



## Cabo Delgado Province Report

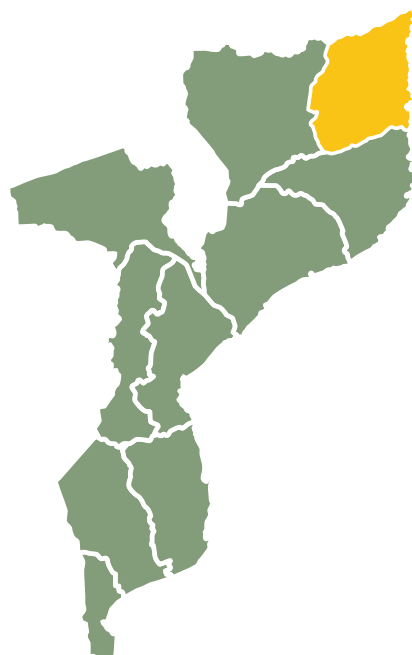
# LEAVING NO ONE BEHIND AT LOCAL LEVEL

WE ARE ONLY SIX  
STEPS AWAY FROM  
LEAVING NO ONE BEHIND  
SO FAR AND YET  
SO CLOSE





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# Acknowledgements

This report presents the results of the analysis and research work on 'Leaving No One Behind' in the provinces of Maputo, Cabo Delgado, Sofala, Manica, Nampula and Niassa in Mozambique, carried out between December 2022 and January 2024. The work was carried out with the collaboration of a large national team and included coordination and collaboration between the national office of the United Nations Development Programme (UNDP) in Mozambique and the Ministry of Finance (MF) and Ministry of Planning and Development (MPD), involving many partners and people. The team was coordinated by Dr António Cipriano Parafino Gonçalves and Dr Manuel Valente Mangué. The team also included Federica Pilia, Msc, (University of Coimbra) and Constantino Pedro Marrengula, Msc, (UEM). On the UNDP side, the team had the support of Dr Cristino Pedraza Lopez, Chief Technical Advisor/Governance and Social Cohesion Unit; Dr Alex Warren-Rodríguez, Senior Economist; Dr Rosa Langa; Dr Ailton Tavares; Dr Julia Andrade and Dr Sandra Arencón Beltrán, gender specialist from the UNDP office in Mozambique. From the Ministry of Finance (MF) and Ministry of Planning and Development (MPD), acknowledgements are due to Dr Cristina Matusse, Deputy National Director of Planning and Budgeting, and her team. In particular, the following people were instrumental in carrying out the work and preparing this report:

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Throughout the country, this study involved just over 1,375 people and other key informants - 148 of them in Cabo Delgado - including authorities at various levels who agreed to be inquired and interviewed. Our acknowledgement goes to them and to the vast team of interviewers across the country. We are also thankful to Mr Edo Stork and Mr Cleophas Torori, UNDP Resident Representative and Deputy Resident Representative in Mozambique, respectively, for their encouragement and important recommendations for the work.

Design and Print: PubliFix

ISBN: 978-989-36352-4-7

Year: 2025

Participation:



Supporters and partners:



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# Abbreviations

<b>ANAMM</b>	National Association of Municipalities of Mozambique
<b>BdPESOE</b>	Annual Review of the Economic and Social Plan and the State Budget
<b>BM</b>	World Bank
<b>CSRE</b>	Council of State Representation Services
<b>DNPO</b>	National Planning and Budget Directorate
<b>ENSSB</b>	National Strategy for Basic Social Security
<b>GRP</b>	Provincial Reference Group
<b>ILO</b>	International Labour Organization
<b>INAS</b>	National Institute of Social Action
<b>INE</b>	National Institute of Statistics
<b>IOF</b>	Family Budget Survey
<b>LNOB</b>	Leave No One Behind
<b>MAEFP</b>	Ministry of State Administration and Public Service
<b>MEF</b>	Ministry of Economy and Finance
<b>MGCAS</b>	Ministry of Gender, Children and Social Action
<b>MINEDH</b>	Ministry of Education and Human Development
<b>MISAU</b>	Ministry of Health
<b>PARP</b>	Poverty Reduction Programme
<b>PARPA</b>	Absolute Poverty Reduction Programme
<b>PASD</b>	Direct Social Support Program
<b>PASD-PE</b>	Direct Social Support Program - Post-Emergency Emergency
<b>PAUS</b>	Program of Assistance to Social Units
<b>PCR</b>	Rotating Community Savings
<b>PES</b>	Economic and Social Plan
<b>PESOE</b>	Economic and Social Plan and State Budget
<b>PLWHIV</b>	People Living with HIV/SIDA
<b>PQG</b>	Five-Year Government Programme
<b>PRCD</b>	Reconstruction and Development of Areas Affected by Terrorist Attacks
<b>PREDIN</b>	Program for Resilience and Integrated Development in the North
<b>PSSB</b>	Basic Social Subsidy Programme

<b>SDGs</b>	Sustainable Development Goals
<b>SDPI</b>	District Planning and Infrastructure Services
<b>SNE</b>	National Education System
<b>SPAS</b>	Provincial Social Affairs Services
<b>UEM</b>	Eduardo Mondlane University
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>US</b>	Health Units
<b>VNR</b>	Voluntary National Assessment



# 1 Introduction

## 1.1 Context of Cabo Delgado Province

Cabo Delgado province has an estimated population of 2,821,612 inhabitants. From these, 677,186 live in urban areas, corresponding to 24%, and 2,144,425 live in rural areas (INE, 2022). By 2022, the most populous districts were Chiúre, with 351,931 inhabitants; Montepuez, with 322,719 inhabitants; Namuno, with 286,094 inhabitants; and Pemba with 243,295. The districts of Ibo, Meluco and Quissanga are the least populous, with around 14,500, 42,800 and 57,500 inhabitants respectively. Cabo Delgado's population density is 32 inhabitants/km<sup>2</sup>, according to the 2020 Statistical Yearbook (INE, 2022).

Population density is higher in the less populated towns, except for the city of Pemba. The district of Pemba has 1,172 hab./km<sup>2</sup>. It is followed by Ibo with 285 inhabitants per square kilometre and Metuge with 88 hab./km<sup>2</sup>. Among the least densely populated are the districts of Meluco (7 inhabitants per square kilometre), Mueda (with 13 hab./km<sup>2</sup>), Montepuez (19 hab./km<sup>2</sup>) and Palma (21 inhabitants per square kilometre), which certainly poses enormous challenges in the provision of public goods, including schools, hospitals and other services (INE, 2020).

The population growth rate is 2 compared to the national rate of 2.5. The infant mortality rate per thousand live births is 74.4, compared to the national average of 67.4; the crude mortality rate is 15 per thousand inhabitants, compared to 12.1 nationally; and the average life expectancy (in years) of the inhabitants of Cabo Delgado is 51.7, compared to 54.5 nationally. The overall fertility rate in the province is 5.4, compared to the national average of 3.4 (INE, 2020).

Despite its enormous natural wealth, Cabo Delgado Province's Gross Domestic Product (GDP), estimated at 29,582 billion Meticaís in 2021, represents just 4.3% of the national GDP. After growth sustained by a greater influx of investment into the mining sector between 2010 and 2014, economic activity in the province slowed from 2016 onwards, when the GDP growth rate fell from an average of 6% in the previous period to 3.7%. The onset of terrorist attacks in 2017, followed by the intensification of severe weather events in subsequent years, reinforced the downward trend in the GDP growth rate, putting the province into recession, with negative growth rates for three consecutive years, 2019 - 2021. The biggest contraction in GDP, of -4.2%, occurred in 2020, with the intensification of terrorist actions and the implementation of measures to contain the spread of the COVID-19 pandemic, which affected tourism, one of the province's main sources of income.

Due to the huge prevalence of informal and self-employed activities, the unemployment rate in Cabo Delgado province is comparatively low compared to the national average, and to the more urbanised and developed provinces such as Maputo, Nampula and Sofala. During the periods of 2014/15 and 2021/22, this rate worsened as the general economic conditions in the province worsened. From 11.5% in 2019/20, the unemployment rate in the province rose to 15.9%, equivalent to 175,499 unemployed people, according to the 2021/22 household survey report, despite around 13,667 citizens who got their first job and 9,953 who managed to get a new job in 2020 (INE, 2020).

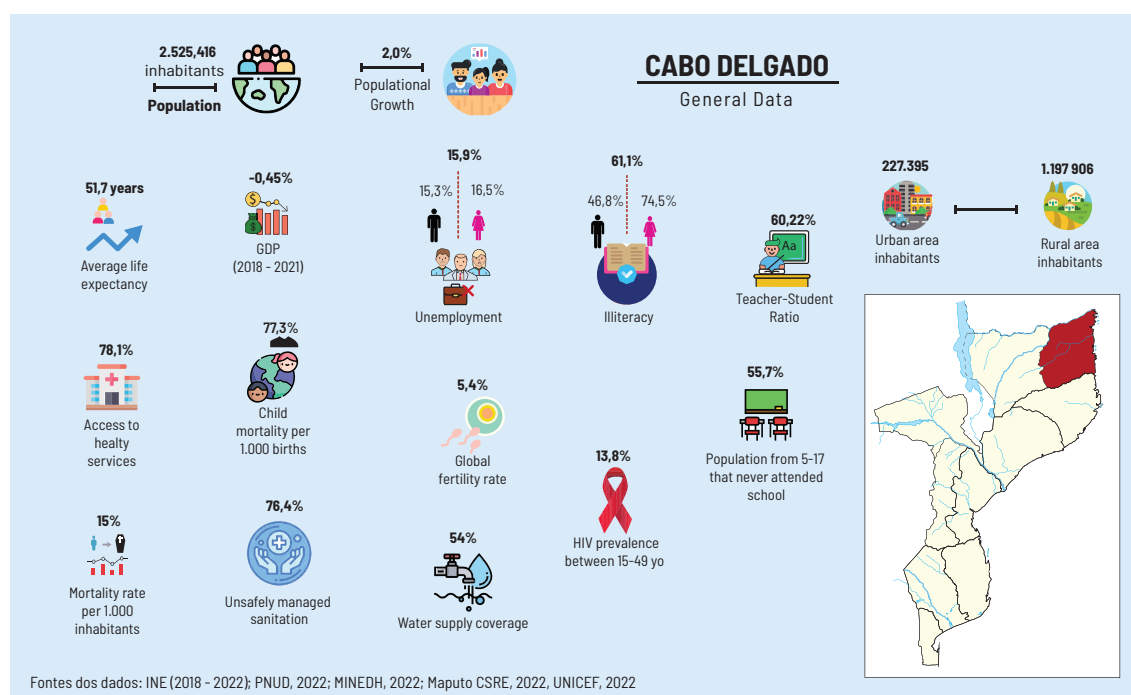
The bulk of household income in Cabo Delgado comes from agriculture, forestry and self-employment, where most of the population is found. The monthly per capita income of households in self-employment was estimated at 1,256.00Mt in 2019/2020, the second lowest nationally. This corresponds to a daily income of around USD 0.66, well below the international poverty line. In turn, the average monthly expenditure per capita in Cabo Delgado province for 2019 prices fell

from 1,175.00Mt to 1,150.00Mt between 2019/20 and 2022, reflecting the combined effect of rising unemployment and the vulnerability of families to terrorism and severe weather events.

Regarding education, the illiteracy rate of 61.1% is well above the national average and is the highest in the country (IOF, 2022). The number of pupils and teachers in general education is 517,703 and 8,597 respectively, and the pupil teacher ratio is 60.2. The net enrolment rate is 75.4% in primary education, 73% for females. The province has the following school network: 794 primary schools, 526 secondary schools, 30 secondary schools and 26 secondary schools. It should be noted that 55.7% of the population aged 5 to 17 has never attended school.

In terms of health, there are 131 Health Units (HU) - of which one (1) Central and Provincial Hospital, four (4) Rural and General Hospitals, 122 Health Centres and four (4) Health Posts - with around 19,278 inhabitants per health unit (INE, 2020). Also in Cabo Delgado province, the proportion of the population with water supply services is one of the lowest in the country, with 9.8% of households living 30 minutes away from a water source.

The vulnerability of the population in this province is apparent considering that the mortality rate per 1000 births is 74.4%, which means that for every 100 births, approximately seventy (70) babies lose their lives (INE, 2022). The percentage of chronic malnutrition is 45%, and acute malnutrition is 2.7% (UNICEF, 2022, p. 12).



**Infographic 1.** Overview of the general context of Cabo Delgado Province

## 1.2 Specific context of the target districts in Cabo Delgado

This study was carried out in the districts of Chiúre, Mecúfi and Pemba. Part of the interviews were also carried out in Metuge.

Specifically, the Chiúre district is located 137km from the city of Pemba, in the southern part of Cabo Delgado province. This district has an area of 5,439 km<sup>2</sup>. According to the Chiúre District Government (2023), the district has an estimated population of around 351,931 inhabitants, most of whom are Emakua speakers. Islam and Christianity are the dominant religions (MOZAMBIQUE. MAE, 2014). The drinking water supply coverage rate is 49.2%, serving 173,100 residents in the district: of the 33 water supply systems, 21 are communal and 12 are in the health units. Agriculture is the main economic activity, practised by the family sector. Also, according to the Chiúre District Government, the main occupations include commerce, forestry and mining.

In the case of Mecúfi, the district has an area of 1,192 km and a population of around 71,776 inhabitants, according to INE (2023d). This district has 19 primary schools, with around 10,600 pupils and 228 teachers; and one secondary school, with around 900 pupils and 43 teachers. It also has three health centres. From an economic point of view, the primary sector predominates, especially agriculture, but also forestry and fishing, which occupy 89 per cent of the working population. The district is known for its fertile land, suitable for growing a variety of crops. Tourism, based on the district's extensive beaches, is also a central activity.

Finally, the district and city of Pemba has a population of approximately 243,295 inhabitants. The water supply rate in this city is around 54 per cent (DW, 2021; UNICEF, 2022). From the point of view of occupation, Pemba has a significant fishing industry due to its coastal location. In addition to the service sector, Pemba also stands out for its commerce, where, as a regional urban centre, it represents an important commercial hub in the northern region of the country.

## 1.3 Methodology

The methodology is based on the principles and guidelines set out in the documents published by the UN, 'What Does It Mean to Leave No One Behind?' (UNDP, 2018), 'Operationalising Leaving No One Behind: Good Practice Note for UN Country Teams' (UNSDG, 2022) and the internal document 'Leaving No One Behind at Local Level: Methodological Guide' (UNDP, 2022a). This study involved the following steps.

### 1.3.1 Creation of a National and Institutional Team

This study was carried out with the support of the National Reference Groups (GRN) and the Provincial Reference Groups (GRP) - coordinated by the national and provincial directorates of Economy and Finance and in which the various sectors are represented, including the government, academia and the business sector. In other words, for the decentralization process and the integration of the SDGs into national planning, these Reference Groups were set up at both national and provincial level, which are also responsible for reconciling, in part, the national indicators and the global indicators relating to the SDGs.

### 1.3.2 Sensitivity Analysis

The Sensitivity Analysis had the contribution of United Nations (UN) and international agencies in Mozambique, namely UNFPA, UNICEF, UNHCR, the World Bank (WB), and nationally the National Institute of Statistics. Interaction with the UN agencies and the WB aimed to: a) understand their different understandings of the concept of vulnerability; b) understand how, in the scope of action of the international agencies and in carrying out their mission, they have supported the materialisation of national policies aimed at reducing the various vulnerabilities, thus ensuring that No One is Left Behind in relation to the SDGs. The meetings with the National Statistics Institute (INE), as an institution that collects and systematises the country's official data, were also aimed at two objectives related to the study: a) socialising the ongoing study; and b) understanding how the country has been working with the SDG Indicator Framework and how these indicators have been adapted to the national context. It is worth mentioning that this Framework was adapted to capture development data and indicators at the level of the districts studied.

### 1.3.3 Presentation of the Methodology to the Province

In the six provinces of the study, meetings were held with the provincial directorates of Economy and Finance and the GRPs, a process articulated with the UNDP focal points in each of these provinces. The meetings were aimed at socialising the study and the methodology that would be adopted. Beforehand, however, each province was asked to: a) nominate two districts - in addition to the provincial capital - which in their view would serve as a stage for the study in question, considering the object of study; and b) send official documents, a source of data for the study. The selection of districts also considered intra-provincial poverty rates, accessibility, security and, as far as possible, issues related to the country's Livelihood Zones.

In the case of Cabo Delgado, the districts of Chiúre and Mecúfi were selected, as well as the provincial capital. However, interviews were also carried out in Metuge - which since 2017 has received one of the largest contingents of internally displaced people in Cabo Delgado (having registered around 34,000 in a short period of time and had, until then and will have until January 2024, around 76,641 internally displaced people, according to IOM, 2024). These districts represent the south-western part of Cabo Delgado province, a region whose vulnerability characteristics are referenced in studies such as those by the Rural Environment Observatory and the COVID-19 Impact Study in Mozambique (UNDP/MOÇAMBIQUE. MEF, 2022). Pemba and the Chiúre district were also the centre of the latter study. As such, within the sample for Cabo Delgado we sought to survey the same people from these places, as a way of making a comparative assessment between the past and current situation. Thus making inferences about their living conditions in recent years and, if possible, to find out: have they fallen behind? Have they fallen further behind or have there been improvements in relation to the situation of vulnerability identified in the context of COVID-19?

The survey in Cabo Delgado took place between 20 May and 08 June 2023.



### 1.3.4 Analysis of Provincial Documents and Statistics

As a strategy for gathering information, documental analysis was first used to systematise and understand data from the national, provincial and district contexts. For the documental analysis, the main sources of data were the various reports from the National Statistics Institute - (INE, 2016; 2018; 2020; 2020a; 2020b; 2020c; 2020d; 2021; 2022) -; official documents - from the Ministry of Economy and Finance (MOZAMBIQUE. MEF, 2016; 2020), including the balance sheets of the Economic and Social Plan and State Budget (BdPESOE) (2021; 2022) and the Provincial Strategic Development Plans or the Territorial Strategy; of the Ministry of Gender, Children and Social Action (MOZAMBIQUE. MGCAS, 2016; 2021); the Ministry of Education and Human Development (MOZAMBIQUE. MINEDH, 2022); the Ministry of Health (MOZAMBIQUE. MISAU, 2020) -; as well as various publications by the UNDP (2021; 2022; 2022a); VNR (2020), UNICEF (2021) and the report by the National Association of Municipalities of Mozambique (ANAMM, 2022). Also included in the documentary analysis is a set of references from each of the provinces and associated with each of the topics being analysed - such as food security, multidimensional poverty, vulnerability and informality in Mozambique.

### 1.3.5 Consultation with Stakeholders on the LNOB

In addition to identifying vulnerable groups with the authorities at various levels and from different actors (national and international agents, NGOs, associations, among others) and their ongoing social intervention programmes - a survey was carried out by applying a non-probabilistic, accidental or random assessment, with a 3% margin of error and a 95% confidence level on the population of the six provinces studied; in this case, on a universe of around 16,064,123 inhabitants, which corresponds to a sample of 1,068 individuals.

A proportional sample of the 1,068 individuals was then determined for each province. In all, however, 1,375 individuals were surveyed, 148 of them in Cabo Delgado.

#### 1.3.5.1 Participation

Based on the list of organizations operating in Cabo Delgado and the programs underway, participants were selected for the interviews, considering their mission, thematic area and place of operation.

At the same time, from the 148 respondents in this province - and based on the pre-defined groups of vulnerabilities included in the Methodological Guide (2022a) - participants were also selected for the focus group discussions and key informant interviews. In other words, specific groups were extracted from the survey, considering the different situations of vulnerability that fall into the different analysis groups, including other specific groups, such as sex workers, people with albinism and LGBTQI+ groups, which were not captured by the general survey.

Therefore, semi-structured interviews - with open-ended questions that encouraged dialogue and discussion, as well as the exchange of ideas and opinions between participants - were carried out, considering the different categories, including socio-economic, discrimination, geography and shocks. The focus group discussions and individual interviews also sought to gauge the level of intervention and support from the different actors with a view to mitigating or implementing a recovery plan in the face of the population's state of vulnerability. In these terms, therefore,

it was necessary to understand ‘how the five factors create vulnerabilities in local contexts [...] essential to create the appropriate local solutions to cover the needs of vulnerable groups and to determine how to prioritize those furthest away’ (METHODOLOGICAL GUIDE, 2022a, p. 3); aware that vulnerability in Mozambique has local characteristics, as Vincenzo Salvucci and Finn Tarp (2021) also argue.



**Figure 1** - Focus group interviews, Cabo Delgado

In Cabo Delgado, four focus group discussions were held, in which a total of 28 people took part, and 16 individual interviews were held with key informants, not including members of the GRP. The interviews therefore included government authorities, local authorities, government partners, associations and others.

### 1.3.6 Analysis of Local Policy Gaps and Best Practices

This analysis presumes a comparison between the policies adopted and their implementation. It involves analysing the assumptions of the legal framework, policies and strategies defined by the state versus the actions implemented by governments, but also by key players as measures to contain or mitigate the situation of vulnerability.

In this regard, it is worth mentioning that various organisations, including the United Nations, have supported countries through a conceptual framework of reference that complement each other, namely: examining, empowering and enacting.

### 1.3.7 Vulnerability criteria: definition and characterization of vulnerable groups

Based on the Methodological Guide (UNDP, 2022a), around 22 vulnerable groups were identified in the country, including women, children, people with disabilities, internally displaced people, the LGBTQI+ community, among others. The localisation of these groups in each province, despite the indication made by the Guide, was also based on the pre-assessment, through the surveys applied, and for Cabo Delgado the group of internally displaced people, women, children and elderly people were identified, in addition to, in general, families subject to multiple deprivations; all groups that fall within the concepts of vulnerability. Apart from these, other groups were analysed in each of the six study provinces, considering the pre-assessment aforementioned, and considering the possibility of comparing them with each other and between different regions.

According to Waterhouse (2010) "vulnerability is both a cause and a symptom of poverty, but they must be distinguished. Poverty describes a situation of deprivation. Vulnerability looks to the future and what is likely to happen: It describes people's ability - or lack of it - to withstand external shocks and risks while maintaining their livelihoods and well-being" (p. 100). According to the author, 'vulnerability analysis [...] highlights the complex and dynamic nature of the factors and processes that increase poverty and that, once combined, can make people chronically poor' (WATERHOUSE, 2010, p. 100).

For its part, the Chronic Poverty Research Centre recognises chronic poverty in those who face significant deprivation for years and/or when this deprivation is passed on from generation to generation (CPRC, 2008).

Although there are various approaches used to define vulnerability, in this case we also used the principle of overlapping deprivations experienced by the study participants and their households, in which issues related to occupation, education (in particular), housing conditions and food security were combined, thus relating to SDGs 1, 2, 4, 6 and 8. Although other dimensions are also relevant, the overlapping of three, four or more deprivations in the dimensions mentioned here is decisive, leaving families on the verge of falling behind or falling further behind, respectively. Other factors, such as discrimination, stigma, etc., not captured by this socio-economic overlap, have been dealt with specifically with a view to achieving the SDGs.

### 1.3.8 Analysing the Root Causes of Barriers and Deprivations

In this case, we sought to determine, from the analysis of the different factors, the main causes underlying the vulnerability of the different groups, from root causes, underlying causes, immediate causes and their manifestations for each of the groups analysed in each province.

### 1.3.9 Characterisation of Vulnerable Groups

The descriptive method was used to characterize the vulnerable groups. The survey data was tabulated, followed by an explanatory description whose interpretation is based on in-depth, standardized interviews, as a way of bringing out the underlying meanings of the situation of vulnerability in each of the study sites.

