

## Six Months After Its Submission to the Government, Filipe Nyusi Says Northern Integrated Development Strategy will be Approved “Within Days”

- One month after CDD questioned whether the Government had shelved the Northern Resilience and Integrated Development Strategy (ERDIN), Filipe Nyusi announced on Friday, 27th May, during the opening of the meeting of the Frelimo Party Central Committee, that the document should be approved “within days<sup>1</sup>. The ERDIN was drawn up by a group of consultants hired by the Integrated Development Agency of the North (ADIN) and in November 2021 was submitted to the Council of Ministers for its appreciation and approval.



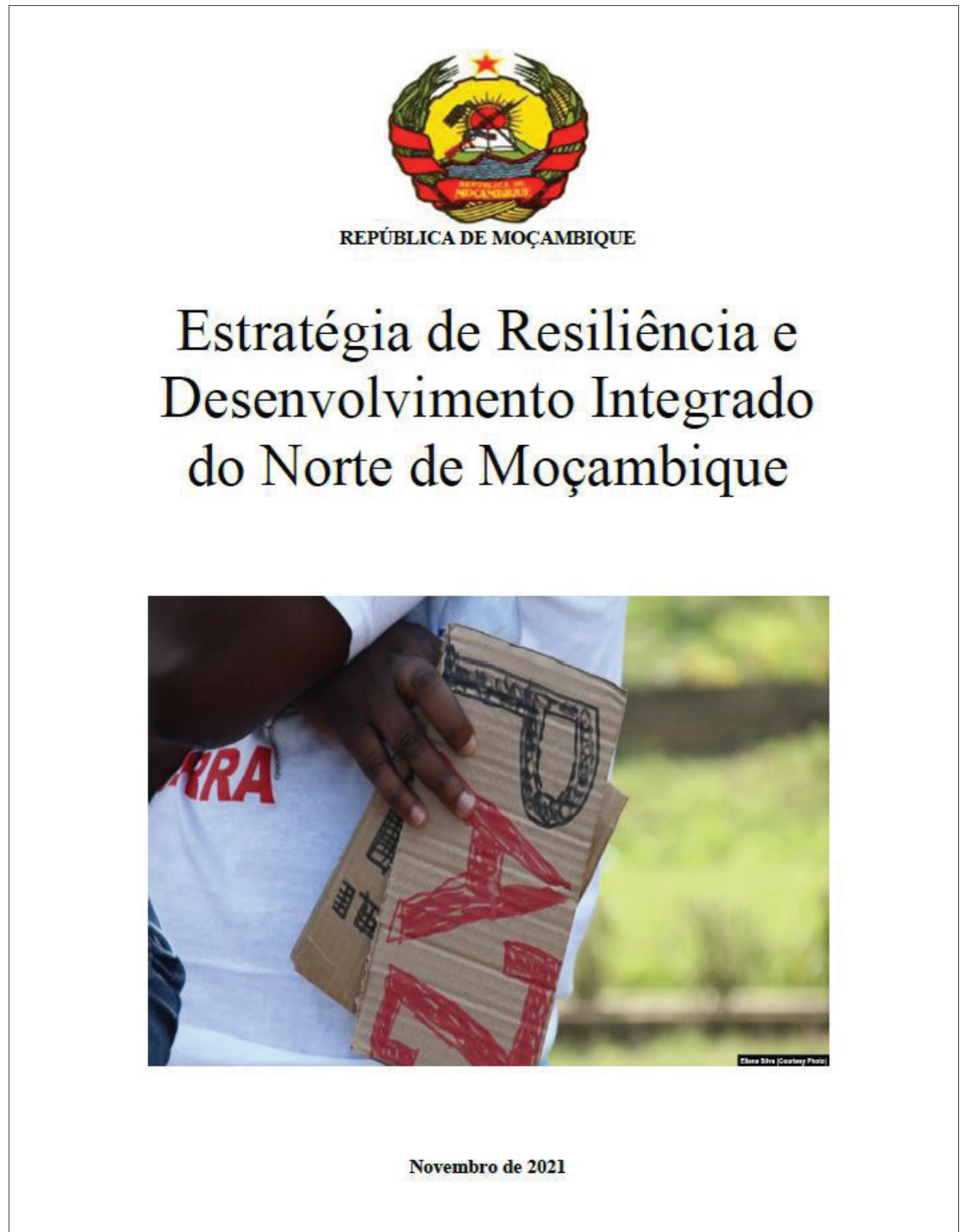
Meanwhile, six months have passed and the document has still not been approved, and there is no public information about the delay of its approval by the Government. Without giving details, the President of the Republic only said that the strategy will be approved “within days”. It is known, however, that the most conservative sectors of the Government did not take kindly to ERDIN’s recognition that violent extremism in Cabo Delgado has internal causes, namely generalized poverty, political and socio-economic exclusion, social inequalities, land expropriation and the frustration of social expectations in relation to the exploration of natural resources.

