

## Finally... Government approves Northern Resilience and Integrated Development Programme

● Programme aimed at tackling the internal causes of violent extremism had been “frozen” in the Council of Ministers since November 2021. In April this year, CDD questioned the lack of progress and official information on the document and, at the end of May, Filipe Nyusi responded by saying that the programme would be proved “within days”. Yesterday, the document was finally approved.



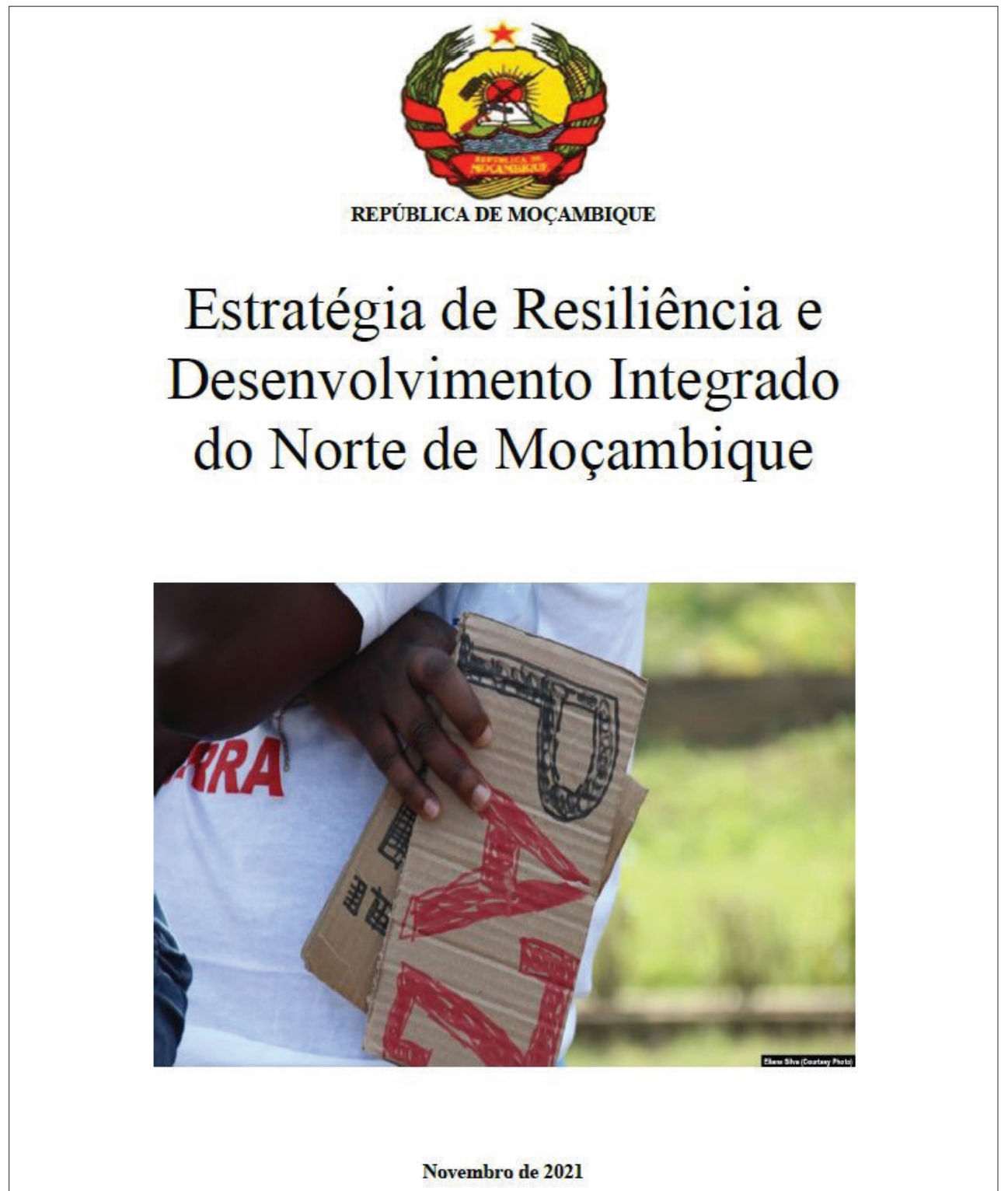
- The Government did not talk about the details of the Northern Resilience and Integrated Development Programme, but CDD knows that it is budgeted at about USD 2.5 billion to be funded by four major partners: the World Bank, the African Development Bank, the United Nations and the European Union. However, there is no public information about the amounts of each partner's contribution and the conditions and dates for the first disbursements.

It is no longer Strategy for Resilience and Integrated Development of the North (ER-DIN), but rather Programme for Resilience and Integrated Development of the North (PREDIN). Be that as it may, the document that had been "frozen" for seven months was finally approved yesterday (21 June) by the Council of Ministers, during the 21st ordinary session. The approval comes 25 days after Filipe Nyusi had announced, at the opening of the meeting of the Frelimo Party Central Committee, that the document that addresses in a structured way the resilience and the integrated development of Northern Mozambique would be approved "within days"<sup>1</sup>. It was not within days as promised by the President of the Republic, but within weeks.

The PREDIN was prepared by a group of consultants hired by the Integrated Development Agency of the North (ADIN) and in November 2021 it was submitted to the Council of Ministers for its consideration and approval. ADIN's expectation was that the PREDIN would be approved still in 2021 to allow its implementation to occur in parallel with the Cabo Delgado Reconstruction Plan, approved in September 2021, with a budget of USD 300 million.

