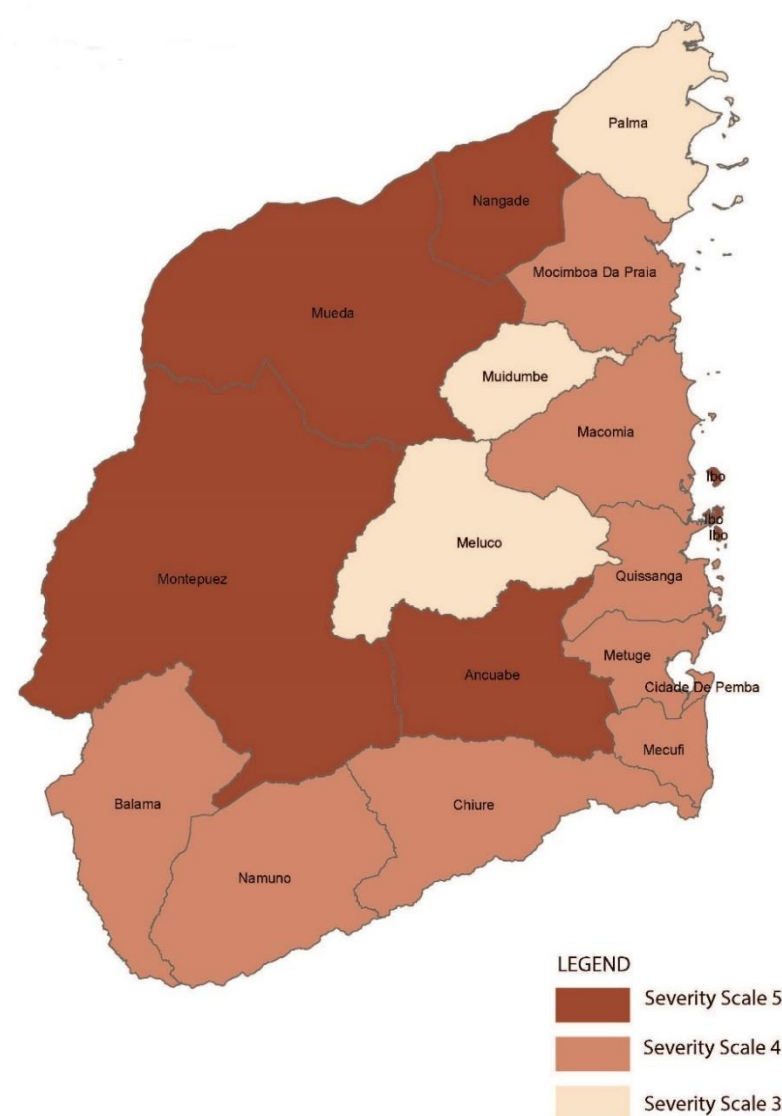
* ACLED 2021 - 2022

** IOM - June 2022, Displacement Tracking Matrix

*** Humanitarian Response Plan 2022

Map 1: Protection Severity Scale Per District (as Humanitarian Needs Overview) 2022

Note: Severity Scale for 2023 will be shared in the next update.



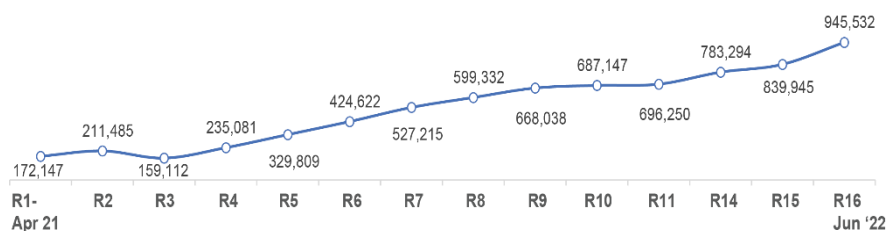
2. CONTEXT OVERVIEW

The conflict in Cabo Delgado occurs in a geographic area that has already been experiencing developmental and structural challenges.

The three Northern Provinces of Mozambique - Nampula, Niassa, and Cabo Delgado - that are currently experiencing and hosting internally displaced persons – are also the ones with the highest rates of poverty in the country.² Poor inter-regional connectivity and underdevelopment have perpetuated gaps in basic infrastructure and service provision, compounded by the effects of recurrent natural disasters, rapid population growth, and rural-urban migration.³

As of June 2022, Mozambique has 945,432 persons are presently displaced due to conflict in Cabo Delgado, Nampula and Niassa Provinces while 129,327 persons are still displaced due to natural disaster and 40,284 (31%) are displaced population from Cyclone Ana and Gombe in 2022.⁴ From April 2021 – June 2022, the number of IDPs continues to increase despite reported returns in places of origin. (See Annex 3 for displacement map.)

Graph 1: Trend of displacement (2021 – 2022)



² World Bank, Mozambique Poverty Assessment, The World Bank, 2018

³ The World Bank, Investing in Inclusive Human Capital Development in Northern Mozambique Project, November 29, 2021

⁴ International Organization for Migration, Round 16 – June 2022 DTM

Impacts of climate change further contribute to protection risks.

Niassa and Cabo Delgado are home to nearly 628,000 poor households vulnerable to cyclones and nearly 99,000 vulnerable to severe droughts, representing more than 40% and 20% of the country’s total vulnerable population to cyclones and droughts, respectively.⁵ The impacts of climate change on food security also contributes to increases in harmful coping mechanisms (i.e., forced and child marriage, transactional sex, trafficking of human, exploitation etc.).

Since 2007, ten tropical cyclones made landfall, mainly in Central Mozambique, affecting at least 4million people and an average of 400,000 persons per each event. The frequency of cyclones has also increased in the last three years. As of this report, a total of 129,327 persons remains displaced due to cyclones in Manica, Sofala and Zambezia provinces.⁶

Table 1: Cyclones and Tropical Storms in Mozambique since 2007

Year	Tropical Storms or Cyclone	Category	Death	Injured	People Affected
2007	Favio	3	7	215	173,990
2016	Dineo	3	7	101	550,959
2019	Idai	4	603	1642	1,514,662
2019	Kenneth	4	45	94	289,987
2021	Eloise	3	11	25	469,831
2020	Chalane	2	11	13	73,254
2021	Guambe	3	2	25	36,135
2022	Ana	1	38	207	185,429

⁵ The World Bank, Investing in Inclusive Human Capital Development in Northern Mozambique Project, November 29, 2021

⁶ IOM June 2022, Displacement Tracking Matrix

2022	Dumako		14	1	23,733
2022	Gombe	4	63	108	736,015

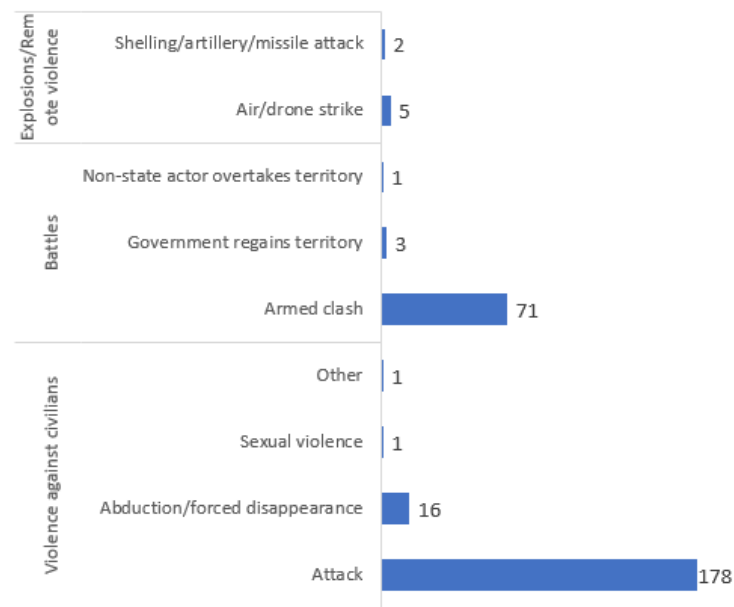
Source: UNOCHA, 2022

Attacks by Non-State Armed Group (NSAG) have directly targeted **the destruction of both state and civilian infrastructure** and the forced displacement of civilians. The group, locally known as Al Shabab (with no relation to the Somali one), and by which attacks have been claimed by the Islamic State, has been active in Cabo Delgado since October 2017. According to [ACLED](#), more than 1,700 civilian fatalities have been recorded since the beginning of the conflict. By early 2021, the NSAG effectively [controlled](#) parts of the territory, particularly Palma and Mocimboa da Praia districts.

