

CENTRO DE INTEGRIDADE PÚBLICA

Anticorrupção - Transparência - Integridade

## **The number of internally displaced people in Mozambique has grown by about 2700% in two years**

About 1.4% of the Mozambican population is currently displaced, due to the armed attacks in Cabo Delgado and in the Centre of the country

Maputo, October 2020



## Datasheet:

**Title:** The number of internally displaced people in Mozambique has grown by about 2700% in two years

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**Cover:** kids playing football in an IDP camp in Metuge. Picture by Edson Cortez



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## **The number of internally displaced people in Mozambique has grown by about 2700% in two years**

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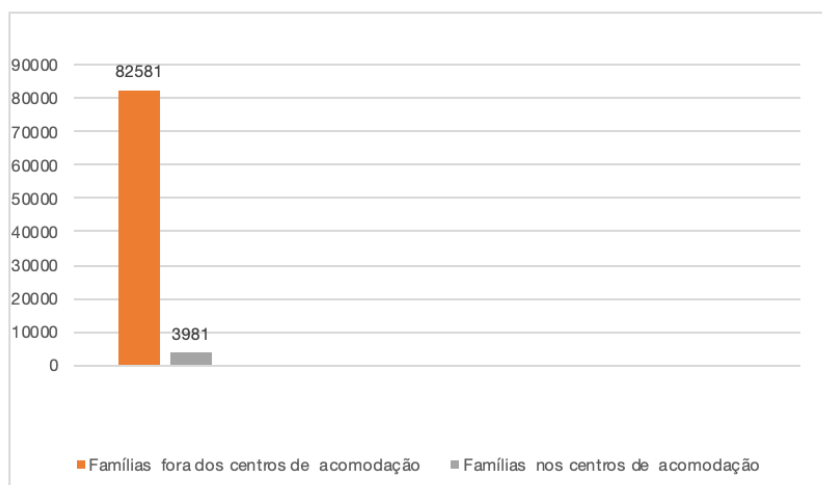
## Executive Summary

Between October 2017 and October 2020, the insurgents have carried out more than 600 attacks in the central and northern districts of Cabo Delgado province, causing more than 2,000 deaths, of which more than 60% are civilians<sup>1</sup>. Apart from their barbarity, the most visible face of the attacks in Cabo Delgado is the growing number of internally displaced people, which reached more than 300,000 by the end of September 2020.<sup>2</sup> That is about 13% of the entire population of the province.

Massive attacks against districts in Cabo Delgado province have contributed to the rapid increase in the number of displaced people in Mozambique, in the last two years, 2019 and 2020. By late 2018, in the entire country there were about 15,000 people displaced internally by the armed conflicts in Cabo Delgado and in the central region<sup>3</sup>. By 19 October 2020, the total number of displaced people in the country reached 424,202, because of the intensified armed attacks in Cabo Delgado and also in the central region<sup>4</sup>. Thus there has been an increase of more than 2,700% in the number of displaced people, in just two years.

The Mozambican population is estimated at about 29 million, and around 424,000 (1.4%) are displaced. This corresponds to 86,562 families, of whom only 3,981 are living in the 13 accommodation centres set up by the Government and its partners. The centres are in the provinces of Cabo Delgado (six), Nampula (four) Niassa (one) and Manica (two). Zambézia, Sofala and Inhambane are other provinces that host displaced people, but have no accommodation centres for them. The displaced are living in households which host them, in most cases without the minimum of basic conditions to ensure their survival. In all just 4.6% of the displaced households are in accommodation centres, as shown in graph 1.

**Graph 1.** Distribution of displaced families by type of accommodation



Source: INGC

The flood of internally displaced people caught the Government completely unprepared, and the situation of humanitarian crisis is visible in the places where the displaced people are accommodated.

Only after a long time had passed, did the Mozambican Government recognise the Cabo Delgado attacks as a war of a terrorist nature. For a lengthy period, it had insisted that people should remain in their villages, despite the repeated attacks. Up until the end of 2019, the Government was mobilising people to remain in the villages. The Government

<sup>1</sup> ACLED, *Cabo Ligado - Weekly: 28 September - 4 October*, available at [https://acleddata.com/acleddatanew/wp-content/uploads/2020/10/Cabo-Ligado-Weekly\\_-28-Sept-4-Oct.pdf](https://acleddata.com/acleddatanew/wp-content/uploads/2020/10/Cabo-Ligado-Weekly_-28-Sept-4-Oct.pdf) [consulted on 9 October 2020]

<sup>2</sup> UNICEF, *Displacement leaves its traces on health and nutrition of children in Cabo Delgado*, available at <https://www.unicef.org/mozambique/en/stories/displacement-leaves-its-traces-health-and-nutrition-children-cabo-delgado> [consulted on 15 October 2020]

<sup>3</sup> WFP (2020), *REPUBLIC OF MOZAMBIQUE: AN EVALUATION OF WFP'S COUNTRY STRATEGIC PLAN (2017-2021)*, p. 10

<sup>4</sup> Data presented by the General Director of the National Disaster Management Institute (INGC), Luísa Meque, during the opening of the second Coordinating Council of the body, held in Maputo, on 22 October 2020.

advised those who were leaving in search of safer places to return to their land, with the promise that military units would be dispatched to protect the villages, the population and their property<sup>5</sup>.

This Government policy hindered the opening of accommodation centres for internally displaced people as well as the mobilisation of international aid, which ensured that many displaced people sought shelter in the houses of relatives, friends, acquaintances or simply people of good will<sup>6</sup>. Hence two separate groups arose of internally displaced people. On the one hand, the majority who took shelter in the homes of welcoming relatives, and, on the other, those who are in centres for the displaced set up for this purpose.

Thus the situation of the internally displaced people, in terms of access to basic resources for survival, and vulnerability to abuses by the authorities, should always be analysed in this context of two separate groups who have sought shelter in different places

The Centre for Public Integrity (CIP) has undertaken a field study on the situation of the displaced people in Cabo Delgado and Nampula provinces, where it interviewed representatives of government institutions, humanitarian organisations and civil society, who are dealing with the displaced. It also interviewed displaced people themselves and members of the host families.

On the ground, a great presence of humanitarian organisations of the United Nations, of the Catholic Church and the Islamic community was noted, who provide assistance to the displaced people. However, the aid disbursed has not been sufficient to reach everyone. Both in Cabo Delgado and in Nampula, the aid for the displaced is led by the United Nations humanitarian organisations, with the support of civil society and the local authorities, organised into thematic clusters.

In Cabo Delgado, one notes the absence on the ground of the State institutions whose vocation is to deal with humanitarian disasters, particularly the INGC. The situation is different in Nampula, where the INGC has a greater presence on the ground.

In Cabo Delgado, there are many reports of the theft of aid intended for the displaced, allegedly provoked by the local authorities through adulteration of the lists to control the population in need of support, who are arriving from the areas of conflict. There are also reports of sexual abuse or attempted abuse of displaced women in exchange for aid, but there has not been the necessary investigation to hold perpetrators responsible for any confirmed cases. In Nampula, reports of theft of aid are not frequent, but there are cases of people passing themselves off as displaced in order to benefit from food aid.

In the two provinces in question, the situation of the displaced living in accommodation centres is relatively better, when compared to those living with host families. The Government is demarcating plots of land, for the definitive resettlement of the displaced, including the allocation of land for farming.

