



PROGRESS TOWARDS DURABLE SOLUTIONS FOR IDPs IN GREATER PEMBA

Opportunities & Challenges
in Pemba, Metuge and Mecufi



With the technical and operational support of:



JIPS informing
solutions to internal
displacement



IOM
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ACKNOWLEDGEMENTS

The production of this report, “**Progress Towards Durable Solutions for IDPs in Greater Pemba: Opportunities & Challenges in Pemba, Metuge and Mecufi**,” is the result of a highly collaborative effort involving humanitarian and developmental partners, government authorities, and civil society.

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1

INTRODUCTION

1.1 CONTEXT

Since independence, Mozambique's physical and social geography has been shaped by displacement and urbanization, resulting in the expansion of the peripheral (often informal) urban belts; including creation of new villages and neighborhood extensions. The two main causes for the current displacements in Mozambique are the conflict in the northern provinces of Cabo Delgado, Nampula and Niassa, as well as the frequent natural disasters (floods, cyclones, droughts) affecting in particular the coastal communities and making the country the most exposed in Africa in the last years, according to the World Risk Index.

The province of Cabo Delgado in Northern Mozambique has been affected by destruction, wider instability, and socio-economic vulnerability since October 2017, following attacks of terrorist groups. In 2021 the Government initiated joint military operations between the Mozambique Defense and Security Forces (SDF), the Republic of Rwanda and the Southern African Development Community (SADC). In late 2025 and early 2026 attacks by the terrorist groups intensified and thousands were newly displaced in districts such as Macomia and Chiúre. As per latest estimates (IOM/DTM Round 23) there are approximately 600,000–700,000 IDPs in northern Mozambique, with 70% of them concentrated in Cabo Delgado. The violent context in the north, with its reoccurring attacks on civilians, has rapidly increased existing vulnerabilities in Cabo Delgado, a province which already was amongst Mozambique's poorest². In recent years northern Mozambique has also been devastated by a series of high-intensity cyclones that have compounded an existing humanitarian crisis. In April 2019, Cyclone Kenneth became the strongest storm ever recorded to hit the region, flattening entire villages in Cabo Delgado. More recently, the region faced Cyclone Chido in December 2024, which killed over 100 people and destroyed thousands of homes, and Cyclone Dikeledi in January 2025, affecting nearly 300,000 residents.

The arrival of IDPs affects the Greater Pemba area in various ways, including significant impacts on the housing market, land use and access to basic services. In addition, there is limited access to employment and subsistence activities, which results in increased food insecurity and impacts social cohesion. Furthermore, the displacement dynamics are influencing the creation of satellite settlements around the municipality of Pemba, thus forming its "greater area." In the districts of Metuge and Mecufi, around 20 permanent resettlement sites have been established, which are being targeted by the government and partners with substantial interventions aimed at securing land tenure, providing basic services, and infrastructures that support integration into existing systems.

The response capacity of local authorities is put under strain by the complex displacement and urbanization dynamics across the Greater Pemba region. Inter-institutional coordination, joint planning, and participatory interventions can be greatly strengthened through jointly created evidence which supports decision making. The present analysis sets out to unpack the displacement and urbanization situation in Greater Pemba and thereby contribute to addressing the evidence gap.

1.2 OBJECTIVES

The urban profiling exercise has a two-fold objective: The urban profiling exercise aimed at informing institutional policy and planning that support durable solutions to displacement in the Metropolitan area of Pemba, and in particular local integration of IDPs in the urban communities and structures – be it as interim or longer-term solutions.

² The province of Cabo Delgado, alongside Niasa and Nampula, rank lowest in the multi-dimensional poverty index – with severe poverty faced by more than 50% (cutt.ly/rt5hJ9nK).

To inform such policy and planning and strengthen response capacities, the urban profiling addresses the following questions:

- ❓ To which extent are IDPs locally integrating in the metropolitan area of Pemba city and what are the main obstacles they face?
- ❓ How is the local population, residing in Pemba and surrounding districts impacted by receiving/hosting a significant number of IDPs? Are non-displaced residents facing different challenges compared to IDPs, and what are the shared development/area-based challenges?
- ❓ How are the Municipality of Pemba and the districts of Metuge and Mecufi impacted by the significant increase in population and the hosting of IDPs?
- ❓ How is the urban (displacement) context in Pemba impacted by resettlement sites in the metropolitan area and how does the context in Pemba impact intentions of return?

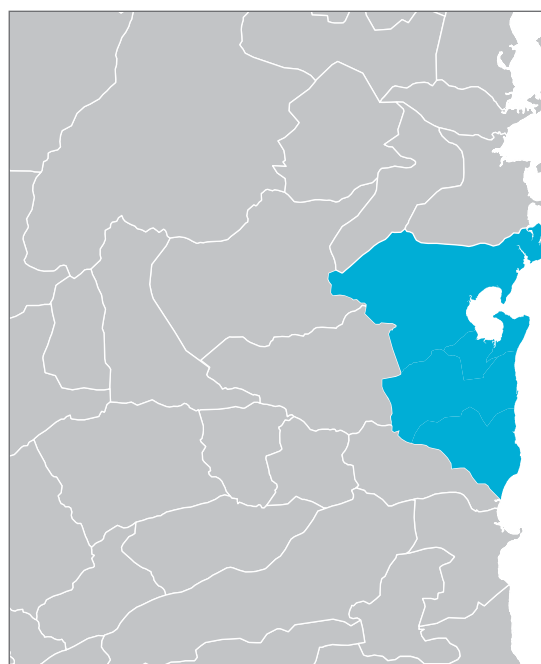
1.3 SCOPE OF PROFILING

Internally Displaced Persons (IDPs) and non-displaced persons were captured in the profiling. The approach was designed as a comparative analysis of the socio-economic situation of the displaced population against the non-displaced, across the key criteria outlined in the IASC Framework on Durable Solutions for IDPs.³ By identifying the key differences and commonalities in the situation of displaced and non-displaced, the analysis points to areas where IDPs fare worse and can be assumed to face vulnerabilities related to their displacement situation, while also highlighting shared challenges that point to development-linked problems.⁴ The population analysis is complemented by a spatial analysis that focuses on the contextual factors that influence the livelihoods of the displaced and local populations and the possible displacement solutions for the displacement affected communities and district structures.

The profiling covered the following four geographic strata, and results throughout this report will be presented for these different locations:

- ➔ IDPs and non-displaced in the high-density areas of Pemba Center (stratum 1);
- ➔ IDPs and non-displaced in the lower-density areas of Pemba periphery (stratum 2);
- ➔ IDPs in Metuge and Mecufi living in the 'permanent Sites' (stratum 3);
- ➔ IDPs in Metuge and Mecufi living amongst host communities (out of Sites) and the non-displaced households in the same communities (stratum 4).

Whenever results are presented for IDPs or non-displaced across the strata (as totals), weights are applied to account for the different population sizes that the samples in each stratum represent. Results are representative per group per stratum (as outlined above) allowing for the comparative analysis between groups and between geographic locations (strata). The detailed methodology approach can be found in Annex 2.

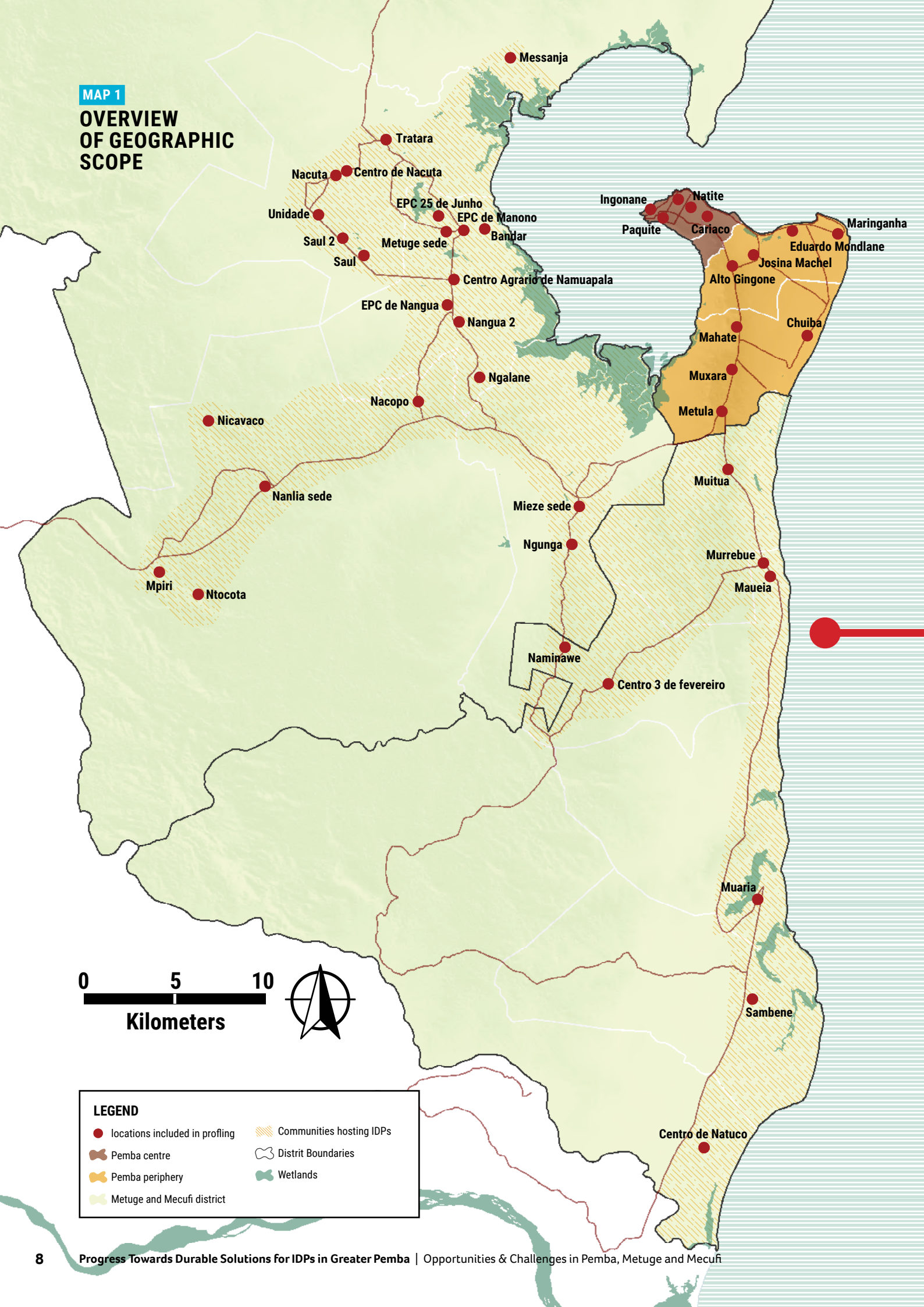


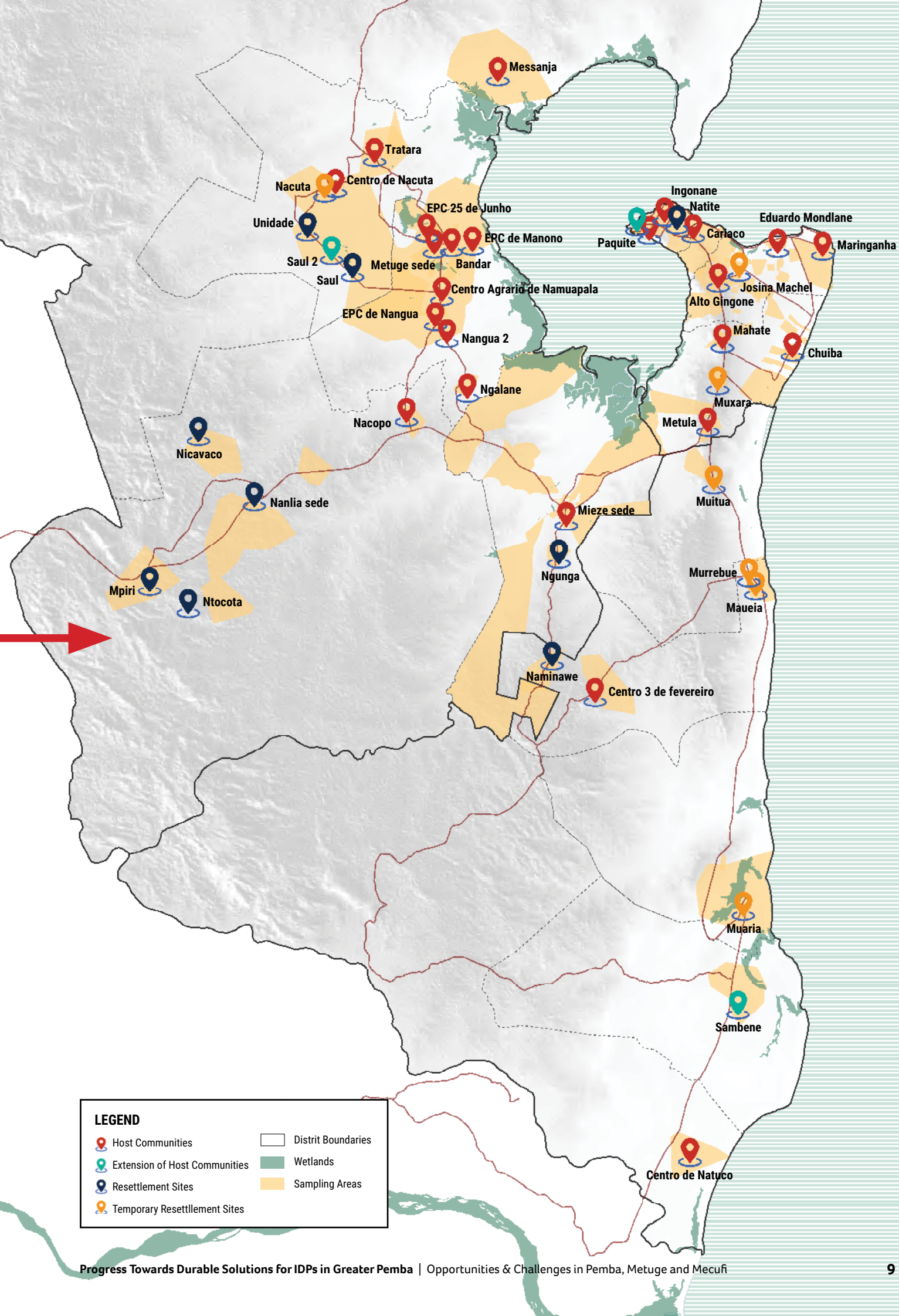
³ Brookings-Bern Project on Internal Displacement (2010) IASC Framework on Durable Solutions for IDPs, April 2010.

⁴ For more background on the durable solutions analysis approach see: UN Special Rapporteur on the human rights of IDPs, JIPS, UNHCR, IOM, UNDP, DRC et al (2018) Durable Solutions Analysis Guide & Indicator Library.