The NSAG has been accused by human rights groups of violating civilians' human rights such as killing, kidnapping, forcibly recruiting individuals, sexual violence or by threatening attacks triggering a pre-emptive flight. Entire communities have been left with traumatized individuals, many requiring specialized protection services such as mental health and psycho-social support and clinical rape management.

Since January 2022, a total of 278 security incidents⁷ (averaging 38 incidents per month) have been recorded in Northern Mozambique. Majority (72%) of these incidents are violence against civilians, 26% involving armed clashes between NSAG and government forces and attacks by NSAG and 2% are explosions or shelling attacks (see graph 1). With this, an average of 38 incidents has been recorded per month (with at least 1-2 incidents occurring per day) while 20 of the reported incidents have resulted to displacement. The report is not exhaustive as several incidents remains unreported specifically protection incidents relating to violence against civilians including child protection and gender-based violence.

Graph 2: Type of security incidents recorded (2021)



Source: ACLED 2022

Following the increased deterioration of the security and human rights situation in Cabo Delgado, on 15 July 2021, the Southern Africa Development Community (SADC) Extraordinary Summit of Heads of State and Government decided to deploy a Mission in Mozambique (SAMIM) as a regional response in supporting the Mozambican State in the combat of terrorism and acts of violent extremism. The response of the Mozambican Armed Forces, SAMIN, and other international partners have **enabled the effective control of parts of the territory that were under the control of the NSAG and brought some stability to some conflict areas**, such as Palma district. However, in the districts of Palma, Mocimboa da Praia, Quissanga, Macomia, and Muidumbe where returns have occurred due to a relative

⁷ 2022 ACLED [Data Export Tool - ACLED \(acleddata.com\)](#)

improvement of security, basic services for the population have not yet been re-established.

Therefore, the situation in northern Mozambique continues to be primarily a Protection crisis since the displacement occurring in Cabo Delgado is driven by human rights violations, housing, land and property challenges and the presence of non-state armed groups.

The Humanitarian Response Plan for 2022 for northern Mozambique has reported that at least 1.5 million people in northern Mozambique will need life-saving and life-sustaining humanitarian assistance and protection in 2022 as a result of the armed conflict in Cabo Delgado Province.

The region's escalating violence has resulted in the destruction or damage to infrastructure in Cabo Delgado such as schools and health facilities. In other locations, the impact has been the displacement of staff, which has led to the closure of schools and health facilities.⁸

As a consequence of almost 5 years of attacks, **over 900,000 individuals have been forced to flee** to safer areas of Cabo Delgado Province, as well to the neighboring Nampula, Niassa, and Zambezia Provinces according to IOM/DTM. According to the United Nations High Commissioner for Refugees (UNHCR) cross-border movement to Tanzania was also recorded [with non-compliance of the principle of non-refoulement](#) (forced returns), forcing individuals to return to Mozambique, in particular to areas where there are few services and partners, such as Mueda district.

Protection Monitoring conducted by UNHCR with IDPs, host families and spontaneous returnees in 2022 identified that protection incidents reported are taking place throughout the displacement continuum: during displacement, during transit and in areas of refuge. According to UNHCR, the majority of human rights violations

experienced by IDPs happen in places of origin and during flight (92%), including killing, kidnapping, and destruction of property. In areas of refuge (both in IDP sites/host communities), IDPs continue to experience theft, denial of services (due to corruption, abuse of power, or discrimination), and physical assault or abuse. According to Protection Monitoring by UNHCR undertaken in November 2021, the main protection issues reported: killing, destruction of property; and forced recruitment. The remaining 54% of the reported incidents happened in the areas where IDP families have been hosted. Although killing remains the most frequently reported incidents, there is a shift in the type of incidents, with main reported issues being discrimination (26%), robbery (12%), corruption (7%), and physical violence (7%).

Attacks by NSAG continue unabated into 2022, happening also in parts of the province of Cabo Delgado which had been considered safe until the end of 2021, such as Meluco, Ancuabe and Chiure District. **These attacks throughout June and July 2022 in Ancuabe District displaced almost 100,000 individuals**, including both secondary and primary displacement. According to IOM/DTM as reported in the month of August 2022, since February, there was a 21% increase in the total number of displaced individuals. Furthermore, attacks in the districts of Erati and Memba in Nampula Province caused the displacement of around 47,000 individuals in Erati and 18,500 in Memba.

This complex scenario of the Protection crisis in Cabo Delgado results in **multiple dynamics, which limits the response capacity**. The different urgent approaches to the main types of Protection needs can be summarized into four situations:

- **Primary and secondary displacements:** Attacks by the NSAG in the end of 2021 and beginning of 2022 have targeted new geographic areas of Cabo Delgado such as Ancuabe and reached Niassa Province

⁸ Mozambique Humanitarian Response Plan, 2022

in late 2021. This has led to families and communities experiencing forced displacement for the very first time but also impacting IDPs that were in areas of refuge and decided to flee a second time. For instance, in the context of the attacks in Ancuabe district, which displaced IDPs in resettlement sites that had sought refuge in this district.

- **Protracted displacement:** IDPs, are for the most part, residing in host communities (around 70%). These IDPs encounter limitations in accessing basic services including education, health, and food assistance with sporadic reports of discrimination in accessing those services such as education and health care. Nevertheless, access is still better than those IDPs residing in IDP sites. With displacement becoming increasing protracted, the initial positive response from host communities starts to fade with increasing dispute over resources and limited livelihood opportunities, meaning families have to rely increasingly on humanitarian assistance, which is limited. This also contributes to IDPs moving to other locations or back to districts that might not yet be safe. The lack of services will continue to impact IDPs as they move into a protracted situation.
- **Spontaneous return:** By mid-June 2022, the government has reported that nearly 200,000 persons have returned to their area of origin⁹ due to the reestablishment of control of some districts. According to available data, return flows were more prevalent during the second semester of 2021, but they continue, albeit at a lower rate, throughout the first few months of 2022. By mid-2022, sporadic returns continue. However, movements are mixed with pendular movements of IDPs moving back and forth between their areas of origin and returning to areas they continue to deem safer.
- **IDPs and civilian population residing in hard-to-reach areas:** Furthermore, in certain areas, the on-going operations by national and international troops and continued attacks by NSAG disrupts humanitarian access to affected population. In these locations, IDPs and people in need remain cut-off from services. In areas of return, civilian and administrative authorities have abandoned their stations,

hampering access to basic social services. In terms of lack of services, it was reported that around 50% of the health centers (43 out of 88) in Cabo Delgado were closed due to insecurity. Similarly, attacks from the NSAG resulted in the destruction of 43 schools, 104 classrooms, and 30 administrative blocks, in the province so far. Although there is limited information available on mines in these areas, there are scattered reports of unexploded ordnances (UXO) putting at risk those IDPs who spontaneously return as well as those who never left. Housing, land and property (HLP) related protection needs are also growing in Mozambique with the destruction of property and agricultural lands as well as with hindered access to natural resources, such as fishing and harvesting areas.

