



# PROTECTION CLUSTER STRATEGY MOZAMBIQUE



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# Foreword KEY TERMS EXPLAINED



## What is Protection?

The international humanitarian community agreed rights-based definition of Protection:

*“All activities aimed at ensuring full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law, i.e. human rights law, international humanitarian law and refugee law” (IASC<sup>1</sup>).*

Protection Cluster belongs to the Cluster system and the humanitarian architecture. It reports to the Global Protection Cluster (GPC) who provide guidance on international protection.

## Protection of IDPs and durable solutions

A durable solution is achieved when IDPs no longer have specific assistance and protection needs, which means:

- Sustainable reintegration in their places of origin (“*return*”); or
- Sustainable local integration in areas where they sought refuge (“*local integration*”); or
- Sustainable integration in another part of the country (“*resettlement*”)

## Who Protects?

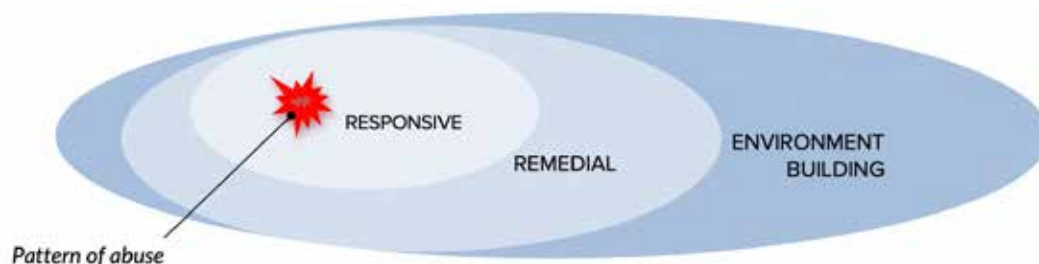
- Primary Responsibility: the State
- UN and other international stakeholders: help the Government to meet its obligations (technical advice, capacity building, material support)
  - Civil society & NGOs
  - Affected communities themselves

## How to Protect?

### 1. Emergency Management Cycle

Consists of 3 complementary layers of actions:

- **Responsive actions** to address on-going violation/abuse/misconduct;
- **Remedial actions** to restore dignified living conditions through rehabilitation, restitution, and reparation;
- **Environment building and preparedness actions** to create/consolidate an environment conducive to full respect for the rights of individuals and be prepared for increased violation/abuse/misconduct in case of further natural or man-made disasters;



<sup>1</sup>Inter Agency Standing Committee: primary mechanism for inter-agency coordination of humanitarian assistance involving key UN and non-UN humanitarian partners.

## 2. Protection Mainstreaming

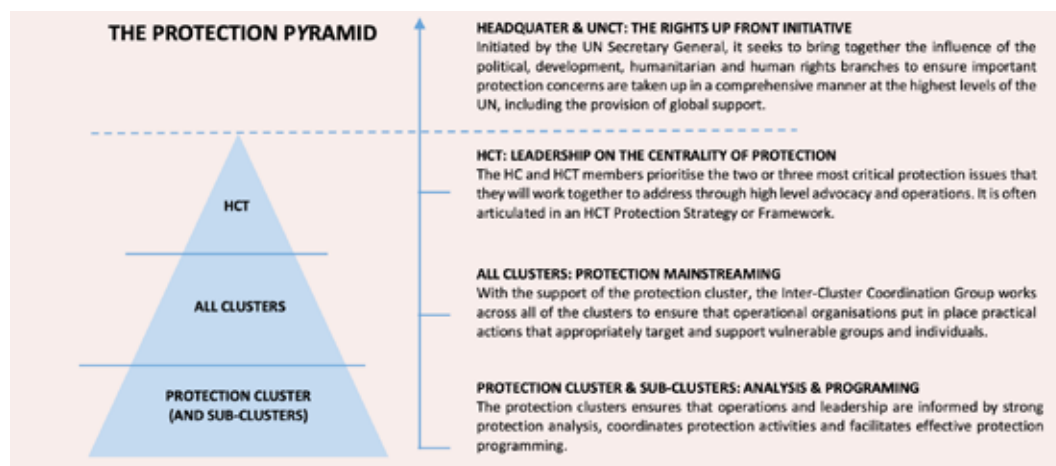
The IASC Policy on Protection in Humanitarian Action (2016) states that protection mainstreaming is “an imperative for all humanitarian actors engaged in humanitarian response”. Practically, “to mainstream protection, actors need to understand who is at risk, from what or whom as well as why, and the consequences their actions or inactions may have on the threats people experience and their vulnerability and capacity vis-à-vis these threats”.