The situation of the displaced will tend to worsen in the coming days, particularly if the government is unable to hold back the intensification of attacks in the central and northern districts of Cabo Delgado. It is recommended that the Government should lead the humanitarian assistance to the displaced people, by dispatching multi-sector teams of professionals to assist the local authorities in registering the displaced, and in providing psycho-social support.

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<sup>5</sup> Notícias newspaper, Governo quer garantir regresso a Cabo Delgado das populações deslocadas, in “Notícias” of 13 December 2019, available at <https://www.jornalnoticias.co.mz/index.php/politica/95024-governo-quer-garantir-regresso-a-cabo-delgado-das-populacoes-deslocadas> [consulted on 15 October 2020]

<sup>6</sup> Deutsche Welle, Abrigo é a principal necessidade dos deslocados de Cabo Delgado, available at <https://www.dw.com/pt-002/abrigo-é-a-principal-necessidade-dos-deslocados-de-cabo-delgado/a-53894323> [consulted on 16 October 2020]

As the government demarcates plots of land to resettle the displaced – a process that will take a considerable time – it should set up more centres to accommodate the displaced who are currently living with host families and the others who are continuing to arrive from the areas of the attacks. The government should also create conditions to receive, with a minimum of dignity, the displaced people who are continuing to arrive in Pemba city, fleeing from the areas of attacks in the centre and north of, Cabo Delgado, by providing immediate aid.

It is urgent that the authorities investigate cases of theft of aid and abuses against women, and hold anyone guilty responsible for their acts.

## Methodology

In order to understand the situation of the people displaced internally by the Cabo Delgado conflict, the study prioritised, in addition to documentary research, field work, with the team of five researchers visiting Cabo Delgado and Nampula provinces.

The field work sought to understand how the government is responding to one of the greatest humanitarian crises caused by armed conflict since the civil war. Since Mozambique is a country with endemic corruption, the study also sought to map cases of corruption in the channelling of aid to the displaced people.

The work was undertaken in Cabo Delgado and Nampula, since these are the provinces with the largest number of internally displaced people. In Cabo Delgado visits were made to Pemba city and Metuge district. In Pemba the team visited the neighbourhoods where displaced people are accommodated - Paquitequete, Chuiba, Muxara, Mahate and Gingone – where it talked with the displaced people and with members of the households hosting them.

Also in Pemba, the team interviewed religious institutions that are playing an important role in receiving and accommodating the displaced people, and in providing them with aid, and with civil society organisations working to channel aid in kind and in cash to the displaced, not only in Pemba but also in Metuge, Chiure, Montepuez and Mueda districts.

In Metuge district, the team visited the accommodation camps for displaced people and interviewed, in addition to the displaced themselves, members of the local district government and the Quissanga district administrator who is working in Metuge in a provisional office allocated to him.

In Nampula province, CIP visited the four districts with the largest number of displaced people, namely Nampula city, Meconta, Nacala-Porto and Eráti, and followed the humanitarian assistance procedures. On the ground, CIP spoke with several households, heard their concerns, and witnessed, on the spot, the dramas they face in their daily lives. The local authorities and some organisations supporting the displaced people were also interviewed.

The main constraint faced in undertaking the present study was access to information, particularly from the United Nations agencies about their humanitarian assistance work in Cabo Delgado. CIP contacted the World Food Programme (WFP), **United Nations High Commissioner for Refugees (UNHCR)**, and International Organization for Migration (IOM), who are the leaders of the food security, protection and shelter clusters, requesting information about their work on the ground. In all cases, the response was that letters or emails should be sent with the questions. Even after proceeding in line with that recommendation, there was no answer.

This report is structured into four parts, In addition to this introduction, which presents the object of the study and the methodology, in the second part the main findings about the situation of the displaced people in Cabo Delgado are presented and analysed. The third part presents the main findings about the situation of the displaced people in Nampula province. The fourth and final part contains conclusions and recommendations for both Cabo Delgado and Nampula.

## Main findings from Cabo Delgado:

### Absence of the State in leading support for the displaced

In Cabo Delgado province, assistance to the displaced is organised in clusters, consisting of thematic groups, each led by a specialist organisations. The following clusters exist:

- Food security cluster, led by the World Food Programme (WFP);
- Shelter cluster, led by the International Organisation for Migration;
- Protection cluster, led by the United Nations High Commission for Refugees (UNHCR);
- Nutrition cluster, led by the United Nations Children’s Fund (UNICEF);
- Health cluster, led by the Provincial Directorate of Health.

The origin of the clusters dates back to Cyclone Kenneth, which struck the province in April 2019, and required an emergency humanitarian response. So groups were created then to assist the victims of the cyclone. These groups have now been consolidated to assist people displaced by the conflict in Cabo Delgado.

Party because of the Government’s delay in accepting that a war was under way in Cabo Delgado, and so insisted that people should stay in their villages despite the repeated attacks, international and religious organisations took the lead in assisting the displaced, and the government institutions were included later.

As can be seen, of the 5 clusters set up to deal with the situation of the internally displaced people, only one, the health cluster, is led by a government body. Even the protection area, which to some extent implies security matters, was entrusted to the leadership of an international organization.

The National Disaster Management Institute (INGC), which should be leading the response to the humanitarian crisis in Cabo Delgado is simply not visible on the ground. During the period of the field work in Cabo Delgado, the CIP team went several times to the INGC offices in Pemba to ask for an interview, but on no occasion did CIP receive a favourable response, After returning to Maputo, CIP sent a letter to the INGC asking for information about the institution’s work in assisting the displaced people in Cabo Delgado and there has been no answer.

The crucial area where the absence of the central government or of another professional government structure is most felt is the registration of the displaced people in order to draw up lists of those who should benefit from aid from international organisations.

Registration of the displaced people is a crucial tool for managing humanitarian aid. On the one hand, it helps the authorities establish the number, place and key demographic characteristics of the displaced people; and on the other, it prevents fraudulent access to the humanitarian aid, which is already scarce for those who need it, so as to guarantee that the provision of food aid, and medical care, among others, is channelled to the correct destination, in this case, the internally displaced people<sup>7</sup>.

In Cabo Delgado, the local government left the responsibility for registering the displaced to the local neighbourhood structures, namely the heads of ten houses, the block chiefs and the neighbourhood secretaries.

In the initial phase when large groups of displaced people were arriving in Pemba, the Catholic Church received the displaced people, accommodated them in the houses of priests and other people of good will, and drew up the lists of the displaced so that they could benefit from aid. Later, the government, through the local authorities, took over the registration of the displaced people. The task of drawing up lists of beneficiaries came to be exercised by the local neighbourhood authorities.

These bodies are not professional. In fact, their members are not even state officials. Many of them are linked more to the ruling party than to the State. They do not have the professional training which allows them to manage processes as complex as the registration of thousands of people displaced by the conflict and who are arriving in their hundreds to new places in search of shelter. Indeed, the neighbourhood structures do not receive any wages for the work they do. What they earn is some prestige and money charged illicitly from citizens who need them to issue documents proving that they live in a particular neighbourhood. This illicit practice exists throughout the country<sup>8</sup> and is tolerated by the Government because the neighbourhood secretaries play an important role in mobilizing grass roots support for the ruling party.

It was to this group that the state entrusted the difficult task of screening and registering thousands of displaced people arriving in new neighbourhoods to seek shelter from hospitable families. The most direct consequence of this situation is the manipulation of the lists for their own benefit, as we shall see.