At some point, it was necessary to determine the level of satisfaction with certain services provided or access to inputs by the population (such as the quantity and quality of water; health, food). In this case, the method used by Yeh and Lee (1975) apud Sarwar, Chowdhury and Muhibbullah (2006) was adopted, for which the indices range from -1 to +1, with the closer to +1, the more satisfied the individuals are and is calculated based on equation 1 below:

$$I_s = (f_s - f_i) / N \quad \text{equation 1}$$

Where:

$I_s$  = satisfaction index.

$f_s$  = number of satisfied interviewees.

$f_i$  = number of dissatisfied interviewees.

$N$  = total number of interviewees.

The techniques of Discourse Analysis and Collective Subject Analysis (CSD) were also used to respectively represent a given group through the sum of their discourses and, from this, to understand part of these discourses, desires and thoughts and bring to light what may lie behind the manifested contents, going beyond the appearances of what is being communicated.

Once the vulnerable groups had been identified and characterized, as well as analyzed the factors that contribute to them being left behind in relation to the SDGs, this data was shared with the provincial and district authorities and with the relevant entities as central players, so that, depending on their mission and the vulnerabilities identified for each group, it would be possible to find out about the policies, strategies, programs, plans, actions underway and the main players with a view to reducing vulnerabilities and thus ensuring that no one is left behind.

### 1.3.10 Constraints

The main constraint has to do with access to information, in all instances and types of organizations, which ends up compromising the study and deadlines. Associated with this issue is the fact that when this data exists, it follows multiple production patterns, which also makes it difficult to consume. No less important in this regard is the question of the reliability of some of this data. In Cabo Delgado, attempts to interact with the executive at various levels were unsuccessful, but there was a great deal of openness on the part of non-governmental organizations - although, here too, it was not possible to obtain many of the reports that were successively agreed to be sent.

## 2 Who is being Left Behind in Cabo Delgado

To understand why people are being left behind, it is important to consider the five factors that tend to lead to vulnerability: Discrimination; Geography; Governance; Socio-economic Status; and Vulnerability to Shocks. It is possible to experience more than one of these factors at the same time, for example being affected by both discrimination and weak governance mechanisms. The five factors and their conceptual frameworks are summarized in Figure 2 below:



**Diagram 1:** The five factors of LNOB

**1.** Discrimination: what prejudice, exclusion or mistreatment do people face based on one or more aspects of their identity, including gender, ethnicity, age, class, disability, sexual orientation, religion, nationality, etc.?

**2.** Vulnerability to shocks: Who is most exposed and/or vulnerable to setbacks due to the impacts of climate change, natural disasters, violence, conflicts, displacement, health emergencies, economic crises, prices or other shocks?

**3.** Governance: Where do people face disadvantages due to the inefficiency, injustice or simply lack of resources and capacities of national and/or sub-national institutions? Who is affected by unfair or inadequate laws, policies, processes or budgets? Who is least able to gain influence or participate meaningfully in decisions that affect them?

**5.** Geography: Who suffers from isolation, vulnerability, missing or insufficient public services, transport, internet or other infrastructure gaps due to their place of residence?

**4.** Socio-economic status: who faces deprivation or disadvantages in terms of income, life expectancy and educational attainment? Who is less likely to stay healthy or be educated? To compete in the labour market, acquire wealth or benefit from quality healthcare, drinking water, sanitation, energy, social protection and financial services?

**Source:** Leaving No One Behind. A UNSDG Operational Guide for UN Country Teams (UNSDG, 2022).



The types of vulnerabilities are likely to differ from territory to territory, and some vulnerabilities may be unique to certain territories. Understanding how the five factors create vulnerabilities in local contexts is paramount to creating the appropriate local solutions to cover the needs of vulnerable groups and to determine how to prioritise those furthest away.

In Cabo Delgado - as revealed from the analysis of the literature, from the collection of primary data, with interviews, focus group discussions and a survey - five macro vulnerable groups were identified, namely:

- Internally displaced people, in particular women, children and the elderly
- Families with multiple or combined deprivations
- Women (at different ages, in rural areas)
- Elderly people
- Children (orphans and heads of household, destitute or in a situation of family poverty and in rural areas or in a situation of displacement)

There are different sub-groups within these macro-groups, differing mainly in the factors of marginalisation and the condition in which they find themselves, dictated, therefore, by the situation of exclusion and loneliness in the area where they live, their age, social status, level of poverty and multiple deprivations, the factor of belonging to families with members with multiple deprivations, informal working conditions, the condition of their own health, exposure to shock factors, etc.

The Groups and their respective vulnerability factors are summarised in Table 1 below.

**Table 1** - Vulnerable groups in Cabo Delgado and their vulnerability factors

Groups	Marginalisation factors				
	Discrimination	Geographical	Governance	socio-economic Status	Vulnerability to shocks
Internally displaced persons	•	•	•	•	•
Families suffering from multiple or combined deprivations		•	•	•	•
Women	•	•	•	•	•
Children	•	•	•	•	•
Elderly people		•	•	•	•

The following is an analysis of the results of the groups identified on who is being left behind, the causes of this situation and its manifestations.

## 2.1 Analysis of the five exclusion factors related to the groups being left behind in Cabo Delgado Province

### 2.1.1 Governance

Governance is one of the factors affecting people belonging to various groups and sub-groups in Cabo Delgado province, such as internally displaced people, poor people, women, the elderly and children, creating vulnerabilities, despite reforms in the Public Administration itself and the country's efforts to create programmes and legal instruments aimed at social protection and guaranteeing human rights for these groups.

#### 2.1.1.1 Public Administration Reform: Decentralization

The Reform of Public Administration - which began in the mid-1990s with a view to greater inclusion and participation of citizens at local level in decision-making in relation to various aspects of their lives - encompasses all instances of state governance. Some of the milestones are: (a) the promulgation of Law 3/94, of 13 September, which approved the institutional framework for municipal districts; (b) Law 2/97, of 18 February, which establishes the legal framework for the implementation of Local Authorities in Mozambique; (c) Law 8/2003, of 19 May, which establishes principles and rules for the organisation, competence and functioning of the state's local bodies and is regulated by Decree 11/2005, of 10 June.

At the same time as local state bodies are respecting the autonomy, powers and competences of local authorities in their actions, there is also a process of devolution of non-municipal and eminently rural districts, with its genesis in the implementation of the Decentralized Planning and Finance Programme (PPFD). This programme aimed to 'strengthen the Local State Organs (OLE) and the Communities, through the introduction of new planning and governance methodologies, based on the participation of communities in the local governance process' (FARIA, 2011); and, according to Decree no. 11/2005, of 10 June, it is up to the OLE to ensure that local citizens, in various forms, participate 'in the defence of their interests, in the formation of decisions that concern them'; and one of the forms of participation is through local councils, via District Development Plans (PDD). PDDs 'are drawn up with the participation of the resident population through local consultative councils and aim to mobilise additional human, material and financial resources to solve the district's problems' (MOZAMBIQUE. Decree no 11/2005 of 10 June).

The process of state reform took a new stage in 2018, with the occasional revision of the Constitution, as part of the political agreement for the peace and national reconciliation process negotiated between the President of the Republic Filipe Jacinto Nyusi and the then leader of RENAMO, Afonso Dhlakama, materialised through Law no. 1/2018, of 12 June (OAM, 2022, p. 3). The revision of the Republic's constitution opened a new stage in decentralized governance by allowing the direct election of municipal bodies in 2018 and provincial governors in 2019. In 2024, provision was made for the direct election of District Administrators (Law no. 6/2018, of 3 August and Law no. 7/2018, of 3 August). In 2019, Law No. 7/2019, of 31 May - repealing Law No. 8/2003, of 19 May - established the legal framework for the organisation and functioning of the state's representative bodies in the province, also beginning the implementation of the new model of

Decentralized Provincial Governance, with the figures of the Elected Governor, on the one hand, and the Secretary of State in the Province, on the other, to guarantee the unitary character of the state.

The capacity building of the Consultative Councils for greater community participation in the District of Namaacha, for example, had the technical support of ActionAid, in a project that lasted five years, from 2018 - 2023 (ACTIONAID, 2024).

Joining the Mozambican government's efforts in this process of decentralization and inclusive governance, on the one hand, and in view of the common commitment around Agenda 2025, on the other, the Decentralization for Inclusive Development Programme was designed and implemented in six (6) provinces from 2021, under the leadership of the UNDP in coordination with the ministries of Economy and Finance (MEF) and State Administration and Civil Service (MAEFP), with the technical and financial support of some partners, including Swiss Cooperation and the Andalusian Agency for International Development Cooperation (AACID). In these terms, the programme aims to reduce inequalities and improve the living conditions of women and men in the selected provinces, districts and municipalities, through better service provision and improved financial governance and the active participation of organised citizens in local decision-making processes.

With this programme it is also hoped that Mozambique will be able to achieve the main targets of the Sustainable Development Goals (SDGs), to materialise the vision of leaving no one behind, tackling the regional inequalities and disparities that characterise the country. In this way, the country's public social policies, understood as the state in action to guarantee the enjoyment of full rights as citizens, must integrate and promote Sustainable Development, as a common international agenda until the year 2030. To operationalise and monitor the programme, and thus contribute to the localisation of the SDGs, Reference Groups were set up at district, provincial and central level.

The province of Cabo Delgado is no exception and is not on the sidelines of these national processes in the field of governance, both political and social and reform. In fact, to materialise the central and national plans and programmes, Cabo Delgado province has drawn up the Strategic Plan for the Development of Cabo Delgado Province (PEDCD) - which as of 2018 has a 10-year time horizon (PEDCD, 2018 - 2027). However, to align with the process of decentralization and inclusive governance and the inclusion of post-COVID-19 lines of action, with the technical support of the UNDP, this province is also in the process of reviewing that document, with a view to drawing up its Territorial Strategy. This instrument sets out the strategic actions in the various areas for the development of the province, to be implemented both by the directorates under the supervision of the provincial governor and by the services under the supervision of the Secretary of State in the province. It is therefore up to each of these sectors at provincial level to ensure that the strategic goals and objectives of their Territorial Strategy are met. This, in turn, seeks to be in line with Agenda 2030, the African Charter on Democracy, Elections and Governance, national plans and programmes, including the Five-Year Government Programme (PQG). In addition to the Province's Territorial Strategy, each of the districts endeavours to draw up its own Territorial Strategy.

In the case of Cabo Delgado, Niassa and Nampula, in addition to the aforementioned plans, we have the Northern Resilience and Integrated Development Programme (PREDIN), coordinated by the Northern Integrated Development Agency (ADIN); and, more specifically for Cabo Delgado, the Reconstruction and Development Plan for Areas Affected by Terrorist Attacks (PRCD), through which the Mozambican government is in dialogue with humanitarian partners to implement emergency plans and support for the National Institute for Disaster Management (INGD) and internally displaced people.



PREDIN aims to promote recovery and reinstate basic economic and social development conditions. PREDIN's approach is based on three pillars: (1) Restoring and consolidating peace and security; (2) Good governance and increasing civic space; and (3) Recovery, reconstruction and socio-economic development and resilience. PREDIN's actions are budgeted at around USD 2,000,000,000 (two billion dollars) for a period of five years, starting in 2022. Through PREDIN, a series of actions are planned in the fields of governance, which, in the light of decentralization, provides for the creation of mechanisms and spaces for citizen participation representative of the communities and the rehabilitation of the affected infrastructures in the district and municipal public administration. In the socio-economic sphere, actions are planned in the areas of housing, water, sanitation, energy, education, health and food, the outlines of which will be detailed later.

For its part, the PRCD presents a set of strategic actions aimed at helping to rebuild the affected areas and guarantee a return to normality in the short term (1 year) and medium term (3 years) in the districts of Mocímboa da Praia, Palma, Muidumbe, Nangade, Macomia, Quissanga, Meluco, Ibo and Mueda.

As far as humanitarian assistance is concerned, actions such as resettling displaced families in their areas of origin and guaranteeing livelihoods, land-use planning for agriculture and housing construction are planned. Psychosocial support will also be offered to vulnerable groups, especially children, and social protection for new families in situations of poverty and vulnerability.

In the Infrastructure Recovery Pillar, the reconstruction of the economic and social sectors is planned. In the economic sector, the reconstruction of roads, the re-establishment of power lines, transport and communications are planned, in addition to the recovery of productive infrastructures. In the social sector, the aim is to revitalise education, health, social protection, public administration, water and sanitation.

The PRCD is coordinated by the Council of Ministers, which is guided by the Policy and Strategy for the Management of Internally Displaced Persons. At provincial level, coordination falls under the PRCD Implementation Coordination Forum, headed by the Secretary of State and made up of various provincial and district representatives, as well as non-governmental organisations, the United Nations, civil society, foreign and national NGOs and development partners.

### 2.1.1.2 Legal Instruments, Governance and Protection of Vulnerable People

The country has policies, programmes and instruments aimed at social protection, guaranteeing human rights and reducing poverty among vulnerable groups. From the point of view of the government and the state, as an independent country, the programmes implemented began with the Indicative Prospective Plan (PPI, 1981-1990), through the Economic Rehabilitation Programme (PRE, 1987) and the Economic and Social Rehabilitation Programme (PRES, 1990 - from 1987), to the Absolute Poverty Reduction Programmes (PARPA I, II and III). These programmes were intrinsically linked to the Annual and Social Plans, which in turn were linked to the government's Five-Year Programmes, which are still in force - including the government's Five-Year Programme (2020 - 2024). The PQG (2020 - 2024) 'centres its government action on improving the well-being and quality of life of Mozambican families, reducing social inequalities and poverty, creating an environment of peace, harmony and tranquillity, with a strong stimulus for job creation' (p. 4).

In addition to the development strategies or territorial plans for each province, the Economic, Social and Budget Plan of the Provincial Decentralized Governance Bodies has been drawn up

annually in each province, as the basis for operationalising the Five-Year Plan of the Provincial Executive Council and the State Representation Services in the province, which, in turn, is intended to mirror the Government's Five-Year Programme.

The normative and management instruments dealing with the groups identified in Cabo Delgado province are analysed below, focusing on internally displaced people, women, children and the elderly.

### 2.1.1.2.1 Internally Displaced Persons

The protection of internally displaced persons is supported by international conventions, starting with the 1948 Declaration of Human Rights, the four Geneva Conventions of 1949 and the Additional Protocols of 1977, the 1951 United Nations Convention relating to the Status of Refugees, the 1967 Protocol relating to the Status of Refugees, among others. The African Charter on Human and Peoples' Rights of 1981, the Addis Ababa Document on Refugees and the Forced Displacement of Populations in Africa of 1994 and the African Union Convention on the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) of 2009 also stand out.

Internally, as a unitary country, the protection and guarantee of the rights of internally displaced persons finds legal support in Resolution No 21/2017 of 28 December, which ratifies the Kampala Convention, as well as Law No 10/2020 of 24 August on Disaster Risk Management and Reduction; Law No 17/97 of 1 October on the National Defense and Security Policy; Law No 19/2007 of 18 July (Spatial Planning Law); Decree 76/2020, which approves the Regulations of the Disaster Risk Reduction and Management Law; Decree 31/2012, of 8 August, which approves the Regulations on the resettlement process resulting from economic activities; Resolution 46/2019, of 2 November, which approves the Social Action Policy and its Implementation Strategy; and Resolution 29/2016, of 31 October, which approves the Employment Policy. Also noteworthy is the Policy and Strategy for the Management of Internally Displaced Persons (PEGDI), approved by Resolution 42/2021 of 8 September; a policy that is also aligned with the Universal Declaration of Human Rights of 1948, the Sendai Framework for Disaster Risk Reduction 2015 - 2030 and the SDGs.

### 2.1.1.2.2 Women

In order to protect and guarantee the full enjoyment of women's human rights, in addition to the principle of formal equality set out in articles 35, 36 and 40 of the Constitution of the Republic of Mozambique, the following legal and political norms can be mentioned: Law no 60/2017, of 20 September, approving the clinical norms on Safe Abortion, Post-Abortion Care, based on article 168 of the new penal code of 31 December 2014; Law no 19/2019, of 22 October, concerning the prevention and fight against early marriages; Law No. 22/2019 of 11 December, the Family Law, which defines the minimum age of 18 as marriageable age; and Law No. 23/2019 of 23 December, the Succession Law, under which the wife is guaranteed the division of assets in the event of separation and is the main beneficiary in the event of her husband's death. In the field of health, the Health Sector Gender Inclusion Strategy 2018 - 2023 was approved, and in education, Order No. 435/GM/MINEDH/2018 revoked Order No. 39/GM/2003 of 5 December. Also in education, the Gender Strategy in the Education Sector (2016 - 2020) was drawn up and implemented, through which, in the fight for a more inclusive society, the influence of cultural, social and economic barriers is recognized, thus justifying the need for coherent, in-depth and articulated intervention on issues of gender equity and equality in this sector. In the field of domestic violence, the country

has Law 29/2009, of 29 September; the National Plan for Preventing and Combating Gender-Based Violence (2018 - 2021); as well as the creation of Provincial Offices for Women and Children Victims of Domestic Violence.

### 2.1.1.2.3 Vulnerable Children

Children have their rights formally and comprehensively guaranteed in the country. These rights are provided for in Article 47 of the Constitution of the Republic of 1994. The country ratified the Convention on the Rights of the Child and, in 2008, regulated this right through Law no. 7/2008, of 9 July, particularly in articles 4, 5 and 7. In this context, with a view to adapting national legislation to the SDGs, a new Social Action policy was approved by Resolution no. 46/2017 of 2 November, which repealed Resolution no. 12/98 of 9 April. INAS is responsible for implementing the country's Social Action Policy. This, under the guidance of the National Basic Social Security Strategy (ENSSB) 2016 - 2024, has five (5) programmes under its remit, with particular emphasis on: (a) the Basic Social Subsidy Programme (PSSB) ; (b) the Assistance Programme in Social Units (PAUS) ; and (c) the Direct Social Support Programme (PASD), whose beneficiaries, among other groups, are children, as stipulated in Decree no. 47/2018, of 06 August and in the 2nd Statistical Bulletin on Social Protection (MOZAMBIQUE. SPS, 2020). Through the PSSB, INAS is responsible for '[...] regular monthly cash transfers, for an indefinite period of time, to the head of the family, with the aim of strengthening the level of consumption, autonomy and resilience of population groups living in situations of poverty and vulnerability, as well as improving the nutrition of children' (INAS, 2023, p.10). The target group for this programme is 'orphaned children living in families in situations of poverty and vulnerability and orphaned children heading a household aged between 14 and 18 with the capacity to manage transfers independently' (INAS, 2023, p.10). In addition to the state budget, the programme is funded by cooperation partners such as UNICEF, the ILO and the World Food Programme.

### 2.1.1.2.4 Elderly people

In Mozambique, the right to social security is guaranteed to all citizens by the Constitution of the Republic, under the terms of Article 95(1) and (2). Regarding the elderly, the country has a Policy for the Elderly and a Strategy for its Implementation, approved by Resolution 84/2002, of 12 November, which defines the elderly as 'individuals over 55 years of age, if they are female, and over 60 years of age, if they are male' (Chap. 1, 1.2). However, under the terms of Law no. 3/2014, of 5 February, an elderly person is 'any individual aged 60 or over' (art. 1).

The policy in question is guided by the principles of direct responsibility, independence, care, personal satisfaction, dignity, coordination, complementarity, non-institutionalization, solidarity, community participation, integration, equal opportunities, consultation and participation, and individualization. In turn, from the point of view of its implementation strategy, the following areas of intervention stand out: health and nutrition, protection of the elderly, education and training, social action, economic security, housing, transport and culture and sport. Law no. 3/2014, of 5 February, also incorporates the following as principles: priority in care, priority in the formulation and implementation of social policies and privileged orientation in the allocation of specific public resources. These are principles and actions that must be guaranteed to the elderly, under the terms of the law, by families, the community and the state.

In Cabo Delgado, the Provincial Delegation of INAS and its district sub-delegations are responsible for implementing these programs, however, not only regarding social assistance, through its various governance instruments, but the Provincial Government of Cabo Delgado also recognizes that this region has been affected by political instability and armed conflict, which undermines its ability to provide basic services such as health, education and infrastructure. The difficulty of local government management, also due to the conflicts, in fact hinders the equitable distribution of resources and the provision of services to the neediest families, which contributes to their marginalization. In these terms, the PEDCD (2018 - 2027) recognizes that, from a social point of view, the province of Cabo Delgado faces social constraints related to "high illiteracy rates in productive units, particularly among rural women; poor coverage of the school network; insufficient teachers and boarding schools for students; insufficient coverage of the health network and hospital equipment, especially for medical and surgical examinations; prevalence of limiting endemics and pandemics (malaria, cholera, meningitis, HIV/AIDS and tuberculosis)" (PEDCD, 2018, p. 10), facts that contribute to increasing the vulnerability of people already living in extreme poverty in this province.

### 2.1.1.3 Governance and Vulnerability in Cabo Delgado

From the point of view of governance, despite the efforts to create legal instruments and implement various programmes, there are still limits that affect the most vulnerable people in a condition of extreme economic poverty and multidimensional poverty in Cabo Delgado. These limits include:

- The difficult planning system - where at the level of the provinces, the double subordination that results from laws no. 4/2019, of 31 May and no. 7/2019, of 31 May raises a series of constraints. In the six provinces analyzed for this study, there is unanimity among technical staff and some management staff about the problems that directly affect the execution of their activities.

From the testimonies, in the field and daily, it is not really clear what role the Governor and the Secretary of State play in the provinces, not least because, from a legal point of view, the Secretary of State has defined competences in the province that do not necessarily embody the functions of sovereignty or the exclusive exercise of the central government. The level of intervention of the two administrations, including the provincial directorates, is unclear. In these terms, there are statements about the duplication of management instruments, a lack of complementarity and continuity, which hampers the implementation of administrative acts, as summarised in the following statement: 'our hope is that perhaps ENDE - the National Development Strategy - will improve some of this situation' (TECHNICIAN I).

At the same time, it is not clear how each of the bodies will co-operate and how each administration will contribute to the different projects, which can lead to a certain inefficiency in the work and anguish among officials, as some of the testimonies from the different provinces suggest.

From this perspective, in addition to the lack of efficiency in implementing policies and programmes, citizens also experience an ambiguous situation when looking for information and services in these government sectors; this is because information on the same sector, education for example, must be sought from both administrations.

There have been experiments with alternative management models as a way of minimising the effects of this dual subordination, such as the creation of Coordination Councils.

Otherwise, however, routine actions continue to be described as sporadic, truncated and programmatic regarding a given cycle of needs.

- A fragile economic environment incapable of economically empowering families - Despite the social protection law recognising the primary role of families in social protection, particularly for the elderly, children and people with disabilities, the business and market environment - marked by fragmented policies and strategies, dominated by monetary and macro-financial policies that discriminate against the majority of micro, small and medium-sized enterprises, including a high tax burden on the domestic productive sector, the misalignment between existing support instruments and the real needs of companies - limits the establishment among Mozambican families of a base of savings, income and assets capable of ensuring a decent standard of living, free from the risk of destitution, lack of food in quantity and quality and access to basic goods in line with society's standards. This scenario, which in Cabo Delgado is amplified by the conflict situation, creates a vicious circle in which the weak economy prevents most families from being resilient to social risks, as in the case of internal displacement, while at the same time compromising the very tax base needed for the state to implement bold social protection programmes.
- Weak Social Assistance: Associated with these constraints, it is also worth highlighting that within the scope of Decentralization for Development, the provinces and districts, in the planning process, must consider the needs of the most vulnerable groups, however, in a context still marked by the persistence of high fiscal and budgetary centralization and low investment in social protection. For example, in the period 2015 to 2019, the period of greatest incidence of the undeclared debt crisis, social protection expenditure fell from around 6.6% of the total budget to a minimum of around 2% in 2019, financed mainly from funds from cooperation partners.