The following four elements must be taken into account in all humanitarian activities:

- **Prioritize Safety and Dignity, and Avoid Causing Harm:** Prevent and minimise as much as possible any unintended negative effects of your intervention which can increase people’s vulnerability to both physical and psychosocial risks.
- **Meaningful Access:** Arrange for people’s access to assistance and services in proportion to need and without barriers. Pay special attention to individuals and groups who may be particularly vulnerable or have difficulty accessing assistance and services.
- **Accountability:** Set-up appropriate mechanisms, through which affected populations can measure the adequacy of interventions, and address concerns and complaints. Access to appropriate remedies to be ensured as a priority; including in instances where abuse of power or other related actions by humanitarian responders, security personnel or authorities are involved.
- **Participation and Empowerment:** Support the development of communities’ and individual capacities and assist people to claim their rights, including – not exclusively – the rights to shelter, food, water and sanitation, health, and education.

## 3. Centrality of Protection

In line with the 2013 IASC statement on centrality of protection, protection of all persons affected and at risk must inform humanitarian decision-making and response. It must be central to our preparedness efforts, as part of immediate and life-saving activities, and throughout the duration of humanitarian response and beyond. To implement that commitment, respective role and responsibilities of Humanitarian Coordinators, Humanitarian Country Teams and Clusters have been clarified:



# Introduction



**Mozambique ranks 180 out of 189 in the Human Development Index 2018.** Its geographical configuration and location contribute to it being ranked third among African countries most affected by climate-related disasters. In addition, human-made disasters, including an on-going situation of violence in the northern part of the country and political instability in central Mozambique, make for a complex protection environment.

**The situation of violence in Cabo Delgado has brought about significant displacement and protection concerns.** According to the Cabo Delgado Rapid Response Plan (RRP) 211,485 persons are internally displaced<sup>2</sup> as of June 2020 within the Province although this number continues to grow and has doubled since March 2020 while many individuals have been displaced multiple times. A spill-over effect of the IDPs has taken place. As of June 2020; more than 5,500 IDP have arrived Nampula and over 100 in Niassa<sup>3</sup>.

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“Protection of all persons affected and at risk must inform humanitarian decision-making and response [...]. It must be central to our preparedness efforts, as part of immediate and life-saving activities, and throughout the duration of humanitarian response and beyond.” IASC, 17 December 2013

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**While all IDPs are vulnerable during an emergency, certain groups such as women, children, older persons, persons living with HIV/AIDS and people with disabilities face heightened protection risks** and have specific protection needs. More than half of the people affected by violence in Cabo Delgado are children and protection concerns, including recruitment of children into armed groups, kidnappings, sexual and gender-based violence against women and girls, abuse of power by military, loss of personal documentation, issues related to land and property rights have been widely reported.

**Mozambique has a multi-fold protection context**, on one hand responding to the situation of violence while also being mindful of the continued protection needs arising out of the fragile durable solutions established following Cyclone Idai for 95,338<sup>4</sup> IDPs living in resettlement sites. Moreover, COVID-19 compounds the vulnerability of persons previously affected by an emergency across the country and leaves additional groups, such as urban youth, refugees, asylum seekers and persons living in detention or other closed facilities at heightened risk. To address this; a COVID-19 Flash Appeal was released on 4 June 2020 covering the nation-wide COVID-19 response in Mozambique.

