

THE TERRITORIAL DIMENSION OF DISPLACEMENT IN NORTHERN MOZAMBIQUE

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*UN-Habitat in support of planning,
management and implementation
of recovery interventions in human
settlements*



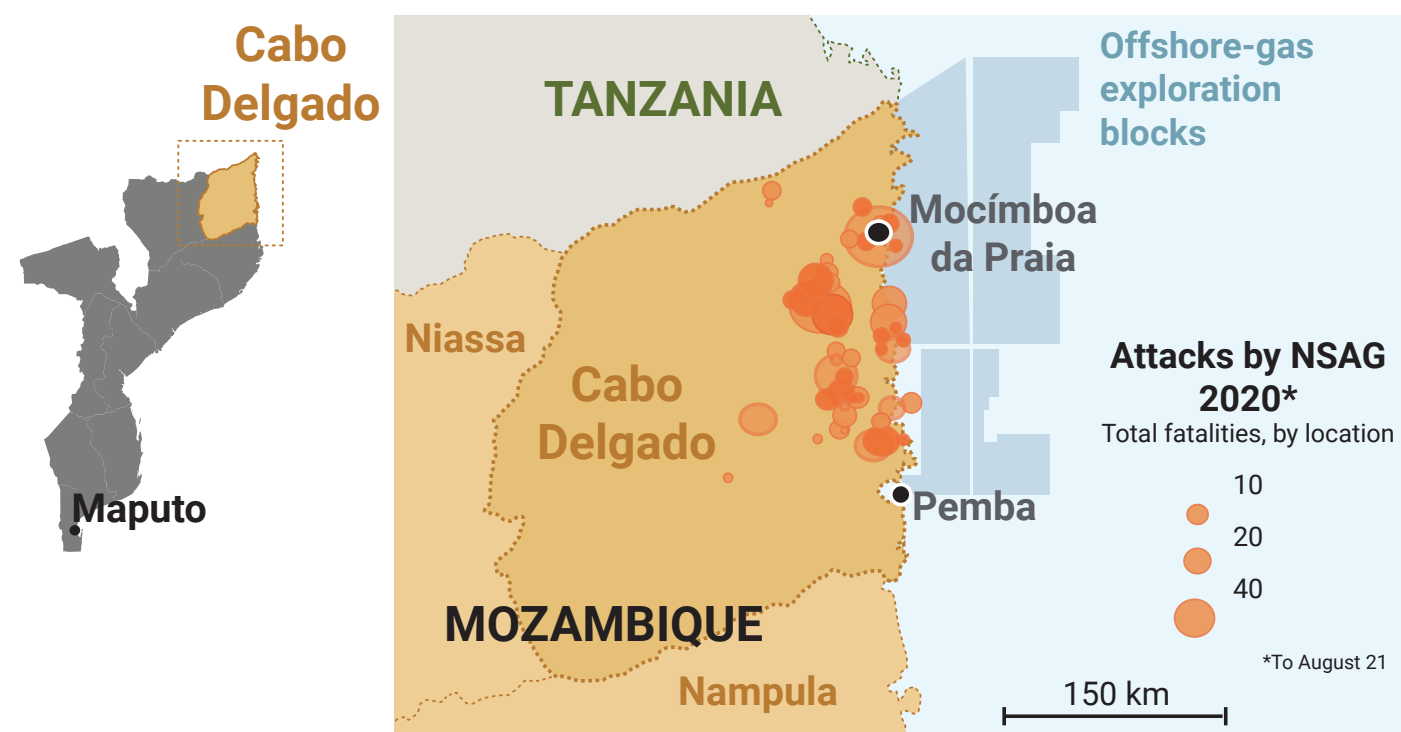
I. BACKGROUND AND PROBLEM IDENTIFICATION



The arrival of big transport dhow boats carrying each around 30 or 40 people on the shores of the Paquitequete neighborhood in Pemba, the capital of the Northern Province of Cabo Delgado, has become a recurrent scene in the collective imaginary inside and outside Mozambique¹. Displaced people look for protection from the violent attacks happening throughout the north-eastern area of Cabo Delgado since October 2017. Many have first sought refuge in district capitals such as Mocimboa da Praia, but when these became too dangerous, they opted for a safe haven in the Quirimbas archipelago. Since recent attacks on the islands, Pemba has seen a relevant influx of Internally Displaced Persons (IDPs). Displacement is now affecting both Nampula and Niassa Provinces, and the conflict is spilling over Tanzania.