In subsequent years, despite a slight recovery in the weight of the social protection budget, data from the report on social protection of the Ministry of Women and Social Action - presented at the Observatory of Children's Rights and organized by the Network of Civil Society Organizations (ROSC) in December 2023 - indicate that the area of social protection received increasingly fewer allocations from the State budget between 2020 - 2023 and its target groups were among the social groups that have borne the brunt of the budgetary adjustment agreed with the International Monetary Fund.

In these terms, according to INAS, in 2023, Cabo Delgado remained one of the provinces with the lowest execution and consequently the least assistance to vulnerable people (INAS, 2023). The document highlights that while “the provinces of Niassa, Sofala and Maputo City have a level of compliance with the target of 100% of those registered in relation to the target, the other provinces have a performance that varies between 62% and 99.8%, with the exception of Cabo Delgado with 30.08%” (p. 12). According to the same source, in Cabo Delgado, the registration of 149,104 beneficiaries in the PSSB was planned for 2023. However, of the total number of planned beneficiaries, only 44,856 households were registered, of which 39,355 are elderly (13,602 M; 25,753 F). Of this universe of Households registered in this Province, only 13,778 were served, which corresponds to 9.24% of the needs (INAS, 2023, p. 11).

These limitations on the scope of social protection programs have a significant impact on the various vulnerable groups in the Province, as analyzed below:

- Social Assistance for Orphaned Children and Heads of Households - Children are among the beneficiaries of social protection programs. According to UNICEF (2022), in Cabo

Delgado 1.4% are households headed by children aged 12 to 17. The UNICEF document (2022), which deals with the main sociodemographic indicators of the province of Cabo Delgado, highlights that:

[...] 11% of children living in multidimensional poverty in Mozambique live in Cabo Delgado province, despite the child population of Cabo Delgado representing more than 8% of the country's total population. Children in Cabo Delgado are above the national average in most social indicators, such as chronic malnutrition, school completion rate, illiteracy rate and access to basic social services (p. 3, our translation).

However, and despite the fact that more than half of Cabo Delgado's population is made up of children aged 0 to 17, only a total of 1,518 vulnerable children in the 0 to 2 age group were enrolled in the Basic Social Subsidy Program (PSSB) during the first half of 2023, across the Province. However, no orphan child head of household, as well as no child living in a household in a vulnerable situation was enrolled. For the basic food basket component, included in the Direct Social Support Program (PASD), only 10 vulnerable children, aged 3 to 13, were served throughout the Province of Cabo Delgado in 2023 (this only occurred in the Mocímboa da Praia Delegation). As for the category of children recovering from a situation of chronic malnutrition, 341 (Pemba Delegation) and 355 (Montepuez Delegation) were assisted (PESOE/INAS, 2023, p. 24).

Having cross-referenced the socio-demographic data of children in Cabo Delgado (INE, 2023) and the assistance capacity of INAS in the same province, the large gap between what is prescribed in the Policy documents and the effective support for these children in need is evident, thus requiring a redoubling of efforts to increasingly reduce this gap. In other words, the number of children benefiting from INAS social protection programs is far below the needs of vulnerable children in the various subgroups.

- Social Assistance and the Elderly - As mentioned previously, in Cabo Delgado, in 2023, of the 149,104 planned beneficiaries, only 44,856 households were registered in the PSSB, of which 39,355 are elderly (13,602 M; 25,753 F). In other words, this year, the elderly constituted the majority of the AF registered in this protection program under the responsibility of INAS. Even so, between registration and remote service it is huge. In terms of basic food baskets, planned for 1,280 people, 907 people were served. Regarding the means of compensation, of the 385 planned, only two (2) people were assisted. Analysis of INAS statistics indicates that registration does not guarantee that the program will be used, meaning that the elderly have been left behind in this social protection effort.

- **Limited Access to Justice** - SDG 16 stipulates the need to, by 2030: promote peaceful and inclusive societies for sustainable development; provide access to justice for all; and build effective, accountable and inclusive institutions at all levels. Access to justice is also a right enshrined in the Constitution of the Republic of Mozambique. For vulnerable groups without the means to hire a lawyer, the State created the Institute of Legal Assistance and Sponsorship (IPAJ), with representations throughout the national territory. Meanwhile, many vulnerable people faced difficulties in accessing the justice system due to financial, geographical and cultural (including linguistic) barriers, and due to the conflicts, justice services were transferred from the districts to the city of Pemba or to districts considered safe, thus becoming more distant from the people and less efficient. In this regard, the Judicial Court of the Province of Cabo Delgado recognizes that there was an increase of around 12% in relation to pending cases, having gone from 1,749 in 2022 to 1,894 in 2023). Despite efforts to construct new district court buildings, the Province still suffers from a lack of adequate infrastructure, such



as police stations and legal services, which makes it difficult for vulnerable people to access justice and legal protection. This is especially problematic in rural and remote areas of Cabo Delgado, where there is only the district police command, located in the main town, as the only police infrastructure. The few courts are concentrated in urban centers and town headquarters. At the same time, the Crime and Justice Statistics report for the Province of Cabo Delgado (INE, 2022b), although it shows that the registration of other types of crimes has decreased, also shows an increase in the registration of domestic violence, from 790 to 908 from 2021 to 2022, respectively.

These limitations on the scope of justice and violations of human rights have a significant impact on the various vulnerable groups in the Province, as analyzed below:

- **Women, Justice and Gender and Domestic Violence:** while the increase in domestic violence records reflects increased access to justice institutions in Cabo Delgado, it also reveals an increase in injustice, especially against women. According to the report mentioned here, “Cabo Delgado has a higher percentage of women victims of domestic violence, with 53.5 percentage points compared to men (8.3) and children tend to have higher percentages (34.6) compared to the elderly (3.6)” (INE, 2022, p. 36). The domestic violence situation in Cabo Delgado, which was already serious, has worsened in recent years due to instability in the region and sexual abuse has also increased considerably.

Gender-based violence in Cabo Delgado manifests itself not only in the domestic sphere, but also as a direct consequence of conflict dynamics. Amidst insecurity, women, girls and young girls often find themselves in situations of extreme despair and are often forced to submit to degrading situations to ensure their survival. According to testimonies from organizations on the ground, some of them were forcibly recruited by armed groups, facing a particularly cruel and painful fate. In these situations, returning to their communities is also marked by stigma and social exclusion:

Another is the situation of gender-based violence. We also know that domestic violence is a problem that already existed before the conflict, and that it exists in many countries. But because of the conflict, this has gotten much worse, including sexual abuse. Extreme situations of desperation force women, girls and young women to enter the world of prostitution and very dangerous situations that often end in violence [...] [in relation to those forcibly recruited] there are those who return; those who flee, and who, however, have suffered violence at the hands of armed insurgents and then in their own communities, as they are also rejected... So, I think it is also important to emphasize in these groups that we are talking about all populations: children who were forcibly recruited as well as women who were also recruited and some of them return to the communities with children who were born within the armed groups and are rejected by their families and the community (Humanitarian Agencies Protection Cluster – Cabo Delgado).

The stigma faced by women and children returning from these experiences intensifies their vulnerability, as many are rejected by their own families and communities. The creation of public policies for social protection and reintegration therefore becomes essential to mitigate the impact of the trauma experienced and combat barriers to the reception of these victims. A coordinated effort is needed to provide psychological support, safety and opportunities for social reintegration, including combating cultural practices that perpetuate stigma and exclusion, to promote a safe and welcoming environment for all those affected.

- **The Elderly and Domestic Violence:** just like women, the elderly in Cabo Delgado also have their rights curtailed when it comes to domestic violence. In other words, according to the VNR (2020), “regarding violence against the elderly, it is usually of a domestic and community nature. As an illustration, in 2018, of the 499 cases of violence against the

elderly, 416 were domestic violence. This type of crime is also growing (338 cases to 499 between 2016 and 2018) and, once again, affects women more, although in this group, the differences are smaller. In 2017 and 2018, the proportion of women victims of violence against the elderly was 59% and 61%, respectively” (p. 80). In turn, according to Crime and Justice Statistics, in Cabo Delgado, of the 908 cases of domestic violence registered by the authorities in 2022, 3.6% were against the elderly (INE, 2022b).

- **Child Victim of Domestic Violence:** in the case of children, according to Crime and Justice Statistics, in Cabo Delgado, of the 908 cases of domestic violence registered by the authorities in 2022, 34.5% were against children (INE, 2022b); Furthermore, according to UNICEF (2022), around 13.5% of children aged 12 to 17 in this Province are or have been in a child union.

- **Discrimination and Marginalization** - Vulnerable people, especially women, children, the elderly and people with disabilities, face systematic barriers that result in unequal access to resources and basic services, as highlighted in the PEDCD, which highlights the “poor coverage of the school network; insufficient teachers and boarding schools to accommodate students; insufficient coverage of the health network and hospital equipment, especially for medical and surgical examinations”. All this is due to their primary condition, as is the case of women, who have among the highest illiteracy rates in Cabo Delgado (around 74.5%, compared to 46.8% among men).

- **Vulnerability in Situations of Conflict and Violations of Human Rights:** the conflicts in Cabo Delgado have resulted in serious human rights violations, including killings, kidnappings, sexual violence, forced recruitment of children, destruction of civilian property, in addition to forced displacement (OCHA, 2022); These negative experiences were also reported by Care Mozambique, and concern the violation of women's human rights, stating that:

*Women and girls are particularly vulnerable to sexual and gender-based violence during conflict and displacement and face greater risk [...] when sharing cramped communal shelters (CARE MOÇAMIQUE).*

The civilian population, especially local communities, has been severely affected by these violations, facing precarious security conditions, lack of access to basic education and health services and forced displacement, including lack of food, as highlighted in the 2022 humanitarian response plan (OCHA, 2022):

*The armed conflict has also increased food insecurity and malnutrition, with families forced to flee their homes and fields as erratic rainfall worsens crop losses [...] In a previous analysis of seven districts in southern Cabo Delgado, it was estimated that over 228,000 displaced people (128,000) or hosting displaced people (101,000) in their households were at risk of facing severe food insecurity (IPC Phase 3 or higher) between April and September 2021. The analysis covered internally displaced people in five districts – Metuge, Ancuabe, Chiúre, Namuno and Balama – and households hosting internally displaced people in seven districts – Pemba City, Montepuez, Metuge, Ancuabe, Chiúre, Namuno and Balama – and highlighted the severe impact the crisis has had on host communities (OCHA, 2022, p. 7).*

Since then, human rights organizations have raised concerns about the need to protect civilians and ensure human rights and humanitarian access to affected areas. In addition to government programs, this province relies on the collaboration of multiple actors, including United Nations agencies, NGOs and other multi- and bilateral partners, whose measures have been implemented with a view to mitigating the situation of these families, with particular emphasis on internally displaced persons, a group of which women, children and the elderly are the most affected,



facing the terror and brutality typical of armed conflicts, while men may face situations of forced recruitment, as one of the organizations operating in Cabo Delgado testifies:

The particularity of Cabo Delgado is that we are talking about conflict, which we are not finding in other provinces where there is vulnerability and violence without any displacement. Here we are talking about the recruitment of children, we are also talking about the trafficking of women for sexual purposes who must remain in the situation of sexual slavery or who are being used to make food for armed groups. These two groups are also very vulnerable, and we also have men within these groups (Humanitarian Agencies Protection Cluster – Cabo Delgado).

In these terms, humanitarian organizations such as the Association for the Protection of Women and Girls (PROMURA) report having identified cases of prostitution involving displaced women and girls in exchange for food and shelter, and the Public Prosecutor's Office acknowledges having opened around 25 cases of violence and abuse of various kinds, mainly affecting internally displaced people.

Several sources of information report several of these situations - citing sources and humanitarian protection agencies, such as the Humanitarian Response Plan (OCHA, 2022), Amnesty International, Save The Children among others -, according to which: (a) "at least 51 children, mostly girls, were abducted by armed insurgent groups in the province in the last 12 months", and that "the numbers reflect only the reported cases, with the real number of child abductions estimated to be much higher" (Diário de Notícias, 2021). These children are forced to become fighters, depriving them of their childhood and exposing them to serious physical and psychological risks; and that (b) "in an attack on January 7, 2021, in which 21 people, including six children, were kidnapped, in an incident in which at least seven fishermen were beheaded" (Diário de Notícias, 2021). Furthermore, these communities face forced displacement due to violence, abandoning their homes and livelihoods (OCHA, 2022).

Reports of early marriages constitute a flagrant violation of human rights, as several organizations also argue, aggravated by forced displacement:

Child marriage is a major problem because people often flee with nothing and lack essential items and basic resources in IDP camps that are underfunded and overcrowded. Girls are married at ages 12 and 17, but in some cases, they are forced to marry earlier, such as at age 11. Sometimes parents offer them in marriage because they need resources [...] Sometimes girls are separated from their parents and she becomes the head of the family and needs to provide food for her younger siblings (CARE MOZAMBIQUE, 2020).

There are records of an increase in the number of early marriages in accommodation centers and resettlement neighborhoods in all districts (VOA, 2022).

Between January and March 2022, Cabo Delgado Province recorded 108 cases of child marriage in the districts of Pemba, Metuge, Chiure and Montepuez compared to 65 cases between October and December 2021. Between January and March, the number of newly married children increased steadily, with 6 children in January, 32 in February and 70 in March (Save the Children, Setemargens, 2022).

In these terms, in general, the PRCD proposes to "build an Integrated Service Center for victims of violence, aiming to offer the necessary support and assistance to those affected by traumatic events". However, in addition to expanding the network of courts and justice institutions, the challenges increase when considering the need for training and motivation to work for justice and the protection of human rights.

- **Loss of Assets and Property:** by abandoning their homes, these populations abandon their lands, seen as a crucial resource for sustenance and food security. However, despite its importance, its often-unequal distribution has favored high political and economic investments, leaving many families without adequate access to land for cultivation or housing. Laws and policies in Cabo Delgado (and beyond) often seem insensitive to the needs of these families, the most marginalized. For example, economic development policies may favor investments that primarily benefit families closest to urban centers, while failing to address the needs of poorer, rural, non-local communities or those that are already marginalized due to the lack of minimum formal requirements to access these policies – this is the case, for example, of the documents required to access the Right to Use and Benefit from Land – even jeopardizing the acquired rights advocated by the current Land Law, as argued by the OMR (2021):

What can be noted in the application of the Law is the violation of the rights acquired by rural populations. Practice shows that rural populations are often expropriated from their lands, leaving behind their traditional practices. As an example, within the scope of the legislation in force in the country, the State's priority in the allocation of land has been in favor of the investor to the detriment of the rural population, the license for mineral exploration takes precedence, which contradicts the principles established in land legislation (OMR, 2021, p. 3).

Without land, these people lose rights in their own country due to internal displacement, as the scenario is repeated in the host locations, as summarized in the following statement:

*Here we do not cultivate. The "owners" don't let them. I don't know if it's better to suffer here or if it's better to go and suffer there [Macomia] (Participant GF. Mecúfi).*

Thus, those who are already marginalized are often unable to improve their situation, as almost everything, and in succession, calls on them to remain vulnerable. The conflict situation tends to accentuate this situation. In this case, whether in the host location or as a returnee, the internally displaced person is involved in a "land conflict" for his/her subsistence.

*In Palma, there is a resettlement – the RAC – but people do not have enough land [...] In Mocimboa, there is very little arable land. To cultivate, they must travel long distances, from 20 to 50 km from the village. But, leaving the Village is risky, because security is guaranteed more in the Village. So, people can't go farming. They are under siege. As a result, the price of food is very high. Transportation too. Hunger is pressing (IC. Researcher. Pemba).*

Regarding land, according to the data available, the PRCD distributed, up until 2021, around 10% of the demarcated plots (20,553) for housing and the same percentage of plots for cultivation (26,690). By then, 4.9% of the houses would have already been built through the joint efforts of the Government and partners.

Therefore, in general, despite the reform process and the evidence of a very important legal, regulatory and administrative framework on access to justice and human rights, social promotion and protection, including access to land, there is a large gap between government goals and the implementation of these instruments. It is from this perspective that families with Multiple Deprivations or Combined Deprivations and other social minorities - including internally displaced persons, women, the elderly, children and orphans and heads of households - are being left behind, that is, deprived of access to basic subsistence resources, access to justice and human rights, access to land, causing development to be marginalized in the lives of these people, a fact that compromises the achievement of the SDGs.

## 2.1.2 Discrimination and Stigmatization

People in Cabo Delgado are subject to discrimination and exclusion in the fields of social, political, economic and human development. This discrimination arises due to prejudices or situations related to the application of laws, policies, access to public services and social practices, social level and condition, areas of origin and indications of religious and age discrimination. A person's identity and characteristics are linked to the subgroups or segments of society to which they belong or with which they identify. If the group already faces marginalization and discrimination, or if the individual within the group is the target of marginalization and discrimination, inequalities increase, increasing the risk that together they will be left behind. Discrimination against populations based on one or more of these identities can lead to exclusion, due to stigmatization, shaming, discriminatory actions and/or other human rights violations, causing this group to be left behind. Discrimination in Cabo Delgado is one of the vulnerability factors that specifically affects one of the specific groups, including women, whose immediate causes, some of the incidences and manifestations, are set out and analyzed below.

### 2.1.2.1 Vulnerable Women and Discrimination

As highlighted in the governance subsection, Mozambique has approved a comprehensive legal framework and introduced significant reforms and improvements in strategies to protect women. In these terms and despite, for example, the Gender Strategy in Public Administration (Resolution no. 39/2020, of July 8) representing notable progress regarding women's participation, there are still significant challenges related to achieving parity and balance in the allocation of leadership positions between men and women in the various sectors of the Public Administration and Service. In this perspective, in general, from 2015 to 2020 there was a slight evolution in this sense in the country, from 37% to 43.6%, respectively. It should be noted, however, that in addition to the Assembly of the Republic of Mozambique, women are the majority among other sovereign bodies and the Attorney General's Office; a situation that, however, is not repeated at local levels. In other words, the representation of women in political and power positions is an issue that still faces significant challenges.

Furthermore, the issue of gender parity is often restricted to the central level, while challenges in provinces, such as Cabo Delgado, and in rural areas demonstrate marked underrepresentation, which reinforces a geographical discrepancy in the implementation of equality policies.

In Cabo Delgado, although women are the majority and constitute a substantial part of the population, they are still discriminated against in the occupation of public and leadership positions, where their presence is weak, both at a discursive and de facto level.

In discursive terms, although national documents in favor of the protection of women demand, at various levels, planning from a gender perspective and the inclusion of this matter in the respective sectoral plans, in the Strategic Development Plan of the Province of Cabo Delgado (2018 - 2027), the reference to gender and women was non-existent and omitted. For example, one of the specific strategic objectives of the plan, located in the priority area of Human and Social Capital Development, was "Ensuring equal rights and empowerment of vulnerable groups". In the field of Governance, in strategic terms, the plan also has as one of its specific objectives, "Ensuring transparent, participatory and inclusive Governance" (PEDCD, 2018, p. 18). Vulnerable groups targeted by the Strategic Plan, whose equal rights and empowerment are pursued, include "orphans, chronically physically 'disabled' people, combatants, young people, abandoned

children” (PEDCD, 2018, p. 21). As can be seen, there is no reference to gender issues and women in this document that should guide the management actions of the province of Cabo Delgado over a period of 10 years.

The absence of a specific focus on women in the strategic documents highlights a gap in considering the needs and challenges women face in Cabo Delgado, particularly in a context of conflict where they are disproportionately affected.

In addition to discursive invisibility, on a de facto level, gender discrimination and inequality are still significant in the Province. Women are underrepresented in legislative and executive bodies. A 2014 ActionAid study already revealed the unfavorable gap for women between national guidelines and the actual reality in relation to the observance of the principle of parity in the occupation of leadership and decision-making positions in the Province (ACTIONAID, 2014). Almost 10 years later, the mismatch still prevails.

Even though periodic recommendations are made to increase female representation, the implementation of these recommendations lacks ongoing oversight and accountability mechanisms for local bodies that fail to achieve equality targets.

In leadership positions at the local government level, in Cabo Delgado, among the mayors elected in the 2018 elections, none were women. Among the seven (7) municipalities in this Province that emerged from the recent 2023 municipal elections, only one is female. At the provincial governance level and within the scope of decentralized governance, by 2023, of the 13 members of the Provincial Executive Council only four (4) were women, that is about 30% only. Still under the jurisdiction of the provincial government, of the 68 district services, only 18 – corresponding to around 26% – were run by women throughout the province of Cabo Delgado, until 2023. Of the 17 district Permanent Secretaries, only five (5) – corresponding to 29% – are women, according to data from the Provincial Government. No less important is the presence of women in administrative positions and in localities. By 2023, the province had around 166 administrative posts and localities, of which around 38 were headed by women, which corresponds to around 22%.

This pattern of underrepresentation in local leadership positions contributes to a lack of gender-sensitive public policies in the most remote areas, hampering the development of initiatives that could directly address the issues faced by women in rural communities.

Gender inequality disfavoring women in access to leadership and decision-making positions is also present in the Provincial Secretariat of State. Available data regarding provincial delegates, for example, indicate that by 2023, of the 14 provincial delegations, only five (5) were headed by women, representing around 35%.

Cultural and religious factors, historically associated with the role of women in society, which relegate their field of activity to the private sphere - taking care of household needs and finances, reserving for men the public space for discussing the destinies of the community - are also behind gender inequality. This model directly contributes to gender inequality and the subordination of women in societies, including in Cabo Delgado, where these norms are deeply rooted. Studies reveal that gender inequality is structural, supported by a model of patriarchal domination and legitimized by a symbolic system, which is reflected in the power relations that reinforce and reproduce this inequality across various social areas, such as education, work and family and community relations. This gives men primacy over women in family, social and occupational relationships. In many communities, especially in rural and more traditional areas, women are seen as responsible only for housework and child-rearing, while men take responsibility for providing for the family and making political and economic decisions that shape the future of the community.

In Cabo Delgado, the influence of the religious dimension on social practices can be seen, especially regarding the role of women. Although the Islamic religion is not homogeneously interpreted, the most widespread tendency in this regard has been associated with a vision that reserves a subordinate role for women, restricting their activities mainly to the domestic space, which has direct repercussions in areas such as education. As evidenced by an authority in this sector, within the scope of the “Evaluation of the impact of the safe return to school campaign in the context of COVID-19” (MEPT/UEM, 2022), resistance to female education was a considerable challenge:

[There was] total abandonment, when I personally joined I did a lot of work, I talked to the leaders, to the School Council and the Arab influence was really killing the school completely, they said that women couldn't study. But, in the meetings I tried to be an example by saying that I am here as the director of this school, aren't I a woman? There are women teachers here, aren't they women? I still told them that this way of translating children is not right. In the mosques - there are 11 mosques here - so I would always go into the mosques interacting with the mosque owners to spread the information, and that information was comprehensive. I found 912 students here now, I'm saying 2,817 [...] this mobilization is with the involvement of the community itself and with the school. I start at 5:00 and leave at 17:00... (School director. Cabo Delgado - MEPT/UEM, 2022, p. 36).

The struggle for educational inclusion of women in Cabo Delgado is not dissociated from a complex scenario of religious and cultural interpretations, where resistance to change can be strengthened by conservative interpretations that limit opportunities for women, especially in rural areas. However, the testimony illustrates how resistance to female education can be addressed strategically and effectively, through a pedagogical approach that not only challenges established norms, but also acts to strengthen local capacities for transformation. By interacting directly with the community and working with religious leaders, awareness is raised that goes beyond formal education, seeking to drive change through dialogue and building trust. Community awareness and mobilization can be powerful tools in changing mindsets, creating an environment conducive to the inclusion of women. This goes beyond formal education and extends to other spheres of public participation, such as work and politics, a scenario in which women continue to be marginalized.