**Multiple shocks, including natural disasters, drought, political hostilities in central Mozambique and an escalating situation of violence by unidentified armed groups in Northern Mozambique** since 2017 have critically increased protection concerns and other risk factors such as disease outbreaks, leaving more than 712,000 people, directly or indirectly affected by violence in Cabo Delgado<sup>5</sup> in need of life-saving assistance and 7.9 million persons in need due to COVID-19<sup>6</sup>. No humanitarian need overview (HNO) or HRP currently exist in Mozambique hence, a country-wide persons in need figure is of difficult estimation although trends of protection needs indicate that the protection environment and trends in country have significantly deteriorated since the Protection Cluster Strategy was first adopted in October 2019.

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<sup>2</sup> Source: IOM/DTM (July 2020)

<sup>3</sup> Source: IOM/DTM

<sup>4</sup> Source: IOM/DTM (May 2020)

<sup>5</sup> Source: RRP

<sup>6</sup> Source: Flash Appeal



**Recalling that protection is central to all humanitarian action,** the National Protection Cluster has developed this Protection Cluster Strategy in an effort to ensure a coherent, sustainable and comprehensive protection response in Mozambique. The centrality of protection is realized by way of operationalizing a multidimensional and multi-partner response. All assistance shall be carried out in accordance with the principles of humanity and impartiality and without discrimination in all humanitarian action as reaching the people who are most in need of assistance is central to the humanitarian mandate.

**Mindful that the primary duty and responsibility to provide protection to the situation lies with the Government of Mozambique;** the Protection Cluster is committed to collaborate with the Government to ensure that measures are timely, high quality and inclusive. Shared responsibility in ensuring the sustainability of interventions relies on the collaboration and engagement with local and national actors for which the Protection Cluster is prepared to provide the necessary coordination in. To this end, it should be noted that Mozambique is a State Party to the Kampala Convention on Internal Displacement, indicating the Government's commitment towards findings durable solutions for IDPs. The protection Cluster supports the Government of Mozambique in this endeavor while being mindful that, in areas affected by violence; protection actors will ensure the respect of international standards of impartiality, neutrality, humanity and independence to realize civilians' access to basic services and safety.

# Protection Overview



## Protection Risk Assessment at a Glance

- Lack of access to affected populations in Cabo Delgado;
- Serious protection risks and human rights violations such as possible forcible recruitment of children into armed groups, kidnapping and trafficking of women and children, arbitrary arrests and harassment of IDPs
  - Indiscriminate attacks by armed groups against civilians, government facilities, humanitarian facilities, schools, hospitals and other critical infrastructure
  - Higher risks of gender and age-based violence and exploitation in relation to displacement
  - Increased domestic violence against children and women during the COVID-19 lockdown
  - Persons displaced residing with host families not accessing assistance or being denied services in host communities, including defragmented case management of displaced children
  - Intra-community tensions due to increased pressures on local services and availability of goods
  - Acute need (and lack) of mental health and psycho-social services (MHPSS) in response to shock
  - No principled/durable solutions and/or lack of access to basic services in resettlement sites
  - Higher risks of negative coping mechanisms (sexual exploitation, forced/early marriage, trafficking, recruitment into armed groups etc.)
  - More people deprived of fundamental rights or harassed as not properly documented (including birth certificates, IDP cards, HLP related issues, electoral rights etc.)
  - Lack of unified contingency planning guiding the key stakeholders to address protection needs in the response
  - Risk of family separation during displacement
  - Children not accessing education
  - Increased risk of stigmatization and discriminatory targeting of IDPs by security forces due to the situation of violence
  - Risk of sexual exploitation and abuse (SEA), especially by women and girls, particularly in food crisis and in exchange of sex for food, relating to both humanitarian actors as well as authorities.

