



Cabo Delgado Reconstruction Plan ignores the structuring role of civil society in the response to the crisis in the province





- On March 23, 2022, civil society organizations in Cabo Delgado Provincial Government, the State Secretariat and the Northern Integrated Development Agency (ADIN) to discuss the Cabo Delgado Reconstruction Plan (PRCD). This is a mechanism approved by the Ministers Council on 21st September 2021 to respond to the humanitarian crisis and infrastructure destruction in the context of the violent extremism affecting the Cabo Delgado province since October 2017.

Therefore, the background of the meeting was the discussion of the challenges and opportunities in the implementation plan and the contributions of civil society organizations. Usually, in other contexts, post-conflict reconstruction is managed by international organizations, but recent approaches show that effective and sustainable

processes are largely determined by the local populations commitment and capacities, including government and civil society.

Certainly, the literature on post-conflict reconstruction indicates that the process includes, namely: the restoration of internal security, including the reintegration of displaced populations; build-

ing administrative and governance capacity;

Building infrastructure such as houses, schools, markets, hospitals, roads and bridges restoration of water and electricity supplies; Economic restructuring and creation of an enabling environment for the generation of new sources of income and economic growth; Ensuring social well-being. To this end, the Mozambican Government created the Northern Integrated Development Agency (ADIN), through Decree No. 9/2020 of 18 March, with a view to promoting multiform actions to ensure integrated socio-economic development and promotion of increased social harmony in Niassa, Cabo Delgado and Nampula provinces. The ADIN has its headquarters in the city of Pemba, and its

administrative and financial responsibilities were delegated, through Decree no. 54/2020, of 13 July, to the Rural Development Minister and the Finance Minister, respectively.

Early on, this mechanism presented itself as a mitigation one, as it had neither de-centralized powers nor space for the execution of the main activities of the reconstruction of infrastructures destroyed by the conflict in Cabo Delgado. Thus, with the purpose of centralizing resources for reconstruction, a Reconstruction Plan for Cabo Delgado (PRCD), budgeted at around 300 million dollars, was centrally thought, which returns the management of the reconstruction to central Government, specifically to the Agriculture and Rural Development Ministry, which controls the process through the National Fund for Sustainable Development (FNDS).

However, despite reconstruction being a multifaceted process and requiring the participation of all relevant governance actors, this Plan deliberately excludes civil society organizations in the implementation and monitoring of planned actions, and they are only quoted as possible guests, depending on the will of the actors who coordinate the implementation at provincial level, with the justification that it is a forum where sensitive issues are addressed.

It would be important to remember that when one refers to post-conflict re-construction, especially in African contexts, particularly in Mozambique and Cabo Delgado, it is important to go back to the 6th and 7th of February 2006, dates when the Experts in Post-Conflict Re-construction and Development met in Addis Ababa, Ethiopia, and produced a report which, among various aspects on the structure and organization of the policy framework on post-conflict re-construction and development, highlights point 5, sub-point h), which stated the following proposal:

“There should be (in post-conflict reconstruction and development policies and/or mechanisms) a clarification of the roles and responsibilities of all actors - including civil society, Government and multilateral partners - at all levels (be it local, national, regional, continental or internationally) for the purpose of coordination, accountability and monitoring the progress of implementation of such policy.”

So when it comes to the Reconstruction Plan for Cabo Delgado, these three dimensions must be at the core of its conception and implementation: firstly, coordination; secondly, the issue of accoun-

tability; and finally the issue of monitoring or supervision. And this should be done by a non-state actor to ensure that the process is as transparent as possible.

In coordination, for example, civil society should serve as a mechanism that helps to identify needs that should serve as the basis for defining intervention strategies in the reconstruction of Cabo Delgado.

More than serving as a mechanism for identifying these needs, civil society must create its own mechanisms and articulated based on the objectives of the reconstruction plan, as a way of presenting programs and projects that aim to offer alternatives for citizens, especially with programs that focus on social cohesion (seen here as the degree of trust that citizens establish among themselves and between them and the State), which aim at civic and economic education for young people and women in order to actively participate in this process.

A notable example is the Civil Society Action Program for Social Cohesion in Northern Mozambique implemented by the Center for Democracy and Development (CDD), jointly with the MASC Foundation and Institute of Social and Economic Studies (IESE), with funding from the Swiss cooperation.

On the CDD side, the program aims to train young people in leadership, citizenship, entrepreneurship and XXI century skills, creating a demand for transparency in the implementation of policies, projects and plans such as the PRCD, and offering space for the development of skills that enable them to earn an income. At the same time, the program favors training for local government, including Provincial and Municipal Assemblies, aiming to create an environment of peace and harmony. The idea is to train actors on both the demand and supply sides to be able to respond to citizens' demands.

On the issue of accountability, civil society organizations have the opportunity to create mechanisms for reporting and holding accountable for possible deviations that the Plan may have in its implementation. This process is accompanied by the monitoring of the actions foreseen in the Plan - where an opportunity would be created for the creation of a parallel monitoring plan of the activities and the degree of implementation, controlling the foreseen indicators.

Unfortunately, the first major challenge that civil society organizations will face is that of not clarifying their role and responsibility in this plan, which

immediately draws attention to this lack of openness to receiving inputs from civil society. This is because, in the implementation of the Plan, civil society organizations are only invited to the Implementation Coordination Forum, having no relevant role in the operationalization process. This point brings us to the second one, which is the question of accountability.

Due to this role of invited guests to the Implementation Coordination Forum, there is no guarantee that civil society organizations will be able to access important information to denounce irregularities that may arise in the implementation process.

If civil society organizations are not actively coordinating the implementation of the Plan, they do not have much space to carry out an accountability

process and, given that the focal points of the plan at provincial level (INGD and ADIN) is responsible for monitoring, it seems obvious that civil society organizations will face major challenges.

Therefore, the CDD understands that the challenges can be minimized if: (1) Civil society organizations work in a network in the monitoring process of the Plan, through parallel mechanisms to those foreseen, demanding transparency, accountability, and responsibility; (2) Implementing institutions that act at the local level have the sensitivity to involve civil society organizations in order to present their contributions to the improvement of the Plan itself, since their actions are essential in a context that is intended to be of inclusion and harmonious co-participation of all actors.



EDITORIAL INFORMATION

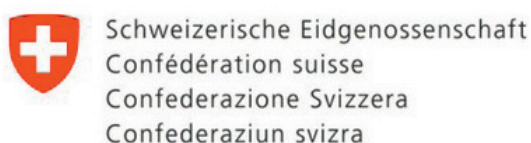
Property: CDD – Centro para Democracia e Desenvolvimento
Director: Prof. Adriano Nuvunga
Program Coordinator: Prof. Domingos do Rosário
Deputy Program Coordinator: Américo Maluana
Editor: Emídio Beula
Author: Abdul Gafur M. Tavares
Technical team: Emídio Beúla; Leonel Sapite (Nampula); Abdul Gafur Monteiro Tavares (Cabo Delgado); Evaristo Lucas (Niassa)
Layout: CDD

Address:
Rua Dar-Es-Salaam Nº 279, Bairro da Sommerschild, Cidade de Maputo.
Telephone: +258 21 085 797

 CDD_moz
E-mail: info@cddmoz.org
Website: <http://www.cddmoz.org>



Partners:



Embaixada da Suíça em Moçambique