Given **the dynamic nature of displacement in Cabo Delgado**, some IDPs might be able to return home, others will remain displaced while others might opt for a third option and continue back and forth between area of refuge and area of origin due to the unpredictability of the situation. Others still might be relocated into existing IDP sites.

3. PRIORITY PROTECTION RISKS

RISK 1: Unprincipled population movements towards durable solutions

The arrival of SAMIN and Rwandan troops to support the counter-offensive against the NSAGs has enabled the Mozambican State to regain effective control of parts of the territory, particularly the districts of Palma, Macomia, Muidumbe, and Mocimboa da Praia. In these areas, the actions of the NSAGs have directly targeted and destroyed State infrastructure. As control is reestablished in these areas, the provision of basic services is still lagging and security continues to be volatile as some liberated areas continue to [report](#) attacks.

⁹ Cabo Delgado Provincial Authorities reporting during coordination meeting.

In this highly volatile context, return movements have either been spontaneous or encouraged by local – mostly – district authorities. Therefore, in this context, the **Protection Cluster has been conducting a series of intentions surveys** with displaced families in areas where there was an urgent need to ensure families were being relocated or returned voluntarily. These intention surveys have three-fold objectives. First and foremost, to establish the intentions of the IDPs who might be called upon to return. Secondly, to support authorities in their quest to understand the intentions of IDPs in any given location. Thirdly, to share international best practices on how to assess intentions of IDPs vis-à-vis durable solutions.

The Protection Cluster conducted an [intention survey](#) in an IDP site of Pulo in Metuge District. The result of that intention survey showed that 44% of IDPs interviewed indicated their willingness to remain in Pulo, with 35% answering that they had not yet decided their plans and were still assessing. Populations that responded that they wished to return to Meluco District were less than a fourth of the population surveyed (18%). Of those who wished to return, 48% indicated that it was for livelihood's purposes.

In April 2022, another intention [surveys](#) with displaced families was conducted in Palma District. The result of this intention survey was very different from the one conducted in Pulo IDP site. As a result, a vast majority of families identified their willingness to return home (93%). Nevertheless, only 1% reported that they wish to return due to the perception that the security situation has improved. In that survey, it transpired that IDPs were basing their decision on livelihood needs (29%); lack of humanitarian assistance where they are (22%); tensions with the host communities (21%) and lack of opportunities where they have sought refuge (16%).

Both of these intention surveys **indicate the complexity motivating choices around durable solutions**. For this reason, the voluntariness of IDPs willing to relocate to another location or return home should

be assessed through a systematic process that considers both men and women of different ages (including youth and adolescents) as well as persons with specific needs/vulnerabilities. Furthermore, the decisions should be made freely, including without duress, compulsion, undue influence or in the presence of armed actors. Finally, decision should be assessed individually (ensuring gender inclusive decision making at all levels and in all processes). The Protection Cluster remains fully available to support authorities to assess voluntariness jointly.

RISK 2: Gender-Based Violence (GBV)

In conflict-affected areas, women and especially adolescent girls, are highly **exposed to abduction, and trafficked for sexual exploitation**. Human Rights Watch reported in December 2021 that at least 600 women had already been kidnapped by the non-state armed group and forced into marriage and sold since the attacks started in 2017. Women and girls who escaped abduction by non-state armed groups reported that other women were trafficked, including across borders into Tanzania. Fear of sexual violence during NSAG attacks is a key reason for women and girls' displacement as well as secondary displacement.

6% of the incidents perpetrated by non-state armed groups (NSAGs) were conflict-related sexual violence (CRSV) when villages were attacked, and women and girls were fleeing to attempt to seek safety according to UNHCR/CUAMM (Doctors with Africa) report:

“Girls have told her that they prefer to sleep during the day to be able to run away at night if they are attacked; some reportedly also prefer not to go to school for the same reason. Case workers believed that the constant fear and anxiousness of threats of violence could, in the longer term, reduce girls’ opportunities to participate in community activities and develop strong social networks needed to avoid social

isolation and the associated risks of IPV and other forms of GBV.”

Reporting of conflict related sexual violence (CRSV) are challenging due to the ongoing insecurity in specific locations, stigma, fear of reprisals especially against individuals that may be perceived as collaborators with the non-state armed groups.

Sexual violence is also widespread in non-conflict environment and – more particular – in areas of displacement. **One in every 3 women reported to have suffered from violence in their lives and 7 in every 10 girls expressed knowing cases of sexual harassment and abuse at school**¹⁰. Risks of sexual violence are often cited as the most prominent protection concerns in Safety Audits, and other assessments¹¹, and sexual violence is reported by women in the way to collect firewood and water, by civil and military personnel.

Displaced populations face heightened GBV risks in IDP sites and host community areas where they seek safety. In IDP sites, both the female and male populations are exposed to physical and sexual violence and harassment by armed actors. Limited shelter, as well as inadequate sex segregation and privacy for latrines and bathing facilities, are common features of IDP settings.¹²

Moreover, the conflict compounded existing unfavorable social structure in society which made the situation of internally displaced girls and women even more precarious.¹³ CARE International's recent conflict-sensitive gender analysis¹⁴ highlighted the numerous **security**

risks in relocation sites, particularly for women and young girls. The report also notes that water is scarce, and fetching it is a difficult and often perilous task only performed by women and girls. There is limited access to health care, including maternal and sexual and reproductive health services.

IDPs reported **cases of sexual exploitation and abuse (SEA), including instances in which community leaders demanded money or sex in exchange for humanitarian assistance and inclusion in distribution lists**¹⁵. Common sexual exploitation and abuse in relation to food distributions and other humanitarian assistance linked to registration, and men withholding food and humanitarian assistance from their families, limiting access to land and resources (including water) for women, in particular exposing women and girls to a greater degree of dependence on humanitarian assistance and protection risks.

The **majority of identified GBV cases had taken place in the areas of arrival (52% of the cases) according to a UNHCR/CUAMM report.** In comparison, incidents prior to and during the flight are equally divided (26% and 22%, respectively). The context of insecurity for women and girls also includes the conditions in the areas of arrival, where a significant number of cases of GBV were reported.

¹⁰USAID (U.S. Agency for International Development). 2015. Lessons from the Gender-Based Violence Initiative in Mozambique, and Osorio. 2016. Mulher e Lei na África Austral.

¹¹ Ibo/[Matemo, Protection cluster report, June 2021](#)

¹² UNOCHA. Protection Cluster Status. March 2021.

<https://reports.unocha.org/en/country/mozambique/card/4RnbnzazNV/>

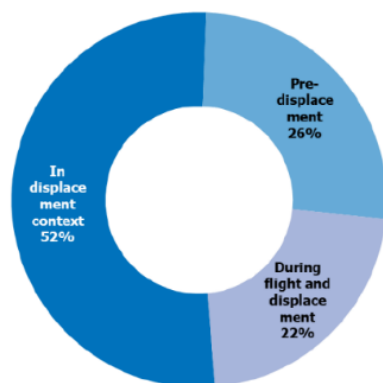
¹³ UNFPA, Freeing women and girls from violence and abuse in Mozambique, February 2022.

¹⁴ Care International Conflict Sensitive Rapid Gender Analysis Cabo Delgado, Mozambique, April 2022. <https://reliefweb.int/report/mozambique/conflict-sensitive-rapid-gender-analysis-cabo-delgado-mozambique-april-2022>

¹⁵ Ibid.