## Key Protection Vulnerabilities

- Women and girls (including widows, pregnant women, lactating mothers, female heads of household)
- Boys/young men with risks of recruitment and/or with political affiliation
- Children (including orphans, unaccompanied or separated, birth not documented etc.)
- Older persons
- Persons with disabilities
- People with chronic diseases (HIV and AIDS etc.)
- People at heightened risk during disease outbreaks such as COVID-19, typhoid or cholera

## ANALYSIS

**The situation in Mozambique is best described as a multi-folded protection context** where solutions must remain adaptable and responsive to multiple, changing and overlapping needs. Urgent protection needs, particularly in the context of a situation of violence, include, but are not limited to, harassment, abuse of power by the security forces, recruitment of children and adolescents into armed groups, trafficking and kidnapping of women and children, lack of access to school<sup>7</sup>, COVID-19, measles outbreak, cholera, arbitrary destruction of property, lack of housing, land and documentation rights.

**First, a situation of violence persists in Cabo Delgado since October 2017.** Cabo Delgado has the second highest rate of chronic malnutrition in the country, child marriage rates is at 61% and annually only 35,000 children have their birth registered. As of May 2020, 111 schools have been reportedly attacked and/or destroyed in the Province<sup>8</sup>. According to the Integrated Phase Classification (IPC) analysis and the Food Security and Nutrition Assessment conducted by the Technical Secretariat for Food Security and Nutrition (SETSAN) in June 2019, the districts of Ibo, Mecufi and Balama in Cabo Delgado are projected to be in IPC phase 3 for acute malnutrition. Many poor households in the province are expected to face Crisis (IPC 3) food insecurity outcomes through September 2020, according to FEWSNET. In addition, Cabo Delgado is prone to natural disasters and last year cyclone Kenneth affected approximately 374,000 people<sup>9</sup>.

**The context in Cabo Delgado is shifting towards a conflict.** From late 2019 onwards, the nature and intensity of the violence has escalated and the risk of cross-border movement to Tanzania is considered high. This scenario must be viewed in the context of the high economic importance of the Cabo Delgado as it is home to large natural resource deposits with potential for the country to become the second largest producer of natural gas in the world in the next five years. The situation in the Province remains fluid as more people are being displaced following attacks and secondary displacement is predicted in areas with high density of IDPs. Protection risks, as identified above, as a result of the armed violence combined with potential tension in the overall context of the region; targeted and coordinated solutions are called for to address human rights violations and protection needs as well as set up structures to prevent and mitigate the secondary effects of displacement and stigmatization in the region. Within this context, the Protection Cluster is actively contributing towards joint humanitarian efforts in negotiating humanitarian access to critically affected areas that are currently inaccessible, and the Protection Cluster is scaling up its innovative solutions to reach persons in need of humanitarian assistance remotely, both due to the violence and COVID-19 outbreak.

Limited hosting capacities and the rapidly increasing number of IDPs in northern Mozambique have led the Government to consider the establishment of IDP relocation sites. The Protection Cluster takes lessons learned from the resettlement exercise in the Idai Response to advocate for all movements to adhere to standards of safe, voluntary and dignified movements of people and that communities are adequately consulted during all stages of the process. It must be further noted that the growing humanitarian needs are not easily addressed due to a lack of qualified staff with experience on protection in emergencies, conflict sensitivity, and the inaccessibility of many affected areas. Lack of access is one of the greatest challenges to be addressed, particularly in light of the unlikely change of the context in the near future.

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<sup>7</sup> Access to school in Cabo Delgado is challenged for multiple reasons; displacement of children, lack of IDs of children preventing registration, COVID-19 that has led to a temporary school closures as well as the partial or complete destruction of school facilities by armed groups. As of 20 May 2020, there were a total of 111 confirmed incidents of destruction of schools in Districts of Quissanga, Moçimba da Praia, Ibo, Nangade, Miudumbe, Mueda, Macomia and Palma (Source: DPEDH)

<sup>8</sup>Source: DPEDH

<sup>9</sup> Source: HRP (Nov-18-May-20)





As the situation evolves and if international law of armed conflict becomes applicable to the scenario, then it is important as well that humanitarian community is well informed of its implication and standards on protection of civilians.