## Basic basket, cash-based transfers and channelling this to the displaced

The basic basket of aid is attributed to the heads of household of the displaced. Normally, it consists of 25 or 50 kilos of rice and in some cases the rice is replaced by maize; 15 kilos of beans; 5 litres of vegetable oil; 1 kilo of salt; some hygiene material. The aid is distributed by local civil society organisations, hired by the WFP for this purpose. The most outstanding organisations in distributing aid are the Environment Association (AMA), which works on channelling aid in Mueda and the Economic Society of Agricultural Producers and Processors (SEPPA), which channels aid in the neighbourhoods of Pemba city and in Ibo, Montepuez, Chiúre, Ancuabe, Metuge, and Ancuabe districts. Due to the deterioration in the security situation, SEPPA suspended the distribution of aid in Macomia district.

<sup>7</sup> Brookings-Bern Project (2013), La protection des personnes déplacées à l'intérieur de leur propre pays : Manuel à l'intention des législateurs et des responsables politiques, Universitat Bern

<sup>8</sup> É contra a lei a cobrança de taxas para emissão de declaração dos bairros, available at <https://www.babalaze.co.mz/2020/07/31/e-contra-a-lei-a-cobranca-de-taxas-para-e-missao-de-declaracao-dos-bairros/> [consulted on 16 October 2020]



In addition to the basic basket of foodstuffs and hygiene material, SEPPA channels aid in cash through tickets with a value of 3,600.00 meticaís. This type of aid is known as a *Cash-based Transfer (CBT)* and is currently used only in Pemba city. The beneficiaries receive the tickets which they use to buy selected food and hygiene products in shops that have contracts with the WFP.

In Pemba the shops selected for distributing goods based on the CBT include the VIP-Supermarket, Supermarket Blue, Yaqub Sulemane and Loja Mónica.

It is also possible for the beneficiaries of aid through the CBT to pick up the products of the basic basket from improvised mobile shops in trucks which visit the neighbourhoods where the largest groups of displaced people accommodated in households are located.

As well as the organisations hired by the WFP to distribute the aid, there is also the Pemba diocese branch of the Roman Catholic charity Caritas, which channels aid to Pemba neighbourhoods and in Nangade, Muidumbe, Macomia, Montepuez and Meluco districts. Caritas mobilises aid independently of the WFP but works in coordination with this body as the leader of the food security cluster.

## Theft of aid: “the first five on the list are the chiefs”

Since the complex task of drawing up the lists of displaced people has been entrusted to the neighbourhood leaders, many of whom have no formal jobs and live in a situation of scarcity themselves, they see in drawing up the lists an opportunity to divert part of the aid intended for the displaced for their own benefit.

The method most used to divert aid intended for the displaced is to manipulate the lists of the displaced, by including on the lists the names of people who have not been displaced by the conflict and often live in the same family. As already mentioned, the aid is intended for the heads of the displaced households. The neighbourhood structures draw up the lists of the displaced households and deliver them to the WFP and partner organisations for distributing the aid. However, once on the ground, when the call begins, the people who appear to receive the basic basket or the ticket are not displaced. They are relatives or acquaintances of the neighbourhood leaders responsible for drawing up the lists.

“The first five on the list are the chiefs”, a member of one organisation responsible for distributing the aid told CIP. “The chiefs (of the host neighbourhoods) put in the first places their relatives to receive the aid first. Only afterwards do they put the truly displaced people. And since the aid is never enough for everybody, those prejudiced will always be the displaced”, he explained.

The manipulation of the lists is known both by the local government and by the United Nations agencies who head the clusters of aid on the ground, but has never been dealt with openly with society, much less denounced. What has been done is to increase checking of the lists, in an attempt to remove the names of phoney displaced people.

The government of Pemba district even demanded verification of the lists in order to approve them before they are handed over to the WFP and its partners to distribute the aid. Even so, it did not manage to eliminate or to reduce significantly distrust in the manipulation of the lists.

The situation became so serious that the organisations distributing the aid have often been forced to cancel aid distribution when they realised that the people on the lists being called to receive the aid are not genuine displaced people.

The fact that the lists have to be updated every month, given that new displaced people are arriving on an almost daily basis in search of shelter, makes it difficult to consolidate the lists. “Each time a new list arrives, it always contains the names of people who are not genuinely displaced by the war”, said one officer of an organisation that distributes aid.

The government does not allow the international organisations or civil society to draw up the lists themselves. Alleging questions of sovereignty, they always demand that the Government draw up the lists of displaced people, but for its part the Government delegates this task to the neighbourhood authorities who do not have the knowledge or the responsibility for such a complex and sensitive activity.

## The drama of Paquitequete: “we don't dare go in there in order not to provoke people”

The historic neighbourhood of Paquitequete is the main point of entry for internally displaced people arriving from the coastal regions of Quissanga, Macomia, Mocimboa da Praia and Palma districts. They arrive at the fishing port on sailboats after long days sailing at sea. “The journey can last more than four days, and with a stop in one of the Quirimbas islands”, according to a woman who fled from Mocimboa da Praia after the last attack on 11 August.

Many of the displaced who arrive at Paquitequete are seeking to locate the house of a relative or acquaintance who lives in Pemba. After spending about 48 hours, in the open, on the waterfront, the displaced manage to locate their relatives, friends and acquaintances and are received into their houses. Most of them stay in Paquitequete, known as the neighbourhood of the Kimwanis.

Some young volunteers, mostly students in Pemba, work relentlessly to assist the newly arrived IDPs with water, food, and to finding shelters.

Normally, there is no state body to receive the displaced people and channel them to accommodation or transit centres. Each of them look for refuge for themselves. The work of the local authorities comes later. They begin to go from house to house registering new displaced people for later updating of the lists of aid beneficiaries.

Since the aid of the basic basket and the *cash-based transfer* is distributed once a month, displaced people who have recently arrived in Paquitequete, often wait three weeks or more to be covered by aid the following month. And often the aid never arrives.

In Paquitequete, at least one in every two households is hosting people displaced by the war. Some houses hold more than 30 people. The aid is distributed only to the displaced people. The households who accommodate them are not considered, which causes conflicts since most households in Paquitequete are very low income, and welcoming people displaced by the war increases the household expenditure.

In the midst of a great deal of misery, both of the displaced people and of the households that take them in, the opportunity arises to divert aid, and abuse the displaced in other ways.

Some local leaders in Paquitequete are accused of manipulating the lists of displaced people for distributing aid, by including on the lists members of their own family. Irritated at their exclusion from the lists, some of the displaced rebel at the moment of aid distribution, causing confusion that makes it impossible to continue distribution.

The targets of the revolt by the displaced are the organisations which distribute the aid. “Often we are obliged to interrupt the distribution of aid in the Paquitequete neighbourhood because of the confusion caused when the displaced people notice that it is the locals who are receiving the aid, and not the displaced”, a representative of an organisation hired by the WFP to distribute aid told CIP.

Faced with a situation described as one of great disorganisation in Paquitequete, the Pemba diocese branch of Caritas opted not to include this neighbourhood in the distribution of aid. “Paquitequete...? We don’t even dare go in there, so as not to provoke people”, said Betinha Vasco Ribeiro, the programme manager for Pemba Caritas, at a meeting she held with CIP.

Unlike the organisations hired by the WFP to channel aid to the displaced, Caritas receives aid directly from people and institutions of good will, both Mozambicans and foreigners, and distributes it to the displaced. Caritas includes among the aid beneficiaries the households that accommodate the displaced people. But because of the disorder on the ground, it never distributed aid in Paquitequete. Among the main institutional donors to Caritas it’s included Caritas of Spain, USAID and UNICEF.