Chart 1: Displacement phase of GBV incidents (2021)

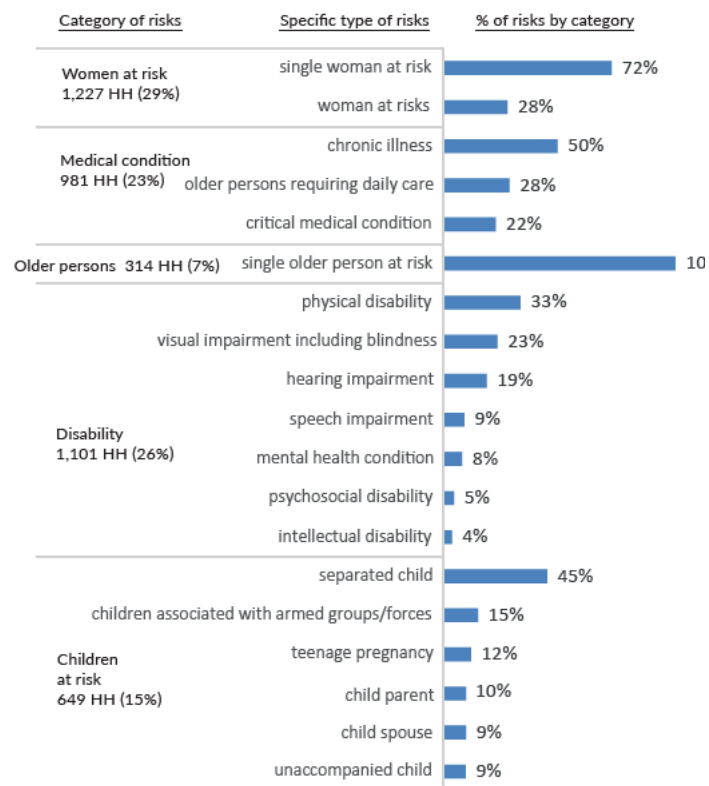
Source: UNHCR, 2021



Being a woman was the highest-ranked vulnerability factor identified among IDPs settled in safer areas of Cabo Delgado (Figure above) according to UNHCR’s protection monitoring¹⁶.

Graph 3: Specific protection risks monitored (2021)

HHs with specific protection needs or risks
There are multiple responses for one HH.



Source: UNHCR, 2021

Women, young girls, and particularly orphaned girls and women who lack livelihoods, **resort to transactional sex and as a harmful coping mechanism**. Adolescent girls and young mothers reported that the only source of income they have is transactional sex at a cost of 10 to 50 Metical (US\$0.16- US\$0.78) per transaction, almost always done without the use of protection which increases the exposure to HIV and other STIs.

¹⁶ UNHCR Protection Monitoring - August to December 2021

Child and early marriage increased significantly because of displacement, as families increasingly use child and early marriage as a negative coping strategy to ease their economic burden¹⁷.

Structural socio-cultural practices and discrimination exacerbate GBV risks. There are high discrepancies in literacy rates among men and women which point to inequality, where girls tend to be the first who are denied access to education or taken out of school as their education is not prioritized. In 2014, the difference between girls and boys in access to school in grade 1 was 2% in favor of boys. In grade 7, the difference is 20%. With lower literacy rates than men, women are less likely to own a cell phone (43 vs 56 %), making it more difficult to access and understand information, particularly in more rural areas where information is largely managed by men, perpetuating gender inequality. Women have lower access to civil documentation, and therefore have reduced freedom of movement, and access to healthcare and other services.

Gender norms and a lack of access to resources make **women subordinate in their sexual relationships**. Traditional notions of masculinity and femininity, and the associated restrictions and taboos on boys' and girls' behaviors are also linked to experiences of sexual violence and coercion and **intimate partner violence**. In one study, having children in the household led to increased incidence of intimate partner violence (IPV) while divorce or separation led to reductions in violence.¹⁸

Harmful traditional practices such as initiation rites, where girls entering puberty are taught sexual practices by older women contribute to GBV as men and the community believes that sexual relations with girls are acceptable after the initiation. In certain areas, there are local practices called "uendi" where men will use "witchcraft" to induce sexual dreams and perpetrate sexual violence¹⁹. In some instances, widowhood can be seen as needing 'purification', where a woman, upon the death of her

husband, needs to be purified by having sex with his male relatives.

The impact of the conflict on women and girls is also compounded if women and girls have disabilities. Globally, women with disabilities are 10 times at higher risk of GBV, although data for Mozambique is not available. Women and girls with mental disabilities are even more exposed. Forms of gender-based violence especially affecting women with disabilities include intimate partner violence (IPV), physical and sexual violence, psychological violence, early and forced marriage, and economic violence.

Existing government GBV services have been disrupted by the conflict and displacement, particularly in the province's hard-to-reach northeastern and central zones from where many GBV service providers had to flee or interrupted the provision of services.

The low availability of survivor-centered GBV services, particularly in hard-to-reach areas, is hampering the capacity to respond adequately to the needs of survivors.

The GBV AoR [reported](#) the main barriers for GBV survivors are:

- The limited comprehensive and multi-sectoral GBV services available to survivors, across several districts, especially the Northern districts (Palma, Mocimboa da Praia, Muidumbe, Quissanga and Nangade)
- The low levels of capacity among actors on GBV case management services, and confidentiality
- The cost of services – This includes costs related to medical care and treatment, and transportation to access services due to long distance to service points such as health facilities.
- The prevalent socio-cultural norms and beliefs, which treats violence as normal, negatively impacts help seeking behaviors due to stigma, fear of re-victimization and isolation.

¹⁷ GBV AoR_Mix-method GBV analysis 2021

¹⁸ [USAID, Gender assessment for country development cooperation strategy](#),

2019

¹⁹ Helpcode, UNHCR, [Lianda Safety Audit](#)

- Misunderstanding on certain requirements such as Mandatory Police Reporting; the misunderstanding of the use of *Guia de Referencia*, (a police report) which is not required for survivors of violence prior to receiving health treatment but often requested by health providers.
- The lack of Access to justice, especially pro-bono services, and use of community mechanisms for dispute resolution.
- The lack of a specific approach to reintegration of women liberated by NSAG

An estimated 70% of perpetrators of GBV against their partners never faced charges. This is because it is believed that the survivor has to deal with the case alone or through the family (47%), the act was not deemed serious (15%), the act was considered a private issue (9%), or the survivor feared retaliation and reprisal (11%)²⁰.

There is an urgent need to address the gaps in services available to survivors of gender-based violence (GBV). Services needed include Clinical Management of Rape (CMR), GBV Case Management, Mental Health, and Psychosocial Support (MHPSS) including for depression and trauma and caring for child survivors.

RISK 3: Protection Risks Facing Children in Cabo Delgado

AT A GLANCE: CHILDREN AT RISK

384,316	children displaced (UNICEF, 2022)
440,190	children in need of psychosocial support (UNICEF Snapshot, 2022)
3,218	children separated from their usual caregiver due to conflict (IOM, February 2022)
13.5%	children in Cabo Delgado 12 to 17 years old (Instituto Nacional de Estadística and UNICEF, 2021).
28%	girls are married or in marital union (Instituto Nacional de Estadística and UNICEF, 2021).

Hundreds of children, both girls and boys, have reportedly been abducted by armed groups, ([Human Rights Watch, 2021](#)) for sexual purposes; to be engaged in fighting; or for activities such as cooking, spying, and transporting goods. ([UNICEF, 2021](#))

There are 384,316 children who have been displaced since the beginning of the conflict. They make up around 51% of the displaced population in Cabo Delgado. ([UNICEF, 2022](#)). They are one of the most vulnerable groups among the affected population.

3,218 children are fleeing the conflict alone. ([IOM, February 2022](#)) This can increase their exposure to serious protection issues. Existing services have limited capacity to deliver necessary services for unaccompanied and separated children ([UNHCR, 2022](#)).