**Second, durable solutions to persons affected by serious weather events must be realized.** The Humanitarian Response Plan (HRP) for Mozambique ended in May 2020 after which several partners have disengaged from the Idai response and the protection response has been handed over the Provincial authorities. Persons in Central Mozambique, living in resettlement sites, continue to experience widespread disruption of services, and livelihoods which continue to cause serious and ongoing protection concerns to the affected population. The Protection Cluster is coordinating with UNDP, as the lead of the recovery efforts, to ensure protection remains central to the continued response while the National Protection Cluster supports Provincial Authorities in Sofala to advocate for sustainable durable solutions for IDPs in the region as well as in Cabo Delgado in the aftermath of Cyclone Kenneth for which reconstruction efforts are on-going.

**Finally COVID-19 present an emergency upon an existing emergency that has significant impact country-wide.** Quarantine measures have increased stress, financial difficulties and consequently domestic violence against children and women during the lock down. The extended lockdown continues to impact on the ability of women and children to access basic resources, water and food. Increased tensions within household leading to increased exposure to abuse of children and women, gender-based violence and sexual exploitation. Also, individuals originally from areas with high number of cases may face stigmatization and discrimination, particularly the internally displaced as a result of the situation of violence.

# Objective of the Strategy



The National Protection Cluster Strategy aims to respond to all humanitarian needs in country with focus on situation of violence in northern Mozambique, COVID-19 and durable solutions for IDPs after Cyclone Idai. Interaction with all relevant authorities, including the Ministry of Gender, Children and Social Affairs, both in context of violence and natural disasters, must be met to ensure the respect of humanitarian standards and principles are adhered to.

In the context of multiple and overlapping emergencies, the Protection Cluster priorities are as follows:

- 1. Identify and reduce protection risks for affected populations in all settings; armed violence, natural disasters and disease outbreaks**
- 2. Monitoring and reporting of human rights violations**
- 3. Prioritization of persons with heightened vulnerabilities for assistance**
- 4. Ensure full respect for human rights, protection needs and risks, including in areas affected by insecurity and strongly reinforce the centrality of protection in the delivery of humanitarian assistance**
- 5. Ensuring the appropriation of humanitarian principles and centrality of protection during the humanitarian response**
- 6. Actively promote for physical, safe and meaningful access of humanitarians to persons of concern**
- 7. Development of common protection standards and tools**

The second revision of the National Protection Cluster Strategy aligns itself with the Cabo Delgado RRP as well as on the COVID-19 Flash Appeal and therefore aims to achieve:

- a.** Stronger articulation of the respective role of the protection actors in Mozambique from field level to national level, and with the different Areas of Responsibility (Child Protection, GBV, Disability Working Group, PSEA Network and Housing Land and Property Rights AoR<sup>10</sup>);
- b.** Stronger articulation and appropriation of humanitarian principles of Do No Harm, Neutrality and Impartiality during the emergency response
- c.** Ensure that protection minimum standards are commonly agreed upon, tools such as Protection Rapid Needs Assessment and Protection Mainstreaming Checklists and practices are aligned;
- d.** Strengthen the leadership role of the Protection Cluster at national level and ensure protection is a standing agenda item at the HCT, as well as the roles of the Sub-National Protection Cluster in Northern Mozambique and the Protection Working Group in Nampula.
- e.** Sustained advocacy to mainstream protection across all sectors; and to mainstream child protection prevention of Violence Against Children (VAC), Gender Based Violence (GBV) into other sectors, for example in education by ensuring referral for teachers, parents and children to receive Psychosocial Support (PSS) and professional assistance to the victims Also include information on the rights of children and girls during the COVID-19 outbreak.

<sup>10</sup> HLP AoR currently not active in country but envisioned to be set up on a sub-national level in Cabo Delgado

f. Strengthening the position of the National Protection Cluster at coordinating, building capacity for and technical support to the Government in order to maximize knowledge and skills to respond to protection needs in the field while adhering to humanitarian standards of neutrality and impartiality, particularly in context of armed violence

g. Mental Health and Pyschosocial Services (MHPSS) are most strongly articulated and accounted for in advocacy, planning and response as a core component of protection of persons of concern.