## No-one held responsible for theft of aid and abuse of women

Reports multiply of the diversion of goods intended to assist the displaced and of sexual abuse and attempted sexual abuse of displaced women, and the matter has been treated as highly taboo both by the government authorities and by the United Nations agencies who coordinate assistance to the displaced in Cabo Delgado. The women abuse has never been reported in the UN agencies reports about their work in Cabo Delgado.

The abuses are perpetrated by the local authorities who have the power to draw up the lists of the displaced people who should receive the aid. In exchange for including the displaced on the lists of beneficiaries, the local leaderships demand sexual favours from vulnerable women and girls.

Cases of abuse or attempted abuse are multiplying, and some women have lost their fear and are making denunciations. Pemba Caritas has a complaints box which is also for Post Distribution Monitoring. In the box there appear denunciations by displaced people alleging that local leaders are putting their relatives on the lists. But there also appear denunciations of cases of “taking advantage of vulnerable women to satisfy lustful needs”.

One of the cases of abuse of women, with most evidence, was reported to Pemba Caritas from Mizeze, in Metuge district. But since Caritas is in the food security cluster, it reported the case to the protection cluster and there was no outcome in terms of investigation in order to hold the perpetrators responsible for their actions.

Through the Emergency Response Green Line - 1458 – denunciations have been made of cases of abuse and diversion of aid, but it is hard to follow them up because it is difficult to locate the victims and the whistle-blowers.

The cases of theft of food intended for the displaced has already led to the formal denunciation of the local authorities by the WFP, but without any outcome. This case happened in Gingone, where religious leaders made the denunciation to the person in charge of the food security cluster, Cristina Graziani, of the WFP. The WFP representative reported the case to the judicial authorities, against the local leaders, but CIP learnt that to date there has been no advance in the case.

## Better organisation in the centres for displaced people in Metuge

Management of the displaced people is better organised in Metuge district, which is accommodating the greatest number of displaced from Quissanga. By 24 September 2020, a total of 39,789 displaced people were registered in Metuge district, of whom 12,476 were housed in the 5 accommodation centres set up in the district.

As for listing the displaced, this task is the responsibility of the structures from the areas of origin of the displaced, including block chiefs, village heads and religious leaders. The control of the displaced in Metuge is better organised, since whole villages have been displaced, including their leadership structures. In the accommodation centres, there have not been many cases of registration of intruders, since the centres are organized in accordance with the origin of the displaced people.

At the start of aid distribution, there were households who tried to take advantage of the situation, but the intruders were quickly removed with the help of the local leaderships from the areas of origin who denounced those who did not come from their villages.

Food aid in Metuge district is provided by SEPPA, hired by the WFP.

The Metuge government has demarcated thousands of plots of land for the construction of basic facilities in order to transfer the displaced people who are in the centres to places of permanent settlement.

In Metuge CIP 's researchers interviewed the Administrator of Quissanga district, Bartolomeu Muibo, who is now displaced in Metuge, where he runs his district from a tiny room next to the building of the local government.

Muibo said the people displaced from Quissanga are being transferred to plots where they can build their own houses and practice agriculture. In all, 15,650 plots will be demarcated in Metuge, for about 3,143 households living in the provisional centres, and about 6,000 households who are accommodated in the homes of relatives, friends and acquaintances.

Currently four out of the five accommodation centres for the displaced operating in Metuge, are located in schools, hence the urgency of transferring people to allow the pupils to resume classes.

In September 2020, when CIP interviewed the Quissanga Administrator, he said that studies on security, soils and water were under way for the new villages which should accommodate the people displaced from Quissanga.



## Number of displaced doubled in a month in Mueda district

In Mueda district, the humanitarian aid consists of the distribution of food kits to previously registered families of displaced people. In this district, there is permanent assistance from the WFP, through its partner, AMA, which offers a kit per family consisting of 40kg of maize or rice, 15 kg of beans, 5 litres of cooking oil and 1 kg of salt. In early July, about 15,000 families were assisted, and the number increased to 29 000, by late August.

As in other parts of the province, the displaced people are registered by the local authorities, namely the block chiefs, the head of the administrative post, the neighbourhood secretaries and the traditional authorities. To avoid inclusion on the lists of people who are not displaced, a displaced person's card was introduced, which allows greater control over the displaced.

After the introduction of the displaced person's card, there was an apparent reduction in cases of incompatibility between the lists provided by the local authorities and the numbers of displaced people in Mueda district. In this district, humanitarian aid is intended exclusively for the displaced, and does not include the households that host them.

## Main findings in Nampula

### There is more State presence where there is a smaller number of displaced people

By the last week of September, the number of refugees registered in the entire province of Nampula, was less than the number of refugees registered in Mueda district alone in the same period. According to data from the National Disaster Management Institute, by the last week of September about 25,000 displaced people were registered, scattered across 17 Nampula districts – Nampula city with 9,764, Meconta with 7,138, Nacala-Porto and Eráti with 2,733 and 1,428 respectively, are the districts with the largest number of displaced people. At the other extreme, Ribaué, with less than 50 displaced people, is the district with the lowest number.

Most of the displaced come from Macomia, Mocímboa da Praia, Muidumbe and Quissanga districts. Smaller numbers come from Metuge, Palma and Nangade districts. The journey from Cabo Delgado to Nampula is made under the most critical conditions. There are various cases of entire families, including elderly people and children, who, fleeing from the war, walk for hundreds of kilometres for several days to reach Nampula province.

Among the displaced, there are people from various professions, including traders, fishermen, peasant farmers and state officials. By 22 September, about 54% of the displaced were women and 46% were men. As for age groups, 54% of the displaced are children and 46% are adults of both sexes.

In Nampula, many of the displaced are accommodated by relatives, friends or acquaintances, and others, who are able to do so, rent accommodation. A smaller number of displaced people are in transit accommodation centres in Namialo, in Meconta district.

According to INGC data, by 22 September, there were at least 2,100 households hosting displaced people, about 1,000 households (approximately 5,000 displaced people) living in rented houses, and at least 56 in acquired residences. There were also 1,200 displaced people in accommodation centres.

CIP noted that, although most of the displaced are benefitting from some humanitarian assistance, in foodstuffs and personal hygiene, via some organisations such as the World Food Programme and Caritas, the satisfaction of their most basic needs is still a great challenge. Food aid, very necessary in these cases, is becoming insufficient given the size of the households, and, in some cases, because the aid is not channelled in the same way to all those who need it. Most of the displaced, both those in the accommodation centres, and those in the homes of relatives in Eráti and Nacala-Porto districts, receive food aid on a monthly basis, but almost all say unanimously that the amount received is not enough. In the case of Nampula city, most of the displaced who are accommodated in houses of relatives or acquaintances, do not benefit regularly from humanitarian assistance, and the sanitation conditions in the places of accommodation are very precarious

## Management and distribution of humanitarian aid to the displaced

Humanitarian aid for the thousands of displaced people in Nampula province is essentially handled by organisations that are part of the humanitarian wing of the United Nations, namely the WFP, IOM and the UNHCR, with the support of non-governmental organisations such as Caritas, and the Islamic Council of Mozambique, among others, under the assistance of the INGC.

As a rule, the humanitarian organisations coordinate the entire process of acquisition, transport and distribution of food and non-food products for the internally displaced people. The INGC participates in distribution for purposes of monitoring. For example, whenever they intend to distribute aid to the displaced, the organisations should inform the INGC so that it can accompany the process.