MAP 1

OVERVIEW OF GEOGRAPHIC SCOPE





1.4 COLLABORATIVE PROCESS

The urban profiling was implemented through a collaborative approach with a dedicated Taskforce guiding the process. The Taskforce has been led by UN-Habitat together with INGD (at national and provincial level) and the Provincial Directorate for Environment and Territorial Planning (DPDTA), which has closely coordinated its activities with the Municipality of Pemba. IOM led on the operational component of data collection. JIPS led on the methodology approach and analysis. INE was invited at provincial and national level to review the profiling approach and accompany the data collection. The elaboration and implementation of the urban profiling was a key-activity under the scope of the Cabo Delgado Solutions Working Group (SWG). Key milestones of the joined process included:

- ❶ **Joint Concept Note formulation** (June 2024): following extensive consultations during a JIPS scoping mission, a Concept Note was circulated and reviewed by all stakeholders at Pemba and Maputo level.
- ❷ **Taskforce established & Methodology finalized** (June 2025): during a workshop in Pemba the profiling Taskforce was inaugurated and its TOR agreed upon; the profiling methodology was also presented and subsequently finalized.
- ❸ **Data collection** (December 2025): following training of enumerators (including local activists and government supervisors) and extensive piloting of the questionnaire in all relevant languages (Portuguese, Emakhuwa, Maconde and Muani). The household survey was administered to a sample of 3,426 households in total (see Annex 2 for more details).
- ❹ **Community validation sessions** (February 2026): preliminary results were presented in a visual manner to IDPs and local persons in Muxara neighborhood in Pemba and discussions followed in different groups to deepen interpretation and contextualization of key findings.
- ❺ **Preliminary analysis workshop** (February 2026): the profiling Taskforce, with a focus on municipal, district and provincial authorities, convened to review the preliminary profiling results and provide input during a 2-day workshop in Pemba.

2

DISPLACEMENT & URBANISATION IN PEMBA, METUGE, MECUFI

2.1 INTRODUCTION TO PEMBA, METUGE, AND MECÚFI

All three districts included in the analysis are located in the far eastern and southeastern parts of the Capo Delgado Province:

- ➔ **Pemba:** The city of Pemba is classified as Level B, similar to the cities of Nacala and Nampula, a status that grants it functions of great importance and influence at the provincial and regional levels. The city of Pemba plays an important role across strategic, political-administrative, industrial, commercial, cultural, and tourism matters; in particular it serves as a major port and logistics hub linked to the LNG extraction process in the northern districts and possesses the great presence of concession for natural resources (graphite, rubies, heavy sands). Furthermore, the District of Pemba, which corresponds to the same territorial boundaries as the Municipality of Pemba, is classified as a Level A District. This is a higher classification than Mecúfi and Metuge, which are Level B Districts.
- ➔ **Metuge District:** The territorial perimeter of Metuge encircles the city of Pemba from the west to the north, and both share the same bay. From an economic perspective, Metuge possesses arable land with agricultural potential, which in many cases is complemented by livestock farming. Pemba Bay and the inland rivers that flow through the district are of great value for fishing, which serves as one of the alternative sources of income for local families. Metuge is easily reachable by public transport from Pemba, while a ferry is used to ensure transportation of passengers and goods.
- ➔ **Mecúfi District:** This district is situated south of Pemba and along the coast, where significant urbanization is concentrated. A large part of the population in Mecufi relies on fishing. The coastal area is exposed to the effects of cyclones and its housing stock has been destroyed in several locations within the administrative posts of Murrebue and Sede (with up to 90% of infrastructure and basic services destroyed).

2.2 DISPLACEMENT TRENDS

Since the outbreak of armed attacks by non-governmental forces in the northern districts of Cabo Delgado (Mocímboa da Praia, Palma, Nangade, Muidumbe, Quissanga and Macomia), several districts began receiving people who felt compelled to leave their areas of origin in search of safety. Pemba, Metuge, and Mecúfi were among these districts that began hosting displaced persons, reaching a peak in April 2021, when approximately 237,947 people relocated to these districts. Of these, 58% were hosted in the city of Pemba, 40 % in Metuge District and 1.5% in Mecúfi District.

Currently, displaced persons continue to seek not only safety in the Greater Pemba region but also opportunities to improve their living conditions. For this reason, many IDPs seek to remain in the city, its periphery or the surrounding districts. In addition to own preference of many IDPs to settle in districts around Pemba, this also constitutes part of the contingency strategy for managing the displaced households who moved en masse to Pemba—a city that was already limited in terms of land availability and had weak service capacities to respond to the increased population demands.

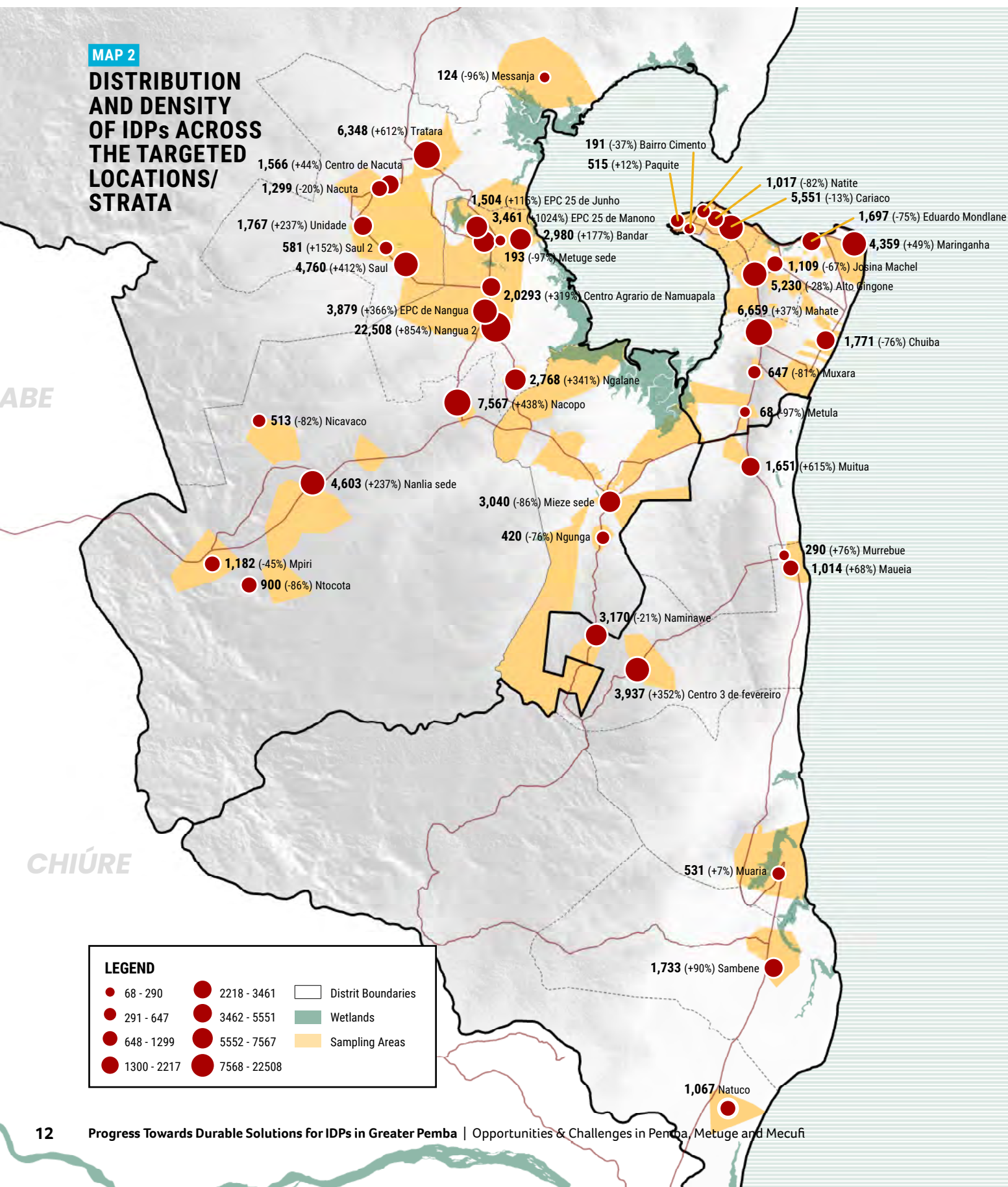
After the peak flow of IDPs observed in April 2021 due to the intensification of attacks, subsequent assessments point to a trend of IDP reduction in the City of Pemba and an increase in the Districts of Metuge and Mecúfi. For instance, comparing DTM Round 20 to R21, while the city of Pemba recorded an IDP reduction of approximately 25%, the District of Metuge recorded an increase of 4%, and Mecúfi an increase of 6%. Currently, this reduction of IDPs in the City of Pemba and the increases in the Districts of Metuge and Mecúfi have reached unprecedented numbers. A comparison of data from DTM R22 with DTM R23 reveals a significant reduction of IDPs in Pemba by approximately 46%, alongside a sharp increase in Metuge by approximately 242% and 25% in Mecúfi.

Table 1: IDP population estimates as per DTM/IOM recent rounds

District	# IDPs DTM22	# IDPs DTM23	% Increase/ Decrease of IDPs
Pemba	54,337	29,322	46% decrease
Mecufi	3,632	12,437	242% increase
Metuge	62,996	78,465	25% increase