Conflict in Northern Mozambique between government forces and Non-State Armed Groups (NSAG) has been intensifying in the north-eastern part of the country since the beginning of 2020, leading to an increased attention to the crisis at the international level and manifestation of support for humanitarian interventions by relevant development partners.

Fig. 1: Distribution of Attacks within Cabo Delgado in 2020
(Fonte: ACLED, 2020)



In July 2020, OCHA reported 250,000 IDPs in Cabo Delgado, which is double the number reported in March 2020. These data were confirmed by the Government (Fig. 3). The overlap of geographical distribution of attacks and presence of IDPs per district shows the need to support relocation of communities hosted in critical districts towards safer areas with better conditions in terms of protection, livelihood means and access to basic services. In mid-November 2020, approximately 450,000 persons are estimated to be internally displaced in Cabo Delgado, Nampula and Niassa Provinces according to IOM and OCHA. As of May 2021, according to the same sources, 697,538 IDPs were identified. The Districts that host the majority of the IDPs are: (151,553 individuals), Metuge (119,317), Mueda (82,079), Ancuabe (60,617) and Montepuez (55,963).

The crisis is without any doubt escalating rapidly.

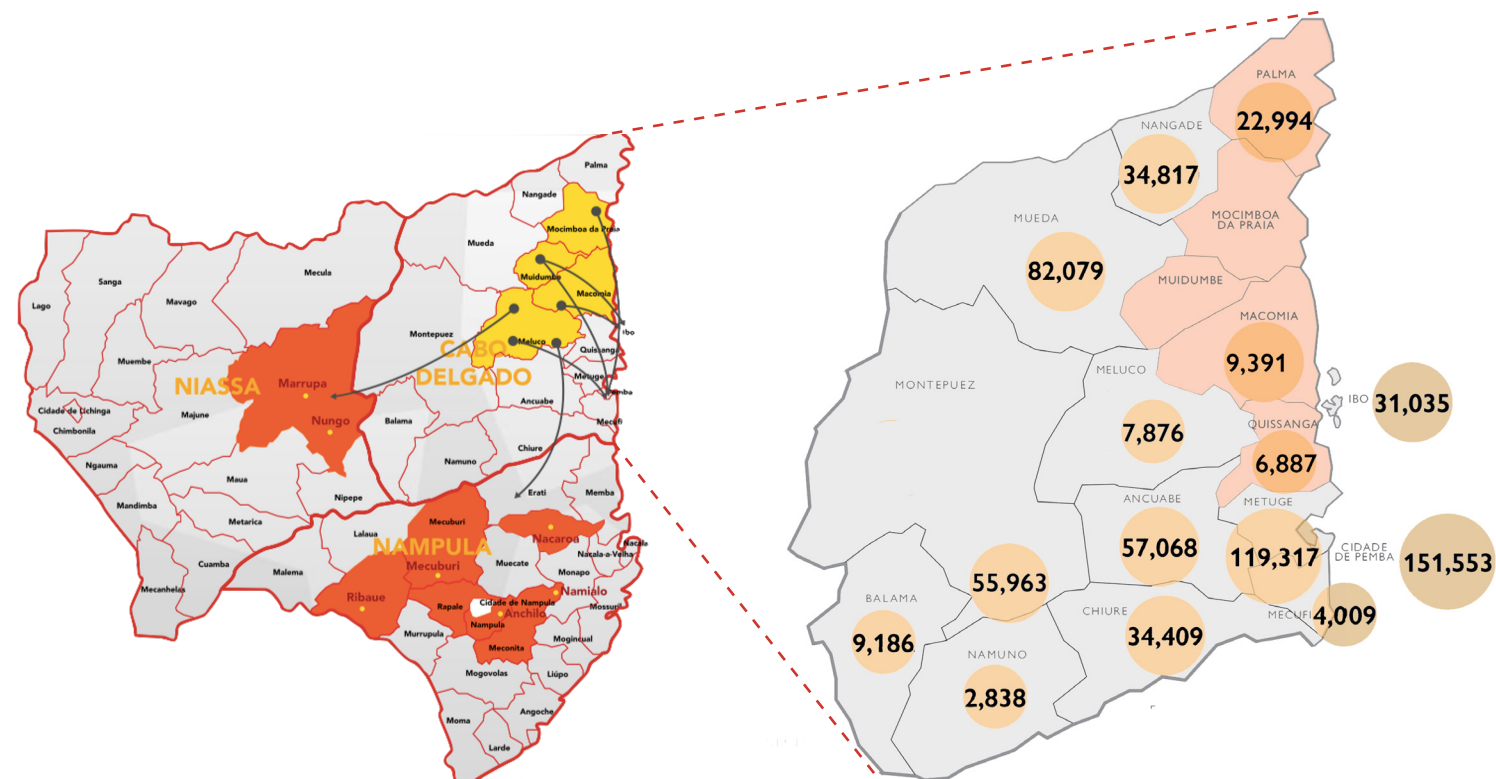


Fig. 2: IDP Regional redistribution scenario

(Sources: ADIN, 2020; IOM, 2020)