As in Cabo Delgado, so in Nampula, humanitarian assistance to the displaced is organised by clusters or working groups, but the Government is involved in coordinating all of them.

- Protection Cluster – Social Affairs Services, UNHCR, OIM, UNICEF, PLAN International, Caritas;
- Logistics Cluster - INGC, WFP, Caritas;
- Water and Sanitation Cluster – Provincial Infrastructure Services, UNICEF, PLAN International, UNHCR, World Vision;
- Food Security Cluster – Provincial Economic Activities Services, FAO, WFP;
- Shelter and Tools Cluster – INGC, OIM;
- Health Cluster – Health Sector, UN Women.

The WFP coordinates the food aid component. It also represents the other humanitarian organisations which are providing assistance to the displaced in Nampula province. It has sub-contracted the Christian Council of Mozambique (CCM) as

the humanitarian assistance implementing agency. That is, on the ground it is the CCM that distributes the humanitarian aid to the displaced.

In general, food distribution to the displaced is done monthly on the basis of the list of beneficiaries provided by the INGC. For its part, the INGC, together with the district government and local authorities, participate for purposes of monitoring. After the goods have been distributed, the local authorities note down the beneficiaries and the goods received so as to avoid possible cases of duplication of aid.

Other organisations, such as Caritas and the INGC, in collaboration with the district governments, also provide some food for the displaced people. However, while the diocesan Caritas (mainly in Nacala) provides aid on a monthly basis, support from the INGC is irregular. As the INGC delegate told CIP, the goods which the INGC distributes to internally displaced people are the result of grants it receives from the central level, and from local business people.

Both the INGC and the diocesan Caritas have a mechanism to control the goods channelled to the internally displaced people in the districts. “When the INGC sends foodstuffs for the displaced, it contacts the authorities in the destination district. There is a transit and merchandise guide. We put a note with information on the number of people to be assisted, the amount of food to be distributed, and over what period. The districts set up their own security/control mechanisms”, said the INGC delegate. The same happens in the case of aid provided by the diocesan Caritas in Nacala (See the appended images).

According to the INGC in Nampula, the provision of food aid to displaced people who arrive in the middle of the month, that is, after the products have been distributed, has been a major challenge. It becomes even more complicated because the registration of the displaced where they are accommodated, and sending the information to the central government for purposes of receiving the basic basket is, on most occasions, time-consuming.

## Registration of the internally displaced people in Nampula province

Just as in Cabo Delgado, in Nampula, the registration of the displaced for purposes of assistance is mainly done by the local authorities and, in some cases, with the help of some religious organisations, teachers, school directors, etc.

In some cases, before registration, there is a “security protocol”. Displaced people who arrive in the districts are sent to the police, and submitted to an inquiry. Afterwards they are sent to the neighbourhoods where they will be accommodated or to the Namialo accommodation centre, depending on the cases. In other cases, however, displaced people who arrive go directly to the houses of their relatives and/or acquaintances and only after some time are presented as displaced people to the local authorities.

In general, after this the displaced are presented to the respective neighbourhood secretary or community leader. For their part, these undertake pre-registration and send the data to the government authorities in the district.

The displaced are registered on the basis of a matrix drawn up by the INGC which includes the name of the head of the household and his/her age, the number of adults and children in the household, the total number in the household, contact details, neighbourhood of residence, among others. The district government compiles all the lists from the neighbourhood secretaries and community leaders and sends them to the INGC provincial delegate.

In some districts, registration of the internally displaced people is monitored by staff of the Planning and Infrastructure Services, who go to the communities to check whether the lists presented by the secretaries are in order.

However, as may be deduced, the government body responsible for disaster management, the INGC, does not accompany the registration of the internally displaced people in the communities, which, associated with the intervention of various actors in the process, may open space for cases of opportunism and possible adulteration of the lists.

According to the INGC Nampula provincial delegate, Alberto Armando, speaking to CIP, this is because the delegation he heads does not have enough staff to monitor the registration in all 17 districts where the displaced are to be found. “We don’t have any option but to trust in the lists we receive from the grass roots” he said. “All responsibility for organizing these lists belongs fully to the district”.

The humanitarian organisations working in Nampula use these lists when providing humanitarian aid to the displaced. Only those who are registered are entitled to the basic basket.

However, the INGC says it has received cases of people who present themselves as displaced, but whose names are not on the lists for aid, although they claim they were registered as displaced by the local authorities.

In Nampula city, the Catholic Church participates in registering the internally displaced people for purposes of aid. The Director of Caritas, Fr. Orlando Fausto, interviewed by CIP, recognised there are, but not very often, cases of people who pass themselves off as displaced in order to benefit from humanitarian aid. In these cases, the names of the people concerned are removed from the lists of aid beneficiaries.

## About 95% of the displaced are in the houses of relatives or rented houses

By the second half of September, about 95% of the internally displaced people in Nampula province were living in the houses of relatives and in rented houses. The greater part of them, about 36%, were in Nampula city. Here, although the authorities say that the internally displaced received regularly some humanitarian assistance, some of the households visited by CIP claim they have spent months without any aid.

CIP visited some neighbourhoods in the city, and spoke with various displaced people accommodated in the houses of relatives and in rented houses. For a considerable number of the displaced, it is almost impossible to have one meal a day. Since the host households are mostly poor, with the arrival of the displaced, difficulties in access to the most basic goods for their subsistence increased significantly.

35 year old Dia Guibuana is one of many displaced women living with relatives in Nampula city. Interviewed by CIP, she said she fled from Nanquidunga village in Mocímboa da Praia, pregnant and with three young children. She gave birth in the midst of a shoot-out between the raiders and the defence and security forces. As she told CIP, three of her children were killed by the attackers. Only she and her new-born daughter managed to escape alive. After escaping from the village she had to walk for 90 kilometres to Mueda. From there she took transport to Nampula province, where she was accommodated in the house of a relative, a 50 year old widow living in the Muetasse communal unit, in Muhaivir neighbourhood.



“We don’t have anything to eat. My breasts no longer have any milk to feed the child. Her whole body is in pain, because she spends the nights on the ground”, said Dia, when asked about her condition.

Like Dia Guibuana, several other women have lost children or close relatives during the war, and are facing serious difficulties where they are accommodated. This is the case with 65 year old Muanacha Abudo, who shares the same house in Muhaivir neighbourhood. Interviewed by CIP, she said she fled from her birthplace, in Macomia district, with three young grandchildren, but only one reached Nampula. Two disappeared on the way, and to date their whereabouts are unknown.

“In Macomia I had a farm. I produced and sold rice. But here I am in this sad situation. We don’t have anything to eat, and we sleep on the ground”, she lamented.



Dia Guibuana, a displaced woman living in Muhaivir neighbourhood, in Nampula city.

In addition to Muanacha and Dia, another 35 internally displaced people, both adults and children, are living in the same house, including a man sick with leprosy (a highly contagious disease). For the authorities, these families are benefitting from food aid. However, on the ground they all complain of lack of food and of basic conditions for sleeping or resting. They told CIP that they were registered by the authorities, but for about two months they have not received any food aid. Thanks to the good will of some members of the Catholic Church, they manage to obtain some food every now and then.

These are just some of the various displaced people, living in relatives’ houses, who spoke to CIP in Nampula city. In any cases, the scenario of lack of basic conditions for survival is repeated. The cry for support has been a constant.

Some displaced people living in rented houses throughout Nampula city are going through the same difficulties. They rarely receive food aid, and when this aid arrives for them it is insufficient to cover the days that pass before they receive more food. Although in these cases, some heads of household are state employees or state pensioners, the difficulties still prevail. These are households which have lost all their property, including means of sustenance.