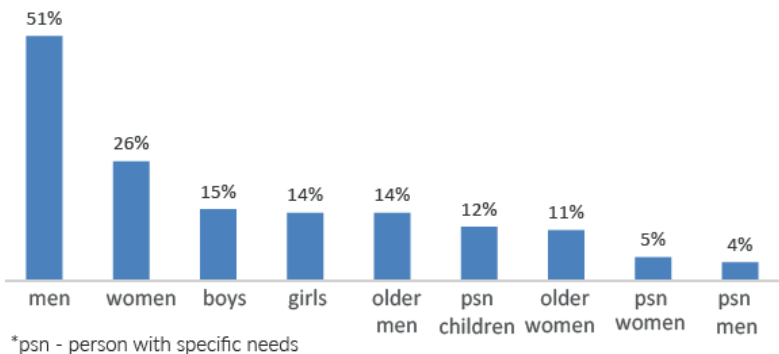
Data collected by UNHCR Protection Monitoring indicates that during displacement (flight) a high number of children have been exposed to protection incidents. In the affected areas **boys and girls together make up 29% of the victims of protection incidents**. This is concerning, particularly considering the types of protection incidents reported, which include unverified reports of abduction and forced recruitment and use.

Graph 4: Type of victims of protection incidents during flight (2021)
Total number of HH respondents 933

²⁰ ([UNIFEM 2009](#)).

Victims of protection incidents

There are multiple responses for one HH.



Source: UNHCR, 2021

In areas of displacement, school closures due to conflict ([Relief Web](#), 2022) and overall limited availability of secondary education ([Save the Children](#), 2021) are leaving IDP children out of school. This may contribute to exposure to risks. On-going attacks on schools (ACLEL [Curated Data: Africa](#), July 2022) are a grave violation of children's rights and increase the possibility of injuries and maiming.

Save the Children [reported](#) a rapid **increase in the number of child marriages in Cabo Delgado**. Although prohibited by Mozambican law, this is common practice in Cabo Delgado. Data from 2017 shows that the Province had the highest rate of child marriage in Mozambique at the time. ([Instituto Nacional de Estatística and UNICEF](#), 2021). This is in part the result of (i) limited access to education and (ii) the lack of a sustainable durable solution in a protracted crisis setting.

The loss of civil documentation and birth certificates ([Save the Children](#), 2021) may further expose children to protection risks such as child marriage.

Human Rights Watch [reported](#) that **hundreds of children have been kidnapped by NSAG and trained in combat in locations across Cabo**

Delgado. There are unverified reports of girls who have been abducted and forced to marry members of the non-state armed groups. Child kidnappings are still ongoing, as recently [reported](#) by Save the Children.

RISK 4: Limited access to livelihoods and food insecurity

As the conflict in Cabo Delgado will reach its 5th year, the limited access to livelihoods remains a concern, which may have severe protection implications. In the three northern provinces alone, based on the Integrated Food Security Phase Classification (IPC) analysis which involves multiple stakeholders, the Food Security and Livelihoods Cluster [estimates](#) that over 1,1 million people are facing Crisis or Emergency levels of food insecurity, at the same time that the attacks have both disrupted supply chains and increased demand, resulting in higher food prices (which is also compounded since the conflict in Ukraine).

For the months of June and July 2022, the distribution of food assistance was half of the usual quota due to the lack of available funding. As in previous months, WFP monthly food kit will cover June in July due to pipeline breaks. WFP is currently working on a vulnerability exercise with both IDP's and host communities and expected to finish soon in the rural districts. It is expected that communities will utilize the current June and July distributions until this new modality is introduced. This same approach is expected for the cycle of August and September, whereas it is expected full rations for the first months of the lean season -should funding allow. **It is also expected that the total number of beneficiaries will be reduced in the near future, with the implementation of specific vulnerability criteria.**

The protracted economic situation has already triggered a series of frictions between host and IDP families, often due to scarce resources, lack of access to farming areas, and other economic activities. According to a [Protection Cluster Assessment in Palma in March 2022](#), among the displaced community, the main trigger for the possible return was the possibility of access to livelihoods activities (reported by 29% of the respondents).

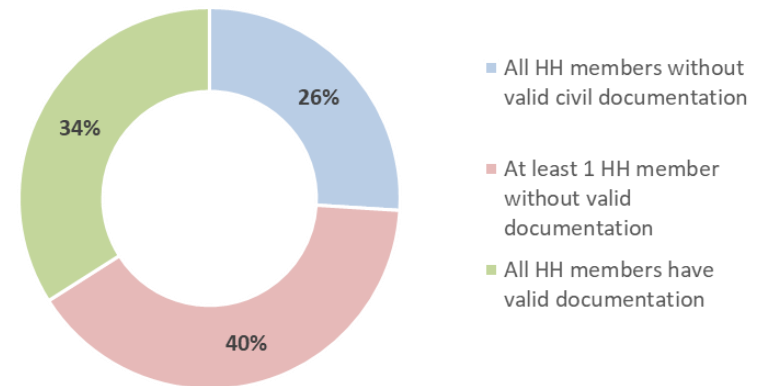
Economic hardship can also be linked to increasing protection incidents reported in Cabo Delgado, such as the increase of children married (as reported in risk 2). The prospect of a reduction in the overall assistance of food items, combined with lack of economic integration sets a dangerous trend in which the overall vulnerable profile of the displaced population in Cabo Delgado (composed of around 80% of women and children) is placed in a situation of increased risk.

RISK 5: Lack of Civil Documentation

In context of displacement driven by sudden attacks of NSAG, the nature of displacement obliges IDPs to flee in haste with no time to choose what belongings to take along – in this process, civil documents are often forgotten, lost and/or destroyed – not to mention the large amount of IDPs that never had civil documentation before flight. Once these are gone, several obstacles to exercise basic rights arise, such as: to move freely, to vote, to access education, employment, healthcare, bank services and access to humanitarian aid. The lack of civil documentation also hinders IDPs’ self-sufficiency, therefore, limiting access to durable solutions as access to the formal labour market is not possible.

Based on the results of multi-sector needs assessment carried out in 2022 for humanitarian needs overview, 26% of household reported that no member of their family has a valid civil document while 40% have at least one member without a valid civil document, increasing the risk of statelessness.

Chart 2: Percentage of HH with and without civil documentation (2022)

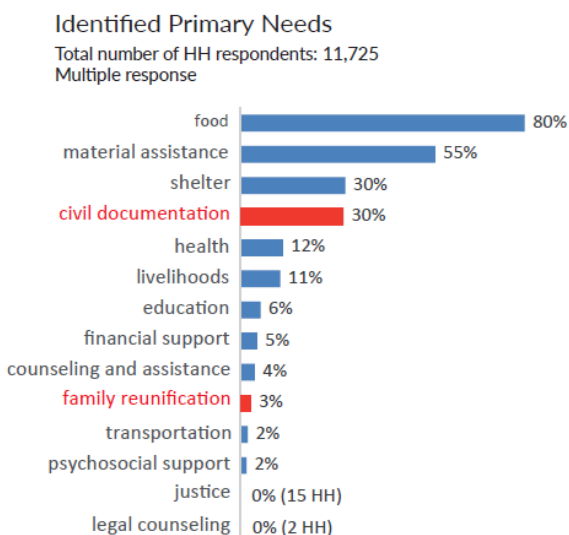


Source: UNOCHA, MSNA 2022

The lack of civil documentation also contributes to severely expose IDPs to protection incidents in northern Mozambique. UNHCR Protection Monitoring identified that even though most of the IDP families request basic essential support, such as food and shelter, civil documentation remains (both identify documents and birth registration) an important request by IDPs, with 30% of the responses.