This is a position that contradicts the Government’s narrative that the conflict has exclusively external causes. Budgeted at around USD2.5 billion and with a five-year implementation period, the strategy will be funded by the Government of Mozambique and multilateral partners, namely the African Development Bank, the World Bank, the European Union and the United Nations. From ADIN’s perspective, the ERDIN would be implemented in parallel with the Cabo Delgado Reconstruction Plan, approved in September 2021, with a budget of USD300 million.

While the Reconstruction Plan for Cabo Delgado focuses more on public infrastructure destroyed and/or vandalized by violent extremists, ERDIN aims to promote “peace building, the reconstruction of the social contract between the State and the citizen and economic recovery, based on community participation, with the inclusion of women, youth and vulnerable groups, in a sustainable and resilient way, with respect for human rights”<sup>2</sup>.

The provinces of Niassa, Cabo Delgado and Nampula, which together constitute the region where the strategy will be implemented, have a population of over 13 million people, equivalent to 43% of the population of Mozambique. These provinces have a higher level of poverty when compared to the central and southern regions of the country. Niassa and Nampula have poverty prevalence rates of 67% and 65%, respectively, and Cabo Delgado 50%, according to data from the 2014/2015 Household Budget Survey.<sup>3</sup>

In addition to poverty, the strategy points to the exclusion of young people as a major problem: “Youth in particular feel in a constant state of waiting. There is a pattern of exclusion of young people in consultation and decision-making at different levels. They are often excluded from decision-making functions, in addition to having limited space to engage and participate at community, district and provincial levels. There is a percep-



tion among them that they lack the opportunity to express their views in a meaningful and safe manner.”

The investments in natural gas from the Rovuma Basin and in precious stones (Montepuez rubies) attracted thousands of immigrants from various African countries and created in the local communities the perception of an external threat among local youth, who claim that the opportunities mainly benefit people from the south or from Maputo, including foreigners. What is more: these investments have had undesirable conse-

quences, mainly for the rural population that has been deprived of its means of subsistence due to the expropriation of land.

“Despite increased investment in the region, in coastal areas there is a belief that little has been done to benefit the local, largely Muslim population. Perceptions of injustice in the distribution of benefits and opportunities arising from extractive activities, combined with a lack of clarity on the local use of such benefits, and the population displacement generated by such activities, further add to this framework”<sup>4</sup>.

<sup>2</sup> <https://cddmoz.org/governo-arquivou-a-estrategia-de-resiliencia-e-desenvolvimento-do-norte-2/>

<sup>3</sup> <https://cddmoz.org/governo-arquivou-a-estrategia-de-resiliencia-e-desenvolvimento-do-norte-2/>

<sup>4</sup> <https://cddmoz.org/governo-arquivou-a-estrategia-de-resiliencia-e-desenvolvimento-do-norte-2/>

## How will multilateral partners fund ERDIN?



Credits: Averdade

ERDIN is budgeted at about USD2.5 billion, a little over the amount of the “hidden debts” financial scandal (USD2 billion). So far there is still no information about the timetable and the amounts that each multilateral partner (African Development Bank, World Bank, European Union and United Nations) will disburse to finance the strategy. There is also no information about the Government’s contribution, through the State Budget.

The approximately USD2.5 billion will be applied in three pillars, namely “Support for peace building, security and social cohesion”; “Reconstruction of the social contract between the State and the population”; and “Economic recovery and resilience”. Peace building is considered the main priority among others. Therefore, the creation of the National Body for Peace and Reconciliation is both a priority to be implemented within the scope of ERDIN and a preliminary action for its operationalization.

The National Body for Peace and Reconciliation is described as a key national-level instrument for addressing some of the underlying causes of violent extremism in Cabo Delgado and for conflict prevention across the country. The composition of the body is to include “suitable persons who enjoy great respectability in society,” young people and women. The creation of the National Body for Peace and Reconciliation is expected to cost USD2.150.000 over the five years of ERDIN’s implementation, with USD900.000 in the first year, USD250.000 in the second year, and USD1 million in the third, fourth and fifth years.

The actions expected in the first pillar - Support for the construction of peace, security and social cohesion - are budgeted at USD157 million, of which USD18.9 million will go towards the design of policies and legal reform; USD17.7 million will be allocated to institutional strengthening; and USD115 million will be applied to investments and operations. Under the policy and legal reform component, emphasis will be placed on the review of the legal framework relating to access to legal aid, the court fees code, and the criteria for exemption from court fees.