# Coordination



The protection response is coordinated through the National Protection Cluster which includes Child Protection and GBV Areas of Responsibility (AoRs) as well as a Disability Inclusion Working Group (DWG). Sub-National Protection Cluster in Pemba as well as the Pemba and Nampula Protection Working Groups (PWG) report to the National Protection Cluster while in return, the National Cluster provides technical support, back up and fills in the gaps where needed.

Several challenges remain regarding coordination arrangements, particularly on the HC(T)'s ability to provide required leadership on the centrality of protection as to date; no HCT protection strategy exists. This has been a particular challenge for the Protection Cluster at national level in its pivotal endeavor to promote the centrality of protection in the humanitarian response.

Building upon this, a SWOT<sup>11</sup> analysis has been conducted to identify the key strengths, weaknesses, opportunities, and threats of the Protection Cluster which in turn guide the definition of key objectives for the Protection Cluster.

## SWOT ANALYSIS

INTERNAL	<b>STRENGTHS</b> <ul style="list-style-type: none"> <li>• Expertise available in key areas of protection, GBV, CP, PSEA and disability inclusion</li> <li>• Availability of tools and checklists</li> <li>• Strengthened relationships with other sectors to mainstream protection</li> <li>• Establishment of permanent cross-sectoral working group</li> <li>• Dedicated Cluster coordinators and institutional memory</li> <li>• Establishment of permanent cross-sectoral working group on disability and inclusion</li> </ul>	<b>WEAKNESSES</b> <ul style="list-style-type: none"> <li>• High Staff/Coordination Turnover</li> <li>• Irregular Government Representation at National Protection Cluster meetings</li> <li>• Protection related issues partially covered by other coordination entities at national level, diluting accountability</li> <li>• Priorities and tools not fully aligned across the Protection Cluster</li> <li>• Lack of understanding of protection approaches (protection mainstreaming, integrated/stand-alone programming etc.)</li> <li>• Slow shift from development to humanitarian framework by partners</li> </ul>
	<b>EXTERNAL</b>	<b>OPPORTUNITIES</b> <ul style="list-style-type: none"> <li>• Establishment of mutually agreed upon standards on movements of people</li> <li>• Strengthening coordination mechanisms</li> <li>• Lessons learnt on the response (OPR, IAHE)</li> <li>• Contingency planning and preparedness exercises through leadership of HCT/UNCT and in coordination with the Government</li> <li>• Development of remote and innovative solutions</li> </ul>

<sup>11</sup>SWOT analysis is a tool for analysing the Protection Cluster and its environment. It is the first stage of planning and helps in steering focus on key issues. Once key issues have been identified, they feed into defining objectives

# Protection Outcomes



## **Outcome 1. Immediate and remedial protection needs of the most vulnerable are identified and responded to in a timely manner (Protection Programming)**

When programmes are designed, humanitarian actors need to anticipate the range of implications the design, planning and execution of programmes has on people, particularly to vulnerable groups. The participation of vulnerable groups in programme planning, implementation, monitoring, and evaluation will help to ensure that these programmes are responsive to protection concerns. A potential failure to coordinate with relevant actors can limit a programme's desired impact on the affected populations.

To this end, protection risk and needs assessments and monitoring activities must be conducted on a regular basis, standardized tools are adopted and protection risk assessments must be validated and shared at all levels and updated whenever appropriate. Corrective measures in protection programming are identified and implemented and referral pathways adapted whenever necessary.

## **Outcome 2. Protection is mainstreamed across all sectors and the overall humanitarian response (Protection Mainstreaming)**

All actors involved in the response must mainstream protection in their activities and provide safe, equitable and meaningful access to services. The four protection principles<sup>12</sup> must guide interventions for all humanitarian actors in all of their activities. Moreover, it must be ensured that age, gender, disability and diversity (AGDD) approach is systematically applied in all aspects of the response.