Similarly, the [assessment](#) conducted by the Protection Cluster with IDPs in Palma in March/April identified that only 24% of the respondents had civil documentation in the form of identity cards. The vast majority of those with no documentation have lost it as a consequence of the attacks of the NSAG, either prior to or during flight; only 5% of the individuals currently with no documentation have never issued it. **Lack of civil documentation severely impacted displaced families, with around 28% of those with no Mozambican IDs reporting having experienced one or more protection incidents**, especially young males, who are frequently stopped at check points as they are suspected of possible collaboration with the NSAG.

Graph 5: Primary priority needs identified (2021)



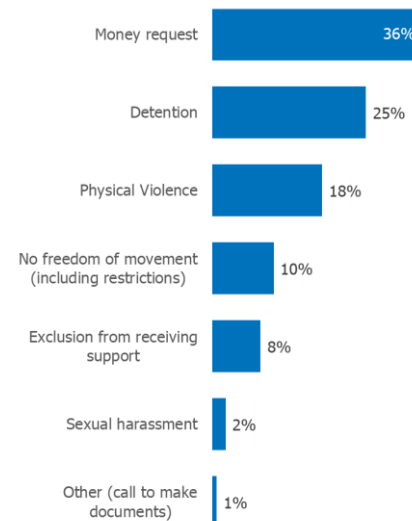
Source: UNHCR, 2021

A [Briefing Note on the importance of Civil Documentation](#) prepared by the Protection Cluster identified 10 risks faced by IDPs as a result of lack of identity cards. These include:

1. Impairment to freedom of movement.
2. Exposure to harassment from authorities.
3. Difficulties accessing education.
4. Difficulties accessing basic services such as health care.
5. Increased discrimination.
6. Exposure to increased risk of GBV and harassment of women.
7. Challenges in ensuring housing, land and property rights.
8. Family separation and challenges to family reunification for children who fled without their families and no civil documentation.
9. Child protection and in particular child marriages as girls are unable to prove their age.
10. Risk of statelessness.

Of those protection risks, the restriction on freedom of movement has been regularly reported to the protection cluster and impacts IDPs of all ages and gender. As IDPs go through checkpoints to access the main urban areas in the vicinity of some IDP sites, and not being able to provide a civil document, limits their capacity to move around. In Ibo District, where [73% of IDPs have lost their civil documents](#), this issue results in lost access to natural resource and lands that are the basis of the IDPs livelihoods, as men experience challenges in accessing the sea for fishing and women are impeded from reaching the rural areas for farming or firewood to be used as cooking fuel. Other associated risks have been challenges in accessing basic services as well as [contributing to the risk of child marriages](#). Similar assessment conducted by the Protection Cluster in Palma District identified that the most frequent extortion request for IDPs being caught without civil documentation was monetary compensation, followed by more severe incidents, such as detention and even physical violence in some cases.

Graph 6: Results of not having civil documents (2021)



Source: UNHCR, 2021

In some areas, local community or IDP leaders have provided letters to certify that the person is a member of the community, which may be effective in ensuring freedom of movement. On the other hand, these documents, which are not official, are in some instances issued in exchange of money and favors and may create an environment for possible abuses, including Sexual Exploitation and Abuse (SEA).

Parallel systems, different from the national civil documentation database, may facilitate the distribution of humanitarian assistance, however, they can increase the already high level of suspicion and stigmatization of displaced individuals and contributes to various forms of discrimination.

4. EXISTING CAPACITIES TO ADDRESS PROTECTION RISKS

The protection cluster, including child protection, gender-based violence partners, and PSEA network, has been working with other clusters to ensure that protection is central to the response. In this connection, the Protection Cluster has worked with the Community Engagement and Accountability to Affected Population Working Group (CE/AAP WG) to ensure that IDPs with specific needs are identified, meaningfully consulted as well as prioritized by the humanitarian response. These have included intention surveys, assessments, awareness-raising, engaging with vulnerable individuals or groups through protection monitoring. The Protection Cluster has also organized workshops for IDPs, community leaders, authorities, and the humanitarian community to ensure awareness of international human rights and protection standards.

At the core of the protection cluster’s response to address the protection needs and risks in Cabo Delgado, protection cluster partners have prioritized the following protection activities in the Humanitarian Response Plan for 2022.

Table 2: Prioritized protection activities in 2022

General Protection	<ul style="list-style-type: none"> ▪ Civil documentation ▪ Protection monitoring ▪ Protection of civilians ▪ MHPSS ▪ Case management for Persons with Disabilities ▪ Referral/info on services
Gender Based Violence	<ul style="list-style-type: none"> ▪ Clinical Management of Rape, and Health care/support for GBV survivors ▪ GBV Case management ▪ Attendance and reintegration for women liberated from NSAG ▪ Women and girls’ friendly spaces ▪ Evidence-based programming ▪ Child GBV survivor assistance ▪ Legal assistance to survivors
Child Protection	<ul style="list-style-type: none"> ▪ Alternative Care ▪ Family tracing and reunification ▪ Child survivor assistance, Case management ▪ MHPSS for Children

However, the response continues to be hampered by limited resources and capacity *vis-à-vis* the needs. According to the Protection Cluster’s 5W, around 306,000 people have been reached out of 1,5 Million in need as per the Humanitarian Response Plan for 2022. Another element to take into consideration was the slow scale up of humanitarian partners in Cabo Delgado throughout 2020 and 2021 due to both COVID-19 travel restrictions and funding impact. Therefore, it is important to take into consideration that among the people in need calculated for the HRP 2022, there are IDPs and host communities who have required protection services since their initial displacement, thus the existence of **an accumulation of protection needs** that still needs to be addressed. Some of these needs, such as mental and psychosocial health, lack of civil documentation, GBV survivors and separated families, only becomes more challenging to address and, in some cases, more expensive, as time goes on.

[The Protection Cluster and AoR's 5W](#) compiled up to the month of June 2022 demonstrates that the activities with the highest rate of implementation include those targeting groups of IDPs (such as people reached through protection friendly spaces, people reached with group MHPSS activities, awareness raising, community sensitization, protection monitoring among others) and not necessarily individuals. While these are of utmost importance for the protection response, it also demonstrates that due to funding constraints, partners have been focussing on more group activities to reach higher amount of IDPs in a setting of desperate needs. Therefore, scale up is needed in activities targeting individuals with protection needs such as case management, referrals, family tracing, access to justice and legal aid, issuance of civil documentation among others, which at the moment rank on the lower end of implemented protection activities.

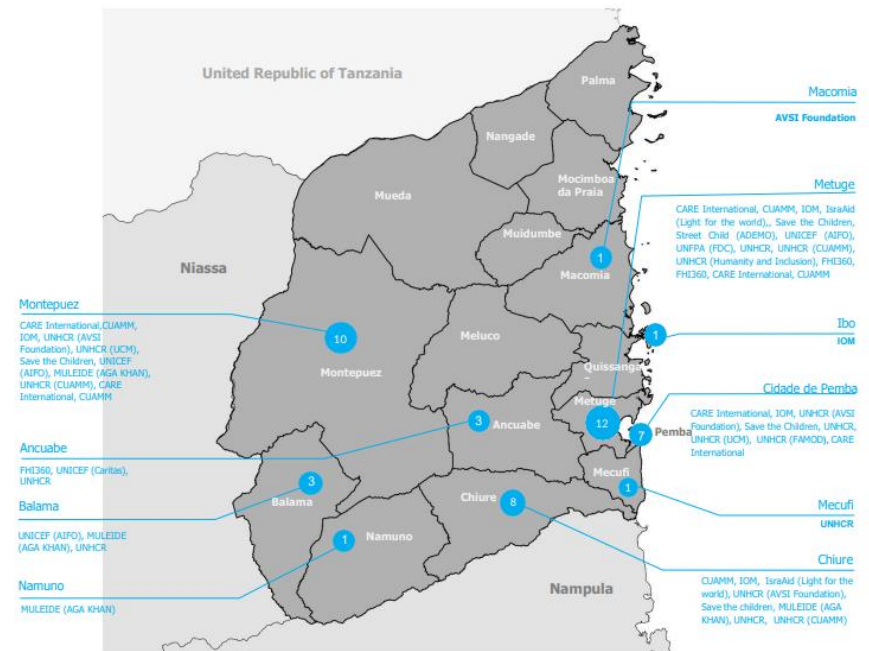
The Protection Cluster and its partners have also been working to ensure strengthening of local systems and provide trainings to authorities at the district, provincial and national level. These actions, that aim at strengthening the capacity of actors such as community leaders, the Provincial Persecutor and the Provincial Services for Social action are crucial to strengthening a protection enabling environment.