MAP 2

DISTRIBUTION AND DENSITY OF IDPs ACROSS THE TARGETED LOCATIONS/STRATA





📷 IDP family, Mecúfi . © Habitat

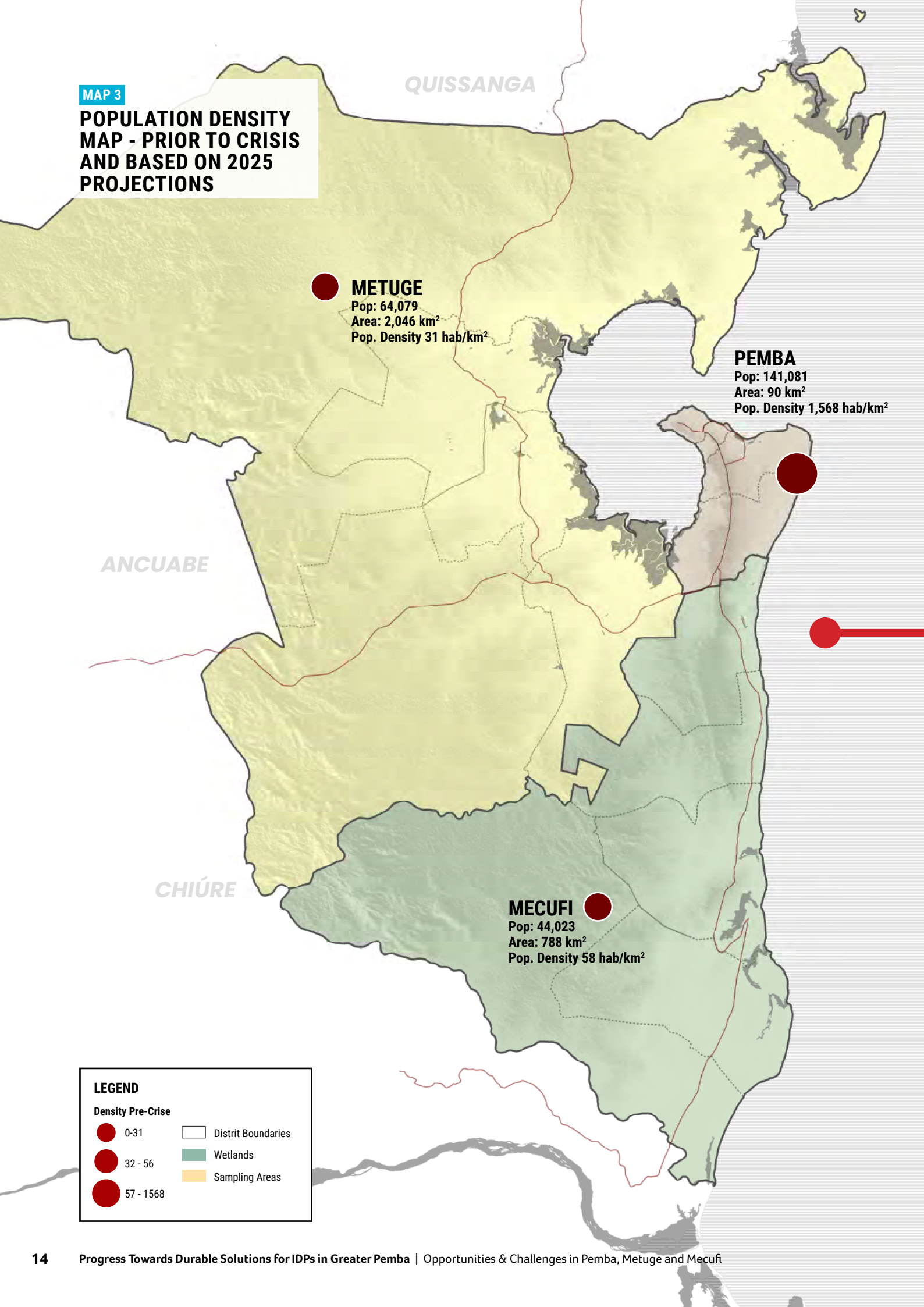
2.3 DEMOGRAPHIC IMPACT OF DISPLACEMENT

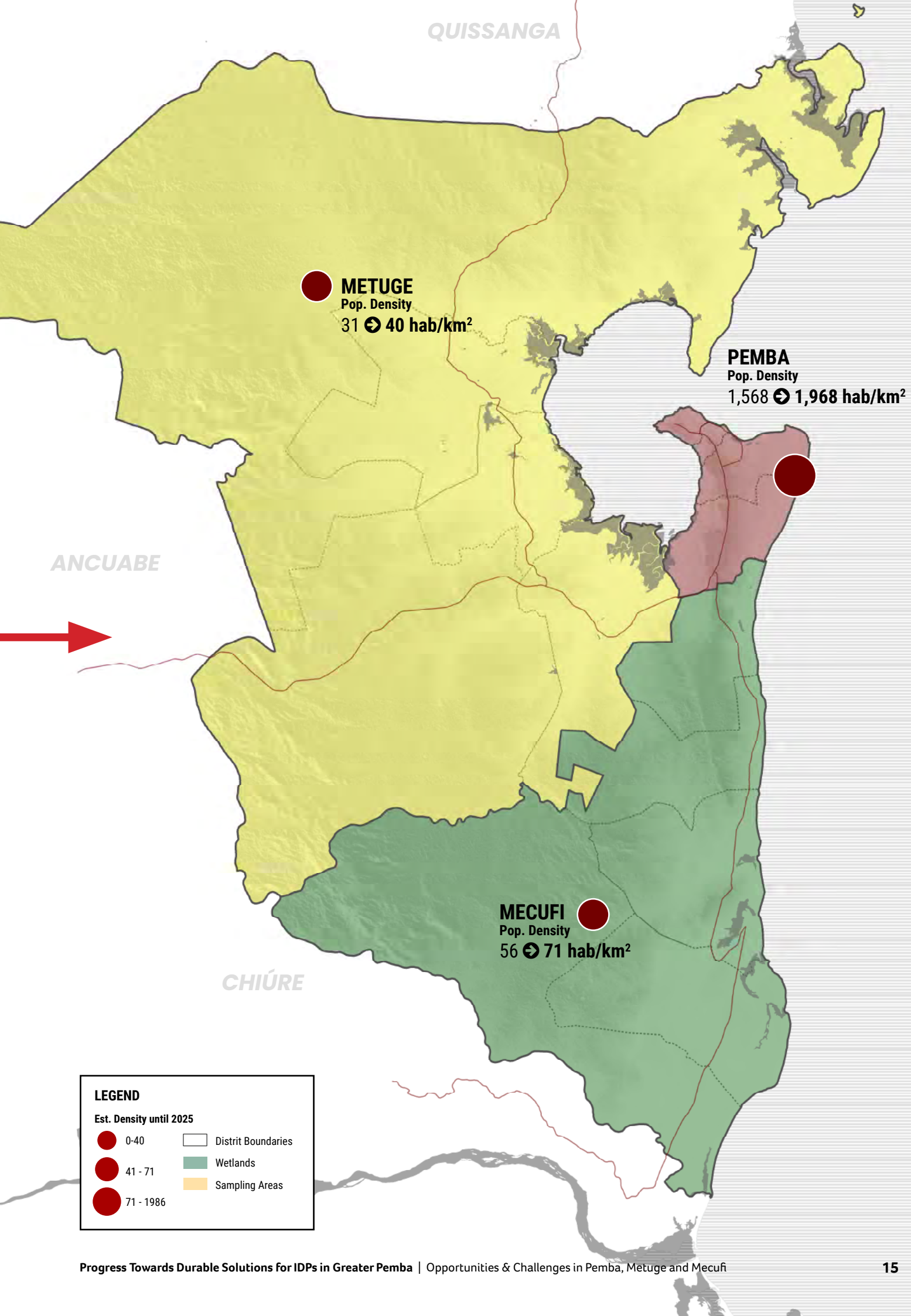
As mentioned above, several districts have recorded variations in their demographic dynamics. According to the 2017 census, the districts of Mecúfi, Metuge and the City of Pemba had approximately 350,000 inhabitants. According to the province's growth rate, this population was expected to grow by 3% in subsequent years, potentially reaching approximately 315,658 inhabitants by 2025. However, due to internal displacement, data through mid-2025 point to a population increase of approximately 34% in Mecúfi, 69% in Metuge, and 121% in Pemba compared to the 2025 projected population.

These population data have a direct impact on the population density of these districts. At first glance, when relating the population size to the total area of each district, the impact on density appears insignificant in the districts of Mecúfi and Metuge, where the housing density is 48 inhabitants/km² and 89 inhabitants/km², respectively. The exception is Pemba, where the population density is 2,376 inhabitants/km². By relating the current population number (projected population + IDPs) to the inhabited urban area in the districts of Mecúfi, Metuge, and the City of Pemba, a different reading of population density is obtained: Mecúfi has a density of approximately 1,668 inhabitants/km², Metuge 4,512 inhabitants/km², and Pemba 4,510 inhabitants/km² of inhabited land.

MAP 3

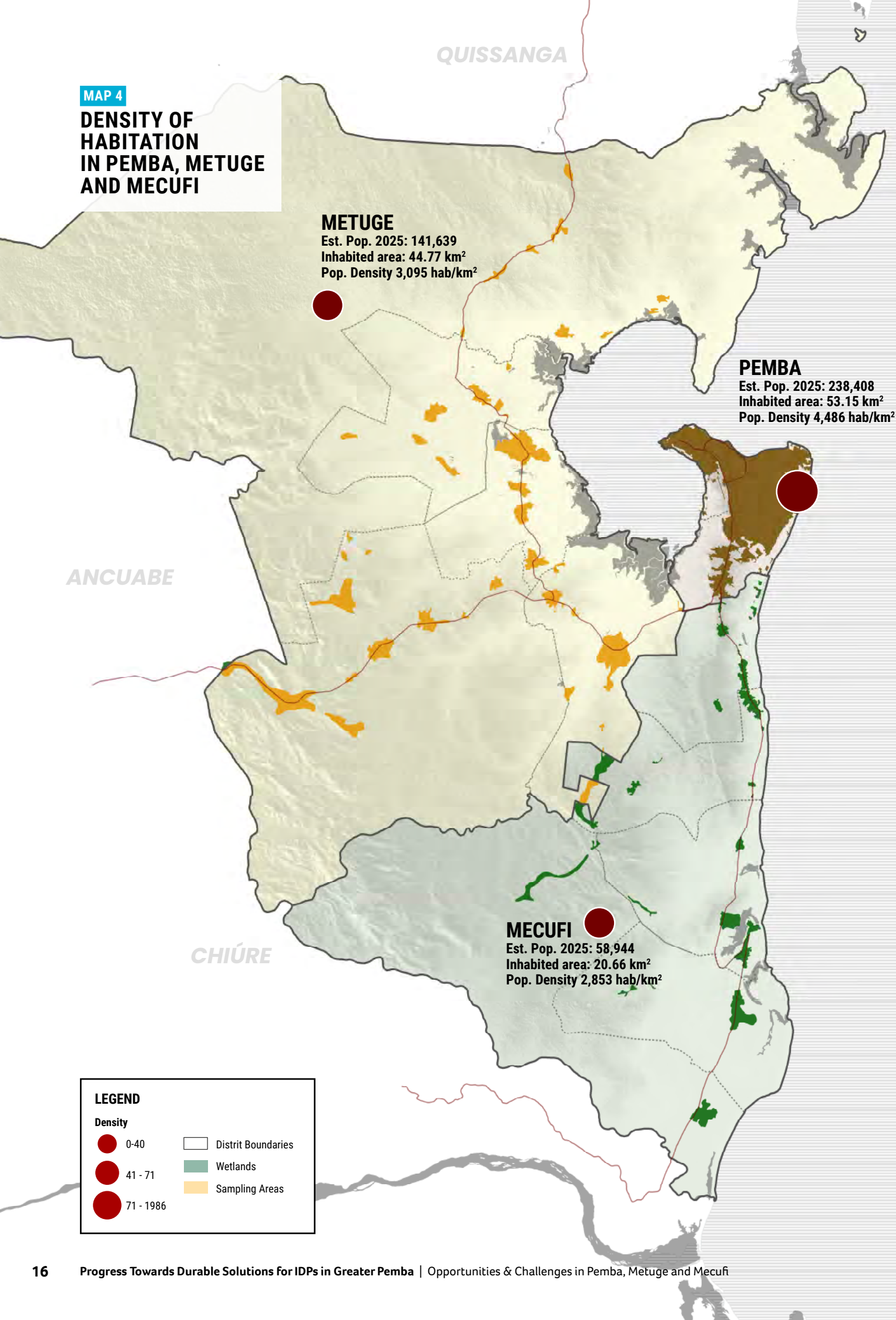
POPULATION DENSITY MAP - PRIOR TO CRISIS AND BASED ON 2025 PROJECTIONS





MAP 4

DENSITY OF HABITATION IN PEMBA, METUGE AND MECUFI



2.4 DISPLACEMENT HISTORY AND INTENTIONS OF IDPs IN PEMBA, METUGE, MECUFI

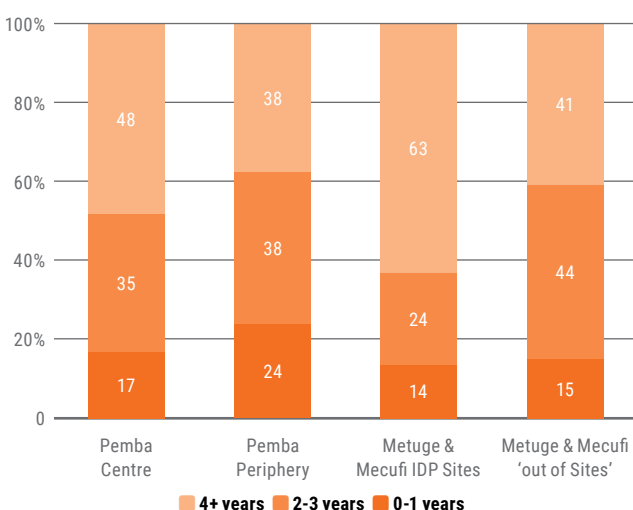
Having outlined above the recent trends of IDP population movements and estimates (as per recent IOM /DTM sources), this section highlights displacement history characteristics based on the profiling results, including length of displacement and intentions for future movements.

Protracted nature of displacement:

A significant proportion ranging from 38% to 66% of IDPs across Pemba, Metuge and Mecufi has resided in their current location for more than four years. This indicates a protracted situation that can be assumed to impact local integration and intentions for the future (as we will explore next). Specifically:

- In Pemba more than one third of IDPs has lived in the city more than four years, while only a small proportion has newly arrived. IOM/DTM estimates from 2025 have indicated that the general IDP population in Pemba has almost been halved.
- In the Sites across Metuge and Mecufi, IDPs show the highest stability with more than 60% having lived there for more than 4 years.
- IDPs hosted in neighbourhoods across Metuge and Mecufi show more mobility with a large proportion having resided there for only 2-3 years. IOM/DTM estimates from 2025, add to the mobile landscape, by showing a great increase of IDPs (of around 65%), most fleeing to new localities (e.g. Natuco, Unidade, Nacopo and Mpiri).

Figure 1: Years that IDPs have stayed in their current location



Community session in Pemba where priority topics for the profiling were identified. © JIPS

A majority of IDP households prefer to stay in their current place:

Around 20% of IDP households in Pemba prefer to return to their place of origin; while that proportion is lower in Metuge and Mecufi. The factors influencing these preferences, as reported by the surveyed households, included mainly security and access to services and housing. The community validation sessions also showed how food insecurity and lack of a sustainable housing arrangement are a great push factor to leave/return.

Figure 2: Intentions for the future amongst IDP households

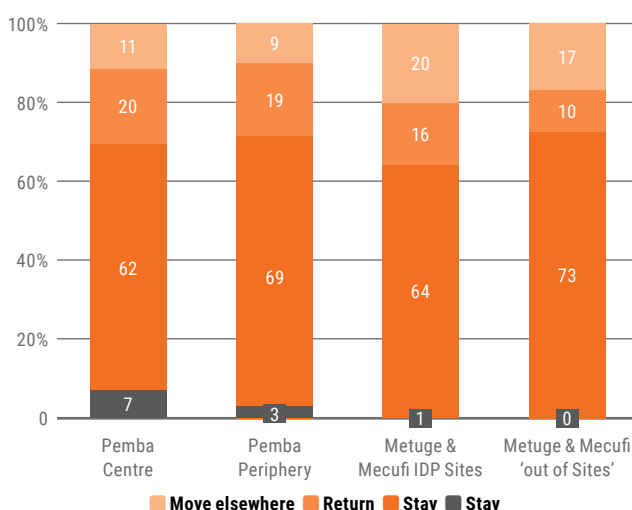


Table 2: Location of origin of IDPs by geographic location of current stay

	Metuge & Mecufi IDP Sites	Metuge & Mecufi 'out of Sites'	Pemba Centre	Pemba Periphery	ALL IDPs
Ancuabe	3%	12%	3%	7%	9%
Chiure	19%	20%	2%	6%	16%
Macomia	17%	17%	22%	22%	18%
Mocimboa Da Praia	4%	6%	21%	19%	9%
Muidumbe	15%	8%	9%	11%	10%
Quissanga	25%	16%	16%	11%	17%
Nangade	1%	1%	4%	4%	2%
Palma	1%	3%	5%	6%	3%
Other	15%	17%	18%	15%	16%

Location of origin does influence the location of stay:

DPs residing in Metuge and Mecufi are to a greater extent from Quissange, Chiure and Macomia; whereas IDPs residing in Pemba are to a greater extent from Macomia and Mocimboa de Praia. This shows how populations originating from coastal districts, such as Macomia and Mocimboa, are more likely to settle in Pemba due to the presence of the possibility to continue fishing and movement by sea. IDPs from more interior districts are likely to seek refuge in areas with land availability, such as Metuge and Mecufi.

3

KEY FINDINGS

3.1 OVERVIEW

Solutions to displacement are typically measured by looking at whether IDPs are enjoying the same socio-economic situation and rights, like the non-displaced and do not face any discrimination due to their displacement.⁵ Therefore, a solutions analysis compares IDPs to non-displaced; the gap or differences found between IDPs and non-displaced along key socio-economic indicators or 'solutions criteria'⁶ point to persisting vulnerabilities and obstacles to achieving solutions to displacement more generally, including better local integration (as one of the pathways to solutions). When common challenges are found between IDPs and non-displaced, the analysis points to shared difficulties, which are often linked to wider development related matters.

In Pemba, Metuge and Mecufi, the comparative analysis found the following key obstacles to solutions that IDPs face:

- ➔ **Precarious livelihood means:** IDPs are more likely to rely on seasonal livelihoods and subsistence farming; while food insecurity is serious challenge for everyone IDPs are more prone to this.
- ➔ **Limited Access to secure land-use arrangements, with many IDPs facing land conflicts:** While most households farming land in Metuge and Mecufi (displaced and locals), do not have formal tenure arrangements, IDPs (mainly in Sites) report facing conflicts around their land access putting additional strain on their livelihood means.
- ➔ **Lack of affordable and tenure secure housing, mainly in Pemba:** IDPs in the city have been relying on 'granted' accommodation arrangements, which have been very helpful for short term housing solutions but poses several challenges in the long run.

- ➔ **Low human capital, linked to education:** IDPs are found to have lower literacy and education levels; this can challenge their integration in the labour market and the decrease of youth 'inactivity'.

The results also highlight challenges that are similar between IDPs and the local population and which point to area-based development challenges, specifically:

- ➔ **Access to services is impacted by area-based availability and capacity:** For example, electricity in Metuge and Mecufi is not available to most, while practically all households in Pemba are connected to the grid. Similarly, water and sanitation facilities are more linked to the location (peri-urban vs. urban) rather than the population group.
- ➔ **Fragility of the housing stock is also shared between displaced and local,** rendering them equally vulnerable to the effects of disasters.

The preferences of IDPs, when it comes to solutions and resolving their displacement situation, are critical to contextualizing the aforementioned results on the comparative analysis:

- ➔ **More than 60% of IDPs prefer to integrate locally** – for this, IDPs need to overcome the afore-mentioned challenges and the districts and municipal authorities need to be capacitated to 'absorb' the IDP population in their city structures, housing stock and services.
- ➔ **Around 20% prefer to return** – for this, IDPs need support both in their current place (to capacitate them to eventually return and avoid that they become increasingly vulnerable in the meantime). In parallel, if return is to be a feasible pathway, the areas of origin require development support, once security allows.