A MEPT study on retention policy for boys and girls in Mozambique indicates that:

The evolution of enrollments in Cabo Delgado shows a constant trend, except in 2019 when the number decreased by 512,670, surpassing the 400,000 registered in 2017, 2018, 2020 and 2021. In all years, the number of boys enrolled exceeds that of girls. The dropout rate for girls was lower in 2021, reaching 2.6% compared to the rate of 11.52% recorded in 2017, with a slight decrease in 2018 (7.65%) and 2019 (7.4%) (MEPT/UEM, 2022, p. 26)

Although the number of women dropping out of school is decreasing in the province of Cabo de Delgado, the number of women enrolling is not necessarily increasing, which still reveals the gender disparity and inequality in access to education. The reduction in dropouts does not reflect a structural change in discriminatory practices; It is a limited evolution that does not resolve the broader context of segregation of opportunities. The low level of education among women, explained and combined with the cultural and religious factors mentioned above, has an impact on access to employment, where the proportion in relation to men is also not favorable to them.

In fact, according to the 2021 Labor Market Information Bulletin (MOZAMBIQUE. MTSS, 2021), women represent an average of 18% of admissions in jobs registered in the first and second quarters in the Province of Cabo de Delgado. For the first quarter of the same year, in this province, of the 1,736 registered jobs, only 251 were taken by women (14%); and, for the second quarter of the same year of the 6,175 registered jobs, 1,417 were taken on by women (corresponding to 22%). Compared to 2023, the first quarter recorded a total of 5,453 jobs, of which 1,520 were for women

(corresponding to 27%). In the second quarter of the same year, the Province registered 5,130 jobs, of which 1,565 were for women (corresponding to 30%) (MOZAMBIQUE. MTSS, 2023, p. 11).

Therefore, cultural norms and discriminatory practices often hinder rural women not only in accessing school and work, but also in accessing justice as mentioned above and which is observed across the continent, similar to the cases documented by the NGO Human Rights Watch in relation to cultural issues, gender discrimination and difficulties in seeking legal redress, due to the reluctance of the authorities to deal with issues of domestic violence and forced marriages (“We’ll Kill You If You Cry: Sexual Violence in the Sierra Leonean War”, Human Rights Watch, 2003). This is repeated in Mozambique and in Cabo Delgado, where several organizations - in particular, those defending children's rights, such as Save The Children - report cases of premature marriages sponsored by the family authority or in a conniving manner sponsored by local structures, contributing to the increase in this type of cases.

In these terms, in general and in the words of Yolanda Siteo (2010), and CASIMIRO, (2008, p. 75 cited by Gasparetto, V. F.; Amâncio, H. P.; Maúngue, H, 2021, p. 78 - SIC) “it is mainly because of being a woman that ‘our views of the world and life, our actions, are not respected and taken into consideration’”.

Therefore, women in the province of Cabo Delgado are falling far behind due to discrimination that influences low levels of education, low access to employment and public leadership and decision-making positions; These situations are aggravated by the ongoing conflict. Even more serious is when this occurs with internally displaced persons, a group in which women represent the majority and whose stigmatization process we will now describe and analyze.

### 2.1.2.2 Stigmatization and the Internally Displaced Person

In Cabo Delgado, which is plagued by conflicts and climate challenges - although they are not structural and as such are not discriminatory - objective experiences are recorded that are capable of being negatively assessed and, if they persist, could, in the medium and long term, result in a factor of discrimination against internally displaced persons. In this context, it is possible to identify the following stigma situations:

**a) stigma in host communities** – marked by distrust and uncertainty towards those who arrive, in addition to the feeling of invasion of space. This same concern was already presented by Feijó, Souto and Maquenzi (2020), for whom “[...] situations of distrust on the part of local populations towards the displaced population are evident” (FEIJÓ, ADAM and MAQUENZI, 2020a, p. 5); or that “in several districts, particularly in Namuno, Montepuez, Mecúfi, Chiúre, Pemba and Macomia, women represent more than 65% of displaced individuals (see map 15), fueling situations of distrust on the part of the indigenous populations and feelings of Islamophobia” (p. 30). The situation of stigma is also confirmed by the displaced people themselves:

[...] We have already been called insurgents here in Murrébuè and they refused to receive us. But when we went to the February 3rd Community, things changed, and we were never discriminated against in the Community again.  
(Participant of GF. Mecúfi);

At first, the natives of Murrébuè refused to give space to the displaced people, claiming that they had no space and that they wanted to create farms. Then, they left and came to Bairro 3 de Fevereiro, and we ‘accepted them’ there in the Community  
(Participants of the GF. Mecúfi).



**b) stigmatization in the distribution of aid** – aggravated by the scarcity of resources and involving, on the one hand, internally displaced persons, and, on the other, host communities. In fact, the paradigm of support distribution, more focused on form and not on its essence, distorts the meaning of aid by distinguishing more by label than by emergency and need itself, since, although welcoming, a group of host communities experience the same degree of need, so that being displaced or not has functioned as a watershed, that is, as a filter:

When there was distribution, the heads of the posts called the natives to go and mingle with the displaced people to receive the products, which culminated in the displaced people not receiving food. Worse now, many people have already left the resettlement because of hunger, because when the distribution existed, people did not receive it. The displaced people have been questioned, but they do not understand why they are not called when food products are distributed (GF participant. Micúfi)

When the project arrived and said that we wanted 600 people, and the technicians wanted to take advantage, they registered, and they removed some people and put their families to come and receive the goats and chickens. That's where the confusion arose. That's why when there is distribution, the people from Vila go from here to there, to the Resettlement Center of 3 de Fevereiro (GF participant. Mecúfi).

This context of mixed vulnerability (within the displaced and host communities) is also reflected in the report presented by OCHA (2022) when it indicates that “[...] in a previous analysis of seven districts in southern Cabo Delgado, it was estimated that more than 228,000 [among displaced people or those hosting displaced people in their homes] were on the verge of facing severe food insecurity” (p. 7).

In addition to the shortage, the conflict situation within vulnerable communities is further aggravated by the fact that the population does not place much trust in local authorities, accusing them of not being judicious and lacking transparency in the administration of support, as summarized in the following statement:

To tell the truth, when they were supporting the projects - for example, I spoke about Caritas/SOS - there was no problem. (Participant of GF. Mecúfi).

This situation is also highlighted in other studies, such as the “Assessment of the Human Impact of COVID-19” when it states that “far from the romantic conception that permeates the relationship between communities and their local leaders, the perception is that ‘government aid was not judicious’; that ‘it was not transparent’ [...] In Cabo Delgado, the feeling of injustice is even greater...” (UNDP/MEF, 2022, p. 22 – Cabo Delgado).

**c) The double stigma** – this in relation to those who return, especially from captivity, insofar as, firstly, the lack of documents and the situation of insecurity force excessive zeal on the part of the authorities, but also the circumstances of captivity, especially for women who have children, have been stigmatized and even rejected in the communities of origin:

What is happening now is that some of them are being released or they simply run away. They leave in a state of double or triple vulnerability, in the sense that when they leave, they are being prevented by the authorities to find out whether they participated in the activities of the armed group and what they know about the armed group. So, these people who have already experienced serious situations of human rights violence with armed groups are held back [...] The problem is that they also suffer from stigmatization, rejection by their own community. [...] They have already suffered violence at the hands of armed bandits and then in their own communities and they are also rejected. So, I think it is also important to emphasize in these groups that we are talking about all populations, children who were forcibly recruited as well as

women who were also recruited and some of them return to the communities with children who were born within the armed groups and are rejected by their families and the community and there is no comprehensive response mechanism for this type of case (Humanitarian Agencies Protection Cluster – Cabo Delgado).

Since these women are taken to be the 'wives' of the insurgents, they are the ones who must cook. Sometimes we find them in the woods looking for firewood, sometimes they run away. You may even find them walking down the road [...] Some may have children, be pregnant during the period they were kidnapped and there is usually rejection, yes. It's not easy (FDS, Pemba).

These are situations which overlap with the scarcity of resources and the lack of structured and systematized responses that, when prolonged, can trigger and lead to differential treatment through actions (or omissions) to be given to these people due to their belonging to this group, as a characteristic of discrimination.

## 2.1.3 Socioeconomic Situation

Having analyzed the aspects of governance and their impacts on the human rights of vulnerable people in Cabo Delgado, the following aims to present how socio-economic variables influence the different vulnerable groups in Cabo Delgado, starting, in general, with Families Victims of Multiple Deprivations and then the displaced, women, the elderly and children.

### 2.1.3.1 Families Suffering Multiple Deprivations

Despite emergency and medium- and long-term support for the development of the country and Cabo Delgado, efforts are still insufficient to significantly reduce poverty in the country. In these terms, according to the World Bank (2023), "there has been a disproportionate increase in poverty in urban areas [...] Multidimensional poverty has also worsened. The percentage of households in a state of deprivation increased from 71% to 78.3% between 2014/15 and 2019/20"; and, according to OPHI (2022), the percentage of people living in severe poverty in Cabo Delgado is 68.4% and the multidimensional poverty rate is 54%. For these families, victims of multiple deprivations - of which women, the elderly, children and people with disabilities are the most affected and even more so when in a situation of displacement - their vulnerability is structural insofar as their subsistence is anchored in the overlapping deprivations that include everything from means and living conditions, education, health and food.

In these terms, and about the means and living conditions of these households and according to the IOF 2022, 80.7% of the working-age population is involved in mainly informal work. In fact, one of the characteristics of Mozambique is the high rate of employment in the informal sector of activities, as also observed by the ILO cited by UNDP (2021) in the study on "the socioeconomic impact of COVID-19 on the urban informal economy in Mozambique". Specifically, the Informal Market Survey (INFOR) notes that the employment rate in the country is 83.7%, and in 2021, around 13,468,100 people worked in the informal sector. In Cabo Delgado, the employment rate is 81%, with 1,066,323 working in the informal sector, which corresponds to around 80.7% of the working-age population. Close to 15.9% of these are unemployed (INE, 2022). The IOF 2019/2020 characterizes informal workers as occasional workers; self-employed people without employees and without regular work; family workers without pay and without regular work, a situation that makes them quite vulnerable to circumstances.



Both the districts of Chiúre and Mecúfi, despite the low relative unemployment rate, are, however, a reflection of the quality of the type of occupation in Cabo Delgado - strongly marked by subsistence agriculture and fishing, which, however, leaves the majority of households outside the social security and protection system, both Contributory and Non-Contributory, due to the limitations of the scope and inability of the latter to cover the needs of the most vulnerable groups.

In terms of housing, the conditions to which many families are subject are, in fact, precarious. According to IOF 2022, only around 30% of families in Cabo Delgado have their homes built in masonry (adobe block, cement block or brick block). More than 59% of families live in wattle and daub houses and 10.7% live in bamboo, reed or palm tree houses:

[...] That is... Is like this: the material of the construction I used is clay blocks (participant of GF do Chiúre)



**Figure 2** - Example of the Cabo Delgado House of Masonry

The data collected shows that there are also great difficulties and problems arising from overcrowding in homes (more than eight (8) people living together in a relatively small house) and the conditions of the homes themselves. Therefore, overcrowding in homes in the districts of Chiúre and Pemba is even more critical, although this situation is also observed in Mecúfi.

At home there are 12 of us, me, my husband, the five children, four grandchildren and the son-in-law, in a Type 3 house (GF participant. Mecúfi)

Housing conditions also include access to electricity for lighting and as a source of food preparation. From this perspective, according to IOF 2022, in Cabo Delgado, batteries, with 54.9%, are the main source of lighting, followed by electricity from the public grid, with 21.8%. For food preparation, wood or coal stoves are the main energy sources used.

Still in relation to housing conditions, the vast majority of the population of Cabo Delgado struggles with extremely serious problems of lack of water, leaving entire families destitute, with the greatest burden on women and children, who become responsible for fetching water, largely from wells or rivers.

In my region, when it is rainy, we take it from the river and when it is summer, we take it from traditional wells and fountains. We pay 2.00Mt for each 20L bucket (Participant of the GF. Chiúre).

According to IOF 2022, the percentage of the population with piped water is 4.9%, with the remainder having water from different sources, including wells (27%), fountains (13.5%), rivers and cisterns (4.8). The results of the surveys and interviews confirm the IOF data. However, even in cases of piped water, supply services are not always effective, efficient and efficient, as the following statements attest. In these cases, despite the channeling, there is a marriage between the difficulties of physical access to water and its economic access, in addition to the perception of injustice caused by the disconnection between the supply and the effective use of services, a situation typical of urban poverty:

I have water, but one week it comes out, the next week it doesn't, but my house has a tank...  
(GF participant, Pemba).

In my case, some days there is, some days there isn't, but there comes a time when we don't go out for a week and, during that period when we don't have water in reserve, we have to travel to other points to get water. It's one day yes, one day no, but there are more critical periods of the year (GF Participant. Pemba).

I have water, but one week it comes out, the next week it doesn't, but the bill always comes. If it came out, it didn't come out, it always comes. For those of us who have a tank, it even scares us. He may not go to the reader, he may go there and invent an invoice, so you already have a large invoice, because of the tank. They bring an invoice for 1,000, 2,000.00Mt... For example, I have already received an invoice for 2,000.00Mt. [In an attempt to complain] They say first you have to pay and then complain. Many people now adhere to the piercing [...] people choose to have a piercing at home. Rest (GF Participant. Pemba).

Water is in fact a source of great dissatisfaction among the population, whether due to difficulties in access (distance and roads) or the relative small quantity. And this situation is serious for families with victims of combined deprivation, as in addition to availability and quantity, the use of water is conditioned by the factors of quality, time and price that are imposed, as can be seen in the statements that follow, and which bring to light aspects that relate to the difficulties of access to means of subsistence.

The water is not very clean!  
(Participant of the GF. Chiúre).

[The neighborhood] 3 de Fevereiro and Murripo have a lot of water problems [...] There is a hill and women can't get there. They suffer a lot to get there. It takes a distance of approximately 3 km. It's too far. The climb is along the path and where we get to is a well. There is a fountain at the Resettlement Center, but it is not working. The well that is far away and is from our grandparents' time  
(Participant of GF. Mecúfi).

Yes, the water issue is a serious problem! For example, in my region, to get water I have to spend 50.00Mt, as each bucket costs 5.00Mt (GF Participant. Chiúre).

Among the districts studied, the data indicate that the majority of respondents from the Chiúre districts have well water and therefore represent the district with the most difficulty in accessing piped water:

In short, the water situation here in Chiure is very critical. It would be better to first look at this in your implementation plans, in this program for the situation of vulnerable people (GF Participant. Chiúre).



**Figure 3** - Difficulties in water access, Cabo Delgado

Housing conditions also have to do with the issue of basic sanitation, which in this case is quite deficient. In this regard, the IOF 2022 reports that 71.9% of the population of Cabo Delgado uses unimproved latrine. The collection network (public sewage) represents only 0.7% of territorial coverage. Along the same lines, the data collected from the interviews show that most people use septic tanks without drains, but also have open sewage, with the risk of having correlated diseases when, during the rainy season, the water in the septic tanks and sewage becomes contaminated.

In general terms, regarding living conditions, as a response, PREDIN provides support for the construction of social housing, particularly for young people; the construction of 4,418 water access points, each serving 300 people; the construction of 68 rural water supply systems (each serving 5,000 people); community mobilization to create water management committees/mechanisms for water sources and systems; Extension and/or rehabilitation of Pemba-Metuge water supply systems to IDP resettlement areas; in Montepuez, Mocimboa da Praia, Palma, Meluco, Muidumbe, Nangade, Macomia, Namuno, Chiure and Angoche.

This Plan also includes community mobilization for sanitation and behavior change related to hygiene; smart incentives and subsidies for the construction of household latrines and improvements in sanitary conditions, including latrines adapted for people with disabilities.

In socioeconomic terms, one of Cabo Delgado's biggest structural challenges is education, access to which is quite exclusive. According to IOF 2022, the illiteracy rate in Cabo Delgado is 61.1%, with 46.8% men and 74.5% women. The illiteracy rate among citizens over 15 years of age is 52.4%. Regarding the level of education completed, 54.4% have not completed any level of education and only 1% have higher education; and 0.2% don't know. In proportional terms, the Mecúfi district has the highest level of illiterate people.

Worse still, the data reveals that this is a situation that tends to repeat itself cyclically from one generation to the next, which greatly compromises the development of this province in the coming years. In other words, the issue of education is central to upward social mobility, especially for social minorities. However, a significant proportion of those interviewed stated that they had at

least one child in their home who, although eligible, had not completed the sixth year of schooling or had never studied, or children in both situations.

Faced with parents who have studied little and children who have difficulty studying, there are great possibilities of renewing a cycle, at the core of which are orphanhood, the parents' financial conditions, among other causes of dropping out and abandoning school:

I had stopped studying due to financial reasons. I'm from Chiúre. There in Chiúre, my brother took me here [...] When I was living with him, it was difficult to enroll, I dropped out of school [...] So, from then on I stopped studying. Life was difficult, I dropped out in ninth grade. Last year I moved from where I was living to my house. This year I enrolled in the tenth grade, I'm studying at night (GF participant. Pemba).

In my case, I stopped studying in 2017, because I am an orphan. At that time, to pass you had to have a godfather, so, in my family it was showing difficulties [...] I left out of my "desire". I didn't have the capacity to face those things that were happening, especially those things in brochures, everything was about money and when I told my family that I needed some help they said they didn't have any money... (Participant of the GF. Pemba).

For me, to say that I finished my studies very early. I completed the 10th grade in 2001, but with great difficulty, because when I was in the 8th grade, my mother lost her life. I did my studies "the easy way" (GF Participant. Chiúre).

In the case of Cabo Delgado, with the conflict, the distance to school and religious issues are among the factors to be considered when it comes to non-attendance at school, as the following statements also attest:

I studied until the 4th grade, in 1992 and 1993, because in the village I only finished up to the 4th grade. For the 5th grade, you had to go all the way to Murrébuè. It was wartime and it was necessary to travel about 12 km, from February 3 to Murrébuè  
(Participant of GF. Mecúfi).

I stopped studying until 3rd grade, my parents always pushed us to study; to school. But it was difficult because of religion (Muslim) and I only did fishing activities (GF Participant. Mecúfi).

Aware of the challenges in education, PREDIN states that "investment will be channeled towards updating and building new school infrastructures, increasing access and permanence in school, and encouraging teachers".

Access to health services is a determining factor for the quality of life of communities. According to UNDP (2022), access to health services in Cabo Delgado is 78.1%. Cabo Delgado has a total of 131 US, however, around 30% of the population still lives without access to these units. However, even in the case of access, this service is deficient, which is painful for the social majority, especially in rural areas and for cases of chronic illness, as summarized in the following statements:

There's one thing that always bothers me. Even I don't understand it. I go to the hospital, I have an ultrasound, nothing comes out [...] I buy those medicines, it takes a while [...] I buy the medicines, but at least I can go a few days without pain  
(Participant of GF. Mecúfi).

I went to the hospital on February 3rd, but there was no medicine. We went to Murrébuè, there wasn't any there either. From there, we went to Pemba. We were attended to, we bought medicine, but the others didn't have it and we went to buy it at the private pharmacy (GF participant. Mecúfi).

For PREDIN and in the health field, "psychosocial support is planned for the population affected by violence, including displaced persons, returnees and host communities, the provision and

promotion of health, including medical and drug assistance to the most vulnerable population; and strengthening of the community health system”.

Regarding food, according to UNDP (2022), close to 85% of families in Cabo Delgado are worried about not having enough food. Within the scope of the survey carried out for this study, it is observed that the lack of food in the last three months, in sufficient quantity and with the necessary quality, is recognized by a significant portion of those interviewed in Cabo Delgado. This scenario is most pressing in Chiúre, followed by Pemba and Mecúfi. To deal with food shortages, interviewees adopted strategies such as: (a) reducing the number of daily meals; (b) short-term food increase; and (c) a combination of dietary changes and a reduction in the number of daily meals.

In general, in relation to the number of meals, according to IOF 2022, 57.5% of households in the country have two meals a day. In Cabo Delgado, this rate is 56.6%, with around 31% having just one meal and 1.2% going the whole day without any meals. Those who have two meals a day are proportionally more concentrated in the districts of Chiúre and Pemba. In fact, food represents one of the biggest concerns for vulnerable families (and not only). The poorest families have had a lack of food in terms of quantity and quality in the last three months, according to reports from interviewees and respondents. The following statements are emblematic in this sense:

*I have a single meal. What happens is that they cook in the afternoon and the rest is shared out for the evening [...] That's in a dream, but in real life, two percent of Mozambique eats three meals. There are few places that eat well, especially here in Pemba. These are rare things... (GF participant. Pemba).*

*For my part, I have one meal a day, sometimes I can say that we have a morning meal, but only sometimes while, normally it is once. I don't even know how to explain it, because sometimes we eat at 3pm, sometimes at 4pm. Then, I can't even tell if it's lunch or dinner! (Participant GF. Chiúre).*

*In my own house, I haven't eaten anything so far. When I get it this afternoon, I can have lunch. Maybe we can get two meals a day (Participant GF. Mecúfi).*

Through PREDIN, in the field of Social Protection and Food, the following actions are foreseen, among others:

- Improving the registration of displaced/host families, including building connections between humanitarian and social protection systems.
- Strengthening payment mechanisms through electronic means; strengthening the role of civil society in opening spaces for protest and advocacy.
- Expansion of the conflict-sensitive "Productive Social Action Program" with enhanced community-oriented development content; and sustainable expansion of critical regular programs with clear entry and exit strategies.



### 2.1.3.2 Internally Displaced Persons

According to IOM (2023), there are approximately 1,030,000 displaced people in Cabo Delgado and approximately 632,408 returnees. According to the National Institute for Disaster Risk Management and Reduction (INGD, 2023), there are around 819,004 displaced people, the majority of whom are women and children (UNHCR). There are records of approximately 409,087 returnees. However, this movement is pendular, dictated by the search for better subsistence conditions. In fact, the displaced population is still considerable, as the following statement shows:

*[The settlements] remain. There are still a lot of people (Activist, Chiúre).*

It is estimated that around 436 families were displaced in Mecúfi - of which around 276 in 3 de Fevereiro and 160 in Nacuto - and until then, around 13,875 families in Chiúre (GOVERNMENT OF THE DISTRICT OF CHIÚRE, 2023), with around 6 to 8 settlement centers.

As regards the occupation of the displaced person, without land in adequate conditions and without the necessary productive requalification, eminently subsistence activities predominate, especially the exploitation of some natural resources. This is the case, for example, with coal mining, as symbolized by the following statement:

*In my case, they welcomed us well, but it is difficult to have money or work. Only coal activity is the only income-generating activity here. Where I come from, I was a carpenter and fisherman, I managed to sell fish in other villages (GF participant. Mecúfi)*

In general, about housing conditions of displaced people and based on the districts studied – especially Chiúre and Mecúfi – the displaced continue to live in precarious spaces in every sense. They are varied spaces, not necessarily planned, where, also precariously, their huts were built, the vast majority of which were made of wattle and daub, bamboo and grass, with reed roofs. Some houses keep the tarpaulins provided when they first move. This precarious situation is similar in sanitation, which consists of septic tanks without drains and improved latrines.

The water shortage situation, with very few exceptions, both in terms of the districts studied and the resettlement centers is chronic. But “the government and some organizations made some holes” (Activist, Chiúre).

However, in both the Chiúre and Mecúfi settlements, the situation is still critical, which represents a significant challenge for the survival of people in these places, resulting in long waiting times for water:

*We have no other information than what we said. But the truth is, most people drink water from wells. Especially this summer time, there are big “queers” in the fountains. So we turned to our traditional wells. In short, the water situation here in Chiure is very critical... (GF participant. Chiúre).*

*Here there are people from February 3rd, Murripa and Murrubûê. February 3 and Murripa have many water problems (GF Participant. Mecúfi).*

In terms of education, illiteracy is prevalent among internally displaced persons. The vast majority of them do not have completed secondary education – around 75.8%, based on the survey carried out within the scope of this study. Of these, around a third do not even have completed primary education; a fact that greatly reduces the possibilities of social mobility for this population via access to better qualified occupations.