CIP spoke to the Nampula diocese branch of Caritas, the organisation of the Roman Catholic Church which has provided support to the internally displaced people in Nampula city. Interviewed by CIP, the director of the organisation, Fr Orlando Fausto, said that food aid for the displaced is provided on the basis of grants that Caritas receives from other organisations, but the grants are not regular due to the lack of capacity of Caritas to seek more partners. The Roman Catholic Church representative said the grants received are not enough. He explained that the fact that these displaced people are in the houses of relatives, and not in an accommodation centre makes assistance difficult. “In an accommodation centre, it is easy to distribute goods because the people can easily be located and identified, which doesn’t happen here when we go to the houses of their relatives”, he said.

CIP also visited Meconta, Eráti and Nacala-Porto districts, where about 46% of the displaced are concentrated, according to the data collected up until 22 September. As in Nampula city, in these districts the displaced are mostly found in the houses of relatives, or in rented houses. Only Meconta district has accommodation centres, located in the Namialo administrative post, but these absorb only 17% of the internally displaced people in the district. The others are in the homes of relatives or in rented houses.

In these districts, CIP visited some displaced people living in the houses of relatives or in rented houses. In Nacala-Porto there are households who accommodate an average of 30 displaced people. In Eráti, it is common for people of good will to grant small houses to accommodate internally displaced people.



Some of a total of 27 internally displaced people accommodated in the Block 1 neighbourhood, of Nacala-Porto

In general, the difficulties are the same. The food is not sufficient and the housing/accommodation and sanitation conditions are not satisfactory – they are indeed precarious. However, the situation is different when it comes to the regularity of food aid. From what was found, both in Eráti and in Nacala-Porto, each household registered by the local authorities receives monthly or fortnightly a certain amount of food, which can vary depending on the organisation supplying the aid. For example, the WFP distributes to each member of the household the following basket: 10 kg of rice or maize; 2 kg of beans

and one litre of vegetable oil. Thus a household with 5 members receives the following amounts of food: 50 kg of rice or maize, 10 kg of beans and 5 litres of vegetable oil. On the other hand, the Diocesan Caritas in Nacala which assists in both Nacala-Porto and in Eráti, offers, regardless of the number of members of the household, a kit of food and hygiene material consisting of the following items: 35 kg of maize, 4 kg of sugar, 2 kg of salt; 6 bars of soap, 12 tins of sardines.

The difference in the amounts of food aid provided by the WFP and by Caritas-Nacala causes some confusion among the displaced. For organizational questions, some of the displaced receive aid from the WFP, and others from Caritas. For example, both in Nacala-Porto and in Eráti, the displaced who receive food aid through diocesan Caritas have the perception that they are at a disadvantage and would prefer to be assisted by the WFP.

From the interviews that CIP had with the administrators and neighbourhood secretaries in these two districts, it is clear that there is not yet any solution to this problem, since the criterion for the distribution of food to the displaced is defined by the organisations which provide the humanitarian assistance. The local authorities only accompany the distribution. CIP was unable to speak either to the Nacala diocesan Caritas or to the WFP.

## **Internally displaced people in the Namialo accommodation centres**

By 23 September 2020, at least 1,300 internally displaced people were living in the provisional accommodation centres in the Namialo administrative post, Meconta district, according to data from the INGC. The Namialo accommodation centres are located in four primary schools, namely Club EPC with 441 displaced, Namialo EPC with 389, Eduardo Mondlane EPC with 314 and 25 September EPC with 173.

In the centres, although the displaced people are assisted with some regularity, the accommodation conditions are still critical. The displaced sleep in classrooms, and cook their meals under inappropriate conditions. Food aid is delivered every month. However, while some of the displaced see no reason to complain about the food, for others, the amount received is not sufficient.

CIP witnessed the distribution of buckets and blankets to the displaced in the centre set up in the Namialo EPC. The displaced who spoke to CIP said that this material would minimise part of their needs. However, some are calling for improvements in the school toilets, which were obsolete before they arrived. According to the Nampula INGC delegate, Alberto Armando, the transit centres arose to accommodate the displaced who had nowhere else to go. The first transit centre was set up in a Catholic Church chapel in Namialo, which used to accommodate at least 150 people. “When that centre was set up, the idea was that displaced people with nowhere else to go could be installed there temporarily until, with the passage of time, they could find some relative or acquaintance and go and live in the community”. Later, that centre was closed and the displaced people were transferred to the current 4 transit centres located in various schools in the Namialo administrative post.

Due to the growing number of internally displaced people and the need to integrate them into the communities, the provincial Government has decided to create a resettlement centre to accommodate the households. According to the Nampula INGC delegate, the future resettlement centre, with space for 2,000 plots of land and about 1,000 fields, is located in Corane locality, in Meconta district.

It is envisaged that one hectare of land will be given to each household to cultivate. “Resettlement will be gradual”, said Armando. “First, land will be allocated to the families who are in the transit centres, and then the displaced people with large families will follow”.

There are currently 5,000 displaced families, many more than the number of plots of land available. According to the INGC, in an initial phase only 1,000 families will be included. “We know that the demand could become greater. But we also understand that not all will want to pass through the accommodation centres”, he said.

CIP interviewed several displaced people to find out what they thought of the possibility of going to the resettlement centre. Most said they want to go. Many see resettlement centres as an opportunity to build their own houses and develop some activity for their subsistence. But some say they are prepared to go to the resettlement centre on condition that they are not isolated from the local community.



## Conclusions

The number of people displaced internally because of armed conflicts in Mozambique has grown exponentially over the past two years, from approximately 15,000 in late 2018 to about 424,000 in September 2020. It means that until mid-October 2020, around 1.4% of the Mozambican population was displaced from their communities due to armed conflicts.

The situation found the Government unprepared to provide assistance, which generated a humanitarian crisis, especially in the northern provinces that host the majority of the displaced.

The largest number of displaced families live in host families, creating other problems of access to basic livelihood resources. The Government has created only 13 displacement accommodation centres that absorb only 4.6% of the total of 86,000 displaced families.

The Government's delay in accepting that the attacks in Cabo Delgado were not the work of simple "criminals" but that it was a war, limited the taking of measures to accommodate and assist the internally displaced people, and caused their dispersal.

With displaced people scattered across Cabo Delgado, Nampula, Niassa and Zambézia provinces, it is more difficult for the Government and the humanitarian aid agencies to channel aid to them. In Cabo Delgado, the role of the Government in coordinating assistance for the displaced is almost non-existent. Of the five clusters set up to assist the displaced, only one cluster, that of health, is coordinated by a state institution. The others are coordinated by United Nations agencies. However, in Nampula the scenario is rather different. Government institutions are participating in coordinating humanitarian assistance activities in the various clusters.

On the ground, there are reports of the theft of aid intended for the displaced, and the absence of the State favours continued thefts, without holding anyone responsible. The main form of theft happens through manipulating the lists, by including the names of people who are not displaced.

The fact that the government has trusted the task of organising the lists in the hands of the local authorities, which consist of people who are mostly also in need, ensures that they divert aid and commit other abuses.

There are reports of abuse or attempted abuse of vulnerable women perpetrated by local leaders who have the power to draw up the lists. Some cases have been denounced to the organisations that distribute the aid, but there has been no follow-up that might clear up the cases and hold anyone guilty responsible for their acts.