⁵ As per the IASC Framework (2010), a durable solution is achieved when internally displaced persons (IDPs) no longer have specific assistance and protection needs linked to their displacement, allowing them to enjoy their human rights without discrimination based on their displacement. This is achieved through safe, sustainable reintegration at the place of origin, local integration, or settlement.

⁶ The IASC Framework (ibid) outlines eight criteria that need to be achieved for solutions to be reached. These have all been included in the profiling survey and include safety and security, access to an adequate standard of living (through access to basic service); access to livelihoods and employment; access to restitution or compensation of housing land and property left behind, access to family re-unification, access to personal documentation, access to public affairs as well as access to justice and remedies. These topics are all covered in the thematic sections below.

➔ The data also clearly point to patterns of pendular mobility between place of displacement and place of return, by one member or part of the family. This points to fluid displacement modalities whereby local integration dynamics and return dynamics are evolving in parallel and, importantly, do not exclude each other. Furthermore, access to land at the place of origin is a safety net for many IDPs and their livelihood strategies.

3.2 BASIC DEMOGRAPHICS & HUMAN CAPITAL

A predominately young population with little differences in demographics between displaced and non-displaced:

The proportion of persons below the age of 15 makes up around one third of the population, while one fifth of the population is between 15 and 24 years of age. The distribution by sex is identical between displaced and non-displaced with 53% being female and the remaining 47% male in both groups.

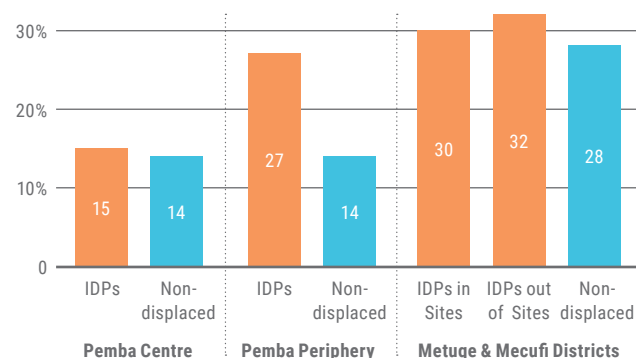
Table 3: Female and male IDPs and non-displaced distributed by age groups

Age groups	IDPs		Non-displaced	
	Female	Male	Female	Male
0-14	34%	37%	30%	29%
15-24	20%	17%	23%	20%
25-64	40%	42%	44%	47%
65+	5%	4%	2%	4%

The ‘dependency burden’ is higher in Metuge and Mecufi:

The age-dependency ratio looks at the ratio between the working age persons (15 to 64 years) and the dependents (below 15 and above 64) in a household. The ratio is high or critical when the household has fewer working-age members compared to dependents, or no working-age members at all – this is the ‘dependency burden’ that the working-age population carries. The proportion of this vulnerable group of households is larger in Metuge and Mecufi (close to one third amongst both IDPs and non-displaced), whereas in Pemba that group is smaller.

Figure 3: Households with an age-dependency ratio that is either high or critical (fewer working-age than dependents, or no working age at all)



Education levels are in general very low and are worse among IDPs:

Generally, the level of education in Cabo Delgado is among the lowest in the country; IDPs are faring even worse, which can pose a significant challenge to integration efforts. Almost half of IDPs above 19 years of age have not completed any education. That can pose a significant challenge for work opportunities and self-reliance. However, literacy (the ability to read and write in Portuguese) is found to be higher amongst youth below 25 years, which may indicate a positive trend.

Figure 4: Literacy (ability to read and write) in Portuguese amongst 15+

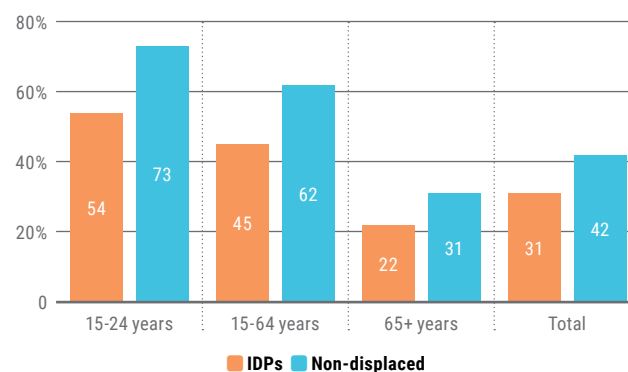
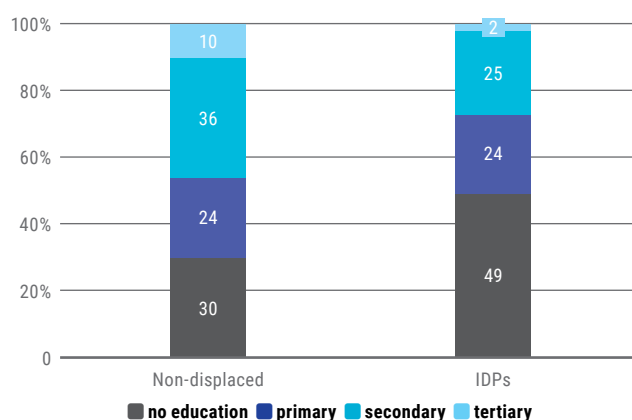


Figure 5: Highest education completed amongst person 18+ years





📷 IDP woman preparing cookies to sell, Muxara neighborhood. © Habitat

3.3 LIVELIHOODS, ACCESS TO LAND & EMPLOYMENT

Livelihood means have not changed significantly after displacement:

Prior to displacement, agriculture was the main livelihoods source for 56% of the households; now that is the case for 49% (7 points decrease). Fishing was the main livelihoods source for 13% of the households prior to displacement, now that is the case for 8% (5 points decrease). Small business was the main source for 12% of households, now that is for 20% (8 points increase). Generally, households have managed to transition into the same livelihood means, with small variations mainly in the form of an increase of small businesses (in the context of Pemba).

In Metuge and Mecufi the great majority of households access farming land, but with no formal tenure:

Around 90% of IDPs (in sites and out of sites) and of non-displaced have access to farming land, while that is only the case for 10% of displaced and non-displaced

households in Pemba. The vast majority of both IDPs and non-displaced have no formal tenure arrangement for the land (no land titles, such as DUAT): 82% of IDP households in sites; 79% IDPs and 87% non-displaced households in Metuge and Mecufi.

27% of IDPs in Metuge and Mecufi Sites report conflicts linked to land:

While the lack of formal tenure when it comes to farming land is widespread among displaced and locals, the tenure insecurity seems to create more problems for IDPs in Sites, as 27% report having conflicts linked to the land they farm; that is only the case for 17% IDPs out of sites and 15% of non-displaced in Metuge and Mecufi. Feedback during community validation sessions confirmed the risk of conflict; IDPs experience being thrown out of the land they have prepared for farming which impacts negatively the incentive to invest in the land.

Table 4: Use of agricultural produce amongst households in Metuge and Mecufi

	Metuge and Mecufi		
	IDP HHs in Sites	IDP HHs 'out of Sites'	Non-displaced HHs
Both for selling of produce and for own subsistence	35%	32%	37%
Only for own consumption	63%	67%	60%
Only for selling the produce	3%	1%	4%

Agriculture is primarily for own consumption:

Very similar proportions of around two thirds of IDP and non-displaced households practice subsistence farming for own consumption (ranging from 60%-67%). One third of displaced and non-displaced households farm for a combination of own consumption and selling, while a very limited proportion (1%-4%) farms only for selling of the produce. These results point to a primarily subsistence farming economy in Metuge and Mecufi.

High levels of food insecurity point to increased vulnerability and support needs:

The Food Insecurity Experience Scale (FIES) was used to assess the ability of households to access food the previous 12 months. The FIES measures food insecurity on a continuum, moving from mild to severe. When looking at the proportion of households that fall within the category of severe food insecurity, the results show that amongst IDPs in Pemba, 74% (Centre) and 84% (Periphery) are food insecure; in Sites the proportion is similarly high (73%), while 'out of sites' in Metuge and Mecufi the situation is – comparatively speaking – better (53% are severely food insecure). Amongst non-displaced food insecurity is also very prevalent though lower than for IDPs (57% in Metuge and Mecufi; 45% in Pemba center and 35% in Pemba periphery). A significant number of displaced and non-displaced families in Pemba and surrounding districts have been dependent on humanitarian food support during the last years. The reduction and suspension of food distribution have impacted the urban and rural communities, even in the “crop basket” areas of Metuge.

Access to farming land in Metuge and Mecufi does not prevent food insecurity:

Despite the aforementioned prevalence of access to agricultural land by IDPs and non-displaced in Metuge and Mecufi the food insecurity is not significantly lower than it is in Pemba amongst both groups, where households do not have access to own agricultural production but rely on purchasing the food. Low productivity of the farming land is linked to inadequate agricultural inputs, production challenges and climate events.

Livelihoods in Metuge and Mecufi are more vulnerable to climate events:

The proportion of households that reported their livelihood source being destroyed due to the recent cyclone (December 2024) varies greatly between Metuge, Mecufi and Pemba. Specifically, in Pemba centre less than a third of IDPs and non-displaced (28% and 31% respectively) were affected; and in Pemba periphery that was the case for slightly more IDPs (44%) and the same proportion of non-displaced (33%). In Metuge and Mecufi, however, where agriculture is the main livelihood source, the impact from the cyclone was almost double: 71% of IDPs in Sites and 62% out of sites, plus 65% of non-displaced report their livelihoods destroyed/ disrupted. This may also be a contributing factor to the food insecurity levels outlined above.

Table 5: Food insecurity experience scale (FIES)

		Metuge & Mecufi IDP Sites	Metuge & Mecufi 'out of Sites'	Pemba Centre	Pemba Periphery
IDP Households	Food Secure/Mild	7%	11%	9%	4%
	Moderate Food Insecurity	20%	36%	17%	12%
	Severe Food Insecurity	73%	53%	74%	84%
Non-displaced Households	Food Secure/Mild	–	16%	29%	28%
	Moderate Food Insecurity	–	27%	26%	37%
	Severe Food Insecurity	–	57%	45%	35%

Table 6: Employment (persons that worked the week prior to the survey), by sex and age

	Age	Metuge & Mecufi			Pemba Centre		Pemba Periphery	
		IDPs in Sites	IDPs out of Sites	ND	IDPs	ND	IDPs	ND
Female	15-24	83%	78%	60%	34%	33%	23%	25%
	25-64	92%	90%	80%	70%	64%	49%	63%
	15-64	89%	85%	73%	58%	54%	41%	50%
Male	15-24	67%	67%	64%	45%	50%	31%	34%
	25-64	92%	94%	83%	81%	82%	79%	81%
	15-64	85%	87%	77%	69%	73%	65%	66%

Table 7: Type of work (occasional, permanent, seasonal) amongst persons who reported working

		Metuge & Mecufi IDP Sites	Metuge & Mecufi 'out of Sites'	Pemba Centre	Pemba Periphery
IDPs	Occasional worker	4%	8%	17%	19%
	Permanent worker	7%	6%	44%	39%
	Seasonal worker	90%	86%	39%	42%
Non-Displaced	Occasional worker	–	6%	19%	13%
	Permanent worker	–	32%	56%	60%
	Seasonal worker	–	62%	33%	27%

Employment rates and modalities in Pemba varies greatly:

In Pemba general employment rates vary greatly (from 42% amongst female IDPs in Pemba periphery, to 73% amongst non-displaced in Pemba center). Women (across the groups) as well as youth (15-24 years) are somewhat less employed. The sector of employment is mostly small businesses, other private sector jobs and to a smaller extend fishing. The modality of work is to a great extent 'permanent', followed by 'seasonal' and 'occasional' posing a much more varied employment picture.

Employment in Metuge and Mecufi is mainly seasonal:

Most persons in Metuge and Mecufi are engaged in agriculture; the data collection took place in December which is an active season for farming preparation and therefore the employment rates were very high across both groups (interestingly among youth, women are more active than men). The vast majority of IDPs working (90% in sites, and 86% out of sites) are seasonally engaged (which typically means between 2 and 6 months). Amongst non-displaced in Metuge and Mecufi seasonal work is also the predominant modality (62%) while one third (32%) have permanent work. As will be described in the next chapter, the agricultural activity is mainly in the form of subsistence farming and less for selling of produce.

IDPs have more limited access to financial services:

Across Pemba, Metuge and Mecufi, 26% of IDP households reported access to a bank account (amongst IDPs in Sites the proportion was only 10% while in Pemba up to 40%). Amongst non-displaced, 40% of the households have a bank account (in Metuge and Mecufi the proportion is lower with 16% while in Pemba it reached 68%). Similarly access to loan associations is much higher in Pemba than in Metuge and Mecufi and is higher amongst non-displaced. For both IDPs and non-displaced households the main obstacles to participation in such associations are the insufficient income and the fear for loan payment penalties.

3.4 HOUSING: ACCESS, TENURE & CONDITIONS

‘Granted’ accommodation poses an increasing challenge for IDPs – especially in Pemba:

Around two thirds of IDPs in Pemba (60%) live in so-called ‘granted’ housing; which is accommodation provided for shorter periods (3 to 6 months) without formal rent. Only a few households in both groups rent their housing. While the granted modality has helped a very large proportion of IDPs to find a temporary housing solution, it poses an increasing challenge, as it offers no tenure security and sustainability. Earlier research in Pemba⁷ also found that IDPs households were forced to regularly move between neighborhoods in search of new ‘granted’ accommodation. At length, this modality puts a strain on the hosting households who also are impacted by limited resources, especially after the drastic reduction of food assistance from 2024-2025, in particular in the city of Pemba.

In Pemba there is a high degree of tenure formalization amongst house owners:

Around 80% of non-displaced in Pemba reside in own housing; that is the case for less than one third of IDPs. Interestingly, a majority in both groups of ‘home-owners’ have either a DUAT title or an ‘owner’s certificate’.

In Metuge and Mecufi most IDPs and non-displaced reside in own accommodation:

IDPs residing in Sites and ‘out of sites’ have been provided with own accommodation/shelter. Amongst those who live in own accommodation, the majority of IDPs (74% of IDPs in sites and 77% out of sites), as well as 60% of non-displaced have no tenure titles. Thus, the informality of home-ownership there is in stark contrast to the formalization seen in Pemba.

Traditional housing structures⁸ that are very vulnerable to cyclones are prevalent in Metuge and Mecufi but also found in significant numbers in Pemba:

A majority of all households in Metuge and Mecufi reside in traditional housing structures, which are not considered durable and which were heavily impacted by the cyclone in 2024. In Pemba there is a considerable proportion of households that resides in ‘durable’ or ‘good enough’ housing structures. Nevertheless, there is still one third of IDPs and non-displaced in the Pemba periphery as well as around half of IDPs in Pemba center, that live in traditional structures and remain vulnerable to climate disasters. Very large proportions in mainly Metuge and Mecufi but also Pemba had their housing destroyed or damaged during the most recent cyclone.