Regarding health and despite the existence of some health centers in the surrounding area, health care is a huge challenge, despite efforts in this regard, as the following statement points out:

The Government, in partnership with some organizations, takes mobile brigades for consultations. They schedule appointments, for example, on Monday and provide care. Although there is a hospital [...] for some it is 3 km away and for others around 20 km [...] transport depends. You pay 50.00 Mt" (Activist. Chiúre).

The trajectory of the displaced person is extremely difficult. Housing difficulties and hunger are among their main challenges, in which, in some circumstances, they end up surviving on just one meal a day. The housing issue also deserves attention, as Aurora reports in 2024, from the 3 de Fevereiro Resettlement Center, Mecúfi:

#### **Arrival:**

Before arriving in the city of Pemba, I lived in Mocímboa da Praia. First they welcomed us in Murrébuè, with a family there that we knew. But we weren't related. We stayed inside that house until they started distributing the spaces on February 3rd [...] The conditions of the house were not so good, because at the beginning we slept in the backyard. There was no space inside for us to sleep. There were 12 of us in the house, we came as 7 people. The house was made of wattle and daub...

When we arrived [on 3 February] at the beginning, it wasn't so easy, because there was a really big forest there [...] So we slept inside the tent, but, as there were a lot of people, the children slept in the tent and the grown-ups made way outside to sleep. We made straw houses. Each one did it on their land [...]

#### **Support Systems:**

[...] Caritas donated sticks, bamboo, beams, zinc, nails, windows, doors, and other things. They left when we finished making the houses, as soon as we finished, they distributed blankets, buckets, and then they left.

#### **Food:**

My life now is normal, but not everything is fine. We eat twice a day. Thank God, we don't have any difficulties, until now we had great difficulties before...

Machamba belongs to the people of the welcoming community, we went there to ask and they gave it to us. At first, someone would weed, and then the time came and the problem began: 'this place you weeded is not right.' But now, everyone has their own space to weed.

#### **Education:**

[when at school] When we arrived we spoke to the director and he said; 'that's good. as you ran away [...] you will work as an assistant, then next year you will start right at the beginning, so it doesn't stay like this, during the time you will study. Don't stay at home'.

At the 3 de Fevereiro Center we have difficulties, especially with children. Yes, with children because there are several children who go to school. There are orphaned children, there are children who live with elderly people, so those people cannot manage throughout the year, for the child to go to school and there are others who have already reached the seventh grade who must leave on February 3rd. Where they go there is distance. If it's raining, they can't get through because there's a river in the middle [...] and they stay at home. The distance... the children are falling behind in school. They don't arrive on time, unless you leave here at 10 to get there at 12:00... (IC. Displaced. Mecúfi).



In Metuge, having received from the very beginning a large contingent of people in a situation of internal displacement and a certain level of attention, the situation is exceptional and relatively less difficult. In part, this district is an example of this, in the conditions in which bodies such as ADPP, among others, maintain their assistance to communities:

*I'm from Quissanga [...] When I arrived here, the Government welcomed me, and the Local Government also showed us a place for us to farm. [For survival], it depends on the farm and also on support. They give us rice, five liters of oil, and 10 kilos of peas [...] My life now is not so normal, but I am surviving... Access to school was not difficult. The difficulties of everyday life, here where we are in Ngalane we don't have a hospital... (IC. Displaced. Metuge).*

Therefore, the situation experienced by the internally displaced is generally dramatic, mitigated by specific efforts by the government and humanitarian organizations, such as the Cluster of Humanitarian Agencies, coordinated by UNHCR, and other stakeholders (civil society, religious groups and businesspeople) with presence in different districts of the province of Cabo Delgado. Both the Government and humanitarian organizations have been working hard to assist displaced people with the distribution – sporadic in mid-2024 – of food, agricultural kits, professional training and advocacy for access to land by displaced people, although they also recognize great difficulties in terms of resources to continue the necessary humanitarian support.

Regarding governance, both the PRCD and PREDIN advocate intervention actions, including “technical assistance in urban areas to support internally displaced people and host families in building resilient housing with local materials and financing house construction kits for internally displaced people and vulnerable populations, with an emphasis on women and young people”.

### 2.1.3.2.1 Women in Internal Displacement Situations

Internally displaced women and children face profound and multifaceted challenges, both in terms of security and economic and social well-being. The consequences of displacement fall mainly on women and children, as women, in the foreground, represent the majority of internally displaced people - it is estimated that around 65% (FEIJÓ, SOUTO and MAQUENZI, 2020, p. 30) of displaced people are women, who face specific vulnerabilities, such as gender-based violence, limited access to essential health services, including reproductive health, and the burden of care responsibilities. On the one hand, these women suffer from the breakdown of their family and community environment, and on the other, they experience more intensely the difficulties faced by this population, including exposure to serious forms of violence and exploitation.

In terms of occupation, most of the economic activities available to these women are informal and predominantly domestic, such as subsistence agriculture, small-scale trade and the exploitation of natural resources. These activities reflect the cycle of poverty and structural vulnerability to which they are subject, limiting their potential for economic growth. Added to this is the responsibility for providing water and food for their families, in a context of widespread food insecurity and an almost total lack of means of income for subsistence. It is in these circumstances of deprivation that girls are more prone to prostitution and early marriage as a means of survival in the settlement areas; facts reported and denounced in reports by OCHA, Amnesty International, Save The Children and reaffirmed by UNHCR:

*[...] However, because of the conflict, this has also made sexual abuse much worse. Extreme situations of desperation force women, girls and young women to enter the world of prostitution, very dangerous situations that often end in violence... (UNHCR).*

In the case of obtaining water, a responsibility commonly shared with children, the difficulties are immense, exacerbated by scarcity and insecurity on the routes to collect water, as reflected in the following report:

*We are the ones who fetch the water] It is us, to the mothers, because children do not get water. It's even worth it that time, but when September or October comes, there's a real water problem here. It's normal to take it out today and then spend two days without being able to take out any more water.*

*(Participant of the GF. Chiúre).*

Displaced women are also sacrificed when it comes to accessing health care. The lack of a conventional health service in the settlement areas puts services related to reproductive health, prenatal care and safe childbirth at risk. In this sense, UNFPA estimated around 127 thousand women of reproductive age in 2021, with the forecast of around 1.6 thousand births. In these terms, the organization Doctors Without Borders announces that “many pregnant women are still very young and have little or no information about how to have a healthy pregnancy or about the needs and dangers of childbirth”, which could worsen maternal and infant mortality rates.

Therefore, the adverse socio-economic circumstances to which women are subjected as displaced persons, associated with socio-cultural issues and their physiological condition, are decisive for them to fall behind in relation to the OSD, if programs to promote and protect women's rights are not intensified.



**Figure 5** - Displaced Population, Cabo Delgado

**Source:** ONU News

### 2.1.3.2.2 Elderlies in Situation of Internal Displacement

Older people in internally displaced situations are at increased risk due to their physical and health condition when facing the serious situation experienced by displaced people. Despite this condition, they are forced to work - especially as heads of families - precisely at the stage when they are most fragile and are not then enrolled in the basic social assistance programs of INAS (more here as displaced persons nor from their place of origin), as summarized in the following statement which reveals that there is no special assistance precisely because of their condition.

*I received the same help that everyone else received [...] Not even for the children, nothing... (IC. Mecúfi)*

The elderly and children, in fact, go hand in hand and, together, are strongly impacted by the circumstances of displacement. In these cases, a multitude of situations can be found in Cabo Delgado, such as children kidnapped by the insurgency and who are later rescued and need to be reintegrated, and orphaned and/or abandoned children, taken in by family members (or not), including elderly people, who in themselves already experience a state of vulnerability. This is also confirmed by the UNHCR statement:

*[...] Another group that I hadn't mentioned, but in this conflict, you will see it even in the displacement centers and in the host communities, is that there are many elderly people, often elderly women, who are taking care of several children, who are not even theirs. For example, there are unaccompanied children, orphans whose parents died in this conflict and this grandmother takes them in. So, many times you will have a home that is actually an elderly woman with eight, nine or even 10 small children who are not even hers. So obviously this represents a situation of high vulnerability (UNHCR).*

The same situation is recognized by Save The Children in the following terms:

*Nearly half a million children have fled violence – in Cabo Delgado – and are living with distant relatives, sometimes more than a dozen in a single, small home. They are out of school, their parents are out of work, and there is not enough medical care, food or water. The situation is unsustainable and desperate” (Save The Children International, 2022)*

In turn, elderly people who are displaced (and not only) have their health severely compromised due to a lack of systematic assistance, a lack of medication and a lack of resources. Despite the efforts of the Government and its partners, as mentioned above, circumstances are still not favorable regarding the health situation, as the following report denounces:

*We have a hospital, but they send us away, saying we have no medicine. They send us to the pharmacy. Even someone who has wounds or even a nail in their foot, they give us a prescription to go buy at the private pharmacy in Pemba (GF Participant. Mecúfi).*

Therefore, it is an overlapping of adversities that fall on the elderly, aggravated by the condition of displacement and, at the same time, having to support some children in a state of increased vulnerability.

### 2.1.3.2.3 Children in Internal Displacement Situations

In the wake of forced displacement, even internally, children of both sexes experience multiple deprivations, from the lack of decent living conditions (housing, water, etc.) to poor access to education, health and food, as mentioned above.

While displaced, children's education is severely compromised, despite efforts to integrate them into resettlement sites, with high risks of abandonment and cultural marginalization. In some circumstances, difficulties in entering schools in the host areas are recorded due to a lack of identification documents and proof of school attendance, as exemplified by one of the authorities

in this regard. This requires education systems to adopt remote mechanisms for monitoring student attendance:

We may not require documents for enrollment and starting school. But, for the tests and if we have to transfer it is complicated (School Director. Chiúre).

In the circumstances in which these are accepted, the ratios can reach around 100 students per teacher, which compromises the quality of teaching.

Without health and with food difficulties, the children - even more so the displaced ones:

They are the most affected by hunger, with a worrying increase in the level of malnutrition [...] around 21% of displaced children under 5 years old and 18% of host children are underweight. In 50% of displaced children and in 41% of children from host communities, situations of chronic malnutrition (or growth retardation) were identified, with lifelong consequences (FEIJÓ, AGY and MAQUENZI/OMR, 2021, p. 7).

These are phenomena whose impacts put the entire future of these children at risk.

Generally speaking, therefore, the person in a situation of internal displacement is in a specific group whose socio-economic status greatly determines their vulnerability.

In these terms, they are subjected to extremely inadequate living conditions, including precarious housing. It is a group formed by individuals who are often less educated, without documentation, without capital resources and therefore deprived of full access to health services, including medication assistance. In these terms, their situation is described as very serious insofar as they see their humanitarian situation deteriorating, the main characteristics of which are fear, insecurity, loss of family members, property, assets and identity (which includes the lack of civil identification documents), kidnappings and recruitment, sexual violence, early marriages, sexual exploitation and sex for survival, especially among the youngest, girls and boys, as reiterated by several humanitarian organizations based in Cabo Delgado:

We know that in Mozambique, in general, and in Cabo Delgado, the lack of documentation has always been a vulnerability. But it is even worse among the displaced population [...] the vast majority of displaced people who currently do not have civil documentation are always because of the conflict [...] Another is the situation of gender-based violence. We also know that domestic violence is a problem that already existed before the conflict, and that it exists in many countries. However, because of the conflict, sexual abuse has also worsened a lot... (Humanitarian Agencies Protection Cluster. Cabo Delgado).

It is worth mentioning here that the condition of displacement exacerbates not only the vulnerability of women and children themselves, but also of other specific groups, such as people with disabilities - whether pre-existing or acquired because of the conflict -; elderly people (as members of host communities, welcoming the displaced); and orphaned or abandoned children:

We can also talk about people living with disabilities. This, obviously, is already an existing problem, it is a population that was already vulnerable before the conflict and it happens that during a conflict and when these people are displaced, they have less access to services. It may even be that the disability is prior, it may be that the person contracted it in the context of the conflict. However, access to a wheelchair or physical therapy to treat the disability, the person does not have any of these. There are disabilities that were 100% the result of conflict - people who lost an arm, a body part because of torture suffered at the hands of an armed group. So, it's a kind of vulnerability. These specific needs, although they existed before the conflict, are exacerbated by displacement; are worse among the displaced population... (Humanitarian Agencies Protection Cluster. Cabo Delgado).

It is in this general context that, according to ADIN, in 2021 the emergency plan for the recovery of areas affected by terrorists in the province of Cabo Delgado was launched, budgeted at 300 million

dollars, with the intention of creating conditions for the reconstruction and normal functioning of the districts of this province, implementation and replacement of infrastructure, humanitarian aid and socioeconomic and financial support for families. Of these, USD 199 million will be allocated to short-term actions in one year and USD 109 million to medium-term actions (up to three years), therefore from 2001 to 2023. Short-term actions have an immediate impact and include the replacement of public administration, health units, schools, energy, water supply, sanitation, telecommunications, access roads, civil identification, psychosocial support, self-employment, especially for young people.

This support is assumed by several bodies in consortia/partnerships and according to the mission of each of them. This is the case, for example, of the “Protection Post” and the Engage, Empower, Educate Project, coordinated by Street Child:

The Protection Post is a group of UN organizations, international and local NGOs, approximately 23 partners who are implementing protection activities in response to the humanitarian emergency that is happening here in Cabo Delgado. UNHCR is a partner that implements protection activities within the 23 partners [...] The particularity of Cabo Delgado is that we are talking about conflict, which we are not finding in other provinces, where there is vulnerability and violence without any displacement. Here we are talking about the recruitment of children, we are also talking about the trafficking of women for sexual purposes who have to remain in the situation of sexual slavery or who are being used to make food for armed groups. These two groups are also very vulnerable and we also have men within these groups (UNHCR).

However, despite the efforts, the challenges are still enormous and pressing in view of the needs that arise, as illustrated and summarized in the following statement regarding internally displaced persons:

We live in the Resettlement Center. We have not had food support for two years. It was the Government that placed us there for resettlement. Caritas supported us in building houses (two bedrooms and living rooms) and gave us food for three months. Then came SOS and then INGD. But they didn't stay for long (GF Participant. Mecúfi).

Despite the return of populations – INGD (2023) estimates that around 409,087 people have returned to their areas of origin – there is also a pendular movement, as mentioned above, in addition to the fact that return is not synonymous with resolving the risks of producing these people's vulnerabilities, as also illustrated by the following statements:

We don't have food in Mocimboa. Not because we can't produce, but because we have nowhere to produce. This is an island, and no one wants to go there to weed, out of fear (IC. Mocimboa da Praia).

I ended up paying 300.00 Mt per liter of fuel in Mocimboa!... (IC. Researcher. Pemba).

It is, however, a challenge for the PRCD, among others:

- Create conditions for the immediate return of students and teachers, providing temporary emergency spaces, replacement of destroyed equipment, distribution of school books and psychosocial support
- Provide continuity of health care to populations through the use of prefabricated modules (container type), thus ensuring the provision of health services even in affected areas.
- Restore water supply systems using existing wells and tanker trucks to provide clean water to the affected population.
- Rehabilitate water supply systems, restoring damaged infrastructure and ensuring continued and safe access to drinking water for communities.



### 2.1.3.3 Women and Socioeconomic Vulnerabilities

In turn, and from a socioeconomic perspective, women are one of the most vulnerable groups. Given the precariousness of the labor market and the lack of adequate social protection policies for women in the informal sector, they are often involved in low-paying and unstable activities, especially in rural areas. Their insertion into informal work has two main characteristics: work in agriculture and in informal commerce, which alternate depending on the circumstances:

*The biggest activity I do is the farm  
(Participant of the GF. Chiúre).*

*My greatest source of survival is the farm, and when I return from the farm, I sell snuff (tobacco) to overcome other needs  
(Participant of the GF. Chiúre).*

In the context of trade, if, on the one hand, it is fueled by agricultural products or local fish, on the other, it demands great distances (and risks) to the provincial capitals (Pemba or Nampula) in search of goods to be sold, facing considerable risks as the following statement reveals:

*I suffered once. I left here for Nampula to go and buy some goods. When I got there, I came across some bandits. With their threats of knives and other instruments, they took my money, worth 41,000.00Mt. Hopefully, to get back, I had hidden it in my pocket  
(GF participant. Chiúre).*

In addition to the distance itself, travel costs further penalize the activity carried out, almost always without other options or sources of financing, since, as informal workers, they find it difficult to obtain credit and, even so, credit and microfinance institutions are, for the most part, geographically located in urban areas.



**Figure 6** – Occupation group of women, Cabo Delgado

Women, in addition to being essentially subject to the informal market for subsistence and with limited access to production and communication technology (inputs, technical assistance, equipment, among others), their participation is also the least qualified, compared to that of men. In other words, according to the VNR (2020), in Mozambique, “one in two women is illiterate, with this percentage increasing to 62.4% in rural areas, limiting their access to income and well-being” (p. 34). In Cabo Delgado, according to IOF 2022, the illiteracy rate is 61.1%, 74.5% among women and 46.8% among men. This level of illiteracy accentuates socioeconomic inequalities, as highlighted by Paris (2018): “higher levels of education are associated with higher probabilities of women participating in the workforce” (p. 15), reaching 90% probability in the case of higher education levels (PARIS, 2018).

In fact, barriers still persist that hinder access to school for girls and women, including the lack of conditions for managing menstrual hygiene in schools, the lack of female role models, especially teachers and managers, as well as educational content; a lack of which can reinforce negative gender norms. This educational limitation constitutes a significant obstacle to the socio-economic development of women, especially in Cabo Delgado and rural areas.

In Cabo Delgado, data related to school dropout rates are slightly more favorable to women. However, the fact that children are the majority among those affected by climate shocks and conflict - with around 65% (FEIJÓ, SOUTO and MAQUENZI, 2020, p. 30), as mentioned above -, begins to have important negative impacts on the number of enrollments, especially in this group and especially among people coming from the most affected areas. The insurgency and armed conflicts in Cabo Delgado add even more obstacles to access to education, creating a feeling of helplessness and fear in families, as mentioned in the study on the “evaluation of the impact of the safe return to school campaign in the context of COVID-19” (MEPT/UEM, 2022):

*For the province of Cabo Delgado, the insurgency factor is added, which brings with it additional challenges, especially due to the amputated hope in the face of a war that they understand little about, and which constitutes yet another preponderant factor for children not attending school: “my daughter does not study. I am displaced” (Father/Guardian, Montepuez) (p. 8).*

These factors make it urgent to create integrated policies that promote access to education and the formal labor market for women, as well as the strengthening of social protection networks, to reduce the socioeconomic vulnerabilities they face.

#### 2.1.3.4 Socioeconomic Vulnerability and the Elderly

Regarding the elderly, it is worth noting that, according to the VNR (2020), “the elderly, in addition to their degree of dependency, are more concentrated in rural areas (76%), which are poorer, which makes them more vulnerable to poverty” (p. 37) and the fact that a large majority of those interviewed reported having had a lack of food in sufficient quantity and quality and the fact that we are dealing with elderly people engaged in the informal sector (working with farming for subsistence) and that they confirm that they are experiencing great difficulties, confirms the thesis according to which “People with Disabilities and the Elderly are more exposed to poverty, and even more so in rural areas, which can make access to food difficult” (VNR, 2020. p. 44).

In Cabo Delgado, the socioeconomic situation of the elderly is marked by difficulties, very low levels of education and conditions that require care in relation to their health. In these aspects, the fact that more than half of those registered with INAS are female (25,753 out of 39,355) also reveals that in Cabo Delgado the situation of vulnerability among the elderly is also a gender issue.



It is in the context of the poorest and most vulnerable households that the situation of the elderly calls into question Law 3/2014, of 5 February, which determines that family members and relatives are the first to be responsible for protecting the elderly in vulnerable situations. In other words, in this case, the State's action in protecting the elderly in vulnerable situations is complementary in nature, as recommended in its article 6. However, by relegating to the background the role of the State in assisting, protecting and securing the elderly in the context of major family difficulties - in which, on the one hand, the elderly themselves are heads of their families, and as such, responsible for providing for themselves and their dependents, in which, in some cases, due to the conflict, they take in more members; and, on the other hand, where most families are among the poorest and most vulnerable - means condemning them to despair.

Therefore, governance and socioeconomic factors are the basis for other situations experienced by this population group, which feels excluded from government support, services and access to its rights, especially in rural areas, which are eminently marked by the primary economy, such as agriculture, and by enormous difficulties in accessing and enjoying basic services, including health.

In these terms, the analysis of the data collected during the fieldwork revealed that many of the elderly are still heads of households and/or continue to work, revealing that they work out of necessity - without rights or social security or fixed income - precisely at the age when their health is most weakened. In other words, the plight of the elderly is aggravated by the fact that, as the majority are in the informal sector, such as peasants, they are not covered by Contributory Social Protection and, at the same time and as shown above, Non-Contributory Protection falls short of the needs - having covered, in general, in Cabo Delgado, only 9.24% of those in need of the PSSB (INAS, 2023).

### 2.1.3.5 Children and Socioeconomic Vulnerabilities

Regarding children, the UNICEF report on Multidimensional Child Poverty (UNICEF, 2020) describes the situation of children as very critical in Mozambique, as they live with deep and cumulative deprivations. For this organization, poverty still affects almost half of the population. In other words, around 46% of children aged 0 to 17 are poor in multidimensional terms, while 49% are monetarily poor. On average, almost 30% of children have three or more simultaneous deprivations, while 32% of them are affected by four or more forms of deprivation simultaneously. Furthermore, in Cabo Delgado, according to UNDP (2022), 45% of children under 5 years of age are chronically malnourished.

In fact, deprivations, including lack of food and shocks, which represent the greatest concerns for vulnerable families (and not only), have important impacts on children's lives, as summarized in the following statements, especially because poverty and child vulnerability are directly related to the socioeconomic status and the set of deprivations to which the heads of their households are subjected - occupation and other living conditions -, as well as their area of residence, whether urban or rural:

*I'm married, I have seven children [...] This 14-year-old is in the 6th grade; this 15 year old is in 7th grade; another is in 5th grade, he is 12 years old... Of these others are my children and other nephews. Therefore, there is a coincidence of age [...] Yes, at the moment we are nine people, but before we were more than that. But other families returned to the district where we came from. We came from Mocimboa da Praia [...] [as for the food] it depends. In the months of December, January and February, we always had a meal. But now we have overcome this situation, as we have already produced this 2022 to 2023 harvest. We already have some Corn, Mapira, now we are already having two meals (GF. Chiúre).*

In my case there isn't much difference with this mom. I am a mother of two children and responsible for four children [...] one day yes [has already gone a day without a meal]. But, saying that two, three days this doesn't happen. Even that one day thing is not every day. What happens is that you can have lunch and not dinner or miss lunch and have dinner (GF. Chiúre).

In this context, it is reiterated that in the country a significant proportion of children living in multidimensional poverty are in Cabo Delgado, including chronic situations of malnutrition, low school completion rates, high illiteracy and little access to basic social services (UNICEF, 2020).

Regarding education, the UNDP (2022) indicates that around 30.9% in Cabo Delgado do not attend school (16.7% according to the IOF 2022). These are children who, for the most part, are subject to extreme situations, such as the situation of internally displaced persons. According to INGD (2022), 90.8% of the 456,305 children displaced in the country as a result of conflicts (in the north and center of the country) are in Cabo Delgado. This long-term situation is challenging, as, according to the UNICEF Bulletin, citing the Provincial Directorate of Education of Cabo Delgado, as of March 2021, there were, across the country, 96,274 students affected by terrorism, of which 42,383 (44%) in this Province (UNICEF, 2022). In the same proportion, 385 schools were affected by terrorism, of which 220 were not in operation. By 2023, Cabo Delgado province had almost 200 schools closed.