The focus of the first pillar is on strengthening the resilience of communities affected by conflict, especially the most vulnerable populations in displaced and host communities. “This requires a focus on building capacity for peace, promoting reconciliation and social cohesion, ensuring access to justice, respecting human rights, strengthening community security and resilience, and developing cross-border communities.”

In the second pillar - Rebuilding the social contract between the State and the population - actions and activities budgeted at one billion dollars are planned. Of this amount, 190.3 million dollars will be applied in the policies and legal reform component, with emphasis on the clarification of ADIN’s attributions in the institutional matrix of the organs of decentralized governance and of the municipalities; clarification on the financial and patrimonial autonomy of ADIN in light of SISTAFE; and clarification of the attributions and competences of the Secretary of State and the Governor of the Province within the

scope of the implementation of ERDIN.

USD 201 million will be invested in the institutional strengthening and organization component, and USD 623.6 million will go to investments and operations. Basically, the second pillar aims to rebuild the social contract by promoting inclusive governance and access to basic services, while providing support for housing development and land and natural resource management, in recognition of the impact that inefficient public service provision has on the legitimacy of the state and on perceptions of exclusion and marginalization, which are underlying factors of the conflict.

Activities in this pillar will contribute to the third pillar - Economic recovery and resilience - USD1.3 billion will be invested, divided into USD16 million for policy and legal reform; USD46 million for institutional strengthening and organization; and USD1.2 billion for investment and operations. Under the policy and legal reform component, the focus is on revising the mining legislation to allow the first right of land use to prevail over mining activity. The current mining legislation gives precedence to the holder of the mining license over other stakeholders for the right to use and benefit from the land.

The economic recovery and resilience pillar aims to enhance economic activity and productive capacity, especially of the most excluded populations and those affected by violent extremism, as an engine for recovery and growth, recognizing that economic growth is essential for development and that economic exclusion is one of the underlying

factors of the conflict. This pillar recognizes the importance of the extractive sector, both as a resilience factor and as one of the factors that contributed to the conflict in Cabo Delgado.

Socio-economic recovery in communities affected by violent extremism is strongly linked to livelihood creation and economic restoration. "Economic recovery requires that the private sector, trade and financial activ-

ities are restored and interventions in both the formal and informal sectors to support value chain development, youth entrepreneurship, employment promotion schemes with a focus on women and youth."

## Weaknesses of ERDIN: Centralized management and exclusion of civil society in support structures

Just like the Reconstruction Plan for Cabo Delgado, the ERDIN has a centralized management structure. And civil society is excluded. Strategic supervision and coordination" will be done centrally, between the Council of Ministers and the coordination platform established with the cooperation and development partners, through joint annual meetings. "Technical supervision and coordination" will be done by ADIN, through a supervision committee that will invite representatives of cooperation and development partners to attend its meetings at least twice a year to ensure coordination. "The cooperation and development partners will be represented by the African Development Bank, World Bank, United Nations, European Union and two additional representatives to be nominated by the partners themselves.

Operational coordination" will be done through two platforms: (i) at the level of each province, through a platform established and co-lead by the Secretaries of State and Gov-

ernors of each province, and with the participation of the municipalities, cooperation, development and humanitarian partners and security actors present in the province. This platform will be responsible for developing the annual action plans for the province, as well as monitoring the activities in that province, submitting annual implementation reports to the ADIN oversight committee.

At the regional level, operational coordination will be done through a Northern Regional Forum that brings together the Governors, Secretaries of State and municipalities of the three provinces. This forum should ensure coherence and coordination between provincial plans, as well as identify and explore synergies between interventions between provinces.

The document states that popular participation in the development of annual action plans and in monitoring the implementation of such plans will take place through public audience and the use of community audits.

"The provincial platforms will be responsible for such instruments, and shall ensure that they take place once a year and that they facilitate the effective participation of the population, which will imply the organization of meetings at district level, in order to allow the population to travel to such meetings. These platforms will also be responsible for ensuring that the population receives in advance the information necessary for their participation in such meetings".


As can be noted, the ERDIN does not foresee the participation of civil society in any support structure - strategic supervision and coordination, technical supervision and coordination, operational coordination. The reference to popular participation in the development of annual action plans and in monitoring the implementation of such plans cannot be understood as an opening for the participation of civil society organizations working with communities in northern Mozambique.



### EDITORIAL INFORMATION

**Property:** CDD – Centro para Democracia e Desenvolvimento  
**Director:** Prof. Adriano Nuvunga  
**Editor:** Emídio Beula  
**Author:** Emídio Beula  
**Team:** Emídio Beula, Dimas Sinoa, Américo Maluana  
**Layout:** CDD

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

 CDD\_moz  
**E-mail:** info@cddmoz.org  
**Website:** http://www.cddmoz.org

#### PROGRAMMATIC PARTNER

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