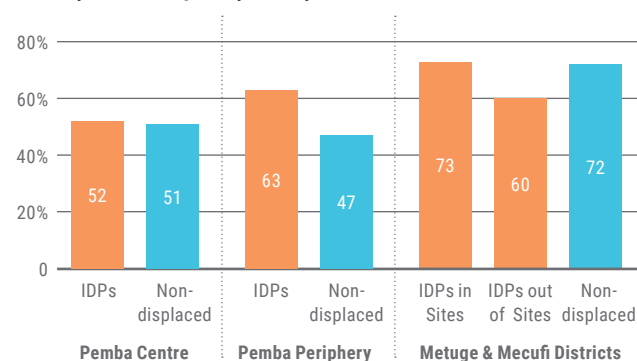
Table 8: Tenure modalities amongst households that report residing in own accommodation

Tenure modalities	Metuge & Mecufi			Pemba Centre		Pemba Periphery	
	IDPs in Sites	IDPs out of Sites	ND	IDPs	ND	IDPs	ND
No titles	74%	77%	60%	3%	9%	9%	1%
DUAT	15%	8%	25%	46%	48%	7%	58%
Owner certificate	2%	13%	11%	39%	32%	57%	30%
Certificate through customary law	0%	0%	0%	4%	4%	13%	5%
Other	9%	2%	4%	7%	9%	14%	7%

⁷ UN Habitat, 2024: Rapid Urban Profile.

⁸ Based on the materials used on roof, walls and floor, housing structures are categorized in three degrees of durability/formality: i. Conventional housing units (considered durable) are defined by having: roof in zinc or slab plus walls in bricks or cement blocks plus floor in screed/mixed screed/tiles; ii. Mixed material housing units (considered “good enough”) are defined by having two of the three elements (roof, wall, floor) in the aforementioned conventional categories; iii. Traditional housing units (considered not durable) are defined by having all three elements (roof, wall, floor) in non-durable materials (day grass, macuti for the roof, bau a pique, adobe, bambu (MHPWS bamboo) for walls and compacted raw ground or burnt screed). This classification is used by the PDNA (Post Disaster Needs Assessments), applied in the PALPOC (Post Cyclones Housing Plan) and validated both by government and partners.

Figure 6: Households that had their housing destroyed/damaged by the cyclone in 2024



3.5

HOUSING AND LAND THAT IDPS HAVE LEFT IN PLACE OF ORIGIN

Half of the IDP households have left behind farming land in place of origin:

52% of households displaced had farming land in their place of origin. Among these households, only 12% have documentation to prove their tenure right over the land, with the remaining households report that they never had such documentation or it got lost. Importantly, more than half (53%) of the households still have access to the land. The community validation sessions revealed a trend of IDPs taking the security risk and returning to farm in place of origin, due to the tenure insecurity they face when farming land in Metuge and Mecufi.

More than two thirds of IDP households (72%) have left a house behind when they fled:

Amongst the households that left a dwelling/plot in the place of origin, more than half (54%) still have access to it. Only 18% have documentation to prove ownership of the dwelling/plot, while the rest either never had any such documentation or it got lost.

18% of IDPs have left no property in place or origin:

Less than one fifth (18%) had no own property they left behind when they fled. 43% have left both housing and farming land; another 43% have left only land behind and 30% only housing.

60% of IDP households have visited their place of origin since they got displaced:

Specifically, 29% went back once since they were displaced, 24% returned twice and 8% between 3 and 5 times, while 40% have never visited their property left behind. The main reason for visiting the place of origin within the past year is reported to be 'checking on property' (42%), followed by 'visiting relatives' (30%) and lastly 'assessing security' (22%). Many IDP households (60%) still have family members in the place of origin, contributing to the importance of keeping the connection.

Table 9: Households' access to basic services, including: water, sanitation, health, school, electricity and documentation

Access to basic services	Metuge & Mecufi			Pemba Centre		Pemba Periphery	
	IDPs in Sites	IDPs out of Sites	ND	IDPs	ND	IDPs	ND
HHs with access to basic drinking water services (SDG 6.1.1)	66%	65%	71%	90%	88%	87%	94%
HHs with access to basic sanitation facilities (SDG 6.2.1)	12%	13%	12%	15%	26%	13%	22%
HHs who accessed essential health care services , when in need of such	30%	53%	45%	29%	41%	31%	31%
Births attended by skilled health personnel (SDG 3.1.2)	86%	85%	84%	96%	96%	94%	100%
Girls of school age (6-18 years) attending school regularly	71%	72%	74%	86%	83%	74%	94%
Boys of school age (6-18 years) attending school regularly	69%	71%	75%	78%	87%	77%	91%
Households who have access to electricity (SDG 7.1.1)	37%	48%	55%	99%	99%	93%	99%
Persons who have access to identification documents	92%	89%	93%	99%	100%	97%	99%
Children 5 years and below with no birth certificates (SDG 16.9.1)	35%	35%	23%	47%	54%	50%	33%

3.6 ACCESS TO SERVICES

Access to services seems to be more linked to the location and its available infrastructure rather than the displacement status. Below the basic services are reviewed from the perspective of availability and capacity (spatial analysis) as well as access by the displaced and locals (survey results):

DRINKING WATER & BASIC SANITATION

Access to drinking water is higher in Pemba, while the water provision capacity in both Pemba, Metuge and Mecufi is faced with challenges:

Access to water in the city of Pemba is provided through piped water, with a capacity to provide approximately 21,138 m³ liters per day for an estimated population of 238,408 inhabitants, recording a supply deficit of about -35 %. In the districts of Metuge and Mecufi water is accessed through boreholes and small water supply systems. According to the SDPI (District Service for Planning and Infrastructure), Metuge has approximately 151 boreholes, of which only 87 are operational, and 30 small water supply systems, where only 9 are operational. The district of Mecufi has approximately 97 water boreholes, of which 70 are operational; the district has 5 small water supply systems, of which only 1 is operational. In both district, borehole-to-family ratio (one borehole serves 300 families), formally the installed water system capacity meets the current demand. However, due to factors such as the disproportionate geographic distribution of the boreholes, access to basic drinking water remains a challenge for a larger number of families in Metuge and Mecufi. This contrasts with the situation in Pemba, where the profiling results show that access reaches 94% among the non-displaced population and a slightly lower percentage among IDPs.

According to profiling results, access to basic sanitation facilities is a challenge for the vast majority, regardless of group or location. Only approximately 12% to 26% have access to these facilities.

HEALTH

Spatial distribution and accessibility:

The city of Pemba, and the districts of Metuge and Mecufi, have approximately 23 health facilities of various categories, including a provincial hospital. The most predominant categories in the city of Pemba are Type B and C Urban Health Centers, while in the districts of Mecufi and Metuge, Type 1 Rural Health Centers (with maternity wards) and Type 2 Rural Health Centers (with or without maternity wards) predominate.⁹ Pemba has 1 Urban Health Center Type B and 10 Health Centers Type C; Mecufi has 1 Center Type I and 4 Centers Type II; and Metuge has 1 Center Type I and 6 Type II.

Geographic Coverage and Demand Response Capacity:

The geographic layout of the health facilities across Mecufi, Metuge, and the City of Pemba forms a network whose geographic coverage/direct zone of influence covers approximately 94% of the inhabited areas or population clusters. Pemba, for example, has nearly its entire territory covered, while Metuge has about 39% and Mecufi 59% of its territorial extension well-served. However, looking at the average response capacity for population demand that each health facility has, according to Ministerial Health Decree No. 127/2002, it is found that the combined response capacities of the health facilities installed in Mecufi meet the population demand. In contrast, Metuge and Pemba present a different scenario: approximately 31% of the current population in Metuge and 6% of the population demand in Pemba exert pressure on the health services.

Table 10: Capacity of health facilities

Districts	Typology of Health Centers	#	Average response capacity for population demand in the direct zone of influence	Total demand response capacity	Total population estimates 2025+DTMR23	Overload	
						Population exerting pressure	%
Mecufi	Type 1	1	25,500	8,0500	58,944	-21,556	-27%
	Type 2	4	13,750				
Metuge	Type 1	1	25,500	108,000	141,639	33,639	31%
	Type 2	6	13,750				
Pemba	Type B	1	33,000	225,500	238,408	12,908	6%
	Type C	10	17,500				

⁹ Urban typologies Type A (highest) and B (mid-level) are more likely to have specialized doctors; while Rural Type 1 and 2 are usually led by clinical/ medical technicians.

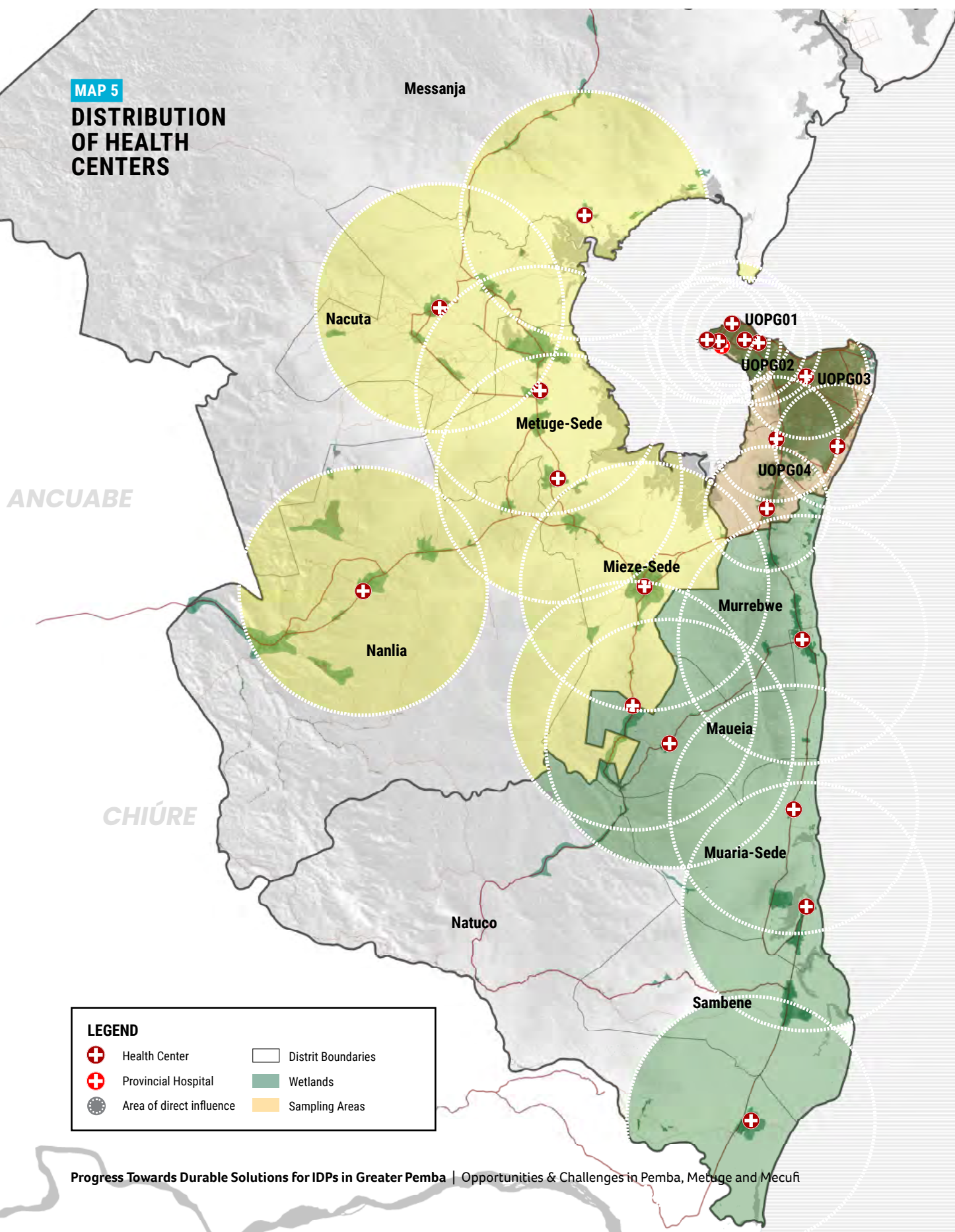
Access to health services is lower in Pemba and in the IDP Sites:

The profiling results indicate that access to health services is lower in Pemba and in the Sites (29%–41%), compared to Metuge and Mecufi, where more IDPs

(living outside of Sites) and host families were able to access services (53% and 45%). Nevertheless, access to skilled personnel during childbirth is very high across all groups and locations (with a trend of it being 10 percentage points lower for IDPs).

MAP 5

DISTRIBUTION OF HEALTH CENTERS





📷 Children playing, Mecúfi. © JIPS

ACCESS TO EDUCATION

While the number of schools is high, their reach is not fully aligned with the demand:

The districts of Mecufi, Metuge, and the city of Pemba feature an extensive network of educational units with levels ranging from early childhood care to higher education. The majority of these (80%) are publicly managed, while others are under community or private management. Regarding schools under public management, approximately 97% provide primary to secondary levels of general education within the national education system. The district of Metuge concentrates the highest number of primary and basic schools, followed by Mecufi. On the other hand, Pemba has the highest number of basic and secondary schools, about 71% of which also include primary education. According to data from the Provincial Directorate of Education and the District Services of Education, Youth, and Technology of the districts, in Mecúfi, Metuge, and Pemba, there are approximately 73 schools with physical classrooms and 4 schools operating outdoors. As of

2025, about 143,687 students were enrolled across primary and general secondary levels of the national education system. The geographic distribution of the schools forms a network that, according to spatial analyses, covers a geographic area of approximately 188.1 km² across the three districts. However, only 41% of this geographic coverage has a direct influence on inhabited areas. Given the vast territorial extension, especially in Mecufi and Metuge, combined with the deficit in the school network, a large part of these territories is not covered—including areas with registered human settlements, where students residing in these zones face longer travel times to reach the nearest educational unit.

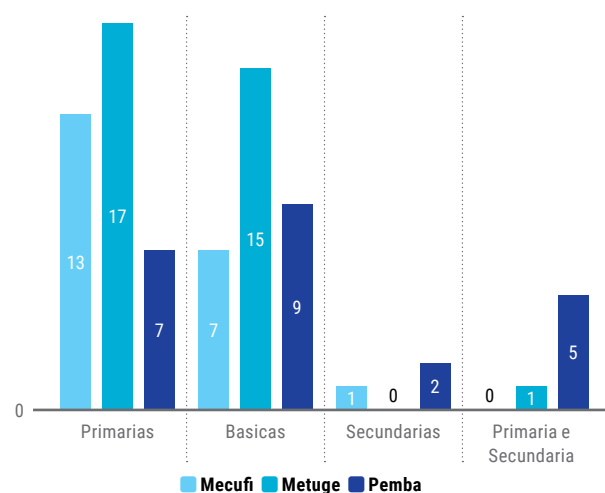
The capacity of schools is overloaded:

Analyzing the capacity of these schools, based on the number of available classrooms and the number of daily shifts (excluding open-air schools), it is found that approximately 84% of the schools in the region (Mecufi, Metuge, and Pemba) are overloaded. That is, the response capacity is lower than the student demand; varying from less critical to critical, the level of overload in some schools reaches slightly over 500% relative to the ideal number of students per classroom.