In these cases, governance and socioeconomic status, unless there is reinforcement in their social assistance capacity, converge and determine the bad reality in which these children live, with little hope that, as they grow up, there will be improvements in their living conditions and those of their dependents. In the specific cases studied here, no less importantly, the origin of vulnerability is also the death of the provider, due to a series of factors, including illness and armed conflict. In traditional cultures where the paternal figure (or maternal figure in cases where the paternal figure does not exist) still prevails as absolute providers – the death of the provider is also structuring when considering the development and upward social mobility of families, with impacts that are not only economic, but also emotional, including cases of orphanhood of their dependents.

Some of these cases are in foster families, including those headed by elderly people, a situation already described above. For other children, finding a foster family is not always easy, as the following concern reveals:

They are two sisters. They are orphans, they lost their parents to illness. As soon as we found out, we tried to find a foster family, because the relatives didn't want to take them in. After they were welcomed, the Project gave a little support to this family, nothing too big, just to help - this is not our main action, to provide supplies, but we support whenever and wherever necessary. It's not something permanent. After the family members found out about this support, they came asking and expressing their interest in keeping the children... (STREET CHILD).

At the heart of this situation is the vulnerability not only of the children, but of the entire socio-family structure, as the dispute over custody does not reflect the necessary protection of the rights of these children, but rather is seen as a source of income. In other words, in the face of difficulties, in Cabo Delgado, the most vulnerable children - including orphans or those in a state of abandonment - are used as bargaining chips, when this means a source of income for the host family.



**Figure 7** – Children and vulnerability, Cabo Delgado

**Source:** Seven Margins

Therefore, in summary, the analysis of the results reveals that the effects of socioeconomic factors affect different groups differently, based on gender, age and social status, but those most impacted are the ones who live in rural areas and face high levels of multidimensional poverty. Families, women, children, the elderly, people with chronic and acquired diseases, as well as the economically disadvantaged, are the most affected, facing enormous obstacles in accessing essential services. Their meager sources of income, often coming from informal work, are almost entirely consumed by the costs associated with obtaining these basic services. In this broader context, these groups in Cabo Delgado find themselves trapped in a cycle of vulnerability, where the combination of socio-economic factors acts as an anchor, making it difficult for them to escape this precarious state. This situation is aggravated when such challenges overlap with specific groups, such as women, children, the elderly and other vulnerable individuals.

## 2.1.4 Geography

People in Cabo Delgado are falling behind due to the geographical factor. The province has 13 districts and, as referenced in the contextualization, the present study was carried out in the districts of Chiúre, Mecúfi and Pemba. These districts represent the southwestern part of the province of Cabo Delgado, a region whose vulnerability characteristics – in addition to the situation of military instability – are referenced in studies such as those of the Observatory of the Rural Environment and in the study of the impact of COVID-19 in Mozambique. Geography affects, in different ways, the various groups identified as vulnerable in the province and districts, including internally displaced people, women, the elderly and children.

### 2.1.4.1 Geography and the Internally Displaced Person

As highlighted in the government, the geographical area of Cabo Delgado is the scene of armed violence, which began with greater incidence in the districts of Mocímboa da Praia, Palma and Metuge. The geographical factor, in these terms, undergoes metamorphoses depending on the dynamics of the conflict itself, characterized by the abandonment of areas of origin, immigration to host areas and return to areas of origin. In the reception areas, the territory is decisive since the aid, largely emergency aid, conflicts with the structure and productive qualifications of the displaced people, who, in new circumstances, must adapt and, if possible, requalify themselves to respond to the demands of the labor market in the reception area and be able to continue their subsistence efforts, as reflected in the following statement:

*I'm living like this anyway, because we have no way, but it's hard to have money, because to have money you have to burn and sell coal, which I didn't do where I come from in the administrative post of Chai. There I was a cell phone repairman, which I can't do here.*  
(Participant of GF. Mecúfi).

The dynamics of the conflict, associated with the difficulties experienced in the host areas - including conflict over access to land - lead to returns to their areas of origin. However, at the same time, we are witnessing a pendulum movement, in which some groups come and go, that is, from the reception area to the place of origin and from there back to the reception area, since at the place of origin they still do not find support structures capable of enabling them to re-establish their means of livelihood: access to their land and properties, school, employment, among other structures that allow the real integration of people, which thus increases the possibilities of violation of the human rights of these people:

*Return is not synonymous with resolving the risks that generated these people's vulnerabilities. If you look at the latest numbers, there are more than 400,000 people who have already returned. But we can't just say 'great, they're back and we can forget about it'. No! There are, indeed, situations of vulnerability that reach contexts where incidents of human rights violations and lack of services are still ongoing [...] But, as they always say: 'it's better to suffer at home' [...] We will continue to see massive returns, but this does not necessarily translate into a solution or resolution of their vulnerability or that the protection risks have stopped (Humanitarian Agencies Protection Cluster. Cabo Delgado).*

### 2.1.4.2 Geography in Relation to Women

It is not only displaced people who face geographical barriers arising from their condition. It is an entire population of a district that, given the remote conditions in which it lives, has been deprived of access to primary and specialized health services and the main and best health infrastructures and services due to its geographical location. The situation is particularly worrying for women, who face significant barriers in seeking appropriate services during pregnancy and in reproductive health emergencies.

Until 2022, the Mecufi District did not have any district hospitals – but three health centers for approximately 71,776 inhabitants (INE, 2022c) – whose coverage is limited. Women are among the population groups that have been affected by this fact, considering the deficient provision of primary care services for pregnant women. That is, “due to the reduced number of health units in the Mecufi district, most pregnant women end up giving birth at home and some are forced to travel long distances on foot to access a maternity ward” (O PAÍS, 2021). The distance between the residents' homes and the location of maternity hospitals penalizes pregnant women, as the

following statement also attests: “The Health Center is in Changa, far from here. We go to the hospital on foot; we leave here at five o’clock and arrive there at eight o’clock” (Resident of Mecúfi). This reality reveals a serious risk to maternal and child health and highlights the precariousness of health services in rural areas.

Women are also falling behind in the search for livelihoods. As described in the analysis of the socioeconomic factor, women in rural areas are immersed in informal work as the main source of livelihood, whether in agriculture, exploitation of natural resources or informal trade. It is in informal trade that the geographical factor constitutes an important barrier for women in the province of Cabo Delgado, as this practice requires traveling long distances to the provincial capitals (Pemba or Nampula) in search of goods to be sold, with the inherent risks, as mentioned in the Socio-Economic Section of this report.

The location of financial and credit institutions constitutes another barrier to economic development faced by women in the informal sector, which, combined with high interest rates, appear to be factors that push this group into a spiral of poverty and vulnerability, as can be seen in the following statement:

*Bank increases misfortune... Xitique yes, I do it with colleagues, they contribute little, very little. I'm paying Xitique, it could be 100.00Mt, at least to buy water, instead of staying like this with my hands crossed (Agricultural worker, Chiúre – UNDP/MEF, 2022, p. 38).*

These informal community savings practices are the only alternative for many women, as the formal banking system is virtually inaccessible.

The issue of access to water further illustrates the deep infrastructure inequalities. This situation is reflected differently in the districts studied. In other words, in Mecúfi, according to data from INE (2023d), it had, until 2022, 43 water sources, serving 24,600 people of the 71,776 inhabitants of this district. In Chiúre, the number of water sources was 498, serving 149,400 people, out of a total of 351,931 inhabitants. In Pemba, in turn, there were 187 water sources, serving 202,346 people out of 243,295 inhabitants. Therefore, water availability falls short of needs in the districts of Mecúfi and Chiúre, compared to Pemba, which has relatively more favorable indicators.

In addition to availability, the form of access and the quantity of water is also conditioned by the geographical factor, when it comes to rural areas, as mentioned in the Socioeconomic Section and as can be seen in the following statement:

*The distance is a bit far... But we don't pay for that water. In fact, the “queue” is bigger: you can go today at 4 o’clock and you will be able to get water tomorrow at 4 o’clock (GF Participant. Chiúre).*

The time spent fetching water has a direct impact on the time women could spend on other economic or educational activities, accentuating gender inequalities.

It is the woman who, culturally, is responsible for providing water within the family, with all the vicissitudes inherent to this process falling on them. Lack of access to essential services and infrastructure not only increases women’s physical work, but also limits their opportunities for economic and social development, keeping them in conditions of persistent vulnerability.

#### 2.1.4.3 Geography and the Elderly

The lack of infrastructure, especially health facilities, and the distance between these and the villagers' homes, has also been a factor that determines the vulnerability of the elderly, especially those suffering from chronic diseases, as they are forced to travel long distances to access health



services. It is also in the most rural areas - marked by enormous economic difficulties, difficulties in accessing and enjoying basic services (including medication assistance, even in the main towns), access routes, both external and internal - that the quality of life and safety of the elderly is most vulnerable, as can be seen from the following statement:

*I went to the hospital on February 3rd, but there was no medicine. We went to Murrébuè, there wasn't any there either. From there, we went to Pemba. We were attended to, we bought medicine, but the others didn't have it and we went to buy it at the private pharmacy (GF participant. Mecúfi).*

Some of the main basic services, including health and education, are concentrated in the district headquarters towns. Moving around in the current conditions of the access routes is quite painful for the patient. In other words, going back and forth from Mecúfi to the Provincial Capital – which corresponds to around 50 km, in these road conditions (as illustrated in the images) – is equivalent to a day's travel.



**Figure 8** - Road conditions on the N1 – Mecúfi route (about 50 km)

#### 2.1.4.4 Children and Geography

In general, children in Mozambique, as described in the Child Poverty report (UNICEF, 2020), mentioned above. The geography factor, in the sense of geographic space expressed in the categories region and place of residence, is one of the explanatory keys to child vulnerability, associated with socioeconomic status. According to UNICEF, the proportion of the most vulnerable children, that is, monetary and multidimensionally poor, is concentrated in rural areas (33%), in addition to the fact that 11% of children living in multidimensional poverty in Mozambique are in the province of Cabo Delgado (UNICEF, 2022, p. 3). From a regional point of view, children born and living in the southern region of Mozambique have a relative “advantage” over children born and living in the central and northern regions of the country. Geographical and structural inequality is therefore the fundamental characteristic of child poverty and deprivation in Mozambique. In this case, the risk of deprivation increases for these children when the household is headed by women with a low level of education (UNICEF, 2020).

Children in the districts of Chiúre and Mecúfi - where the risk of poverty and vulnerability is greater - are affected by the conditions of their location that limit the enjoyment of the right to education.

Like women and the elderly, the vulnerability of children in Cabo Delgado arises from the location of the main educational infrastructures, as recognized in the Strategic Development Plan for the

Province of Cabo Delgado (PEDCD) mentioned in the analysis of the Governance factor, when it states that children are forced to travel long distances to access services and schools, particularly secondary schools. In these terms, it is worth mentioning the recently opened Mecúfi Secondary School, which reduced the distance of around 50 km to access a school of this level, on the one hand, and the Chiúre Secondary School, located in the town headquarters of this district, on the other hand. The long distances between schools at one level and another contribute to an increase in dropout rates and the consequent cultural marginalization of children, as symbolized by the following report:

*I studied until the 4th grade, in 1992 and 1993, because in the village I only finished up to the 4th grade. For the 5th grade, you had to go all the way to Murrébuè. It was wartime and it was necessary to travel about 12 km, from February 3 to Murrébuè (GF Participant. Mecúfi).*

The internal access routes are characterized by narrow, dirt paths surrounded by forest and quite uneven. This is also the case with the internal connection between the main town and the other locations in both districts, which compromises children's right to come and go and, consequently, their right to education and the future. The current reform of the National Education System – Law No. 18/2018, of December 28 – which extends the mandatory nature of basic education up to the 9th Grade and the requalification of primary schools into basic schools, despite its vicissitudes, may mitigate the effect of the geographical factor on access to education for children in these and other districts of the Province, by allowing children to study the 8th and 9th grades in the then primary schools.

In fact, the road network is poorly accessible, without paved roads beyond the main arteries of the City of Pemba and the fact that the Chiúre District is crossed by the National Road (N1) and the Mecúfi District also has its main access from the N1 (where the paved part of the road ends). However, the approximately 50km that separate the N1 diversion to the town headquarters of the Mecufi District are covered via a dirt road, in poor condition and resulting in slow traffic. This intra-provincial inequality, including certain long stretches of the road that are difficult to pass through, partly explains the high disparity in terms of opportunities to access different types of services, particularly education, health and others that in Pemba can be discussed in their physical dimension, such as access to piped water. These dimensions, combined with governance and socioeconomic dimensions, in turn end up having different impacts and manifestations on the indicators of people in these territorial spaces.

Therefore, falling behind in the districts of Cabo Delgado, from a geographical point of view, is the result of the location of the population, vis-à-vis the scarcity, firstly, of basic services, such as health, and secondly, the non-availability, at district level, of medical assistance, except in the large urban conglomerates, which are the City of Pemba (for the Districts of Mecufi, Metuge and those located in the north of the Province) or the City of Nampula for the Districts further south. With movement restrictions, they have to travel enormous distances to access medical and medical assistance. Even within the District, the distance and access routes between localities, administrative posts and the main towns, for example, in the districts of Chiúre and Mecúfi, constitute a barrier to access to education, greatly affecting children.

These dimensions, combined with governance and socioeconomic dimensions, in turn end up having distinct impacts and manifestations on the indicators of people in these territorial spaces. There are some dimensions that, when overlapped and associated with other factors, mean that children, women, the elderly, and internally displaced persons, including people with disabilities, face greater deprivation in terms of access to and use of public services, especially schools, hospitals, and water, thus contributing to them being left behind in Cabo Delgado.



## 2.1.5 Shocks and Vulnerability

In addition to climate shocks, it is also known that Cabo Delgado has the particularity of being hit, since 2017, by military shocks, as mentioned above, exacerbating the level of vulnerability for several groups, with special emphasis on women, children, the elderly and people with disabilities (OCHA, 2022). The aim is to analyze how each of these shocks, including COVID-19, has affected the groups under analysis, increasing the level of deprivation and vulnerability.

### 2.1.5.1 Military clashes

As mentioned in the introductory part of this study, Cabo Delgado is the scene of the armed conflict, having displaced more than 570,000 people throughout 2020, according to the OMR (FEIJÓ, SOUTO and MAQUENZI, 2020), a number that reaches 700,000, according to UNICEF (2021), whose approach is comprehensive and multisectoral, especially as regards the implementation of the Community Recovery and Resilience Plan (2022 – 2024). Still according to these bodies, “women represent more than 65% of displaced individuals” (FEIJÓ, SOUTO and MAQUENZI, 2020, p. 30); and “half are children, which is further compounded by multiple climate-related hazards, COVID-19 and disease outbreaks – all of which contribute to increasing population vulnerability” (UNICEF, 2021, n/p). According to the IOM (2024), there are 1,030,000 displaced people in the country. According to Alberdi et al. (s/d) the number of displaced people reaches 946,508 displaced people, which is equivalent to 208,046 families (and 4,398 fatal victims, approximately half of them civilians). According to INGD (2023), there are around 819,004 displaced people – of which 764,332 are in the province of Cabo Delgado.

The insurgency has given rise to physical insecurity and worsened the food insecurity situation in Cabo Delgado province where nearly 85% of households are worried about not having enough food (UNDP, 2022); 56.6% of AF have two meals a day; about 31% with just one; and 1.2% who go the whole day without any meal (IOF, 2022).

People who are internally displaced, without their usual means of production, rely on the support of the INGD and humanitarian agencies for their survival and are forced to carry out subsistence activities for which they are completely unprepared – this is the case of fishermen who fled the coastal areas of the province to subsistence areas based on agriculture.

The condition of a displaced person represents extreme vulnerability, experiencing precarious living conditions and means, resulting, in part, from the effects of conflict, the impacts of Cyclone Kenneth in 2019 and, a year later, the impacts and effects of COVID-19.

### 2.1.5.2 Climate Shocks

Still under the effects and impacts of the armed insurgency, the population of Cabo Delgado province, after almost 60 years, was devastated by extreme weather events, such as Cyclone Kenneth, between 25 and 29 April 2019. Practically in the same season as Cyclone Idai (which hit the centre of the country between the first and early second half of March 2019), Kenneth left a toll of 254,750 (MOZAMBIQUE. MISAU, 2019) to 280,000 people affected (UN, 2020); 45 fatalities to mourn and great devastation in terms of infrastructure, services and goods. Its effects and impacts are most significant on children, as highlighted by UNICEF, which estimates that around 1.3 million children needed help following cyclones Idai and Kenneth.

To analyze and understand the impacts and effects of Cyclone Kenneth and the consequent vulnerability, it is necessary to keep in mind the socioeconomic indicators of Cabo Delgado. From a housing perspective, according to the IOF (2022), around 59% have wattle and daub constructions and 10.7% have bamboo, reed or palm trees as their homes. Added to this fact, only 0.5%, still according to IOF 2022, use a toilet with the toilet inside or outside the house. 71.9% of the population of Cabo Delgado use unimproved latrines.

In these housing and sanitation conditions, more than half of the population in this Province was and is vulnerable to climate shocks, having experienced profound deprivation when Cyclone Kenneth passed through, starting with the destruction of property and crops, as highlighted in the following statement:

[Cyclone Kenneth] destroyed my house and I had to build again. I have not received any support to build again.  
(Participant of GF. Mecúfi).

One of the groups affected by Kenneth was the internally displaced people who were already living in relatives' homes and in the precarious temporary housing of resettlement centers. Based on the survey carried out for this study, it was found that more than half of those affected by Cyclone Kenneth were already in a situation of displacement. Children join them. In other words, based on the Survey carried out in the study districts – Chiúre, Mecúfi and Pemba – of the approximately 56.1% of respondents who stated that they had been affected by Cyclone Kenneth, at least 3.6% were responses given by the children themselves (excluding the situations of children included in other AF), which corresponds, proportionally, to 37.5% among the children surveyed.

### 2.1.5.3 COVID-19

People in Cabo Delgado have been negatively affected by COVID-19 (UNDP/MOZAMBIQUE. MEF, 2022). The measures to contain the pandemic, in a context of prevalence of the informal market, led, as a result, to a spiraling loss of income, as a result of: (a) the loss of employment (in Cabo Delgado, 8.6% of respondents stated that they had lost or had in their household at least one person who had lost their job as a result of COVID-19); (b) the impossibility of developing extra activities; and/or (c) loss of business, with direct impacts on other areas such as education, health and food security. The pandemic has also worsened the vulnerability of poor women and young people in this province:

Yes, I was affected by the corona because I do business, but I do it at home – capulanas – I do surveys in Nampula, I do surveys in Maputo, but after this pandemic the rates had to go up. Climb what way! For example, we used to pay 2,500.00 Mt for goods that we were able to bring here from the city of Maputo by Etrago. Now it has gone up to 5,000.00 Mt and after that the goods are not as strong as those in a large store, they are simply just enough to support the family, because as my colleague said, they have reduced a lot (Saleswoman. Pemba – UNDP/MEF, 2022).

This disease has greatly reduced yields. As an example, what we have now that we are talking about. At the cashew processing factory, 50 employees have already been laid off. They must stay at home for two months. The same employee as me suffering from this situation (Agricultural Worker. Chiúre UNDP/MEF, 2022).

Coronavirus made me very sad because I was already working in a hotel. We always saw paper stuck to the wall and we didn't know what the problem was. The images on paper started to stick together in 2020. People didn't know how important those papers were. Then came the moment that really ruined everything and affected me because it left me without a job [...] and I was included in the reduction of these workers and stayed at home. Since that moment, I have been out of work (Unemployed. Pemba – UNDP/MEF, 2022)

Children, especially those living in families experiencing multiple deprivations, have been equally affected by the pandemic. These people have seen their right to education and learning limited, despite the measures issued by the Ministry of Education and Human Development (MINEDH) to mitigate COVID-19 in education, through the use of alternative learning methods – worksheets, screen classes and virtual platforms. The economic costs of accessing these means penalized the poorest children, whose parents expressed their lack of preparation to deal with their children's new way of learning:

*The assimilation of the material has not been effective because the days that our children go to school are few and the level of preparation of the content in groups has been canceled, and as parents and guardians we ended up losing that culture of helping our children in the preparation of school content due to the new challenges imposed by the pandemic (Focus Group Participant. Chiúre – UNDP/MEF, 2022).*

*I was a student; I was studying high school in Nampula. But, because of the coronavirus, I had to return home because my family could no longer support me, because the bar that supported me back home closed (Salesman. Pemba – UNDP/MEF, 2022).*

The medium and long-term effects of COVID-19 on education, and specifically on children's learning, especially from poor families, still need to be assessed as they recover from its economic effects. The learning difficulties experienced during this pandemic, combined with military conflict and extreme weather events, mean not only limited access to education, but also the lack of quality education; a fact that goes against SDG 4. Falling behind - in a province where 16.7% of children aged 5 to 24 are out of school and the illiteracy rate is 61.1% - means: first, not having the opportunity to attend school; and, secondly, even when inside the school, there is a high chance that basic learning needs will not be met.

In summary, in the context of the districts covered by the study, a significant proportion of those interviewed reported having been severely or partially impacted by the shocks, and of these, a considerable proportion were affected by both Cyclone Kenneth and the armed conflict in Cabo Delgado. In general, some of the interviewees confirmed being in a situation of internal displacement, with some of these families having the entire family affected and others only having part of the family affected. To face these situations, most of the affected respondents mentioned that they relied on the support of family and friends as their main emergency support; some others mentioned having received support from the Government and humanitarian organizations; there were, however, those who would not have received any type of support. In general, such support was only occasional and emergency, which means that a significant proportion of those affected by the three shocks, including children, continue to experience great deprivation and thus fall behind.

## 2.2 Summary of Who is Being Left Behind after Analysing the Factors

### 2.2.1 Families suffering from multiple or combined deprivations

The country now has a set of legal and policy instruments aimed at social protection and guaranteeing human rights to reduce poverty and vulnerabilities.

In Cabo Delgado we are witnessing a resurgence in vulnerability levels, aggravated by shocks (armed conflict and climate), leaving its population in a condition of extreme economic poverty and multidimensional poverty. This situation is also characterized by limited access to justice and discrimination, which violates the human rights of these vulnerable people.

Data indicates that there are sufficient resources in Cabo Delgado. However, people in this Province are, in fact, subject to precarious living conditions, that is, with around 59% of houses made of mud and around 4.9% of the population having running water. There is a prevalence of informal work, that is, with low pay or volatile and irregular pay, which makes people in this condition quite vulnerable to circumstances, also leaving them outside the security and social protection system.

Despite these resources, factors linked to governance (such as the fragmentation of policies and strategies) and socioeconomic factors (such as the high illiteracy rate), aggravated by shocks (conflict and climate) mean that most families are on the margins of these potentialities and have little capacity to be resilient to social risks, while at the same time the State has little capacity to implement more ambitious social protection programs. Illiteracy has worsened in recent years, rising from 52.4% (IOF 2019/20) to 61.1% (IOF 2022), with a greater incidence among women, whose rate (74.5%) is almost twice that of men (46.8%).

Hence the need to intensify actions to promote access and, even more so, the permanence of children and women in school, thus reducing the cycle of vulnerabilities associated with poverty. Data from the Survey carried out for this purpose show that this state of poverty tends to perpetuate itself, passing from generation to generation, as significant numbers of vulnerable families include, in the overlapping of their deprivations, members who, although eligible, did not complete the sixth grade or never went to school. The number of families that have members in both situations is also considerable.

### 2.2.2 Internally Displaced Persons

The number of internally displaced persons is quite considerable. According to IOM, 1,030,000 people are in this condition, the vast majority in Cabo Delgado. A significant proportion of those displaced are women and children, with the elderly also having a significant impact. It is estimated that around 15% of people have disabilities; factors that demand a response capacity from the State and partners in terms of protection and social security.