In the remaining months of 2022, therefore, **protection partners should continue to focus on increasing the provision of essential protection services** in the areas in which IDPs are hosted, as well as on the implementation of essential services in the districts previously under the effective control of the NSAGs.

In districts where there are higher number of spontaneous IDP returns, considerable reconstruction and rebuilding initiatives are needed to re-establish essential services, support returning IDPs access livelihoods, restore access to justice, support co-existence, and peacebuilding initiatives, address potential conflicts and tensions and mitigate security risks from remnants of war and other explosives. Especially, provision of protection services across the humanitarian development nexus will be

important as well as to ensure that aid and development support is not politicized.

The recent attacks in areas such as Chiure Meluco, Nangade and Ancuabe districts, which so far were deemed to be safe and hosted a large number of displaced families, will present additional constraints to the access of humanitarian partners due to security constraints.



Map 2: Partner presence in Cabo Delgado (2022)

5. RECOMMENDED ACTIONS

On humanitarian and development response by all actors:

- Support **the implementation of a sustainable durable solutions strategy** and refrain from engaging in activities that may encourage returns into areas that could still be unsafe to receive civilians.
- **Place community engagement and accountability to affected population at the center of all their actions** to ensure that the affected population (women and men, girls and boys, including persons with disabilities) are meaningfully consulted and included in the humanitarian and development plans and response.
- **Keep services and aid in areas of displacement** (both sites and in urban centers) while ensuring that aid is not politicized or used to encourage premature returns.
- Provide humanitarian and protection response to IDPs wherever they are, this also includes **support to IDPs and their host communities in urban centers**, in particular the most vulnerable.
- Ensure **availability of specialized GBV services**, including CMR, case management, PSS, and justice. Ensure adequate capacity in personnel, and equipment.
- Strengthen interventions which address the **lack of livelihoods of displaced and host populations and especially women and girls**, and reduce negative coping mechanisms such as child, early and forced marriage, and transactional sex.
- **Support host communities.** More than 80 percent of displaced people in northern Mozambique reside amongst the host community. As provided by the Kampala Convention, which has been ratified by Mozambique, communities hosting IDPs and impacted by their arrival must be consulted and provided with equitable humanitarian aid, access to development projects and services that are being offered to IDPs.
- and in safety within one's country is a basic right and a pre-condition for the enjoyment of other rights. The State must ensure that the freedom of movement of IDPs is adequately protected in national legislation and respected by all agents of the State at the **national**,

regional and local levels.

- **Facilitate access to Civil Documentation for IDPs.** Authorities should make special efforts to provide or replace civil documentation for all IDP groups and establish facilitated procedures for issuing or reissuing essential documentation to IDPs, including use of alternative forms of evidence available to IDPs. Special consideration should be given to women, children, elderly, persons with disabilities, especially those coming from rural areas or who are heads of households.
- **Greater food security reduces protection risks.** A longer-term approach to sustainable durable solutions must take into consideration the economic inclusion of the displaced and host communities.
- **Promote the centrality of protection.** The humanitarian response in Mozambique should ensure that all humanitarian actors, and the response, mainstream protection and proactively consider the serious protection risks that women and girls, boys and men, especially those with specific needs face in Mozambique. Special attention should be given to children who are still and increasingly at risk of forced recruitment, and other grave violations of children's rights such as maiming and killing, abduction, access to humanitarian assistance, sexual violence, attacks on education or health facilities.

On engagement by the international community:

- Advocate for all returns and relocations to be **voluntary, safe, dignified, and informed** and to engage in a broader discussion on durable solutions.
- Ensure that humanitarian space and **access is secured to the districts of the north of Cabo Delgado, and that reconstruction efforts and service delivery work hand in hand to provide specialized multisectoral GBV services.** Priority to increase access for protection actors to deliver life-saving services.
- Focus on the human rights including protection of civilian populations, restore a protective environment for civilian populations and ensure International Humanitarian Law compliance by both State and NSAGs.
- Put in place mechanisms to address needs of GBV survivors liberated

by NSAGs, and reintegration into communities.

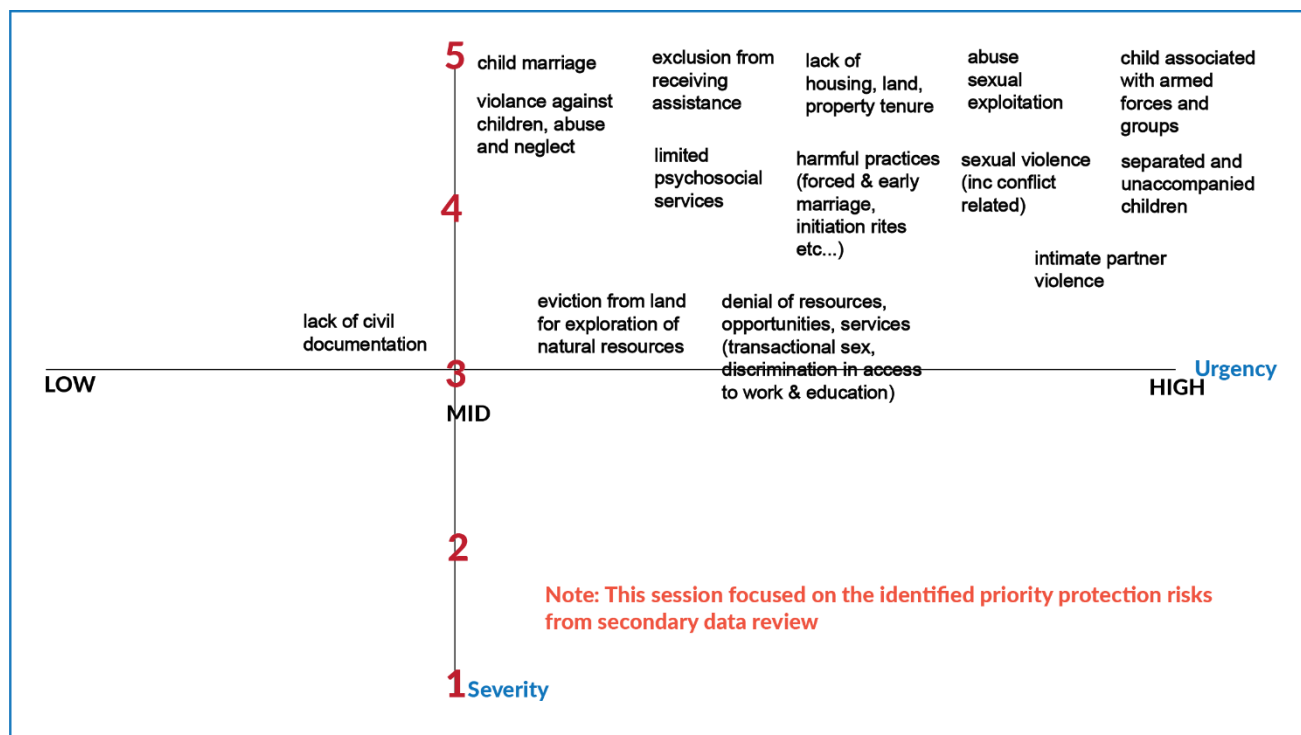
- **Freedom of movement is a human right.** The ability to move freely
- **The humanitarian response must be sufficiently funded to be able to deliver adequate humanitarian assistance.** Disparity exists between current humanitarian needs and resources. While most sectors suffer from a funding gap, needs in all protection sub-sectors (Child Protection (CP), Gender-Based Violence (GBV) and Housing, Land and Property (HLP) severely affects the ability to maximize protection impacts. Increased resource mobilization is needed to close gaps in the response.