Cabo Delgado, despite being abundantly rich in natural resources, high biodiversity and environmental capital, has the second highest rate of chronic malnutrition and of child marriage and the highest rate of illiteracy and multidimensional poverty in the country, which ranks 180 out of 189 in the Human Development Index. In addition to that, the region registered extreme climate events, such as high rainfall recorded in December 2019 and January 2020, as well as the landfall of Cyclone Kenneth in April 2019 affecting approximately 500,000 households, who saw their houses partially or totally destroyed.

The conflict and its induced massive displacements, combined with the effects of previous disasters and the high socio-economic vulnerability, are having profound **impacts on land use and tenure** in recipient urban settlements (bigger towns such as Pemba have already a significant 30% increase in size in few months), leaving **local authorities totally unprepared**, resulting in **lack of access to basic services to all** (water, sanitation, waste management, schools, health centres, electricity, etc.), **unproper use of natural resources** (e.g. deforestation, leading to land degradation), among other aspects. In addition, the IDPs **housing situation** is inadequate and their food security is in danger. Numerous cases of conflict between IDPs and host communities have been registered, as well as violence within individual households, especially gender based. All this is exacerbated by the **Covid-19** pandemic and related consequences on the vulnerable groups.

Fig. 3: IDP Distribution within Cabo Delgado Districts March 2021

District	IDPs	Total Population	IDP/Popul. rate %
Palma	23,787	67,025	35
Mocimboa da Praia	26000	127705	20
Nangade	34817	89714	39
Mueda	82079	170347	48
Muidumbe	8163	98864	8
Macomia	9391	114345	8
Ibo	31035	12205	254
Quissanga	6887	50259	13
Meluco	7876	36700	21
Montepuez	55963	272069	20
Ancuabe	57068	159340	35
Metuge	119317	86866	137
Pemba	151553	200529	75
Mecufi	4035	61531	6
Chiure	34409	299235	11
Namuno	2838	245248	1
Balama	9186	175733	5
TOT	697,538		

*UN-Habitat 2021 (based on DTM data, IOM of March 2021)



Fig. 4: Ratio between IDPs and local population in Cabo Delgado Districts (March 2021)

¹<https://clubofmozambique.com/news/mozambique-25-more-boats-carrying-idps-dock-in-pemba-174481/>

The Government's Strategy for organising Humanitarian Assistance² and the IDPs redistribution scenario shows **the relevant role played by cities and towns** in this humanitarian crisis affecting Northern Mozambique. Indeed, cities and towns effectively function as main hubs where traumatised communities are migrating, as they provide a sense of security and safety.

II. EXISTING FRAMEWORKS TO ADDRESS THE CRISIS



On 20 September 2020 the President of the Republic of Mozambique addressed the crisis situation in Cabo Delgado in his **statement to the UN General Assembly**, highlighting the **on-going efforts to assist affected population**, to ensure protection and livelihoods to displaced persons as well as the ones still remaining in conflict areas. He presented the recently created **Agency for the Integrated Development of Northern Mozambique (ADIN)**, located in Nampula, which has among its responsibilities to promote integrated local economic development, as the overall coordinating body for crisis response and recovery. ADIN already elaborated and presented an **Emergency Plan for Humanitarian Assistance** to conflict affected populations, including the creation of **new settlements for around 70,000 families**.

The President welcomed all **United Nations (UN) initiatives and partnerships** to tackle this huge challenge together, recognising the longstanding experience of the UN in humanitarian and development cooperation in Mozambique. The same month, the Cabo Delgado's Government shared the **Provincial Emergency Plan for Humanitarian Assistance to IDPs**, which is aligned with the Regional framework developed by ADIN. This multi-sectoral plan aims to relocate IDPs from 9 districts located in the North-East of the Province. The **local governments** have also been working on several Emergency District Plans for Humanitarian Assistance to IDPs.

The **World Bank**, on the other hand, is planning to fund prevention and resilience interventions to the tune of 700 million USD to address the root causes of the conflict related with access to power, governance, basic services and livelihoods means, as well as the importance of connecting the central and the local levels³. In addition, relevant public and private development stakeholders, under the leadership of the African Development Banks (AfDB), the Netherlands and USAID, have recently created a **Multi-Stakeholders Platform (MSP)** to promote coordination of efforts and initiatives for the economic, infrastructural and social development of the Northern Region of Mozambique, and will also support planned humanitarian interventions.