Despite the existence of normative-legal instruments for the protection and guarantee of the rights of people in the situation of internally displaced persons, their observance is quite conditioned in the specific context of the province of Cabo Delgado, which, in a situation of conflict, leads to these people being exposed to situations of abuse, exploitation and sexual violence against children and women, in addition to the situation of destruction of civilian property.

The scarcity of resources also increases situations of stigma in host communities, hence the need to urgently intensify harmonization and implementation of the actions provided for in the Policy and Strategy for the Management of Internally Displaced Persons and in other management instruments in force, such as the PRCD and PREDIN.

### 2.2.3 Women

In the country, and Cabo Delgado is no exception, important normative and legal instruments are in force to protect and guarantee women's human rights. However – and with greater impetus for those living in rural areas – women face significant and specific challenges in accessing the justice system and beyond. A significant number of women are being left behind due to their lack of community and social integration, with deep and circumstantial roots, which can be socio-economic and cultural, a situation characterized by: (a) a situation of forced displacement; (b) submission to the informal, subsistence market and with limited access to production and communication technology; (c) geographical barriers to the acquisition of inputs to carry out their activities and difficulties in accessing credit, especially in rural areas; and (d) poor access to health services, particularly in rural areas - aggravated by the lack of professionals, in addition to long distances to access basic and specialized health services.

Cabo Delgado reveals the worsening of various indicators linked to women, including in relation to education, in which cultural and religious issues perpetuate such relationships. In other words, the discriminatory social construction of gender relations, associated with the unequal distribution of power and resources between men and women, leads to the vulnerability of women in this province.

### 2.2.4 Children (orphans, heads of households and in situations of family poverty)

Despite there being a rich and exhaustive regulatory framework, both the general situation of children and the social assistance dedicated to them are still far from satisfying their survival needs, particularly in Cabo Delgado, which is struggling with the situation of armed conflict. There is a long way to go towards the universalization of children's rights and social protection programs. In addition to orphanhood and abandonment, children are subject to the socio-economic conditions of the families of which they are a member and which in Cabo Delgado are, for the most part, subject to multiple deprivations. Far from social protection, vulnerable children have been taken in by elderly people - also outside the social protection system, and who, therefore, must work, precisely at the stage when they are in fact most fragile.

Several entities campaign for children. However, there are indicators that insist on not giving in when it comes to children in Cabo Delgado. This is the case, for example, with premature unions; a situation into which, often, they are pushed by their own families.

In these terms, governance and socioeconomic status are determining factors in children's vulnerability in Cabo Delgado. Along the same lines, budgeting from the perspective of vulnerable children at all levels and in a multisectoral manner is a priority in planning.

### 2.2.5 Elder Persons

The country has a Policy for the Elderly and a Strategy for its Implementation and a Law for the Elderly (Resolution no. 84/2002, of 12 November; and Law no. 3/2014, of 5 February). However, an overlap of factors determines the vulnerability of the elderly, whether they are governance or socio-economic. Cabo Delgado is one of the provinces with a very weak capacity to assist the elderly and people with disabilities. In this case, the discrimination would not be more explicit: their submission to a process of underemployment - to the extent that they are forced to work despite their fragility - as well as the physical, attitudinal and territorial barriers that prevent them from having access to basic services directly contribute to their vulnerability. Even so, Cabo Delgado has been the last stronghold in supporting vulnerable people, that is, children, especially in situations of internal displacement.

# 3 Analysis of Causes and Capacity Gaps: Summary Tables

Type of Causes	Families victims of multiple deprivations
Root Causes	<p><b>Successive and violent shocks</b></p> <ul style="list-style-type: none"> <li>- 16 Years War</li> <li>- Political-Military Conflict</li> <li>- Armed Conflict in Cabo Delgado</li> <li>- Cyclones Idai, Kenneth</li> <li>- COVID-19: which from April to June 20202, affected more than 89 thousand companies; loss of 40% of vol. business (INE, 2020); 8.6% of AF lost their jobs (UNDP/MEF, 2022).</li> </ul> <p><b>Economic contraction</b></p> <ul style="list-style-type: none"> <li>- Average growth of the country of 2.7% in the last five years, whereas -0.45 in Cabo Delgado (2018 - 2021)</li> <li>- Context of poverty</li> <li>- Rate rose from 48.4% to 62.8% (2014/15 and 2019/20) and AF in a situation of deprivation rose from 71% to 78.3% in the same period (BM, 2023). In Cabo Delgado, 44.8% are poor and 67.4% are multi-dimensionally poor. Around 74.3% of those interviewed have three or more deprivations</li> </ul>
Underlying Causes	<p><b>High relative unemployment rate</b></p> <ul style="list-style-type: none"> <li>- In Cabo Delgado the employment rate is 81.0% (INE, 2022). 15.9% are unemployed. Around 11.5% of respondents are unemployed. The highest proportion is in Pemba (20.6%), followed by Chiúre (15.4%); and Mecufi (3.2%).</li> </ul> <p><b>High rate of informality</b></p> <ul style="list-style-type: none"> <li>- In the country, 13,468,100 people worked informally in 2021, of which 1,066,323 were in Cabo Delgado (80.7%). According to the Survey, it is 62.2%.</li> </ul> <p><b>Low average education and high dropout rates</b></p> <ul style="list-style-type: none"> <li>- Illiteracy is 74.5% among women and 46.8% among men according to IOF 2022</li> <li>- Among the households with lowest income, only 25.4% completed secondary education (80.6% H and 63.2% M)</li> </ul> <p><b>Poor infrastructure</b></p>
Immediate causes	<p><b>Insufficient and volatile income</b></p> <p><b>Low income</b></p> <ul style="list-style-type: none"> <li>- Mecufi District has the highest proportion of households with average monthly income of up to 3.000,00Mt for four to eight family members (54,5%)</li> </ul> <p><b>Difficult access, low scholar and qualification rat</b></p>
Demonstrations	<p><b>Precarious housing and living conditions</b></p> <p><b>Income is limited to enrusing access to food</b></p> <p><b>Food insecurity</b></p> <p><b>Poor health conditions</b></p> <p><b>Low perspective of socioeconomic change</b></p>



Type of Causes	Vulnerable Women
Root Causes	<p><b>Context of poverty</b></p> <ul style="list-style-type: none"> <li>- Rate rose from 48.4% to 62.8% (2014/15 and 2019/20) and households in a situation of deprivation rose from 71% to 78.3% (BM, 2023). In Cabo Delgado 44.8% are poor and 67.4% are multi-dimensionally poor.</li> </ul> <p><b>- Female poverty</b></p> <ul style="list-style-type: none"> <li>- Gross National Income Per Capita (1,031 versus 1,284.00 Mt)</li> <li>- The HDI for women is 0.422 compared to 0.468 for men;</li> <li>- The average number of years of study is 2.5 for women versus 4.6 for men.</li> <li>- Among women, 92.7% are in the three poorest quartiles, compared to 66.4% among men.</li> <li>- A large proportion of the poorest and most vulnerable women interviewed are in the Chiúre district, with approximately 95%, compared to Mecúfi (92.3%) and Pemba (87.5%)</li> </ul>
Underlying Causes	<p><b>Unemployment and essentially informal occupation</b></p> <ul style="list-style-type: none"> <li>- Women's participation in the country's workforce increased from 87.7 to 82.2% between 1990 and 2017 (PARIS, 2018)</li> <li>- In Cabo Delgado, the employment rate is 81%, with 1,066,323 working informally.</li> </ul> <p><b>- Low level of education</b></p> <ul style="list-style-type: none"> <li>- Illiteracy is 74.5% among women and 46.8% among men according to IOF 2022</li> <li>- The barriers to schooling range from cultural and religious issues to the lack of conditions for managing menstrual hygiene in schools</li> </ul> <p><b>- Weak capacity of the state to extend its social assistance</b></p>
Immediate causes	<p><b>Subjection to circumstances (shocks and weather)</b></p> <ul style="list-style-type: none"> <li>- The proportion of families represented by women is 31.7% compared to 23.3% among families represented by men.</li> <li>- The issue of military conflict pushes women into a state of vulnerability marked by violence (physical, sexual, psychological), harassment, stigma and discrimination</li> <li>- The situation of displacement affects proportionally more women (42.8%) than men (32.9%)</li> </ul> <p><b>- Low income and volatile income</b></p> <p><b>Low access to school and low qualifications</b></p> <p><b>- High school dropout rates:</b></p>
Demonstrations	<p><b>Group most affected by inadequate service provision</b></p> <ul style="list-style-type: none"> <li>- 9.8% of households live within 30 minutes of a water source</li> </ul> <p><b>Violence, especially domestic violence</b></p> <ul style="list-style-type: none"> <li>- In the country, domestic violence increased, from 11,803 in 2015 to 14,705 in 2018 for women, against 3,699 and 3,601 among men (VNR, 2020).</li> <li>- In Cabo Delgado there is an increase in the number of domestic violence cases, from 790 to 908 from 2021 to 2022, respectively.</li> </ul> <p><b>Group most affected by shocks</b></p> <ul style="list-style-type: none"> <li>- Regarding the armed conflict, the proportion of families represented by women is 31.7%, against 23.3% by men. Among the poor, this ratio is 40.6% versus 26.4%</li> <li>- Families represented by women and affected by the overlapping of these shocks (climate and conflict) account for 39.1%, compared to 30%</li> </ul> <p><b>Little financial, domestic and social autonomy</b></p>

Type of Causes	Displaced Persons
Root Causes	<p><b>Context of Poverty</b></p> <p><b>Armed Conflict</b></p> <ul style="list-style-type: none"> <li>- An estimated 1,030,000 internally displaced people (IOM, 2024)</li> <li>- Of the estimated 946,508 displaced people in the country in 2022 (UNICEF, 2022), 55% are girls/children, 24% are women and 21% are men.</li> <li>- Around 870 thousand are in displaced condition (UNICEF, 2022): 7,744 elderly women; 4,199 pregnant women; 3,051 children separated from their families; and 2,506 people with disabilities and chronic diseases (INGD, 2021; ALBERDI et al, s/d.). According to INGD (2023), there are around 819,004 displaced people, of which "764,332 are in the province of Cabo Delgado, and the remainder are in the provinces of Niassa (4,533), Nampula (39,875), Manica (5,582), Sofala (3,376) and Zambézia (1,191), among others" (INGD, 2023)</li> </ul> <p><b>Cyclone Kenneth</b></p>
Underlying Causes	<p><b>Host communities experiencing the same degree of need as the displaced</b></p> <ul style="list-style-type: none"> <li>- Poverty and vulnerability also evident in host communities (together they form the poorest 74.3%)</li> <li>- 71.1% are staying with relatives, acquaintances, or in rented homes, 21.5% in settlement and 7.3% in Accommodation Centers (UNICEF, 2022)</li> </ul> <p><b>Limitation on the right to education</b></p> <ul style="list-style-type: none"> <li>- 385 schools affected by terrorism, of which 220 closed in 2021. 44% of students were from displaced communities (UNICEF, 2022).</li> </ul>
Immediate causes	<p><b>Illiteracy worsens</b></p> <ul style="list-style-type: none"> <li>- It went from 52.4% (IOF 2019/20) to 61.1% (IOF 2022).</li> </ul> <p><b>Multiple discriminations</b></p> <ul style="list-style-type: none"> <li>a) In host communities, b) In the distribution of aid and; c) By the authorities and communities of origin.</li> </ul> <p><b>Distribution paradigm more centered on form rather than essence</b></p> <ul style="list-style-type: none"> <li>- Cause of conflicts between host communities and displaced people</li> </ul> <p><b>Overzealousness on the part of the authorities</b></p>
Demonstrations	<p><b>Difficult access to basic services</b></p> <ul style="list-style-type: none"> <li>- In Cabo Delgado only 4.9% have running water; 21.9% do not have access to health services</li> </ul> <p><b>Food difficulties</b></p> <ul style="list-style-type: none"> <li>- Around 56.6% have two meals a day; 31% one; and 11.2% three or more</li> </ul> <p><b>Stigma and discrimination in host communities</b></p> <ul style="list-style-type: none"> <li>- Marked by the stigma of distrust and uncertainty for those who arrive</li> </ul> <p><b>More prone to trafficking and sexual exploitation of women and an increase in early marriages and as a means of survival (UNHCR, FDS)</b></p>

Type of Causes	ELDER PERSON
Root Causes	<b>Poverty context</b> - Mozambique is among the seven poorest countries in the world: the national poverty rate rose from 48.4% to 62.8% between 2014/15 and 2019/20; the percentage of households in a situation of deprivation increased from 71% to 78.3% between 2014/15 and 2019/20 (BM, 2023).
Underlying Causes	<b>Very low level of education</b> - <b>State Limitations on Welfare</b> - The fact that more than half of those registered with INAS are female (25,753 out of 39,355) also reveals possible intersections between ageism and gender. - <b>Huge economic difficulties</b> - <b>Lack of specialized health services and medicines</b>
Immediate causes	<b>Climate and military shocks</b> <b>Low yields and/or volatile yields</b> <b>Very low level of education and no qualifications</b>
Demonstrations	<b>High illiteracy rate</b> <b>Almost no financial, domestic and social autonomy</b> <b>Group with the highest incidence in terms of multidimensional poverty</b> <b>Non-Contributory Protection falls short of needs, having covered, overall, in Cabo Delgado, only 9.24% of those in need of PSSB</b> <b>Abandonment, discrimination and domestic violence</b> <b>Great family hardships, especially as heads of households</b>

Type of Causes	Vulnerable Children
Root Causes	<p><b>Poverty context</b></p> <ul style="list-style-type: none"> <li>- The percentage of households in a situation of deprivation increased from 71% to 78.3% between 2014/15 and 2019/20 (BM, 2023). In Cabo Delgado, nearly 44.8% are poor and 67.4% are multidimensionally poor.</li> </ul> <p><b>- Structural and geographical inequality</b></p> <ul style="list-style-type: none"> <li>- 11% of children living in multidimensional poverty in Mozambique are in displacement condition (UNICEF, 2022).</li> <li>- Around 60.6% of children in Cabo Delgado are poor in multidimensional terms; 50.4% are monetarily poor; and 47.6% are in a situation of consumer poverty (UNICEF, 2020, p. 27)</li> </ul>
Underlying Causes	<p><b>Family poverty situation</b></p> <ul style="list-style-type: none"> <li>- Marked by informality, unemployment and other deprivations: the occupancy rate is 81% (IOF 2019/2020)</li> <li>- 62.2% of the households interviewed are in the informal sector. The unemployed correspond to 11.5% - of which the majority are proportionally concentrated in the districts of Chiúre (47.1%), Pemba (41.2%) and Mecúfi (11.8%).</li> </ul> <p><b>Weak capacity of the State to extend its social assistance-</b> In Cabo Delgado, only 1,518 vulnerable children in the 0 to 2 age group were registered with the PSSB. No Orphan Child Head of household; and no child living in a vulnerable household.</p> <p><b>Orphanhood and Children Heading Households Too Early</b></p> <p><b>Limited capacity for social assistance</b></p> <p><b>Geographical barriers that limit movement and social participation</b></p>
Underlying Causes	<p><b>Low level of education and qualifications of parents</b></p> <ul style="list-style-type: none"> <li>- High rates of functional illiteracy among children</li> <li>- The percentage of the population aged 5 to 17 who have never attended school in the province of Cabo Delgado is 55.7% (UNICEF, 2022, p. 4).</li> </ul> <p><b>Greater exposure to circumstances (conflicts, shocks and climate)</b></p>
Demonstrations	<p><b>High poverty rate and multidimensional poverty</b></p> <ul style="list-style-type: none"> <li>- About 46% of children aged 0-17 are poor in multidimensional terms, while 49% are monetarily poor. On average, almost 30% of children have three or more simultaneous deprivations, while 32% of them are affected by four or more forms of deprivation simultaneously (UNICEF, 2020).</li> </ul> <p><b>Poor access to essential services</b></p> <ul style="list-style-type: none"> <li>- Around 74.3% of households interviewed in the three districts of Cabo Delgado are in a situation of greater vulnerability</li> <li>- On the one hand, of the 10.9% in this group who have piped water, 25% of them also have open-air sanitation and 83.3% also had or have had lack of sufficient and quality food.</li> </ul> <p><b>Precarious housing conditions in households</b></p> <ul style="list-style-type: none"> <li>- Cabo Delgado has around 59% of its houses made of wattle and daub. The percentage of the population with running water is only 4.9%.</li> </ul> <p><b>Poor access to information and communication technologies</b></p> <ul style="list-style-type: none"> <li>- In Cabo Delgado, 34.9% have access to the radio; 13.7% of children live in homes with access to TV; 2.6% of children have access to a computer and only 0.9% have access to the internet (INE, 2023)</li> </ul>

### 3.1. Actors involved in implementing support projects in Cabo Delgado province

**Table 10** - Some of the actors

Vulnerable Women						
Organisation	Projects implemented or being implemented	Scope	Number of Beneficiaries (national level)	Number of Beneficiaries (provincial level)	Source of funding	Amount allocated
FOUNDATION FOR COMMUNITY DEVELOPMENT (2022)	Viva+ - faser - psychosocial support and mental health - women and peace movement	Provision of school supplies and menstrual hygiene management kits.SCHOOL RETENTION FOR GIRLS	In 2022: school reintegration of 330 girls; around 12,000 vulnerable girls benefited from school supplies and uniforms; 48,500 girls aged 10 to 14 benefited from menstrual management kits (FDC, 2022, p.17)	2021 1,201 women's dignity kits distributed - 10 safe spaces installed, 7 of which have been fully equipped - 2,047 awareness-raising sessions on GBV, COVID-19 and SRH held in the community, covering 24,063 people, 30% of whom were girls - 5,041 women and girls assisted in different services, especially psychosocial support, GBV and early unions	Global Fund	
	Humanitarian response for strengthening resilience	Gender-based violence prevention		<ul style="list-style-type: none"> <li>Disseminated 148 spots on Gender-Based Violence, PSEA and Sexual Reproductive Health on community radios in Mecúfi, Chiure, Montepuez and Mueda.</li> <li>Training for 47 participants to improve the management of GBV cases in the</li> </ul>	UNFPA	

FOUNDATION FOR COMMU- NITY DEVEL- OPMENT (2022)				emergency context in Cabo Delgado. • Training of 47 social workers (7 supervisors and 40 activists from the districts of Ancuabe, Chiúre, Ibo, Mecúfi, Metuge, Montepuez and Mueda) to strengthen the humanitarian response mechanisms based on the provision of social services for the prevention and management of GBV, SRH, psychosocial support.		
	Human Rights	Survivors of Gender-Based Violence	In 2022 6,388 community dialogues on GBV, SRHR, FO, school retention and Covid held; 13,804 GBV cases identified and 6. 323 referred 3,270 resolved; 1,910 dignity kits distributed to girls and women victims of violence		Global Fund	
ADPP MO- ZAMBIQUE (2022)	Health and Wellbeing 1.HIV, Tuberculosis, Advocacy Activities. Viva+ Project	Guaranteeing the human rights of women and girls, including gender-based violence in southern Mozambique	Year 2021 325,484 people reached by HIV education programme 22482 people successfully completed TB treatment		Global Fund	



Displaced Families						
Organisations	Projects implemented or being implemented	Scope	Number of Beneficiaries (national level)	Number of Beneficiaries (provincial level)	Source of funding	Amount allocated
FOUNDATION FOR COMMUNITY DEVELOPMENT	Response to Emergency	direct support for displaced and host families to develop activities to reduce and recover from the shocks resulting from the armed conflict		7 583 families benefited from humanitarian assistance; 1,800 families benefited from food production and income generation kits with an average monthly income of 6,000.00Mt~ 60 capoeiras were installed and more than 2,400 chickens distributed to 1,080 grouped families. 3,026 members of disadvantaged families were assisted with blankets and jumpers for the winter period (2022).	Melina Gates Foundation	
ADPP	Start Fund: Support for internally displaced people in Cabo Delgado in Chiure & Montepuez	Decent life for families displaced by the armed conflict in Cabo Delgado.		1,632 displaced families in Montepuez and 261 in Chiure with emergency humanitarian support and some basic means to establish their livelihoods in the new locations	World Jewish Relief, START FUND	

Children						
Organisations	Projects implemented or in progress	Scope	Number of Beneficiaries (national level)	Number of Beneficiaries (provincial level)	Source of funding	Financing amount
ADPP MOÇAMBIQUE (2022)	Integrated Education Project in the Paquitequete Community in Pemba, Cabo Delgado	ensure long-term quality educational and vocational training for children and young people		No information	ENI Rovuma Basin B.V	

FOUNDATION FOR COMMUNITY DEVELOPMENT (2022)	School Attendance and Retention		2021 809 adolescents benefited from empowerment and school retention interventions, receiving school kits including clothing and footwear. 128 teachers were trained in SRH, life skills and HIV prevention. In Cabo Delgado, the FDC covers adolescents and young people in 128 schools	Global Fund	
	Child protection and prevention of gender-based violence	provision of psychosocial support through child-friendly spaces, provision of psychosocial support to children involved in armed conflict	•2022 - 17,877 displaced children benefited from psychosocial support in Cabo Delgado; - Provided education, health, social protection, legal support and psychosocial support services for 4002 children through case management in the Mueda district; - 728 separated and unaccompanied children are reunited with their families out of a total of 1122 children identified as separated and unaccompanied children • - 188 unaccompanied children and 540 separated children have been identified, totalling 728, of whom 438 have been reintegrated into family environments and 290 are in foster families while await for the family reunification process.	UNICEF	

	Health and Nutrition	Reduction in morbidity and mortality of children under five due to preventable diseases	<ul style="list-style-type: none"> <li>• 72,125 Children supported for treatment of malnutrition</li> <li>• 41,541 children received assistance for the prevention and treatment of acute malnutrition.</li> <li>• 800 mobile brigades funded to increase the supply of and access to integrated services for the most vulnerable communities with basic primary health care services</li> </ul>			
	Child Protection	Child protection system for preventing and responding to all forms of violence against girls and boys	<ul style="list-style-type: none"> <li>• 93,185 children received protection services under case management, mental health screening and family reunification and were referred to realised services</li> <li>• 9,974 children at risk or recovering from distressing situations or violence received direct support or were referred to Sexual and Reproductive Health Services</li> </ul>			
	<i>Education in emergencies and child protection in emergencies</i>			<ul style="list-style-type: none"> <li>• 35 local schools through the distribution of school materials, teacher training and the establishment of remedial and reinforcement classes for out-of-school children</li> <li>• Construction of temporary learning spaces to expand the absorption capacity of 10 schools in 4 districts of Cabo Delgado (Mueda, Metuge, Chiúre and Montepuez).</li> <li>• Psychosocial support for 36,288 children and parents through recreational and learning activities</li> </ul>		

	Climate adaptation and risk reduction	Community-orientated and child-centered climate adaptation and risk reduction	5 districts in Gaza have developed Early Action Plans for drought, developed in collaboration with the National Institute for Disaster Management and INAM.	<ul style="list-style-type: none"> <li>• 1 district in Cabo Delgado developed an Early Action Plan for drought, developed in collaboration with the National Institute for Disaster Management and INAM</li> <li>• - 4 Basic School Emergency Plans (PEBE) for Emergencies developed in 60 schools in Cabo Delgado, Manica and Gaza for teachers, children and community members</li> </ul>		
ACTIONAID MOZ (2019)	The right to education and a violence-free environment	1. Defense of children's rights in schools, promoting quality education in their communities.	Mobilizing 600 people, 41 communities, 4 institutions, 5 organizations and 7 movements to take action for children's rights in schools			476.543.43 GBP
		2. Promoting protection mechanisms and challenging bad practices: improving the legal system, coordination and response to cases of violence	Beneficiaries 4,741 people, 53 School Councils, 41 Circles and 41 communities, 62 Girls' Clubs, 20 Women's Associations, 6 Organizations 3 Women's Movements (Fórum Mulher, FOMMUR and AMUDEIA) 4 Other movements and networks (CECAPMEPT, ASCUT, ONP, ADEMO), 5 Institutions (MINEDH, MASA, MEF, AR, MGCAS)	Recovery and reintegration of 57 girls in schools in Manhiça, Marracuene, Chiúre, Lugela and Alto-Molócue		1.105.873,97 GBP <sup>1</sup>
	2. Emergency response	Support for the continuation of basic education for children affected by cyclone IDAI	6,000 children received kits of school supplies around 86 teachers received folders, gowns, notebooks and pens supported 14 schools			476.543.43

<sup>1</sup>Total value of all actions involving other target groups. It was not possible to discriminate by each group.

