



PROTECTION MONITORING REPORT #16 – RESETTLEMENT EXERCISE

Location: Transit centers in Pecoco, Samora Machel and Sao Pedro, and resettlement sites in Mutua and Savane

Discussions: Camp Leaders, women, men and children

Date of assessment: 15-21 June 2019

Introduction

The Beira Protection Cluster brings to the attention of the various actors involved in the Idai Emergency Response some evidence-based concerns about the resettlement processes conducted during the month of June, in light of the *Guiding Principles on Returns, Resettlement and Relocations* (hereinafter *RRR Guiding Principles*) endorsed by the Humanitarian Country Team (HCT) in Maputo in May 2019. This report also incorporates concerns identified by the Camp Coordination and Camp Management (CCCM) Cluster during field missions.

Return, relocation and resettlement (RRR) of internally displaced persons (IDPs) are guided by protection standards of safe, voluntary and dignified movements. Such standards are provided i.a. by the 2009 African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (hereinafter the *2009 Kampala Convention*). The Republic of Mozambique has signed the 2009 Kampala Convention on 23 April 2010 and therefore has indicated its willingness to become a State Party thereto and, in the meanwhile, to respect and observe its provisions.

The present Protection Monitoring Report is shared in a collaborative and constructive spirit and aims to support the Government of Mozambique and its national and international partners towards adopting appropriate policies and measures in light of lessons learned from past experiences that will ensure that the rights of displaced populations are upheld and safeguarded during future resettlement exercises.

Background

On 13 June, INGC and the humanitarian sector agreed on the deactivation modalities of the remaining accommodation centres in Beira and the progressive resettlement of families to identified resettlement sites. It was convened that the resettlement process would be conducted in a progressive manner (50 to 55 families per day) in order to allow a smooth exercise in light of the capacities both of INGC and the humanitarian actors. In parallel to this resettlement, it was also agreed that progress would be monitored, additional WASH services would be provided, and plot clearing would be conducted. The progressive resettlement process was also meant to allow Protection actors to identify persons with specific needs for tailored and targeted assistance. Resettlement of the remaining families in Beira's accommodation centres to resettlement sites (Mutua and Savane) would then be jointly planned, subject to adequate availability of basic services. The humanitarian actors, however, duly acknowledge the progressive nature of the full availability of services, which will only be completed as a result of a long-planning exercise and the availability of the corresponding budget lines.

On 14 June, the humanitarian sector was informed of the Government's intentions to change the action plan, and resettle/relocate 110 families from Picoco in one day, followed by the resettlement



of all the families in Samora Machel and Sao Pedro accommodation centres to Mutua (300 families) by 18 June. At the same time, INGC cancelled all meetings with the humanitarian community, leading to a break-down in communications between the humanitarian community and the government.

In light of the RRR Guiding Principles and lessons learned from past resettlement exercises, the Beira Protection Cluster shares the following finding and recommendations:

1. Consultation with communities

According to the Protection Cluster's observations on the ground and inputs from the CCCM Cluster's observations, the resettlement exercise was conducted without proper consideration for the RRR Guiding Principles. The majority of interviewed families were not appropriately informed about when the resettlement exercise would take place, or when they would be requested to leave the accommodation centres (for those returning to their place of habitual residence). The majority of families were not made aware of the support they would be receiving during the movements. Confusing and contradictory information was provided by INGC to humanitarian actors on the ground and displaced populations throughout the resettlement process. This was aggravated by the lack of communication between the government and the humanitarian community. The following was identified during a monitoring visit on the ground conducted on 15 June:

- The remaining 105 families who claimed having a land in third locations in Beira's surroundings remained in **Picoco site**. They did not know when they would leave the site and were awaiting information and support that would enable them to rebuild a life in their habitual place of residence. INGC informed humanitarian actors that the remaining families were expected to leave the following day. Inadequate official communication gave these families 24 hours to prepare their belongings and organize transportation to their new homes. More concerning is that deficient communication resulted in family separation because not all family members were at the site, but rather at work, school or hospital, when the government made the announcement that the movement would begin. The government did not undertake adequate monitoring to identify family separation upon arrival to resettlement sites;
- Families in **Samora Machel** were informed that they would be moved to Mutua the next day (Sunday). The next day, two buses arrived at the centre and were ready to move the families to Mutua. However, the buses left the centre without any further communication. No resettlement took place that day. The families had to unpack their belongings and stay another night without any confirmation on the day of the departure;
- The community leader and population in **Sao Pedro** accommodation centre were informed that resettlement would be starting on 16 June, with 50 families departing to Mutua. No clear information was provided on further movements. Despite families being ready to move, the next day no movement took place. Neither the community leader nor *Accao Social* had further information. The uncertainty on the resettlement exercise continued for several days until the families were eventually transported to Mutua on 20 June.

The Beira Protection Cluster recommends that

- (1) the government ensure appropriate consultation with affected communities prior to, and during, movement exercises; in line with the *RRR Guiding Principles*;
- (2) timely, consistent, and meaningful information be shared through trusted channels;



- (3) communities are consulted and informed with a view to ensuring that their input, questions, and concerns about the process are sought and addressed;
- (4) all actors involved are liaised with and ensured that they are well informed on the planning, so that to guarantee that coherent and consistent information be accessed, discussed, and fully understood by communities.

2. Existence of a joint strategy

Article 11(3) of the *2009 Kampala Convention* provides that States Parties shall cooperate with international organizations, humanitarian agencies and civil society organizations, in providing protection and assistance in the course of implementing solutions for sustainable return, local integration or relocation and long-term reconstruction. Also according to the *RRR Guiding Principles*, resettlement exercises shall be conducted in close coordination with the humanitarian actors.

Although the humanitarian actors requested on several occasions to meet with the authorities to redress the hasty resettlement exercise and the consequent harmful impacts on affected communities, the government did not agree to a meeting. Lack of coordination and unilateral decision-making led to a number of criticalities in the way the resettlement exercise impacted the affected populations, particularly in relation to site planning work, shelter, WASH, health and security.

In light of the principle of cooperation with the humanitarian community stemming from the *2009 Kampala Convention*, and in line with the recommended course of action in the *RRR Guiding Principles*, the Beira Protection Cluster recommends that appropriate collaboration and joint planning and implementation be ensured in future resettlement exercises in order to ensure a safe, voluntary and dignified resettlement exercise in full respect of the rights of affected populations. This requires a collaborative process led by the INGC, with provincial governments and the humanitarian community, including to ensure that relevant actors are informed in a systematic and timely manner of population movements.

3. Assessment of the condition of resettlement sites and the availability of basic services prior to any movement

The rushed nature of the exercise led to challenges in relation to the capacity of humanitarian actors to provide humanitarian assistance to affected populations in resettlement sites. With variations across the three resettlement sites, services were not ready to absorb the needs of the resettled populations (latrines, shelter, water points, health centres, camp management, temporary school, etc.). The following are the main protection issues identified during monitoring missions in the field:

- Site selection, planning and camp management:
 - Demarcated and cleaned plots were not available for all the resettled families. Some families were renting hoes in exchange for food in order to clean their plots (risk of survival sex; some men were offering resettled families carriage and pitching of tent for 50 MZN). Other plots were cleaned where roads were passing through;
 - no latrines, sanitation facilities and insufficient access to drinking water, hence increasing the risks of further cholera outbreaks;
 - insufficient consideration was given in the site selection to distance from essential services, livelihood opportunities and local markets;
 - due to the accelerated relocation process, there was no consideration for vulnerable people's distances from key services including latrines and water;