Much needs to be done to ensure that each sector and all actors understand and integrate the Guiding Principles on Internal Displacement; the Minimum Standards for Child Protection in Humanitarian Action; the IASC Guidelines for Integrating Gender-Based Violence Interventions into Humanitarian Action; Humanitarian Inclusive standards; and the principles of non-discrimination, do no harm and the best interests of the child in all their activities. It is imperative that members of the affected population who are the most vulnerable are identified and prioritized. The Protection Cluster provides technical guidance to other Clusters, joint missions and will develop protection mainstreaming action plans with prioritized clusters to support mainstreaming efforts.

Mainstreaming data collection and information management forms part of protection mainstreaming as high-quality humanitarian programming needs to be built on an understanding of the needs and priorities of affected populations and as such it is important to identify what risks the affected population faces, what factors contribute to risks and, which groups face specific or heightened risk. Data on affected people, in particular vulnerable groups, must be mainstreamed into existing tools with a focus on purpose; that is, collecting only what is needed to promote quality and accountability in programming. Information should only be collected if it will be acted upon.

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<sup>12</sup> (1) Do No Harm, (2) Equality, (3) Accountability, (4) Participation and Empowerment



### **Outcome 3. Protection is at the center of all humanitarian action (Centrality of Protection)**

The National Protection Cluster is committed to ensuring that protection and accountability to affected persons are placed at the center of the humanitarian response in Mozambique. To achieve this, protection must be incorporated in activities by all the sectors at all stages of project cycles. Protection specialists are represented at National Clusters meetings, particularly for priority Clusters identified. By putting protection at the center of all humanitarian action, we aim to ensure that humanitarian action does not cause harm.

Accountability to affected persons is central and to achieve this, inclusion of a wide range of actors, including national actors in decision making processes is vital, as well as is making all efforts to communicate with affected persons and, where possible, enabling participatory programmatic approaches. Affected populations must be provided with adequate information on humanitarian assistance and services.

In practice to ensure this, Protection Cluster coordination mechanisms and tools must be aligned, and the capacity of staff enhanced. The Protection Cluster will provide briefing on the outcomes of protection assessments at ICCG/HCT/ HC level as appropriate and, operations and leadership are informed by strong protection analysis and recommendations. The Protection Cluster will advocate with the RC/HC for him/her to hold HCT accountable for centrality of protection and sectors/clusters for mainstreaming protection and the Protection Cluster will support the drafting of an HCT Protection Strategy.

### **Outcome 4. Protection is kept as a standing item throughout the whole emergency management cycle so that the protective environment for the most vulnerable is strengthened (Contingency Planning and Nexus)**

Any response to complex disasters must promote and protect the fundamental rights of those affected, including the most vulnerable persons and groups, in an impartial and dignified manner. Sustainable durable solutions must be sought for all internally displaced people and protection remains an integral aspect at all stages of the response. Comprehensive and up-to-date mapping of local, national and international resources for protection, and vulnerable groups, information sharing based on early warning indicators, monitoring during all stages, advocacy and institution building remain a priority to operationalize the centrality of protection when durable solutions are sought. Humanitarian protection is linked to social protection in post emergency hence close coordination with post emergency actors must be ensured.

Contingency planning and other preparedness plans need to include protection risks analysis and advocacy for a principled policy on safe, dignified and voluntary return and resettlement of people will be prioritized. A clear nexus between immediate humanitarian response, recovery and development plans, must be sought.