School attendance for children aged 6 to 18 years is somewhat lower amongst IDPs and non-displaced in Metuge/Mecufi compared to non-displaced in Pemba:

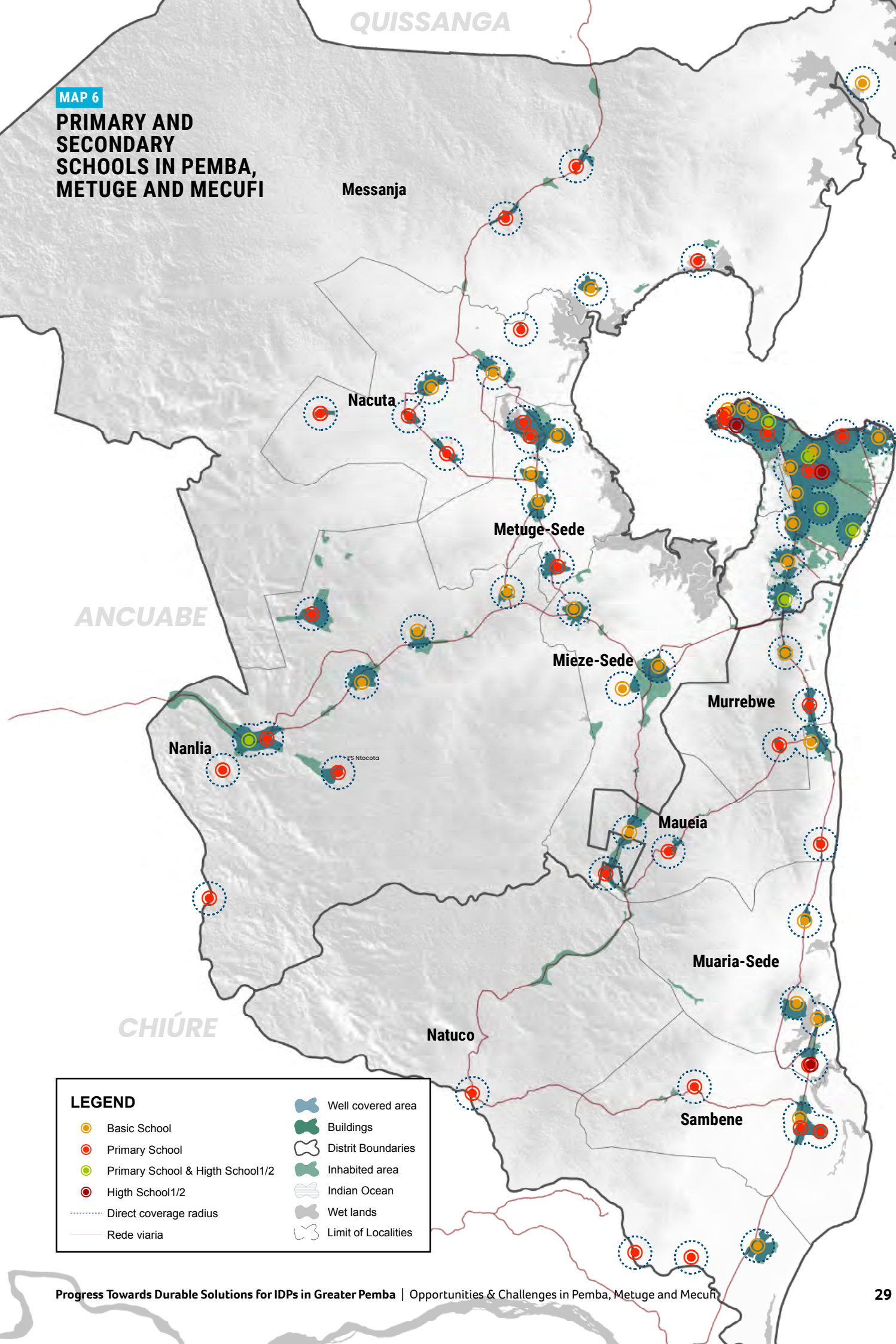
Despite the record of an exponential number of enrolled students, profiling data showed that on average around one third of IDP children are not in school. Costs are one of the reasons preventing households from sending their children to school. Attendance rates are very similar between boys and girls.

Figure 7: Number of schools per district



MAP 6

PRIMARY AND SECONDARY SCHOOLS IN PEMBA, METUGE AND MECUFI

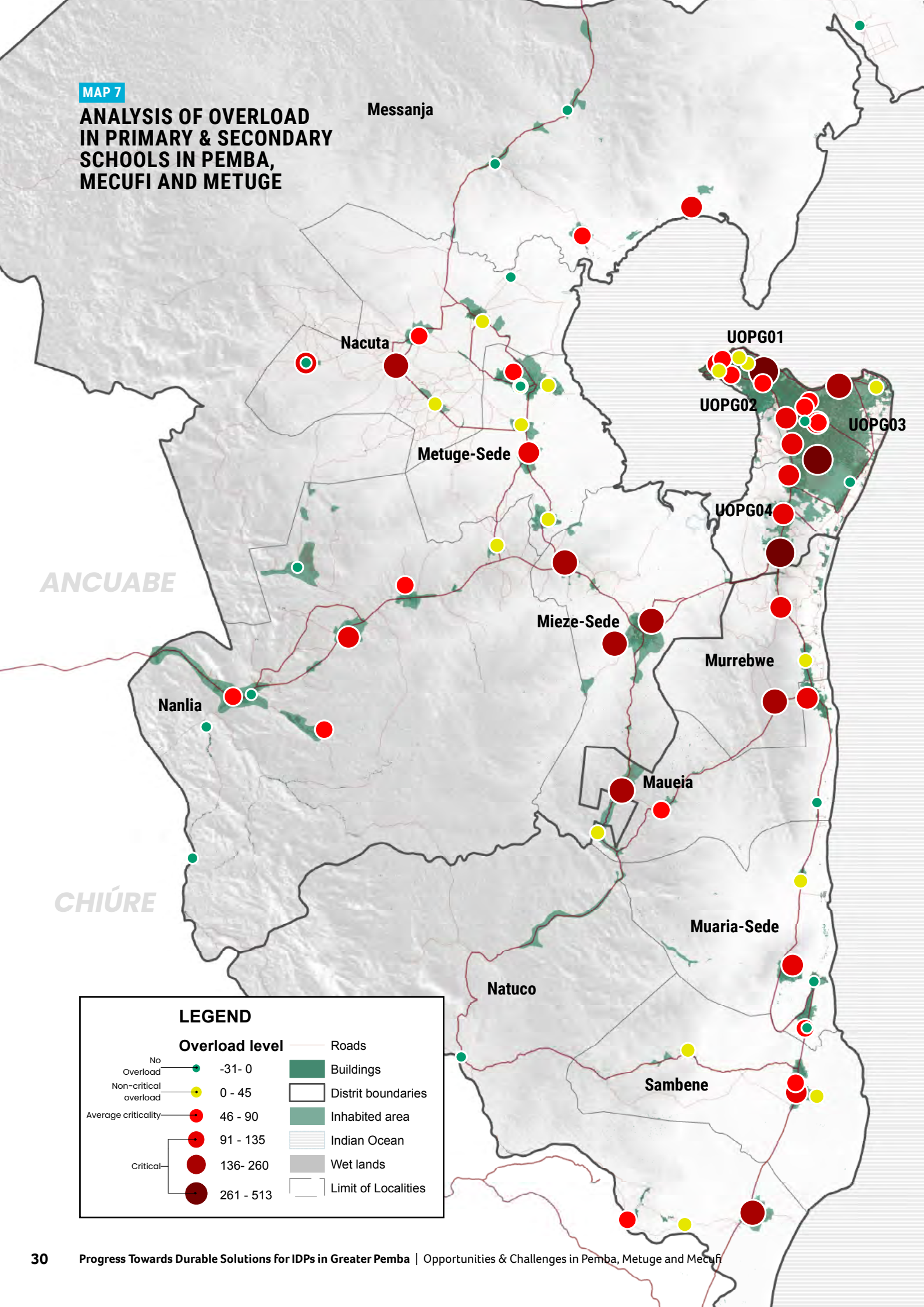


LEGEND

- | | |
|---|--|
| ● Basic School | ⬮ Well covered area |
| ● Primary School | ⬮ Buildings |
| ● Primary School & High School 1/2 | ⬮ District Boundaries |
| ● High School 1/2 | ⬮ Inhabited area |
| ⬮ Direct coverage radius | ⬮ Indian Ocean |
| — Rede viaria | ⬮ Wet lands |
| | ⬮ Limit of Localities |

MAP 7

ANALYSIS OF OVERLOAD IN PRIMARY & SECONDARY SCHOOLS IN PEMBA, MECUFI AND METUGE



LEGEND

Overload level

No Overload	-31 - 0	Roads
Non-critical overload	0 - 45	Buildings
Average criticality	46 - 90	District boundaries
	91 - 135	Inhabited area
Critical	136 - 260	Indian Ocean
	261 - 513	Wet lands
		Limit of Localities



📷 Interview during the profiling, Mecúfi. © Habitat

ACCESS TO ENERGY RESOURCES

Available sources of energy:

Electric energy, fossil fuels, and fuelwood constitute the primary energy sources for the Pemba, Mecúfi, and Metuge region. Fuelwood is almost ubiquitous and in common use across all localities, while fossil fuel and electricity distribution networks show a strong coverage in the city of Pemba, followed by major towns and some medium-density population clusters. Nevertheless, access to electricity remains a significant challenge due to deficits in the expansion of distribution networks, stemming from financial limitations on one hand, and low demand capacity, especially in rural or remote areas, on the other.

Access to electricity:

In Metuge and Mecúfi, for example, a major challenge in accessing electricity was observed. According to the profiling results, only 37% of IDPs in displacement sites, 48% of IDPs living outside of sites, and 55% of the non-displaced population have access to electricity, primarily from alternative sources such as solar energy. This contrasts sharply with the city of Pemba, where access to electricity is nearly universal via the Cahora Bassa hydroelectric power grid.

ACCESS TO COMMUNICATION MEANS

The region of Pemba, Mecúfi, and Metuge benefits from coverage that ensures communication provided by mobile phone networks (Vodacom, Movitel, TMCEL), Frequency Modulation (FM) radio, and Radio Mozambique (RM). Areas with weak network coverage prevail, most notably in Mecúfi and Metuge. The city of Pemba presents a higher network density compared to the districts of Mecúfi and Metuge, thereby benefiting from total coverage of its territory.

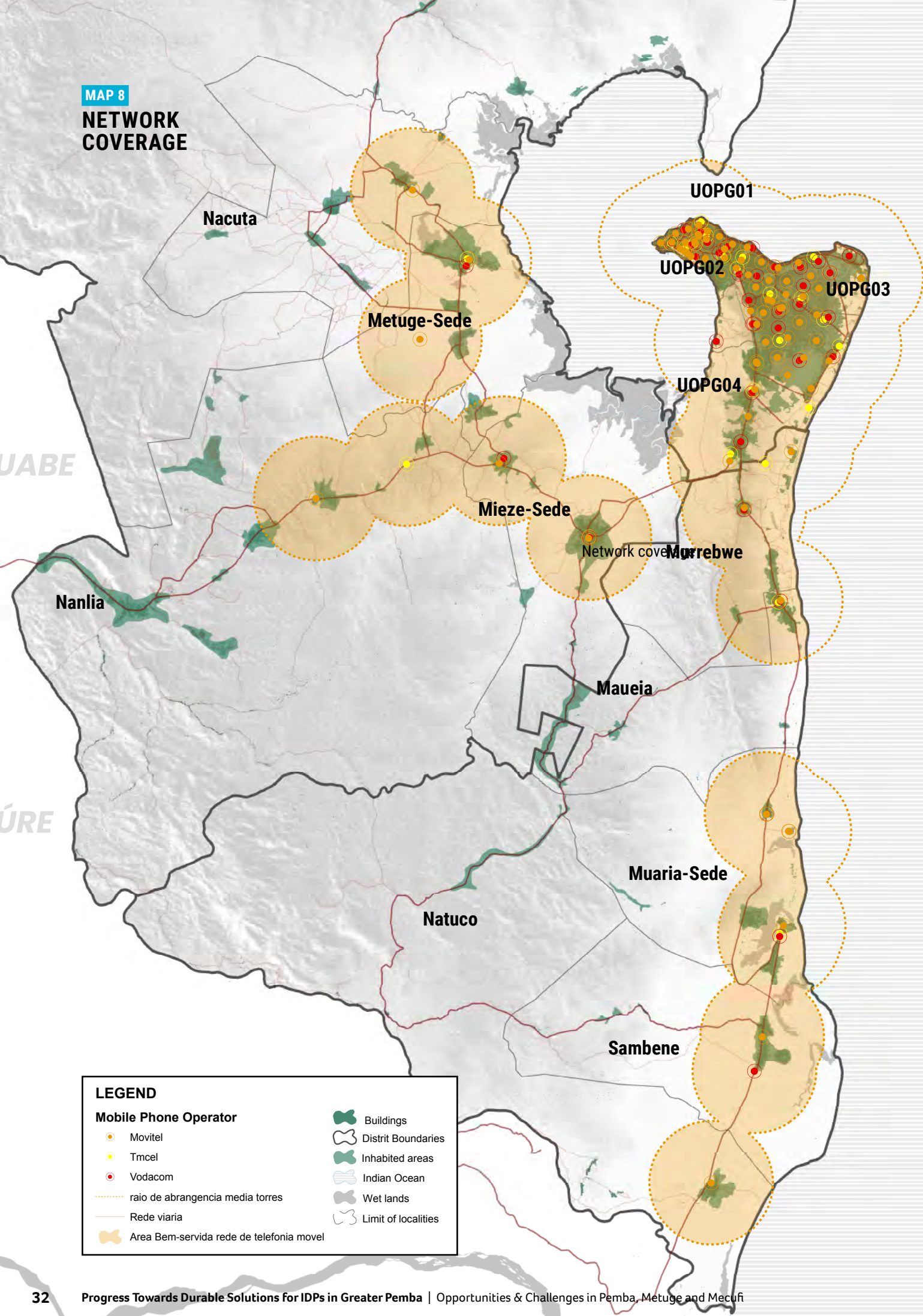
CIVIL DOCUMENTATION

Personal identification is well accessed by adults across groups and locations, with slightly fewer IDPs having access.

However, for children under 5 years, access to birth certificates is low across the groups – this may be linked to the fact that many parents do not organize documentation before this is needed for school enrolment when the children are 6 years old.

MAP 8

NETWORK COVERAGE



3.7

SAFETY AND SECURITY

The sense of safety was high and very similar across all groups and locations:

Above 90% across all groups and locations reported feeling very or fairly safe when moving around in their neighborhood (SDG 16.1.4). Similarly, the reported security incidents (incl. threats and assaults) are also fairly low, with less than 4% across groups and locations having experienced physical threats and around 10% having experienced thefts. Interestingly, somewhat more non-displaced households reported having experienced security incidents compared to IDPs.