Meanwhile, the United Nations intervention in the crisis is guided by the **UN Executive Committee (EC) Decisions of 9 July 2020**, which are focusing mainly on:



- Strengthen UN coordination and local presence, to ensure integrated analysis, coherence and complementarity in the planning, information sharing and operational activities;



- Review existing UN capacity and structures for coordination and coherence to ensure a comprehensive approach; and



- Use climate change, resilience and COVID-19 response as entry points to reach vulnerable groups, ensuring protection.

In particular, the **UN Country Team (UNCT)** is developing a **UN Comprehensive Strategy for Northern Mozambique**, coherently with the above-mentioned frameworks, the UN Development Assistance Framework (UNDAF) and the Humanitarian Country Team (HCT) response plan, for integrated, coordinated, timely, gender and environment sensitive interventions to address humanitarian, development, human rights, peace and stability aspects of the crisis. The strategy aims at scaling up on-going development activities.

² ADIN Presentation on "Agency approach to development of Northern region", September 2020

³ World Bank presentation titled: "Prevention and Resilience in Mozambique: Eligibility and Lessons from International Experience", September 2020.

The strategy aims at scaling up on-going development activities under the year 2021 UNDAF implementation by: (i) prioritising spatial planning, food security and nutrition, income generation, youth and employment, adequate shelter and basic/social services provision, health, gender, education, climate resilience and resilience to conflict; (ii) support to ADIN, National and Provincial authorities, including capacity building and technical assistance; and (iii) promote decentralisation through participatory local level development planning.

Lastly, to facilitate a coordinated response to the crisis, the Government of Mozambique has requested support from the United Nations (UN), the European Union (EU), the World Bank (WBG), and the African Development Bank (AfDB) to develop a multi-sectoral strategy for the North of the country, that will be the result of a joint **Recovery and Peacebuilding Assessment (RPBA)**, to be conducted at the beginning of 2021.

This Position Paper has been developed taking into consideration this context, in order to act coherently and to contribute to the existing framework.

III. DEFINING UN-HABITAT'S POTENTIAL ROLE



Considering the fast-evolving characteristics of the crisis, the above-mentioned frameworks, and the government's willingness to ensure a comprehensive and sustainable approach to address it, this paper is meant to help delineating the **potential role that the United Nations Human Settlements Programme (UN-Habitat) could play in support of planning, management and implementation of urban interventions to address both humanitarian and recovery needs in Cabo Delgado**.

Because of its mandate, long international experience in similar contexts, UN-Habitat core focus is on promoting the **humanitarian-development-peace nexus**. It is important to note that this UN Agency has been engaging during the past 2-3 decades in several war-torn countries around the world, with a high degree of success, notably in Somalia, DRC, Iraq, Sudan, Afghanistan and Colombia, among others. It is currently starting a 4M Euro project in Burkina Faso, at the centre of the Sahel crisis, to implement durable urban solutions for locally integrating IDPs in four towns.

The 4th Domain of Change of the **2020-2023 UN-Habitat Strategic Plan** targets **"Effective urban crisis prevention and response"**. Within such framework, key activities that will constitute UN-Habitat's focus to address the Northern Mozambique crisis are:

- I. Improving living standards and inclusion of IDPs and host communities through effective crisis response and recovery;
- II. Enhancing social integration and inclusion of communities through participatory approaches;
- III. Building resilience of the built environment and infrastructure according to Build Back Better standards; and
- IV. Empowering national and local authorities and stakeholders coordination to address effect of the crisis on urban population and renovated needs.

This also responds to the prerogatives of UN-Habitat's Flagship Programme on Inclusive cities: *enhancing the positive impacts of urban migration*.