The United Nations humanitarian agencies and the Catholic Church through the diocesan branches of Caritas, are the main bodies present on the ground to provide assistance to the displaced, both in Cabo Delgado, and in Nampula. But the large number of displaced people does not allow the aid to reach all of them in a minimally satisfactory way, and the absence of State power for registering the displaced and supervising the distribution of aid, in order to staunch cases of diversion of aid, worsens the situation of aid shortages.

If the insurgent attacks continue at the same intensity as they have done since the start of 2020, then the number of displaced could increase and worsen the humanitarian crisis on the ground.

## Recommendations

1. The Central Government should lead the humanitarian assistance to the internally displaced people, by dispatching multi-sector teams of professionals to assist the local authorities in registering the displaced;
2. The Central Government should urgently set up accommodation centres for the displaced people who are living in the houses of relatives and friends, and prepare the reception, with a minimum of dignity of displaced people who are continuing to arrive from the regions under attack in Cabo Delgado;
3. The Central Government should investigate cases of theft of aid and abuse of women and hold those guilty responsible for their acts, to prevent any repetition;
4. Since the attacks in Cabo Delgado have already lasted for three years, and there is no sign that they might stop any time soon, the government must create programmes to integrate the displaced people in new accommodation centres and create opportunities for professional training, agriculture, and other forms of work to sustain their families. These tasks cannot be left to the local governments, who lack financial resources and sufficiently skilled human resources to handle situations as complex as the resettlement of thousands of families displaced by conflict;
5. Bearing in mind the insufficient amount of food distributed to the displaced, the Government, at central level, should step up mobilisation of support for the displaced from partners, business people, etc.
6. The households which host displaced people should be included in the aid, albeit in smaller amounts;
7. The Government should mobilise society to provide assistance to Cabo Delgado in an organised way, just as happened after Cyclones Idai and Kenneth, in 2019.

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6. WFP (2020), REPUBLIC OF MOZAMBIQUE: AN EVALUATION OF WFP 'S COUNTRY STRATEGIC PLAN (2017-2021), p. 10;
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8. Deutsche Welle, Abrigo é a principal necessidade dos deslocados de Cabo Delgado, available at <https://www.dw.com/pt-002/abrigo-é-a-principal-necessidade-dos-deslocados-de-cabo-delgado/a-53894323> [consulted on 16 October 2020];

## List of interviewees (who did not request anonymity);

- Alberto Armando, INGC Provincial Delegate in Nampula, interviewed on 21 September 2020, in Nampula;
- Araújo Chale, Eráti District Administrator, interviewed on 24 September 2020, in Eráti, Nampula;
- Bartolomeu Muibo, Quissanga District Administrator, interviewed on 24 September 2020, in Metuge, Cabo Delgado;
- Betinha Vasco Ribeiro, Programme Officer of Pemba Diocesan Caritas, interviewed on 20 September 2020, in Pemba;
- Fernando Doda, Nacala Porto District Administrator, interviewed on 23 September 2020, in Nacala-Porto, Nampula;
- José Passe, Coordinator of SEPPA, interviewed on 22 September 2020, in Pemba;
- Manuel Teodoro, Member of the Metuge district government, interviewed on 24 September 2020 in Metuge, Cabo Delgado;
- Meti Gondola, Secretary of State in Nampula province, interviewed on 22 September 2020, in Nampula;
- Carla Dias, staff member of the Environment Association, interviewed on 20 September 2020, in Pemba;
- Ivone Rachide, staff member of the Environment Association, interviewed on 20 September 2020, in Pemba;
- Orlando Fausto, Coordinator of Nampula Diocesan Caritas, interviewed on 25 September 2020, in Nampula;



# Annex 1. Pre-registration Form of IDPs at the accommodation centre in Namialo

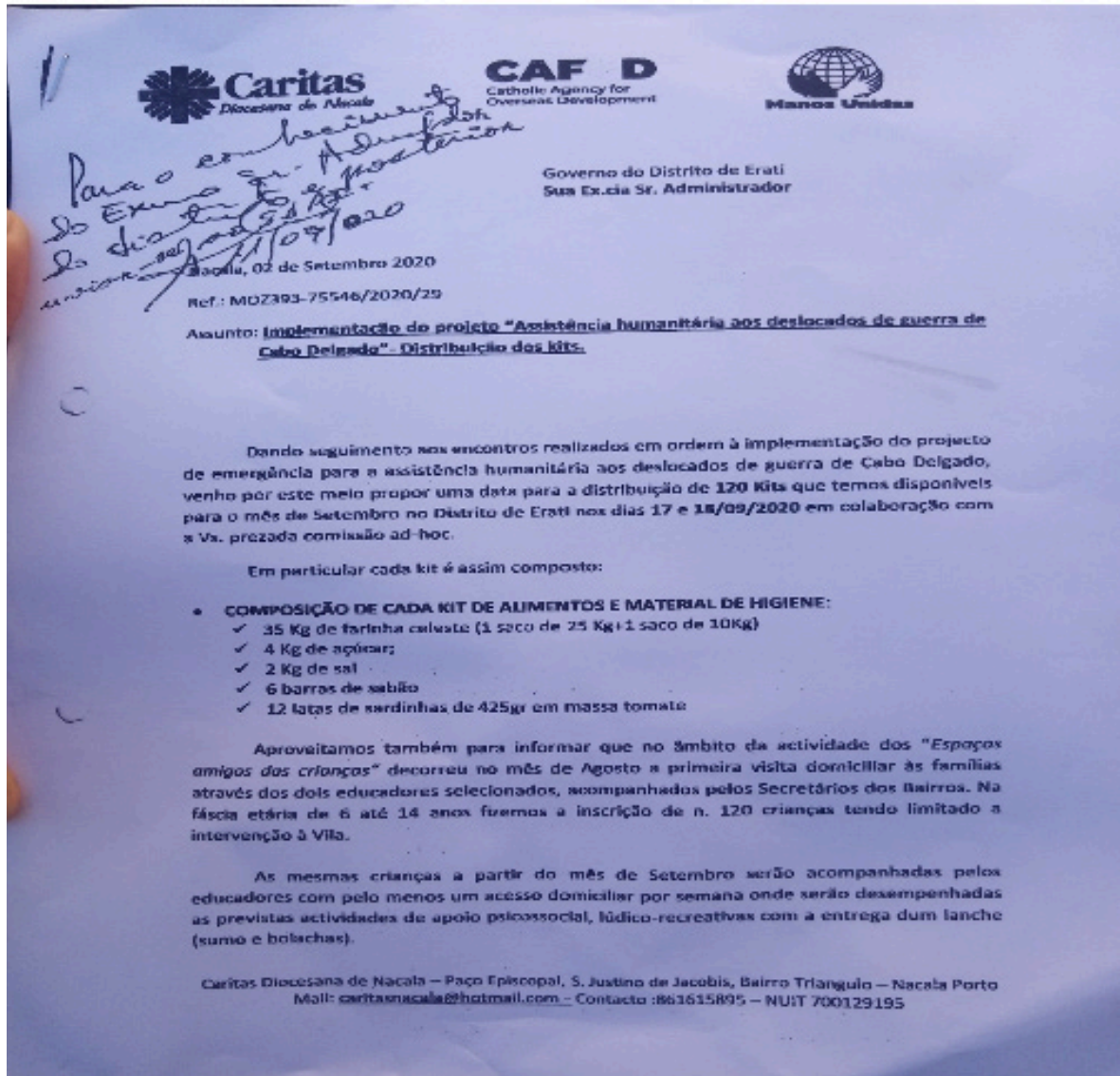
*Sobito Casimiro*  
**FICHA DE LEVANTAMENTO DE DADOS NO CAMPO**