Moderate reporting of security incidents and trust in rule of law institutions:

Amongst households that had experienced a security incidents the past 12 months, around two thirds in both groups reported the incident, in most cases to the community leader. Most households who did report an incident were satisfied with how the matter was handled. Trust in the neighborhood administration is higher than of the police. Almost half (49%) of IDPs across the locations trust their neighborhood administration (the proportion is lowest in Pemba periphery with 38%); whereas amongst non-displaced trust is somewhat higher (58%). Police is trusted by 31% of IDPs across locations (with a lowest average found in Pemba periphery with 20%). Amongst non-displaced, trust to the police is somewhat higher (44%).

Freedom of movement is high amongst both groups and across locations:

88% of IDPs and 92% of non-displaced reported being free to move in their area and to neighbouring cities/towns. The proportion of households feeling free to move is somewhat higher in Pemba than in Metuge and Mecufi. The remaining proportion reported they had less freedom of movement, indicating reasons linked to lack of money and security as the main obstacles.

3.8

COMMUNITY COHESION & CIVIC PARTICIPATION

The great majority of displaced and non-displaced households did not report discrimination:

95% in both groups reported not experiencing discrimination (in the 12 months preceding the study). The remaining 5% amongst IDPs is reported to be linked mainly to community activities and decision making; while amongst non-displaced discrimination was mainly experienced in the form of security incidents. 94% of IDPs (and 96% of non-displaced) also reported being able to freely carry out religious activities according to their beliefs without any restrictions. Furthermore, a majority of IDPs (74%) reported that they found access to basic services (schools, health, police etc) to be equally accessible to everyone in the community; amongst non-displaced that perception was even stronger (81%). The remaining one fourth of IDPs (26%) who reported that they found access to basic services not to be equal, is an important indicator that needs to be explored further.

Positive perceptions between IDPs and hosting communities:

A great majority of IDPs (95%) across locations also indicated that they felt welcomed. Similarly, non-displaced report that they welcomed IDPs while also indicating concerns: 82% of non-displaced across Pemba, Metuge and Mecufi reported that they welcomed IDPs in their communities. At the same time 36% did have concerns around the presence of IDPs; these concerns were mainly linked to the perception that IDPs received more support or benefits than they did and to a lesser extent they were linked to cultural differences and fear of losing jobs.

Non-displaced had stronger safety networks amongst the family while IDPs depended more on the surrounding community hosting them:

In the event of natural disasters, non-displaced turned to their family (46%) and less to other community members (15%) and the neighborhood secretariat (16%). For IDPs the situation is different, as fewer (33%) are able to turn to their own family for support, while many more compared to the non-displaced (27%) reached out to community members/neighbors and the neighborhood secretariat (22%). This pattern is a reminder of the fact that IDPs have been uprooted and thus cannot rely on their own family as safety net meaning that the hosting community plays a key role for them. This is confirmed when looking at the engagement at the community level, where IDPs were more active than non-displaced, with 64% of households being engaged in community groups compared to 58% amongst non-displaced (with a trend of higher engagement in Pemba compared to Metuge and Mecufi).

Civic engagement (through voting) was high in both groups:

89% of IDPs who are eligible to vote and 96% of non-displaced report having voted in the most recent national elections that took place in October 2025.

4

CONCLUSIONS: POINTERS TO ADVANCE TOWARDS DURABLE SOLUTIONS

4.1

ANALYSIS TAILORED TO INFORM THE PSiDM STRATEGY AND ACTION PLAN

Achieving durable solutions to displacement - whether in the form of local integration, resettlement or return – is a process towards overcoming vulnerabilities linked to displacement. The Government of Mozambique adopted in 2021 the Policy and Strategy for Internal Displacement Management (PSiDM) which sets out the parameters in order *‘to mitigate the suffering of displaced people through their integration in host communities or their return to their areas of origin when security conditions have been re-established’*. Pillar IV in the Strategy covers recovery and comprises actions that will ensure a safe return to the areas of origin or integration in the host areas. The required support outlined under this pillar include: i. resilience programming, ensuring sources of income generation and livelihoods that prevent the displaced from returning to their vulnerable condition; ii. adoption of durable solutions and measures; and iii. ensuring protection, health and wellbeing, the right to documentation/IDs, respect for human rights and access to legal assistance and public services for IDPs. The Strategy is operationalized into concrete activities through the PSiDM Action Plan (2025-2029).

The present report aims to contribute to the implementation of the PSiDM Strategy and Action Plan by providing a rigorous analysis of the topics outlined in both documents as key for durable solutions, namely: economic inclusion of IDPs, access to basic services, housing and documentation.

Specifically:

- ➔ The analysis highlights the key challenges across the aforementioned topics that IDPs need to overcome, and which can be supported through municipal and district level planning.
- ➔ Pemba is one of the areas, which the PSiDM Strategy targets for integration support; the present analysis argues that the displacement situation in the City of Pemba needs to be understood and addressed within the greater metropolitan dynamics, that include the neighboring districts of Metuge and Mecufi.
- ➔ Furthermore, the Action Plan highlights that ‘given that the majority of IDPs are hosted by families, it is equally necessary that targeted support reaches both displaced populations and host families’. In accordance with this point, the present analysis has looked at both displaced and non-displaced hosting communities, with the aim to not only identify what challenges and vulnerabilities are specific to IDPs, but also in order to identify the *shared* challenges and the strain also placed on hosting communities, which is paramount to address if social cohesion is to be maintained and integration become sustainable.

Lastly, the present durable solutions analysis has brought together two complementary methods: i. an analysis of the progress that IDPs are making towards durable solutions and local integration in particular (through a comparative analysis against the non-displaced hosting communities¹⁰); and ii. a spatial analysis of the urban structures and capacities that underpin these integration efforts. The analysis presented in this report has outlined the key obstacles as well as achievements towards solutions that IDPs and the hosting communities and municipal structures have performed.

¹⁰ By identifying the differences in the situations of displaced and non-displaced, the analysis points to areas where the displaced population is worse off and can be assumed to still face displacement-linked vulnerabilities. See: UN Special Rapporteur on the human rights of IDPs, JIPS, UNHCR, IOM, UNDP, DRC et al 2018. Durable Solutions Analysis Guide & Indicator Library.

4.2

ACTION POINTERS FOR SOLUTIONS IN GREATER PEMBA

The displaced families that have found refuge in the greater area of Pemba are trying to re-establish their livelihoods with fewer resources and more constraints than their non-displaced hosting communities. At the same time the urban and peri-urban communities and service structures are also under strain as they try to integrate the displaced families. The analysis has pointed to the areas where IDPs are facing particular vulnerabilities, namely: food security, land tenure and accommodation security. Specifically, the following 9 key insights have stood out in the analysis and been confirmed during the joint analysis workshop in Pemba (February 2026):¹¹

1

Food insecurity is higher among IDPs in Pemba and requires attention:

While food insecurity is a challenge faced by all communities, IDPs in Pemba are hit harder with 74% in the center and 84% in the periphery, while the local community has significantly lower food insecurity prevalence (45% and 35% respectively). Livelihoods and employment amongst IDPs are more precarious (e.g. seasonal work is higher among IDPs); at the same time human capital indicators, such as education and literacy, are lower among IDPs adding to the challenges of higher labor market participation. Support to IDPs economic inclusion is in this regard key.

2

Agriculture is the main livelihood means in Metuge and Mecufi and should be strengthened to move beyond subsistence farming:

While the vast majority of IDPs in Metuge and Mecufi access agricultural land, they mainly farm for own subsistence. Nevertheless, a majority faces severe food insecurity (73% in Sites and 53% 'out of sites'). Efforts to make IDPs move beyond subsistence farming and produce also for income generation could strengthen their livelihoods and ability to overcome severe food insecurity.

3

Insecure land tenure makes IDPs invest less in farming; more secure tenure arrangements would benefit IDP livelihoods:

90% of IDPs in Metuge and Mecufi access agricultural land; only one fifth of them have security of tenure (in the form of e.g. DUAT). While tenure secure arrangements are not more prevalent among non-displaced households, the insecurity has a greater negative impact on IDPs. They report conflicts linked to the land access leading many to not fully invest in the cultivation. Strengthened community mechanisms and/or focus on existing practices need to be supported in order to promote "good enough" and tailored solutions for more tenure security and predictability.¹²

4

Support IDPs that have property in places of origin to recover these:

Half of IDP households have left behind farming land in place of origin while one fourth of all IDPs can still access their farming land, putting themselves at risk in doing so. Left behind property is potentially an important livelihood resource for IDPs and support to ensure tenure documentation can be important for the future. Access to left behind property is not only important for prospective returns but can also support livelihoods during local integration elsewhere – if seasonal mobility is possible. Achieving a durable solution needs not be connected to one location only.

5

In Pemba IDPs face increasingly challenges to find longer term accommodation; housing support is needed:

More than 2/3 of IDP households in Pemba reside in 'granted' accommodation among the local families; this modality is posing an increased challenge for both IDPs and hosts. IDPs households are forced to regularly move between neighborhoods, while host families are put under strain due to limited resources and cannot host longer term. Housing support at neighborhood and settlement area level is needed, to increase housing standard, accessibility, focusing on integrated area-based approaches benefitting all community members.

¹¹ The analysis workshop was attended by: municipal and district authorities ((District Admin Metuge, Mecufi, District Services for Planning & Infrastructure/SDAE; District Services for Economic Activities/SDPI Urban Observatory Pemba), provincial authorities (INGD, INE, ADIN, SDPI, Ambiente etc.), and lastly humanitarian agencies (OIM, UNH, WFP, FAVS, FAO, E35).

¹² For detailed recommendations on improved land tenure security for IDPs see the dedicated Thematic Brief on HLP building on the profiling evidence.

6

Local integration of IDPs is closely linked to urbanization processes and can be an opportunity to accelerate local development:

Evident territorial linkages have emerged from the analysis, showing how Pemba and the neighboring districts are interconnected, with dynamic population movements in search for land and access to services. Neighborhood extensions are showing the best opportunity to strengthen this process and support social cohesion, while community land management of land and natural resources should be promoted. Instruments, such as the Inter District Land Use Plans (PDUTs), could be promoted for Pemba, Metuge and Mecufi to underpin these efforts.

7

Strained resources impact community cohesion; local integration support to IDPs always needs to also account for the hosting community to ensure longer term peaceful co-existence:

Limited resources (as demonstrated through the high food insecurity prevalence) put a strain on community cohesion and co-existence. For example, the accommodation that has been provided to IDPs by local residents is reaching a saturation point, as resources of the hosting community are under strain. Indicatively, 36% of the non-displaced households have concerns around the presence of IDPs and highlight that IDPs receive more support or benefits than they do. While the overall community ties are strong, the observed cracks need to be taken seriously: participatory community planning approaches that promote inclusion will be a key to that process.

8

Reconstruction, resilience and development programmes in the North should be more closely linked to displacement and solutions dynamics:

Urban areas like Pemba attract displaced populations and its neighbouring districts are also seeing the growth of secondary settlements, through resettlement processes. The ongoing implementation of programmes such as PREDIN and PRCD can be strengthened further if linked to territorial development strategies, that address the displacement dimensions, including strategic zones and corridors, distribution of functions, access to services and livelihoods, housing and security of tenure.

9

Ensuring sustainability of 'solutions monitoring' through integration into municipal and national structures:

The recently adopted PEGDI Action Plan has a time span from 2025 to 2029; while reaching durable solutions is typically a lengthy process that will extend beyond this timeframe. Accordingly, it is of crucial importance that progress towards solutions can be monitored by INGD over many years in a sustainable and cost-effective manner. Thus, it is best that it constitutes an integrated element of the national statistical production. In parallel, a municipal level monitoring, such through the Urban Observatory in Pemba, can offer the more granular overview that is needed for municipal responses and planning so as to support the ongoing progress towards durable solutions.

PATHWAYS TO SOLUTIONS FOR IDPs IN GREATER PEMBA

Different solutions pathways - local integration, resettlement or return - do not exclude each other.

Differentiations may be needed around what is most feasible and preferred among IDPs in the short run and in the longer run. Support to local integration in the greater area of Pemba does not exclude the possibility of returns to the areas of displacement in the future, depending on the security situation and the local development in the areas of return. Local integration of IDPs in Pemba, Metuge and Mecufi is intertwined with sustainable urbanization and socio-economic development: investments in local infrastructure, land, housing and livelihood opportunities should include a lens of IDP integration to ensure that development benefits all and supports community cohesion and durable solutions.

ANNEX 1

FULL LIST OF OUTCOME/PROGRESS INDICATORS

Outcome indicators monitoring progress towards solutions in Pemba, Metuge & Mecufi	Metuge & Mecufi Districts			Pemba Centre		Pemba Periphery		Total		Gap to local/ district benchmark
	IDPs in Sites	IDPs out of sites	Non-displaced	IDPs	Non-displaced	IDPs	Non-displaced	IDPs	Non-displaced	
BASIC DEMOGRAPHICS & HUMAN CAPITAL										
Persons above 15 years of age by literacy in Portuguese (can read and write)	22%	26%	29%	46%	60%	39%	62%	32%	45%	+14 points
Persons above 18 years of age who have completed at least primary education	43%	49%	54%	65%	83%	59%	84%	53%	70%	+17 points
Persons with disabilities that prevent them from usual activities on a daily basis	7%	6%	8%	11%	7%	18%	7%	11%	7%	-4 points
Households with an age- dependency ratio that is either high or critical (less working-age than dependents, or no working age at all)/ INEs 'Dependency Burden'	30%	32%	28%	15%	14%	27%	14%	28%	21%	-7 ponts
Displaced households that have members separated due to the conflict	73%	61%	–	65%	–	59%	–	64%	–	
GOVERNANCE, SECURITY & RULE OF LAW										
Trust in rule of law instances										
Households that declare high or moderate trust in security institutions: neighbourhood administration	66%	46%	66%	55%	50%	38%	51%	49%	58%	+9 points
Households that declare high or moderate trust in security institutions: police	43%	29%	48%	39%	41%	20%	41%	31%	44%	+14 points
Security perceptions, security incidents & reporting										
Households that feel very and fairly safe walking alone around the area they live (during day or night) - SDG 16.1.4	90%	93%	97%	98%	99%	93%	100%	93%	98%	+5 points
Households that experienced security incidents THEFTS the previous 12 months	10%	10%	16%	11%	11%	7%	11%	9%	14%	+5 points
Households that experienced security incidents PHYSICALLY THREATENED the previous 12 months - SDG 16.1.3	3%	3%	3%	2%	6%	1%	4%	2%	4%	+2 points
Households with members who experienced violence in the previous 12 months, who reported their victimisation - SDG 16.3.1	61%	72%	67%	60%	63%	59%	84%	64%	69%	+5 points
Freedom of movement										
Households that believe they can move freely around (in their neighbourhood and to neighbouring cities)	89%	80%	86%	93%	97%	95%	99%	88%	92%	+4 points
ECONOMY & LIVELIHOODS										
Employment statistics										
Male persons of working age (15 to 64 years) who reported having work the week prior the survey (employment rate)	85%	87%	77%	69%	73%	65%	66%	81%	73%	-8 points
Female persons of working age (15 to 64 years) who reported having work the week prior the survey (employment rate)	89%	85%	73%	58%	54%	41%	50%	76%	62%	-14 points
Employed persons (male and female of working age, 15-64 years) that report working full time / permanent employment	7%	6%	32%	44%	56%	39%	48%	17%	36%	+19 points
Employed persons (male and female of working age, 15-64 years) that report working seasonally	90%	86%	62%	39%	33%	42%	27%	73%	48%	-25 points
Male youth (15-24 years) not in education, employment or training (NEET rate) - SDG 8.6.1	15%	16%	14%	15%	13%	18%	14%	16%	14%	-2 points
Female youth (15-24 years) not in education, employment or training (NEET rate) - SDG 8.6.1	5%	14%	18%	16%	21%	31%	22%	17%	20%	-3 points
Household economies, coping strategies, resilience & food security										
Households that have zero members with employment (vulnerable)	7%	5%	16%	11%	14%	22%	15%	11%	15%	+4 points
Households that have enough working members (moderate economic dependency ration with more than 1 worker per 4 persons)	88%	87%	75%	76%	73%	61%	67%	78%	72%	-6 points
Households that face severe food insecurity as per the FIES scale	73%	53%	57%	74%	45%	84%	35%	70%	48%	-22 points
Households where at least one person in household has a bank account	10%	22%	16%	40%	56%	36%	68%	26%	40%	+14 points
Households with access to loans and savings associations	6%	9%	18%	22%	32%	30%	38%	16%	27%	+10 points
ACCESS TO BASIC SERVICES (WATER, SANITATION, HEALTH, SCHOOL, ENERGY, DOCUMENTATION)										
Households with access to basic drinking water services (improved water in a distance less than 30 min or at home) - SDG 6.1.1	66%	65%	71%	90%	88%	87%	94%	68%	90%	+22 points
Households with access to basic sanitation facilities, (improved facility not shared) - SDG 6.2.1	12%	13%	12%	15%	26%	13%	22%	13%	18%	+5 points
Households who accessed essential health care services the last time they needed it in the past 6 months	30%	53%	45%	29%	41%	31%	31%	37%	40%	+3 points