- fire was used to quickly clean portions of land, resulting in indiscriminate loss of vegetation and trees;
 - inappropriate shelter was provided (i.e. tents not designed to host families or damaged and/or dirty, and many families had to sleep on the ground because their used tents did not have a floor);
 - families who were not able to be sheltered before sunset had to sleep either with neighbours or outdoors, creating protection risks;
 - unclear registration lists at both departure and arrival in resettlement sites;
 - government officials were not always on site to allocate parcels, which created conflict among the community;
 - no measures were put in place to ensure women's housing, land and property's rights, resulting in eviction of women by their husbands who claimed being sole owners of the plots and tents.
- The military had to work long hours in order to support the resettlement exercise, although they were unable to adequately absorb the needs.
 - Sexual abuse allegedly perpetrated by the military was identified and reported by an interviewed woman. The incident was escalated to INGC and the military Chief Commander.
 - The distribution of belongings was sometimes made in a disorganized manner, without due regard to distribution principles. Belongings were damaged or lost. A better planning and respect of distribution principles (i.a. distribution of tokens, security ropes, enough time provided for distribution) could have avoided the shortcomings observed.
 - No food or shade was provided during the entire day to persons awaiting shelter and belongings. In some cases, people were moved in the morning and were able to set up their tents only after sunset.

The Beira Protection Cluster recommends that the *RRR Guiding Principles* be respected in that resettlement sites are assessed and basic services are effectively available before any movement can take place. In particular, the following shall always be in place:

- (1) sufficient access to water, sanitation and hygiene;
- (2) cleared plots, sufficient tents or shelter materials for the number of resettled/relocation families;
- (3) reasonable number of persons resettled per day in light of the needs and capacities;
- (4) coordination with humanitarian sector to ensure resettled families' access to basic services in a timely manner;
- (5) dignified conditions during resettlement: planned distributions of belongings and shelter material; provide adequate food and water supply in accordance the duration of the resettlement;
- (6) appropriate consideration of housing, land and property issues to reduce the likelihood of tensions arising between the host community and the resettled population;
- (7) continued access to education should be prioritized.

4. Support to all affected population (both IDP and host communities)

In order to reduce the risk of conflicts between host communities and resettled populations, humanitarian assistance should be provided to displaced populations and host communities without discrimination. In some of the relocation areas, such as Savane, according to interviews held with staff members of the hospital and schools, the absorption capacity of services such as health and



education is limited. However, plans for expanding the capacity of such services are unclear. This could potentially trigger conflict between resettled families and the host community in the medium to longer term.

The Beira Protection Cluster recommends that resettled persons and host communities be given equitable treatment in access to services, and that appropriate measures be taken to expand existing services to support the increased population size. Community-based social cohesion approaches should be utilized to ensure a smooth process of community integration and reduce the likelihood of tensions arising between the host community and the resettled population.

5. Specific considerations for vulnerable groups

Specific consideration should be given to the needs of vulnerable persons in resettlement modalities and allocation of plots. During monitoring missions in the field, the following observations were made:

- Limited and unsatisfactory consideration was given to the needs of vulnerable people, both during the transfer process and particularly upon arrival. In some cases, persons with specific needs (including elderly people, blind people, people using crutches, pregnant/lactating women, and small children) had to walk over a kilometer from the bus to the resettlement site. These people had to wait for hours in the sun before receiving a tent and a plot;
- Some vulnerable persons, including persons with medical health conditions, disabilities and elderly were allocated plots without consideration of the distance from the water points and other basic services;
- No public lighting was available in the resettlement sites. This creates protection concerns, particularly for women.

Appropriate planning, including individual registration and identification of persons with specific needs is necessary, including to ensure medium term dignified living conditions for the most vulnerable.

The Beira Protection Cluster recommends that future resettlement exercises, in line with the *RRR Guiding Principles*, pay particular attention to the particular needs of the vulnerable groups in order to ensure their protection and security. If resettlement movements are planned hastily, this increases the potential for protection risks, including GBV, in areas of resettlement. Clearly demarked paths are also important where there is a lack of lighting in the communities, to contribute to increased privacy and the feeling of safety for women and girls.

