



## PLATFORM FOR DIALOGUE FOR CONFLICT RESOLUTION IN CABO DELGADO



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# Response to violent extremism in northern Mozambique: lack of coordination between humanitarian, development, and peace sectors

- The existence of harmonization, coordination, and complementarity between the actors working in the humanitarian, development, and peace sectors (the so-called Triple Nexus HDP) constitutes a fundamental assumption for a conflict not to be intractable, similar to what happens, for example, in Somalia. A study carried out by the CDD on the state of implementation of the Triple Nexus in Cabo Delgado concluded that, in the response to violent extremism, there is a lack of coordination between the three pillars – Humanitarian, Development, and Peace.





“For example, in the Humanitarian sector, assistance is provided through *clusters* (groups): food security *cluster*, nutrition cluster, health cluster, shelter cluster... Until September 2022 there were 19 organizations in the health *cluster*, but only nine (09) shared information about what they were doing, and some of those who shared provided superficial information”, reads the study presented in November 2022 in Pemba, capital of Cabo Delgado province.

In the absence of a formal coordination mechanism, informal efforts arise, but they have not resulted in effective coordination. For example, partners working in the gender-based violence sub-cluster claim that they do not have access to victims of violent extremism or victims of the Defense and Security Forces (FDS) to provide them with the necessary support. As a result, the FDS takes advantage of the lack of coordination between the humanitarian, development, and peace sectors by refusing to give victims of gender-based violence access to humanitarian assistance.

Presented by the Executive Director of the

CDD, Prof. Adriano Nuvunga, the study reveals another consequence of the coordination between the sectors of the Triple Nexus HDP, namely the resistance to working together to address the reasons for the conflict. “This results in the difficulty of having a common point about the possible causes of the conflict, which even varied from document to document. The lack of consensual discussion also weakens the possibility of coordination, harmonization, and complementarity in the response to the conflict”.

Complementarity has two dimensions: i) the dimension of understanding what each civil society organization does; ii) the dimension of how these organizations can work together without each one losing the scope of its mandate.

Another difficulty in applying the triple nexus lies in the attitude of the FDS towards the victims of the conflict: systematic violations and abuses of people’s human rights are reported. “It should also be pointed out the overlapping powers between the Provincial Government and the Secretary of State because each of these entities wants to show that it performs more activities than the other in the same sector. These are



some of the causes that affect civil society organizations, international organizations, and United Nations agencies that compete for resources to the detriment of harmonization, coordination, and complementarity”.

The study highlights “important progress” in addressing the conflict, in the sense that the Government has begun to consider not only a military response but also a development and even peace response. Even so, the document recognizes, the Government’s position still focuses on the military route, in a context in which the FDS themselves face challenges in terms of capacity to face the problem. And more: the country is facing a socioeconomic, governance, and resilience crisis. These are crises that cannot be dealt with only militarily, as they require other valences that are only possible to address in a Triple Nexus HDP perspective that, unfortunately, is not working.

While ongoing activities in the Humanitarian sector lack coordination, those in the Development sector are relegated to a regional agency (ADIN – Northern Integrated Development Agency) that has no money. “Financers, for reasons of credibility and trust, end up financing foreign agencies, instead of financing national agencies which, on the one hand, are closer to the communities and, on the other hand, would reinforce the existential power of the State to face the crisis. At the moment, a problem is being solved by creating another, which may be bigger, as it can transform this conflict into an intractable conflict”.

As recommendations for the Government, the study highlights the following: i) The Gov-

ernment should create an inclusive institutional mechanism for the coordination of the Humanitarian, Development, and Peace sectors; ii) The Government must create the necessary logistical means to guarantee the security of all state and non-state actors who want to work in Cabo Delgado; iii) The Government should allow non-governmental and religious organizations operating in Mozambique to establish contacts with the leaders of extremist groups; iv) Mobilize funds to increase investments in the Humanitarian and Development sectors; v) Reinforce the fighting capacity of the FDS (training, motivation, remuneration, food); vi) provide means for rescuing and transporting people in the areas affected by the attacks.