Outcome indicators monitoring progress towards solutions in Pemba, Metuge & Mecufi	Metuge & Mecufi Districts			Pemba Centre		Pemba Periphery		Total		Gap to local/district benchmark
	IDPs in Sites	IDPs out of sites	Non-displaced	IDPs	Non-displaced	IDPs	Non-displaced	IDPs	Non-displaced	
Births attended by skilled health personnel within the past 12 months (% of total births taken place within the past 12 months) - SDG 3.1.2	86%	85%	84%	96%	96%	94%	100%	89%	90%	+1% point
Girls of school age (6-18 years) attending school regularly (at least 4 days per week)- primary or secondary	71%	72%	74%	86%	83%	74%	94%	74%	80%	+6 points
Boys of school age (6-18 years) attending school regularly (at least 4 days per week)- primary or secondary	69%	71%	75%	78%	87%	77%	91%	73%	82%	+9 points
Households who have access to energy (electricity, solar energy or public grid) - SDG 7.1.1	37%	48%	55%	99%	99%	93%	99%	66%	78%	+13 points
Persons who have access to personal identification documents (ID, birth certificate or other)	92%	89%	93%	99%	100%	97%	99%	93%	96%	+3 points
Children 5 years and below who do NOT have any birth certificates - SDG 16.9.1	35%	35%	23%	47%	54%	50%	33%	40%	33%	-7 points
HOUSING & LAND										
Housing conditions and tenure security										
Households residing in durable or good enough housing structures (based on materials used for roof, walls and floor) - linked to SDG 1.1.1	1%	5%	10%	69%	67%	50%	84%	26%	44%	+18 points
Households residing in own housing	80%	79%	95%	26%	76%	30%	80%	57%	86%	+29 points
Households residing in own housing and having tenure security (DUAT or 'owners certificate')	17%	21%	34%	85%	76%	63%	84%	30%	56%	+26 points
Households with access to agricultural land/ machamba (land for production)	90%	91%	88%	9%	12%	12%	13%	56%	49%	-7 points
Households with access to land who have tenure security (DUAT or other agreement) - SDG 1.4.2	18%	21%	13%	-	-	-	-	-	-	
Property in place of origin - for IDPs only										
IDP households that have left land behind in place of habitual residence	64%	50%	-	40%	-	51%	-	52%	-	
IDP households that have left behind land and have documentation to prove ownership (out of the population who left behind land)	5%	13%	-	10%	-	16%	-	12%	-	
IDP population that still have access to their land at location of pre-displacement/return (out of population who left behind land)	51%	53%	-	60%	-	53%	-	53%	-	
SOCIAL COHESION & PARTICIPATION										
Civic participation										
Persons registered to vote (only respondents were asked, not all members)	91%	89%	96%	93%	96%	89%	93%	90%	95%	+5 points
Target population who are eligible to vote who voted in the last national/local election held	89%	86%	94%	93%	97%	91%	97%	89%	96%	+7 points
Population who actively participated in community committees the last 12 months	60%	60%	62%	64%	51%	73%	55%	64%	58%	
Intergroup perceptions, acceptance & discrimination										
Persons reporting having personally felt discriminated against or harassed in the previous 12 months (only respondents) - SDG 10.3.1	6%	7%	4%	5%	6%	3%	7%	5%	5%	0 points
Non-displaced households who support the local integration of IDPs	-	-	81%	-	81%	-	86%	-	82%	
Non-displaced households that have concerns about the presence of IDPs	-	-	38%	-	37%	-	33%	-	36%	
IDP households who feel accepted by the non-displaced population.	95%	95%	-	97%	-	96%	-	95%	-	
Households that experience tensions/disputes related to land (amongst all households NOT just amongst those who access land)	27%	17%	15%	2%	7%	1%	7%	13%	11%	-2 points
Households perceiving access to basic social services as being equal to all group .	80%	73%	82%	78%	77%	67%	80%	74%	81%	+7 points
SOCIAL COHESION & PARTICIPATION										
Households whose dwelling was damaged/destroyed by a recent environmental disaster	73%	60%	72%	52%	51%	63%	47%	63%	60%	-3 points
Households whose main livelihood source was disrupted/destroyed by a recent environmental disaster - SDG 11.5.3/Sendai Framework	71%	62%	65%	28%	31%	44%	33%	54%	48%	-6 points
INTENTIONS FOR THE FUTURE										
Households who prefer to remain in the current location	64%	73%	77%	62%	85%	69%	87%	68%	81%	

ANNEX 2

METHODOLOGY DESCRIPTION

Analysis approach:

A mixed methods approach was designed to include both a population analysis, based on a household survey, as well as a spatial analysis, based on GIS and key informant interviews. The population analysis focuses on capturing progress towards durable solutions to displacement¹³ based on a comparative analysis of the socio-economic situation of the displaced population against the non-displaced: the comparison points to areas where IDPs fare worse and can be assumed to face vulnerabilities related to their displacement situation, while the shared challenges point rather to development-linked and area-based problems.¹⁴ The spatial analysis¹⁵ captured different key dimensions of the hosting urban structures in greater Pemba, focusing on capacity of local authorities to accommodate the growing population and the strain put on services, land and other resources.

Thematic scope:

The population analysis focused on the following criteria from the IASC Framework on Durable Solutions: safety, adequate standard of living (incl. access to services, food and housing), access to documentation, livelihoods, housing land and property (HLP), family reunification and participation in public life. Additionally, intentions for the future were also captured. The spatial analysis focused on governance, services and infrastructure, HLP, population movement trends and more. All these topics, formed a joined analysis plan that was discussed during a Taskforce workshop in Pemba to ensure that relevant sub-topics were included. Subsequently, the identification of indicators per criterion ensured alignment with national standards of INE as well as international standards such as SDGs and recommendations on IDP statistics and durable solutions analysis.¹⁶

Geographic scope and target groups:

The household survey captured IDPs and non-displaced persons in the municipality of Pemba as well as the districts of Metuge and Mecufi. The categorization of persons into IDPs and non-displaced was done based on a 'criteria based' questionnaire module applied by INE to identify IDPs in national surveys.¹⁷ The identification of IDPs was done at the individual level.

Specifically, the following target groups across four geographic strata were included:

- ➔ IDPs and non-displaced in the high-density areas of Pemba center (Pemba Planning Unit 1 and 2);
- ➔ IDPs and non-displaced in the lower-density areas of Pemba periphery (Pemba Planning Unit 2 and 3);
- ➔ IDPs in Metuge and Mecufi living amongst host communities (out of Sites) and the non-displaced households in the same communities;
- ➔ IDPs in Metuge and Mecufi living in the 'permanent Sites'.

¹³ As per the IASC Framework on Durable Solutions for IDPs (2010): *A durable solution is achieved when IDPs no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement.*

¹⁴ For more background on the durable solutions analysis approach see: UN Special Rapporteur on the human rights of IDPs, JIPS, UNHCR, IOM, UNDP, DRC et al (2018) *Durable Solutions Analysis Guide & Indicator Library*.

¹⁵ The spatial analysis dimension follows the *Urban Recovery Framework* (2022) which provides a comprehensive set of guidelines and principles to guide the recovery process, ensuring that urban areas not only bounce back but also become more resilient to future challenges.

¹⁶ Expert Group on Refugee, Internally Displaced Persons, and Statelessness Statistics (EGRIS) (2020) *International Recommendation on IDP Statistics* (IRIS).

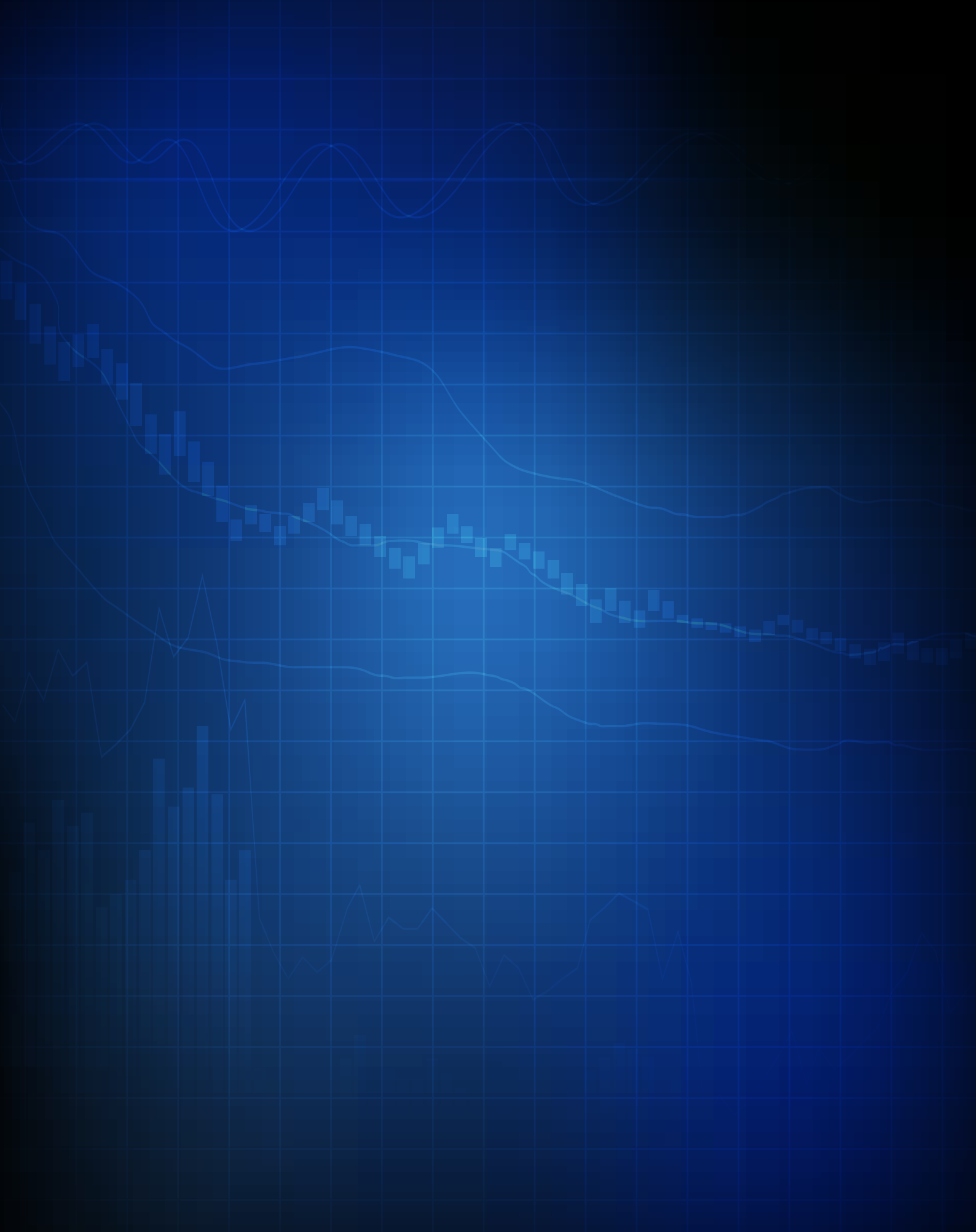
¹⁷ The IDP identification module applied by INE is developed in line with the international recommendations by EGRIS outlined in the Methodological Paper: *Towards a standardized approach to identify IDPs, refugees and related populations in household surveys*, 2023.

Table 11: Final sample

Geographic scope		IDPs		Non-displaced	
		HHs	Persons	HHs	Persons
Strata 1: Pemba Centre	Paquitequete, Ingonane, Natite, Cement, Cariaco	443	1,483	500	2,026
Strata 2: Pemba Periphery	Josina Machel, Eduardo Mondlane, Maringanha, Alto Gingone, Mahate, Chuiba, Muxara, Metula	509	1,750	489	1,962
Strata 3: Metuge & Mecufi IDP Sites	Temporary/permanent sites	495	1,763	0	30
Strata 4: Metuge & Mecufi hosting areas	Neighbourhoods hosting IDPs	495	1,677	495	1,971

Sampling:

A stratified two-stage cluster sampling methodology was applied. In the first stage, Enumeration Areas (polygons) were selected within each stratum; for the IDP sample, polygons were prioritized with higher presence of IDPs, while for the non-displaced sample polygon selection was random. In the second stage, households were randomly sampled in each polygon. This design ensures that results are statistically representative at the stratum level, permitting comparative analysis between the target groups. Weights were applied to the data based on IOM/DTM Round 23 and INE population baseline estimates for IDPs and non-displaced, to allow the analysis to also look at results across the strata (i.e. for all IDPs and all non-displaced). The sample sizes were calculated to allow for 95% confidence level and 5% margin of error. A design effect of 1.2 was added due to the two-stage sampling.



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