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IV. PROPOSED AREAS OF ENGAGEMENT



4.1. Mainstreaming spatial planning at different scales

To effectively address the crisis, spatial planning needs to occur at different scales:



• *At community level*, mainstreaming **participatory planning** by empowering local authorities and including both the displaced and host communities in the process is key for building **social cohesion** and **identify durable solutions** in the recipient cities, towns and other areas hosting/receiving IDPs. Participatory planning in displacement-affected communities entails an **area-based approach** for which **guidelines** need to be developed and **on-the-job technical assistance and training** provided to concerned district/municipal/local authorities. Importantly, participatory plans should lead to the **prioritisation of basic and social services and infrastructure, self-help housing construction as well as small-scale investments that can trigger income generation activities and livelihood options.**



• *At the city/town/settlement level*, UN-Habitat proposes to apply **Urban Profiling for better response to humanitarian crisis**⁴ with focus on the humanitarian-development-peace nexus, by adapting it to the context of Northern Mozambique. In particular, **Social Development Zones (SDZ)** could be planned as city/town extensions to effectively integrate displacement-affected communities



• *At the provincial/regional scale*, the **Spatial Development Framework**⁵, which has been used successfully for planning the area surrounding the Maratane Refugee Camp not far from Nampula, could be used to get a **better understanding of the displacement dynamics within a larger territory and the actual distribution of socio-economic functions among its human settlements** to support ADIN in refining spatial strategies of intervention and set up a proper spatial monitoring system.

⁴ Global Alliance for Urban Crises, 2019 <http://urbancrises.org/wp-content/uploads/2019/02/1.-Urban-Profiling-For-Better-Responses-to-Humanitarian-Crises-1.pdf>

⁵ The Spatial Development Framework (SDF) to facilitate urban management in countries with weak planning systems, 2019, International Planning Studies

⁶ Global alliance for Urban Crisis, 2020 <http://urbancrises.org/wp-content/uploads/2019/02/5.-GUIDANCE-NOTE-Protocol-of-Engagement-Documents-JD-060219.pdf>

4.2. Reinforcing urban governance, land management and strategic decision making

Municipal and local authorities are in the front-line of the crisis and completely overwhelmed. It is crucial to **embed qualified professionals, establish institutional mechanisms and develop tools that can help local authorities to respond effectively to the crisis.** Approaches on urban crisis governance are well-defined in the Urban Competency Framework for Humanitarian Action⁶, as well as in the Protocol of Engagement between Local Governments and Humanitarian Actors. Therefore, it will be important to prepare a **package to support local authorities**, by prioritising the cities/towns/districts most affected by the massive influx of IDPs.

UN-Habitat has also a vast experience for **land conflict mediation**, registration and provision of **security of tenure**, which is a key issue for protecting the vulnerable groups and minimising conflict between IDPs and host communities.

Thirdly, UN-Habitat proposes to **provide technical assistance to support strategic decision-making at the level of ADIN and the concerned provincial governments** on issues related to spatial planning and the identification of durable solutions for integrating IDPs in urban areas.

4.3. Providing technical support for implementing Urban Durable Solutions

Based on the durable solutions identified from the participatory community plans and urban plans developed under 4.1, **UN-Habitat can support local authorities in effective plans' implementation for the benefit of both IDPs and host communities.** Durable solutions may include the **improvement of basic and social services delivery** (e.g. water, sanitation, waste management, schools, health centres, electricity, etc.), the promotion of **resilient construction of housing and community infrastructure**, based on UN-Habitat vast experience in the country, as well as small-scale investments and vocational training for **creating jobs, income generation activities and livelihood options**, especially linked to the construction sector.

V. BUILDING PARTNERSHIPS



Under the overall guidance of the UN Resident Coordinator, UN-Habitat is committed to support the UN system in Mozambique and other key partners by providing recommendations for joint advocacy, policy advice and joint programming for sustainable urban development, with focus on improved social cohesion and inclusion of displacement-affected populations. There is an important space for **inter-agency coordination** above duality between emergency/humanitarian response and recovery/development as silo approaches. **UN-Habitat has an overall know-how on sustainable urbanization, human settlements and enhancing urban-rural linkages**, and fruitful collaborations can be established with UN Agencies such as IOM, UNDP, UNHCR, UNICEF, WFP, ILO, OHCHR, UN-Women and FAO, among others.

UN-Habitat is already operating in Northern Mozambique, with 3 active projects targeting safer schools, safer hospitals, resilient housing and basic services delivery in the framework of post-cyclone recovery and reconstruction and in response to the Covid-19 pandemic. UN-Habitat has a sub-office in Nampula and is going to open a field office in Pemba soon; this existing operational structure could serve as basis for incrementing its capacity and presence in the Northern Region of Mozambique to support the response and recovery from the crisis provoked by the unfolding conflict.

UN-Habitat is also committed to continue collaborating with national level authorities, local governments and their networks, and promote a wider engagement of stakeholders, such as bilateral- and multi-lateral development partners, development banks, civil society, professional networks and academia, in the identification and implementation of urban durable solutions in Northern Mozambique, as one of the short to medium-term solutions of the crisis.

UN HABITAT FOR A BETTER URBAN FUTURE

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