ANNEX 1: PRIORITY PROTECTION RISKS IDENTIFIED BY PROTECTION PARTNERS

Brief on the Protection Analysis Workshop

On the 19 July 2022, to strengthen protection analysis in the Mozambique humanitarian response, the Protection Cluster jointly with the Gender Based Violence (GBV) AoR, the Child Protection (CP) AoR and the Housing, Land and Property (HLP) AoR organized a Protection Analysis Workshop. The workshop was based on the Protection Analysis Framework of the Global Protection Cluster (GPC) and counted with the participation of 24 protection partners (CARITAS, UNICEF, Jhpiego, Norwegian Peoples Aid, UNHCR, UNFPA, AIFO, HelpCode, ADEL_CD, FHI360, OHCHR, NRC, AKF-MOZ, WFP, SAMIM, Medicos del Mundos, AAMOZ, OASIS, KUBATSIRA, IOM, PSEA-Network, Jesuit Refugee Service, Street Child and Save the Children).

Introduction to protection analysis (by PC coord) and a series of presentation on protection contexts and risks in each sector including general protection (PC Coord), GBV (by GBV AoR/UNFPA), Child Protection (by CP AoR/UNICEF), HLP (by HLP AoR/NRC), Persons with Disabilities (AIFO) and PSEA (PSEA Network led by UNHCR). At the end, Protection Cluster partners identified 14 protection risks in Cabo Delgado province that will be included in a Protection Analysis Update and will feed into the HNO/HRP process for 2022. Additional workshop will be organized to strategize on the response of the identified risks. The below graphic shows the results of the analysis of partners based on severity and urgency.



Severity is analyze based on 5 scales (1,2,3,4,5) 5 being the highest in severity. The decision on which scale the protection risks is identified for severity is based on participants expert judgement (knowledge, experience and expertise of partners)

Urgency is analyse by low-mid-high scales - in terms of the need to respond and to be considered for planning purposes. Similar to severity, the decision on which scale each protection risks falls is based on each participants expert judgement.

ANNEX 2: DISPLACEMENT MAP AND KEY PROTECTION INFORMATION



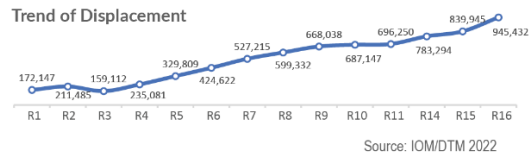
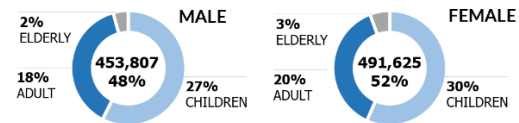
NORTHERN MOZAMBIQUE Protection Snapshot on Internal Displacement

August 2022
External Circulation

945,432
presently displaced persons
208,046 households

30% - 283,630
in displacement sites

70% - 661,802
in host communities



1.5 Million
Persons in Need
● **782K** displaced persons
● **755K** host population

- 246,080 (16%) children <5
- 615,200 (40%) children 5-19
- 784,380 (51%) girls and women
- 280,700 (15%) persons with disabilities
- 61,520 (4%) elderly

GENERAL PROTECTION

- Lack of civil documentation
- Limited psychosocial assistance
- Forced internal displacement
- Indiscriminate attack against civilians

GENDER BASED VIOLENCE

Sexual violence (including conflict related sexual violence)

- Denial of resources, opportunities or services
- Intimate partner violence

CHILD PROTECTION

- Child marriage
- Violence against children abuse & neglect
- Separated & unaccompanied children

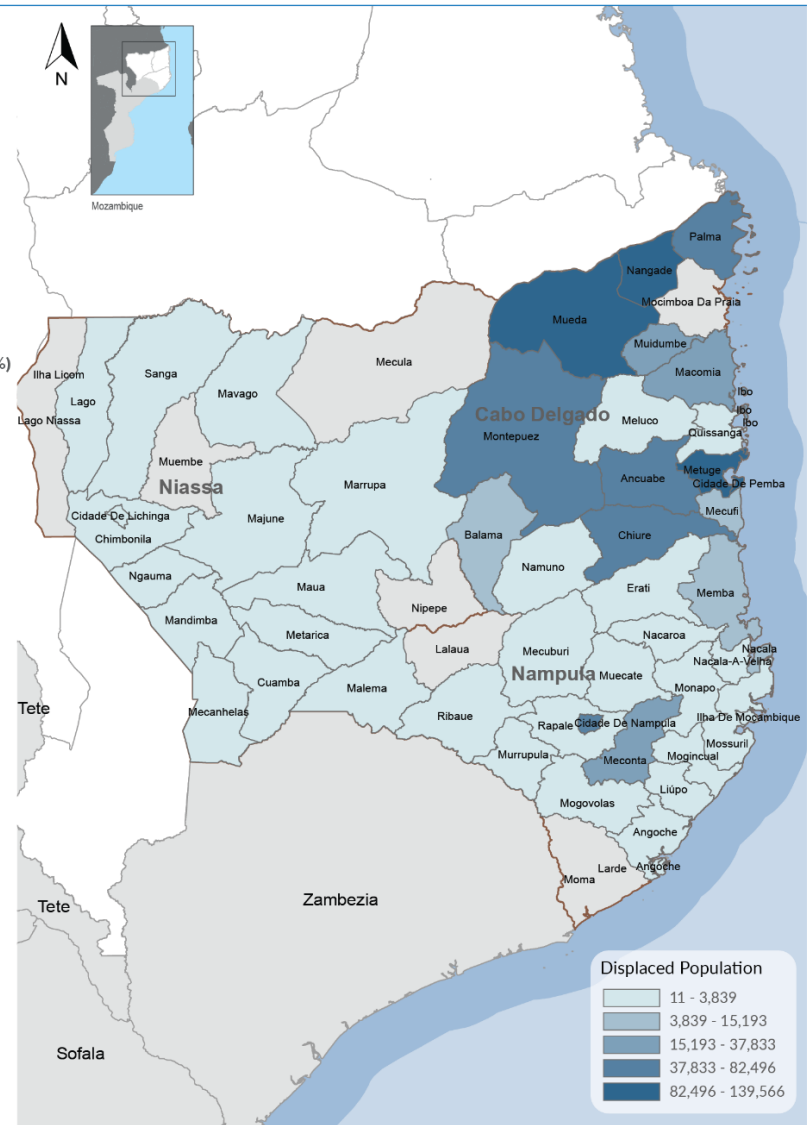
PSEA

- Sexual harassment
- Sexual exploitation
- Lack of community reporting mechanisms
- Discrimination against women

HOUSING, LAND AND PROPERTY

- Lack of land, housing and property tenure
- Eviction from land from exploration of natural resources without compensation

Main Protection Risks Source: Protection Analysis Workshop



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Disclaimer: The boundaries and names shown and the designation used on this map do not imply official endorsement or acceptance by the United Nations.