For Government partners, the study recommends the following: i) International agencies should balance funding for the humanitarian, development, and peace sectors by allocating resources in an equitable and coordinated manner to avoid duplication of efforts; ii) Turn the thematic *clusters* of the Humanitarian sector into more effective mechanisms for coordinating activities, from planning to implementation in the field, and extend the *cluster system* to the pillars of Development and Peace; iii) Advise and supervise the Government in the implementation of projects carried out by ADIN; iv) Mobilize more logistical and financial support for the northern region of Mozambique to promote inclusive and sustainable development; v) Support local and community-based civil society organizations with funding and technical training to develop activities to respond to violent extremism.

For civil society, the study recommends: i) Developing research to identify the roots of violent extremism, as well as mechanisms for its prevention; ii) Promoting initiatives to strengthen communities' resilience to radicalization and

strengthen containment of violent radicalism; iii) Carrying out external inspection and social auditing of Government actions; iv) Defend and promote human rights; v) Create initiatives to denounce cases of gender-based violence.

## Reinforce ADIN with human and financial resources and with administrative and intellectual autonomy

After the presentation of the study, the Director of OXFAM Mozambique, Romão Xavier, made a speech in which he highlighted the need for the response to violent extremism in Cabo Delgado to include, within the scope of the Triple Nexus HDP, the Resilience, Rehabilitation and Rights approach (RRR approach). This approach assumes that conflicts and shocks linked to climate change are more frequent and intense, leading to poverty and inequality, and aggravating people's vulnerability.

Therefore, humanitarian aid, development programs, and peacebuilding must be implemented, not as isolated processes, but as interconnected ones, creating synergies to, in this way, lift people out of poverty. "Synergies create long-term change, sustainable change, considering resilience, rehabilitation, and people's rights. Thus, OXFAM's recommendation in this area of the Triple Nexus is to build resilience in development programs to rehabilitate people, based on their rights (RRR approach)".

Speaking about ADIN, Romão Xavier said that it is a State institution that has a well-defined mandate on paper. "But most important of all is getting off the ground and knowing what is on paper and what is being implemented. In a Triple Nexus approach, ADIN would have an extremely important role, namely, to coordinate, as a state entity, the actions of the Humanitarian, Development, and Peace sectors. But for that, it must be strengthened in human and financial resources, in administrative and intellectual autonomy".

OXFAM's Director on the Role of Resource Exploitation Projects and Multinational Corporations. "What is the role of projects and corporations? There are many conflicts around the world due to these projects. Corporations are economically very strong, sometimes stronger than



states, so it is important to address this issue".

Regarding international non-state actors, Romão Xavier noted that their role has been changing, albeit slowly. "For example, the organization (OXFAM) that I represent no longer implements any activity directly but empowers Mozambican civil society to lead the processes. Other international organizations are doing the same. So, Mozambican civil society must use this opportunity to fortify itself. Some civil society organizations receive training and resources, but function as if they were part of the Mozambican state or government. That makes it difficult".

Therefore, he recalled that the function of civil society is to ensure that the Government is accountable to the citizen. "There are also national organizations that act in an insincere way, which doesn't help either. So, we must harmonize our actions for peace and development in this country. The Government has the responsibility to coordinate and lead, but we have greater power over the Government because, as citizens, we are the majority. Reprisals may exist, but this should not stop the citizen movement".

## Participants talk about the need for humanitarian aid and dialogue to resolve the conflict



“ About the recommendation that research needs to be carried out to identify the roots of violent extremism, I believe that this activity should be carried out by all stakeholders and not just by civil society. Regarding ADIN, there should be a concrete recommendation on what this agency should be because we do not know its competencies in-depth”, Renato Uane, Centro Terra Viva.

“ My first point is about passwords, in the Humanitarian component. In the city of Pemba, there is a cash voucher system (3,600 meticals) promoted by the World Food Program (WFP) to support the displaced, but they say they do not have access to this help. The money does not reach the recipients. How can we intervene? The second point is about Peace. My Rwandan

friends say that the Mozambican military is not military because, instead of defending people, they promote violence, including in the city of Pemba. We as social justice leaders must persistently repudiate such attitudes.”


“ There was talk of the need for negotiations with the extremists, but the Government has been saying that this group has no face. On the other hand, when three nuns were kidnapped, negotiations took place and they were rescued. With whom did you negotiate and why can't you negotiate with them for peace? This is a sign that it is possible to negotiate peace, but there is no political will for peace. There must be negotiation, an inclusive negotiation, even with the participation of women, because they are the main victims, along with children”.



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