# Entry into Force

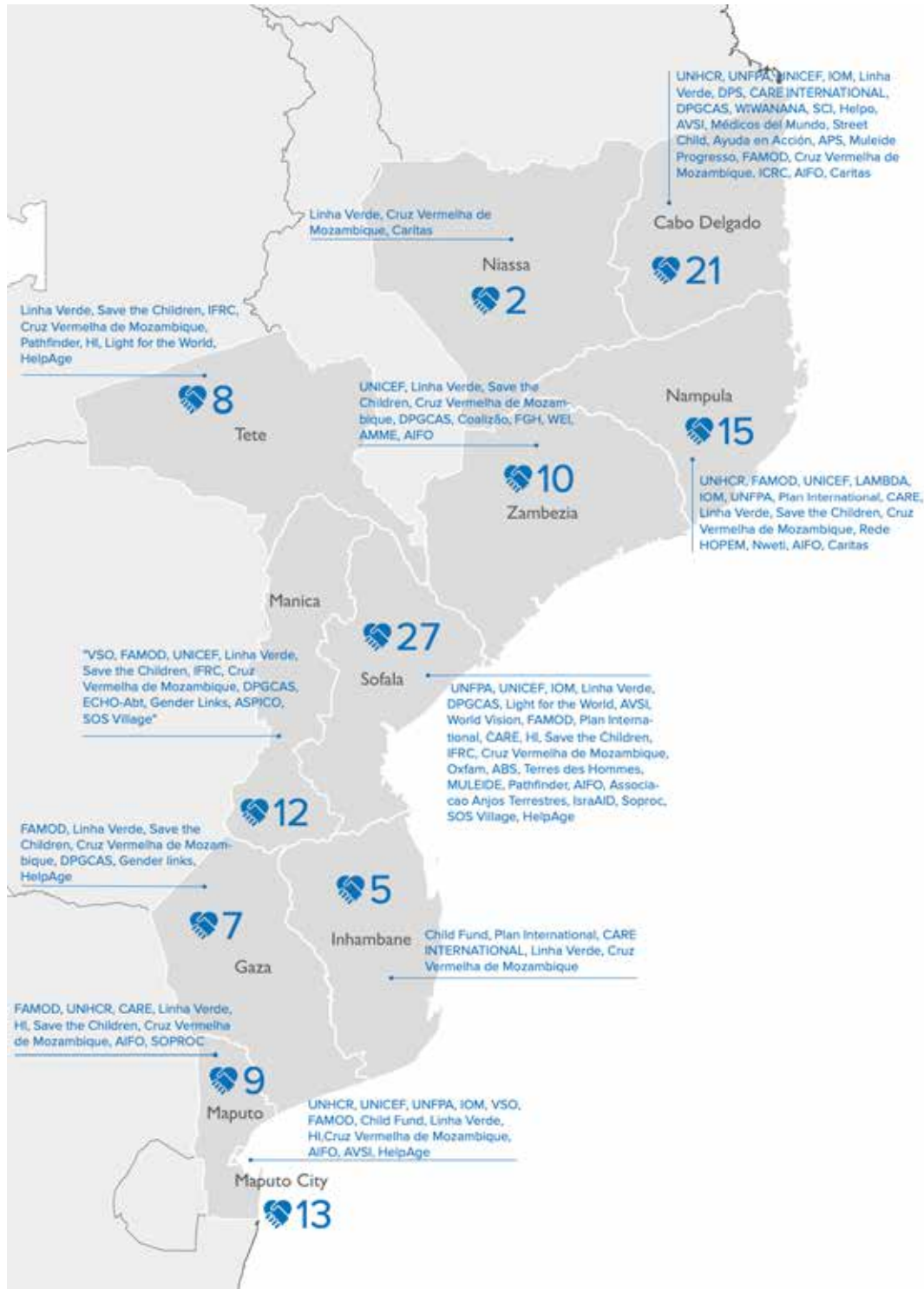


The National Protection Cluster Strategy will enter into force immediately and is designed to cover a period until December 2020, aligning itself with the current COVID-19 Flash Appeal and Cabo Delgado RRP. The National Protection Cluster Strategy is subject for review in November 2020 by the National Protection Cluster, in leadership by the National Protection Cluster coordinator and in consultation with sub-national level Protection Cluster, Child Protection and GBV AoRs, Nampula Protection Working Group and Disability Inclusion working group.

# Annex 1



## Operational Partners Presence





# Annex 2



## Protection Cluster Organigram