Provincia: Moçimboa  
 Distrito: Moçimboa  
 Posto Administrativo: Namialo  
 Localidade: Namialo sede  
 Comunidade/Bairro: Amputa  
 Povoação: 109 casas - 400 habitantes  
 Data do Trabalho de Campo: 11/01/20 Responsável pelo trabalho: Pai Nº de famílias: 109  
 Data de ocorrência: 22/01/20 pelas: 11 tipo de evento: Distúrbio de guerra  
 Nº de famílias afectadas: 11 Nº de famílias vítimas: 01

Composição por sexo e faixa etária				Educação
Idade	Nº de Crianças		Nº de Mulheres	
	Esperanças	Menores		
0 - 4				01
5 - 12	01			01
13 - 25			01	01
26 - 40				01
41 - 55				
56 - 70				
Total				03

Endereço do bairro: Quartelão nº  
 Nome do Regulo/Secretário: Francisco Silva Contacto: 87066050  
 Abrangência do evento:  
 Imagens:  
 Tipo de mediação e ou resposta interna:  
 Local: Namialo, 11/01/20  
 Confirmado pelo Regulo/Secretário: Francisco Silva  
 Trabalho efectuado por ou pelas: António José Mendes  
Ricardo A. Raposo

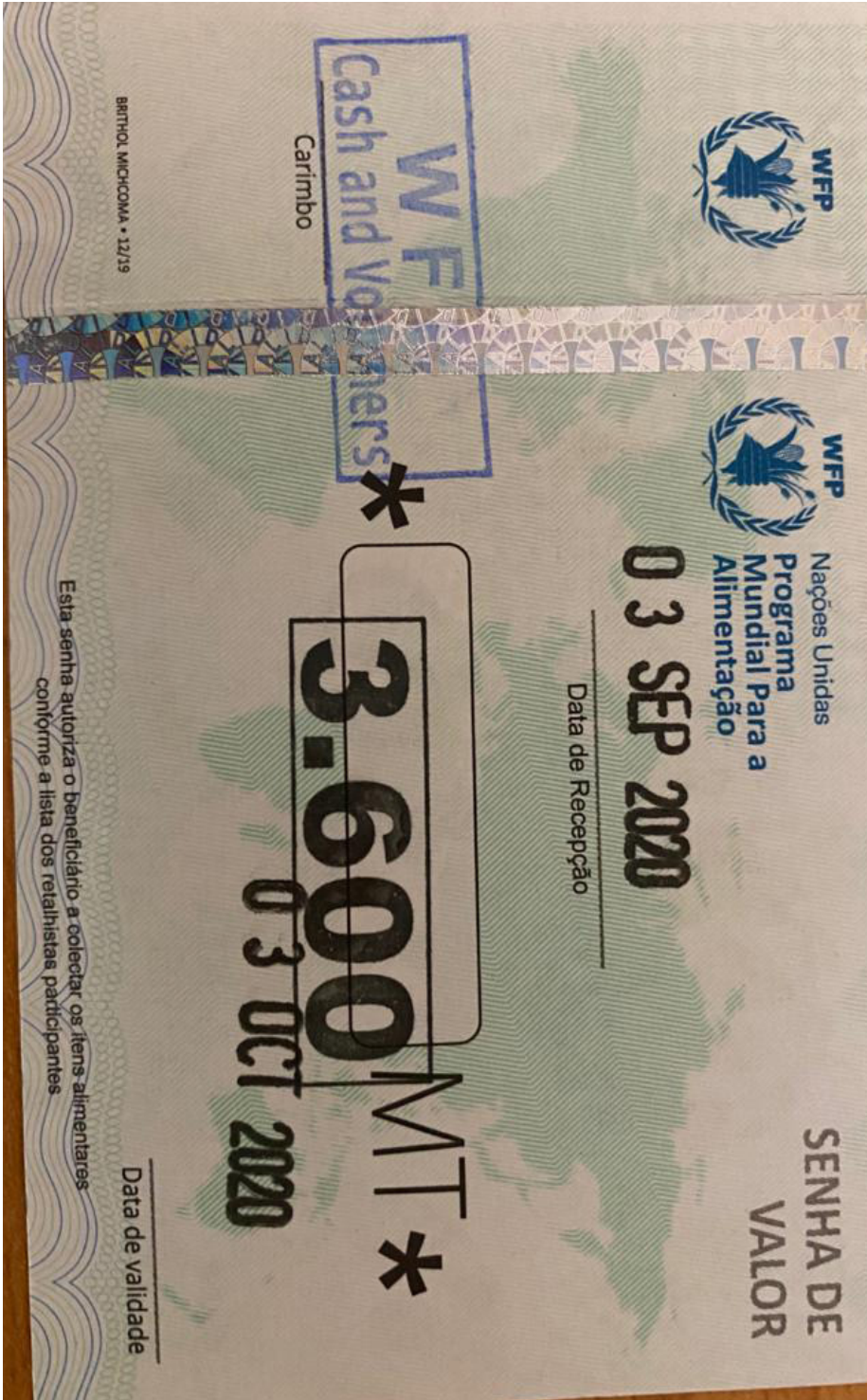
## Annex 2. Basic basket distributed by the Caritas Diocesan of Nacala to displaced people in the district of Erati







# Annex 4. Cash-based transfer ticket distributed to IDPs in Pemba



# Annex 5. Copy of letter of denunciation submitted by the Caritas Diocesan of Pemba to the Metuge Government reporting alleged sexual abuse of women in exchange for humanitarian aid



Diocesana Pemba.  
Av. Josina Machel - Pemba  
Nuit:700067981

Para:

**Governo do Distrito de Metuge**  
**Att: Chefe do Posto Administrativo de Mize**

Mize

N/Ref. 26 /CDP/2020

Pemba, aos 29 de Maio de 2020

Assunto: Comunicação de denúncias recebidas no âmbito de distribuição de bens e produtos alimentares aos deslocados dos ataques armados.

Excelência(s),

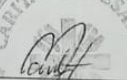
No âmbito de distribuição de bens e produtos alimentares, que tem vindo a ser conduzido pela Caritas Diocesana de Pemba, aos deslocados dos ataques armados, acolhidos no Posto administrativo de Mize, foi depositado na caixa de reclamações, uma denúncia anónima, segundo a qual, pesa sobre os chefes locais a acusação de entrega de senhas para recepção de bens e alimentos à pessoas não deslocadas (familiares e amigos), em troca de dinheiro e sexo.

Sendo um acto que mancha a personalidade jurídica da Caritas Diocesana de Pemba, como instituição religiosa, servimo-nos desta nota para comunicar a V.Excia o sucedido, na expectativa de, caso seja verdade, ver estas práticas banidas no seio da comunidade de Mize.

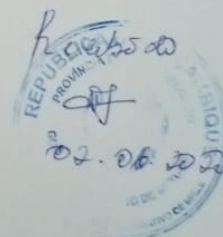
Cientes de que esta nossa comunicação merecerá de V.Excia, uma atenção especial, antecipadamente agradecemos e subscrevemo-nos com a maior estima e consideração.

Atenciosamente

O Director

  
Manuel José Nota

CC: Exmo Senhor Administrador do Distrito







CENTRO DE INTEGRIDADE PÚBLICA  
Anticorrupção - Transparência - Integridade

Parceiros:



Norwegian Embassy



Reino dos Países Baixos