Further, in order to contribute to the prevention of SEA or SGBV occurrences, the Beira Protection Cluster recommends that the government of Mozambique ensure the following actions:

- (1) continuous training on PSEA for the Military and National Police;
- (2) women are represented among the Military and Police corps;
- (3) gender parity is ensured in community leader representation;
- (4) the creation of community structures is supported, including through the creation of women's committees.



6. Agreement on and implementation of plan for those IDPs who do not want to resettle/relocate

Overall, the return of persons who did not want to resettle/relocate went smoothly. The concerned families received a return package which included food for 14 days (provided by the government) and a shelter toolkit (provided by the humanitarian sector) that would permit them to ensure a dignified transition from accommodation centres to return areas.

However, the plan regarding the persons who did not want to be resettled was unclear during the resettlement process. Particularly in Sao Pedro accommodation centre, miscommunication on return conditions triggered preoccupations. Some of these families recently arrived in resettlement sites asking for land because they did not understand the resettlement process.

The Beira Protection Cluster recommends that

- (1) clear information be provided to affected populations in a timely manner to prevent tensions and ensure voluntariness and preparedness;
- (2) monitoring of return areas be conducted in order to ensure that affected population be not moved from bad to worse situations;
- (3) Return intention surveys be conducted in July in Mutua and Savane sites.

7. Prior planning for livelihoods and land provision

Livelihoods should be an integral part of the resettlement planning for displaced populations and host communities. This ensures a successful local integration and prevention of return to areas of origin in hazardous locations.

However, based on the findings in Mutua and Savane, it is considered that a number of factors may undermine the long term success of resettlement through local integration, if not appropriately addressed:

- Children were registered in school in Beira. Some remained with extended family in order to continue their education, thus causing family separation.
- Secondary education is unavailable within a reasonable distance from the sites and/or lacks absorption capacity to integrate the newly resettled children.
- Most of the resettled populations used to live in urban areas. Their livelihood opportunities are unclear (some men remained in Beira to work to be able to provide for their families), while some families have expressed their intentions to return to their place of habitual residence as the resettlement site does not respond to their needs (some already returned from resettlement sites).

The Beira Protection Cluster recommends that

- (1) the Government of Mozambique partner with key development actors such as UNDP, UNICEF, FAO and ILO in order to design a strategy that would enable the resettled families to rebuild their lives in the newly created suburbs bearing in mind that skills and experiences of the affected population are hardly transferrable to rural areas (i.e. fishermen, carpenters, etc.);
- (2) in order to restore immediate access to education for host and displaced communities in resettlement sites, including temporary learning spaces with additional absorption capacity, student kits and incentives for qualified teachers be provided, as well as orientations for teachers working in high-stress environments;



(3) resettled communities be supported in accessing land use rights through the use of customary embedded practices, in accordance with the law of Mozambique.

Concluding remarks

This Protection Monitoring Report highlights concerns for the affected population linked both to the modalities of the resettlement exercise to Mutua and Savane and to the lack of appropriate information and consultation with the IDP population. These shortcomings led the majority of humanitarian actors to limit their intervention to the minimum life-saving and monitoring activities, and not to actively take part in the resettlement exercise.

The Beira Protection Cluster considers that insufficient consideration was given to the safety and security of resettled families, as well as to guaranteeing adequate minimum standards throughout the process, in particular with regard to adequate access to food, water, shelter, health and basic education.

The assistance and monitoring activities conducted by the humanitarian community during the resettlement exercise should not be interpreted as an implicit endorsement of the decision to conduct the movements without appropriate consultation with the humanitarian community, as prescribed by the *2009 Kampala Convention* and the *RRR Guiding Principles*.

This Protection Monitoring Report aims at supporting the Government of Mozambique to adopt appropriate policies and measures, building on lessons learned from past experiences that ensure full respect of rights of affected populations.

The Beira Protection Cluster remains committed to supporting and working with the Government of Mozambique alongside the INGC with a view to ensuring that IDPs are assisted and enabled to rebuild their lives.

Beira, Mozambique
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