Persons with Disabilities						
Organisation	Projects implemented or in progress	Scope	Number of Beneficiaries (national level)	Number of Beneficiaries (provincial level)	Source of funding	Price
ACTIONAID MOZ(2019)	The right to education and a violence-free environment	Defense of children's rights in schools, promoting quality education in their communities				476.543.43 GBP
	TOFI (Together for Inclusion)	Human Rights and Advocacy	103 people were reached, 62 women and 41 men, including parents, carers and community leaders in awareness-raising sessions on the right to education for children with disabilities Training was held with the school councils of 22 pilot schools, involving 133 school council members (80 men and 53 women) on the basics of inclusive approaches to learning 15 children with disabilities who had dropped out of school were recovered 67 children with disabilities were identified, 39 boys and 28 girls	15 teachers (8 men and 7 women) were trained in Braille at the project's pilot school in Maputo City.		



FAMOD <sup>2</sup> (2022)	TOFI (Together for Inclusion)	Human Rights and Advocacy	Reached 103 people, 62 women and 41 men, including parents, carers and community leaders in awareness-raising sessions on the right to education for children with disabilities - Training sessions were held with the school councils of 22 pilot schools, covering 133 school council members (80 men and 53 women) on the basics of inclusive approaches to learning. - 15 children with disabilities who had dropped out of school were recovered - 67 children with disabilities identified, 39 boys and 28 girls		NORAD	
	DIA Project, Diversity, Inclusion and Accessibility	Economic Empowerment	for income-generating activities for 108 people with disabilities. 72 PwDs received training in labor legislation 15 training centers and 6 sessions to allocate funds and kits were supervised		NORAD	
	DIA* Project - Diversity, Inclusion and Accessibility	Advocate for the reform of the national legal framework to bring it into line with contemporary standards of disability rights			UNIÃO EUROPEIA	

<sup>2</sup>The project involves many actions. Here we highlight some of them.

## 4 Recommendations for LNOB in Cabo Delgado

Governance, socio-economic status and geography are among the main factors which, combined, determine that people are not only left behind, but also left much further behind in the province of Cabo Delgado, particularly when, in addition to overlapping deprivations, they are also subject to the effects and impacts of shocks (climate and armed conflict), as is the case when, along with deprivation, they find themselves in a situation of forced displacement. In this case, the geography - a province located in the far north, with relatively little social investment and a weak economic infrastructure - reflects the chronic situation of vulnerability, also focusing on displaced people, women, children and the elderly, who see the waiting horizon becoming increasingly distant in a province with few options for formal employment. The elderly, who were already a vulnerable group, became even more so with the conflict, as many of them were also responsible for looking after orphaned or abandoned children, even if they were not part of their family.

In terms of governance, the country has a rich legal and regulatory framework for the protection and support of vulnerable groups. However, the effectiveness of public policies for these groups, particularly through INAS, has been very limited. In this sense, despite the efforts made by the government and a network of actors, the challenges remain enormous and urgent, as well as leading, in some cases, to other, collateral conflicts, which, in this case, pit local authorities - including community leaders, who are often seen as non-transparent and non-inclusive in the handling of aid received - against other vulnerable groups. Without a structural policy, it will be difficult for vulnerable groups in the province of Cabo Delgado to emerge from this state of collective distress which, from the point of view of the living conditions studied, affects the districts of Chiúre and Mecúfi, in that order, where it is possible to observe, among other things, extremely difficult transit conditions (which extend as far as the town of Pemba), poor electric lighting, lack of water and the use of septic tanks and open drains. Shocks in these areas have increased the vulnerability of groups and individuals who were already in a critical situation. The same is true of the poor education situation, with around 50% of young people without qualifications or jobs (CHONGO and CHONE, 2022), aggravated by the displacement situation, which means that part of this population is not being absorbed by the potential that exists in Cabo Delgado, particularly in the extractive industry.

## 4.1 Recommendations

In view of these findings, so that No One is Left Behind in the Province of Cabo Delgado, it is recommended that attention be paid to:

### 1. Governance

**Regarding all groups, on Governance, it is recommended:**

- i. Reflection on the current decentralization model in light of laws no. 4/2019, of May 31, and no. 7/2019, of May 31;
- ii. Intensification of the process of harmonizing governance instruments at all levels (Central, Provincial and District);
- iii. Preparation of Territorial plans and a National Plan (at the level of the Mozambican State and very long term, in which activities such as water supply and sanitation, access roads and housing development are defined), thus ensuring the continuity of projects regardless of changes in the heads of public bodies;
- iv. Systematization and harmonization of seasonal programs into bolder, far-reaching and long-term public policies, as a way of ensuring continuity of actions, regardless of changes in the heads of public bodies;
- v. Implement a more effective fiscal and budgetary reform, with decentralization to the district level;
- vi. Instill the development of participatory budgeting in the management of public affairs at the local level;
- vii. Rethink rural urbanization, marked by administrative and technological uniformity and standardization in the acquisition of goods and services that do not reflect the stage of development of the districts and their development needs;
- viii. Reflect on new criteria and principles for allocating resources at all budgeting levels and sectors – which has been essentially based on the number of inhabitants (or students) and not on the degree and depth of needs and vulnerability;
- ix. Application of the principle of transparency and accountability through participatory monitoring in the processing of support for vulnerable groups.

#### **I. Families suffering from multiple deprivations or combined deprivations:**

- a. At the Central, Provincial and State Government Level
  - i. Increase investment in education, especially for girls.
- b. At the District Level
  - i. Investment in technological solutions for the permanent updating of the registry of the most vulnerable households;
  - ii. Outsourcing and application of the principle of transparency and accountability via participatory monitoring in the processing of support for vulnerable groups;
- c. At the Level of Humanitarian Agencies and other Organizations
  - i. Strategic and integrated planning in conjunction with the Government;
  - ii. Formalization and intensification of humanitarian protection cluster activities;
  - iii. Planning based on the structure of needs and not just on a specific group.

**d. At UNDP Level**

- i.** Within the scope of decentralization, expanding advocacy so that the budget allocated to the different levels and sectors takes into account the structure of needs and not just the number of inhabitants or specific people in need;
- ii.** Intensification of advocacy for the capture and allocation of resources to the most vulnerable based on the policies, strategies and multi-annual plans of the relevant sectors.

**II. Displaced Person**

**a. At the Central, Provincial and State Government Level**

- i.** Reflection on the relevance of creating a shock study institute (national and regional), capable of preventing, anticipating and reducing their human impacts;
- ii.** Ensure the application of the Internally Displaced Persons Management Policy and Strategy, approved by Resolution no. 41/2021, of September 8;
- iii.** Development of concrete prevention, response and recovery plans in the situation of displacement (including identification of potential resettlement sites in all circumstances);
- iv.** Investment in permanent communication with all actors involved in the processes of assistance to displaced persons;
- v.** Creation of specific and permanent sectors in the management bodies for Internally Displaced Persons;
- vi.** Ensure an investment budget for the sectors of protection and defense of the human rights of women, the elderly and children, especially in situations of displacement;
- vii.** Special attention to children who are victims of conflict, through long-term integrated policies and projects that prioritize access to and permanence in school;
- viii.** Development and promotion of teaching techniques in conflict situations;
- ix.** Legal protection of assets and property, especially land in the places of origin, that is, against expropriation, through land use and benefit titles;
- x.** Intensification of coordination and planning between protection clusters and authorities, with the inclusion of members of the Government in the process

**b. At the District Level and Local Authorities**

- i.** Intensification of the process of formalizing women's right to use and benefit from land, that is, access to land and the respective document;
- ii.** Investment in technological solutions for managing the registration of displaced persons;
- iii.** Investment in technological solutions to harmonize the registration of the most vulnerable and the registration of displaced people.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** Strategic and integrated planning in conjunction with the Government;
- ii.** Formalization and intensification of the activities of the humanitarian and displacement protection clusters;
- iii.** Planning based on the structure of needs and not just on a specific group;
- iv.** Harmonization, through the combination of efforts of various stakeholders, of intervention and emergency support programs and plans, as well as medium and long-term development, with a view to remaining in the host location or safely returning to the areas of origin;
- v.** Intensification of coordination and planning between protection clusters and authorities, with the inclusion of members of the Government in the process

**d. At UNDP Level**

- i.** Within the scope of decentralization, expanding advocacy so that the budget allocated to the different levels and sectors takes into account the structure of needs and not just the number of inhabitants or specific people in need;
- ii.** Intensification of advocacy for the capture and allocation of resources to the most vulnerable based on the policies, strategies and multi-annual plans of the relevant sectors.

**III. Vulnerable Women**

**1) At the Central, Provincial and State Government Level**

- i.** Creation of legal and regulatory instruments to support/empower operators in the informal sector, in which a large proportion of women are included;
- ii.** Ensure an investment budget for the sectors of protection and defense of the human rights of women, the elderly and children;
- iii.** Ensure medical and pharmaceutical assistance for the elderly;
- iv.** Creation of agricultural development agencies and information work assistance in rural areas;
- v.** De-bureaucratization of the business environment, facilitating the creation of micro and small businesses;
- vi.** Reflect on ways to optimize efforts in the areas of decentralization and social protection to improve the efficiency and effectiveness of public programs.

**2) At the District Level and Local Authorities**

- i.** Within the scope of decentralization, introduce planning from a gender perspective;
- ii.** Intensification of the process of formalizing women's right to use and benefit from land, that is, access to land and the respective document.

**3) At the Level of Humanitarian Agencies and other Organizations**

- i.** Strategic and integrated planning in conjunction with the Government;
- ii.** Intensification and territorial expansion of advocacy actions against early marriages and other cultural and religious practices as a cause of school dropout - which also implies "making schools more attractive in order to highlight their productivity, expanding the experience of girls' clubs and interest circles: expanding the experience of competitions in schools and other dynamics that reinforce students' self-esteem and self-image" (MEPT/ UEM, 2023, p. 8) - and advocacy against other phenomena that violate women's rights.

**4) At UNDP Level**

- i.** Within the scope of decentralization, advocacy for the territorial penetration of actions to protect and defend women, the elderly and children, including planning from a gender perspective;
- ii.** Intensification of advocacy to raise and allocate resources to the most vulnerable based on the policies, strategies and multi-annual plans of the relevant sectors.

**IV. Vulnerability and Elderly People**

**a. At the Central, Provincial and State Government Level**

- i.** The obligation of the State (and not only families) to assume, also in the first instance, the protection and assistance of the elderly;
- ii.** A budget focused on the needs of this vulnerable group, considering that it is responsible for caring for children orphaned as a result of the shocks in Cabo Delgado;

- iii. Elimination of formal barriers, territorial expansion and broadening of the participation base in Contributory Social Security;
- iv. Establishment of a strategic line of specific and private medical and pharmaceutical assistance for the elderly.
- b. At the District Level and Local Authorities
  - i. Intensification of the process of formalizing the right to use and benefit from land by the elderly, that is, access to land and the respective documentation;
  - ii. Formalization of the role of multipurpose agents and social assistance for the elderly;
  - iii. Training of agents from different sectors (security, judiciary, health, etc.) to assist the elderly.
- c. At the Level of Humanitarian Agencies and other Organizations
  - i. Strategic and integrated planning in conjunction with the Government;
  - ii. Intensification and territorial expansion of advocacy, protection and defense actions for the elderly, associated with the inclusion of children and adolescents in school, as a way of breaking the cycle of poverty
  - iii. Investment in training agents from different sectors (security, judiciary, health, etc.) to assist the elderly.
- d. At UNDP Level
  - i. Within the scope of decentralization, advocacy for the territorial penetration of actions to protect and defend women, the elderly and children;
  - ii. Intensification of advocacy for specific medical and drug assistance for the elderly.

## V. Children and Vulnerability

- a. At the Central, Provincial and State Government Level
  - i. As a State Policy, the introduction of a Fund for Basic Education which, alongside the school's operating resources, directly assists the student's needs, thus allowing access and permanence by the student, as well as boosting the local economy;
  - ii. The change in criteria and principles for allocating resources in education, which has been essentially based on the number of students and not on the degree and dimension of vulnerability of a given school;
  - iii. The elimination of any and all types of discrimination based on the social status of citizens in accessing services and fully enjoying their rights (such as children who were unable to take the exam due to a lack of resources to process identification documents) and the rigorous tackling of education costs, eliminating any and all charges in schools that have burdened households;
  - iv. Rethink rural urbanization, marked by administrative, technological and acquisition uniformity and standardization that do not reflect the development stage of the districts and their development needs. As an affirmative action, the review of the budget resource allocation structure should consider gender (assistance to girls) and access to education for people with special needs. Resource distribution procedures, by treating different people equally, have produced more inequalities between districts and schools in efforts to reduce poverty and vulnerabilities. Each district, each school has specific needs and administrative procedure manuals prevent these needs from being met;
  - v. Development and implementation of social public policies aimed at mitigating the traumas of conflicts and the vulnerable situation of children (e.g. harassment) in the school environment;



- vi. Creation of a Guardianship Council that, together with the Government and the State, ensures the human rights of children in an integrated manner, especially in vulnerable situations;
- vii. Review the training framework of technical-professional institutions and intensify the training of human capital in line with the potential of the Province.
- b. At the District Level and Local Authorities
  - i. Expansion of the districts' bargaining power to access the State budget, particularly in the Education sector;
  - ii. Ensure that school meals are provided with products purchased locally and outside the formal-normative structure that does not fit into the rural reality;
  - iii. Training of agents from different sectors (security, judiciary, health, etc.) to assist the elderly.
- c. At the Level of Humanitarian Agencies and other Organizations
  - i. Strategic and integrated planning in conjunction with the Government;
  - ii. Intensification and territorial expansion of advocacy, protection and defense actions for vulnerable families, women and the elderly, associated with the inclusion of children and adolescents in school, as a way of breaking the cycle of poverty;
  - iii. Investment in training agents from different sectors (security, judiciary, health, etc.) to assist the elderly.
- d. At UNDP Level
  - i. Within the scope of decentralization, advocacy for the territorial penetration of actions to protect and defend women, the elderly and children;
  - ii. Intensification of advocacy for the creation of the Basic Education Fund.

## 2. Socioeconomic Condition

### I. Families suffering from multiple deprivations or combined deprivations:

- a. At the Central, Provincial and State Government Level
  - i. Preparation of National Plans, at the level of the Mozambican State (very long term) for water supply and sanitation and housing promotion.
- b. At the District Level
  - i. Creation of more suitable infrastructure for agricultural transport and marketing in rural areas;
  - ii. Encouragement of associations, cooperatives and cluster formation based on the value chain of different products and goods.
- c. At the Level of Humanitarian Agencies and other Organizations
  - i. Promotion of associations, cooperatives and cluster formation based on the value chain of different products and goods.
- d. At UNDP Level
  - i. Advocacy and promotion of associations, cooperatives and the formation of clusters and development agencies based on the value chain of various products and goods.

### II. Displaced Person

- a. At the Central, Provincial and State Government Level
  - i. Ensure a specific annual budget and a special regime to promote employment and work for refugees.

**b. At the District Level**

- i.** Intensification of the process of formalizing the right to use and benefit from land by the displaced person, that is, access to land and the respective document;
- ii.** Investment in the creation of a data center and information that facilitates document recovery.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** Together with the Government, plan investment in the productive requalification of displaced people with a view to generating income, since their stay away from their area of origin may be prolonged;
- ii.** Together with the Government, consider continuous psychological and social assistance with a view to the social reintegration of people who have been and are displaced.

**d. At UNDP Level**

- i.** Advocacy and promotion of access to land and investment in productive requalification, psychological assistance and the creation of a data center.

**III. Vulnerable Woman:**

**a. At the Central, Provincial and State Government Level**

- i.** Establishment, for a fixed period, of assisted competitiveness policies for access to employment in Cabo Delgado, sensitive to gender;
- ii.** Improving women's living conditions, which includes expanding the water supply network, as women travel long distances and wait long periods to access water.

**b. At the District Level**

- i.** Creation of more suitable infrastructures for basic and technical training based on local needs and the rural environment.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** Together with the Government, the intensification and territorial expansion of advocacy actions against early marriages and other cultural and religious practices as a cause of school dropout – which also implies “making schools more attractive in order to highlight their productivity, expanding the experience of girls' clubs and interest circles: expanding the experience of competitions in schools and other dynamics that reinforce the student's self-esteem and self-image” (MEPT/UEM, 2023, p. 8) – and advocacy against other phenomena that violate women's rights;
- ii.** Together with the Government, investment in the productive qualification of adolescent and young women, through professional training and policies that generate formal jobs with a view to the economic and social empowerment of women;
- iii.** Together with the Government, investment in training in water management and handling techniques, sanitation, agricultural techniques, organic waste, etc., aiming to increase productivity in these fields.

**d. At UNDP Level**

- i.** Advocacy and promotion of assisted competitiveness policies, training and productive requalification of women.

**VI. Vulnerability and the Elderly:**

**a. At the Central, Provincial and State Government Level**

- i.** A budget focused on the needs of this vulnerable group, considering that they are responsible for caring for children orphaned as a result of the shocks in Cabo Delgado.

**b. At the District Level**

- i.** Territorial and integrated expansion of services and assistance to the elderly and children in vulnerable situations.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** Together with the Government, territorial and integrated expansion of assistance services for the elderly and children in vulnerable situations.

**d. At UNDP Level**

- i.** Advocacy and promotion of actions related to the implementation of budgets with a focus on the elderly.

**V. Children and Vulnerability:**

**a. At the Central, Provincial and State Government Level**

- i.** A budget focused on the needs of this vulnerable group, considering that they are responsible for caring for children orphaned as a result of the shocks in Cabo Delgado.

**b. At the District Level**

- i.** Intensification and territorial extension in the implementation of security and protection policies for vulnerable children, including those who are abandoned, orphaned and displaced, especially as a result of shocks.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** Together with the Government, intensification, territorial extension and monitoring of security and protection policies for vulnerable children, including those who are abandoned, orphaned and displaced, especially as a result of shocks.

**d. At UNDP Level**

- i.** Advocacy and promotion of actions related to the effective monitoring of security and protection policies for vulnerable children, including those who are abandoned, orphaned and displaced, especially as a result of shocks.

### 3. Discrimination

**I. Families suffering from multiple deprivations or combined deprivations:**

**a. At the Central, Provincial and State Government Level**

- i.** The change in criteria and principles for allocating resources at all budgeting levels and sectors – which has been essentially based on the number of inhabitants (or students) and not on the degree and dimension of needs and vulnerability.

**b. At the District Level**

- i.** Investment in technological solutions for the permanent updating of the registry of the most vulnerable households;
- ii.** Outsourcing and application of the principle of transparency and accountability via participatory monitoring in the processing of support for vulnerable groups;
- iii.** Training of community leaders.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** Expanding the scope of assistance and assistance needs;
- ii.** Monitoring the registration process and participation in monitoring processes for processing support for vulnerable groups.

**d. At UNDP Level**

- i.** Advocacy and promotion for the development of structural and integrated policies and inspection actions.

**II. Displaced:**

**a. At the Central, Provincial and State Government Level**

- i.** Investment in prior planning and systematization of actions to assist displaced persons;
- ii.** Investment in technological solutions for managing the registration of displaced persons (identity, NUIT, various certificates, etc.);
- iii.** The change in criteria and principles for allocating resources at all budgeting levels and sectors – which has been essentially based on the number of inhabitants (or students) and not on the degree and dimension of needs and vulnerability.

**b. At the District Level**

- i.** Identification and allocation of land to displaced persons, even if on a provisional basis;
- ii.** Investment in the integration and non-discrimination of displaced persons in host communities, also prioritizing the principle of non-discrimination of host communities, which are as much in need as the displaced person, a latent source of conflict;
- iii.** Investment in permanent communication between the various actors involved in assisting displaced people;
- iv.** Training of community structures and leaders;
- v.** Awareness and education about the needs and rights of displaced people.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** Non-discrimination against host communities, who are as needy as the displaced person, a latent source of conflict;
- ii.** Investment in permanent communication between the various actors involved in assisting displaced people;
- iii.** Decentralization of decisions regarding tactics for assisting vulnerable groups, especially in emergency situations;
- iv.** Monitoring the registration process and participation in monitoring processes for processing support for vulnerable groups;
- v.** Awareness and education about the needs and rights of displaced people.

**a. At UNDP Level**

- i.** Advocacy and promotion for prior planning and systematization of assistance for displaced persons and non-discrimination against host communities.

**III. Vulnerable Women:**

**a. At the Central, Provincial and State Government Level**

- i.** Territorial expansion of infrastructure for serving women.

**b. At the District Level**

- i.** The intensification of territorial expansion and actions to combat gender-based violence in the Province of Cabo Delgado;
- ii.** Establishment and expansion at district level of permanent and specialized gender-sensitive post-traumatic support structures;
- iii.** Awareness and education about women's needs and rights.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** The intensification of territorial expansion and actions to combat gender-based violence in the Province of Cabo Delgado;
- ii.** Establishment and expansion at district level of permanent and specialized gender-sensitive post-traumatic support structures;
- iii.** Awareness and education about women's needs and rights.

**e. At UNDP Level**

- i.** Advocacy and promotion and decentralization at district level to protect and defend women.

**IV. Elderly Person and Vulnerable Child:**

**a. At the Central, Provincial and State Government Level**

- i.** Territorial expansion of infrastructure for care for the elderly and children.

**b. At the District Level**

- i.** The intensification of territorial expansion and integrated actions to assist and combat violence against the elderly and against women in the Province of Cabo Delgado;
- ii.** Establishment and expansion at district level of permanent and specialized post-traumatic psychosocial support structures that are sensitive to the elderly and children;
- iii.** Awareness and education about the needs and rights of the elderly, children and people with disabilities.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** The intensification of territorial expansion and integrated actions to assist and combat violence against the elderly and children in the Province of Cabo Delgado;
- ii.** Establishment and expansion at district level of permanent and specialized post-traumatic support structures that are sensitive to the elderly and children;
- iii.** Awareness and education about the needs and rights of the elderly, children and people with disabilities.

**d. At UNDP Level**

- i.** Advocacy and promotion and decentralization at district level of integrated actions for the protection and defense of the elderly and children.

## **4. Geography and Shocks**

**a. At the Central, Provincial and State Government Level**

- i.** Preparation of National Plans, at the level of the Mozambican State (very long term) for the construction of infrastructures (roads, education, health, resilient housing, etc.), including accessibility standards;
- ii.** Creation of a transport fund that finances structural urban and rural mobility projects.

**b. At the District Level**

- i.** Physical planning, preparation and implementation of detailed plans at district level;
- ii.** Strengthen permanent risk management and civil defense action structures in districts most vulnerable to shocks;
- iii.** Investment in technological solutions for accessing useful information and services, especially for more rural areas, including as a way of avoiding human losses in the event of shocks;
- iv.** Training of community leaders.

**c. At the Level of Humanitarian Agencies and other Organizations**

- i.** Strengthen permanent risk management and civil defense action structures in districts most vulnerable to shocks;
- ii.** Investment in technological solutions for accessing useful information and services, especially for more rural areas, including as a way of avoiding human losses in the event of shocks;
- iii.** Training of community leaders.

**d. At UNDP Level**

- i.** Advocacy and promotion for the preparation of the National Plan and transportation fund.



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ISBN 978-989-36352-4-7



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