The year 2021 ended and 2022 began without any official pronouncement on the matter, a situation that led CDD to question, last April, whether the Council of Ministers had "filed" the document<sup>2</sup>. At the time, some more conservative sectors of the Government did not welcome PREDIN's recognition that violent extremism in Cabo Delgado has internal causes, namely widespread poverty, political and socio-economic exclusion, social inequalities, land expropriation and the frustration of social expectations regarding the exploitation of natural resources. This is a position that contradicts the official narrative according to which the conflict has exclusively external causes.

But on Tuesday, the Government acknowledged that PREDIN aims, among other objectives, to reduce the vulnerability factors of the communities in northern Mozambique and the violent extremism that has affected Cabo Delgado province since October 2017. In the note distributed to the press, the Government explains that PREDIN aims to promote the recovery and resumption of basic conditions of



Document was approved by the Government, but not as a strategy, but as a program

sustainable economic and social development of the northern region of Mozambique, in order to "promote well-being, strengthen the provision of basic services, promote inclusion and equitable development of human capital, in order to reduce the vulnerability factors of communities and violent extremism and con-

tribute to the progress of the three northern provinces.

Budgeted at about USD 2.5 billion and with an implementation period of five years, PREDIN will be financed by the Government of Mozambique and multilateral partners, namely the African Development Bank, the World

<sup>1</sup> <https://cddmoz.org/wp-content/uploads/2022/05/Seis-meses-depois-da-sua-submissao-ao-Governo-Filipe-Nyusi-diz-que-estrategia-de-desenvolvimento-integrado-do-Norte-sera-aprovada-dentro-de-dias.pdf>

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

Bank, the European Union and the United Nations. These are the important partners who intend to intervene to change the current scenario of poverty that characterizes most communities in northern Mozambique, through “peace building, 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 manner, with respect for human rights”<sup>3</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>4</sup>.

In addition to poverty, the strategy, now called a programme, points to the exclusion of young people as a major problem: “Youth, in particular, feels in a constant state of waiting. There is a pattern of exclusion of young people in consultation and decision-making at different levels. Young people 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 perception among youth that they lack the opportunity to express their views in a meaningful and safe way.”

Investments in natural gas from the Rovuma Basin and in precious stones (Montepuez rubies) have attracted thousands of immigrants



PREDIN will be implemented in Nampula, Cabo Delgado and Niassa provinces

from various African countries and have created in local communities a perception of 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 consequences, mainly for the rural population who have been deprived of their means of subsistence due to the expropriation of land.

“Despite the increase in investment in the region, in the coastal areas there is the conviction that little has been done in favour of the local population, which is mainly Muslim. 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 picture”<sup>5</sup>.

## PREDIN is budgeted at USD 2.5 billion...

PREDIN is budgeted at around USD 2.5 billion, a little over the amount of the “hidden debts” financial scandal (USD 2 billion). So far there is no information yet on the timetable and the amounts that each multilateral partner (African Development Bank, World Bank, European Union and United Nations) will disburse to fund the programme. There is also no information about the Government’s contribution, through the State Budget.

The approximately USD 2.5 billion will be applied in three pillars, namely “Support to 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. 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 USD 2,150,000 during the five years of implementation of ERDIN, with USD 900,000 in the first year, USD 250,000 in the second year, and USD 1 million in the third, fourth and fifth years.

The actions provided for in the first pillar - Support for peace building, security and social cohesion - are budgeted at USD 157 million, of which USD 18.9 million will go towards policy design and legal reform; USD 17.7 million will go towards institutional strengthening; and USD 115 million will be applied in investments

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

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

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

and operations. Under the policy and legal reform component, the focus will be on revising the legal framework on 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 promoting capacity building for peace, promoting reconciliation and social cohesion, ensuring access to justice, respect for human rights, strengthening community security and resilience, and development of 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 foreseen. Of this amount, USD 190.3 million will be applied in the policies and legal reform component, with emphasis on the clarification of the attributions of ADIN in the institutional matrix of the decentralized governance bodies and of the municipalities; clarification on the financial and patrimonial autonomy of ADIN in the 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.

In the institutional strengthening and organization component USD 201 million will be invested, 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 supporting 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 perceptions of exclusion and marginalization, which are underlying factors of the conflict.

"The activities in this pillar will contribute to strengthening the capacity and legitimacy of Government at central and local levels, strengthening structures and mechanisms for governance, transparency, accountability and citizen participation, as well as contributing to more equitable service delivery and better housing planning."

In the third pillar - Economic Recovery and Resilience - USD 1.3 billion will be invested, divided into USD 16 million for policies and legal reform; USD 46 million for institutional strengthening and organization; and USD 1.2 billion for investments 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 with regard to 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 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 drivers of conflict. This pillar recognizes the importance of the extractive sector, both as a resilience factor and as one of the contributing factors 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 activities are restored and requires 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."

## PREDIN favours centralized management and excludes civil society in support structures

Like the Reconstruction Plan for Cabo Delgado, PREDIN has a centralized management structure. And civil society is excluded. "Strategic supervision and coordination" will be done at central level, between the Council of Ministers and the coordination platform established with the cooperation and development partners, through annual joint meetings. "Technical supervision and coordination" will be done by ADIN, through a supervisory committee that will invite representatives of cooperation and development partners to 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 activities in that province, submitting annual implementation reports to the ADIN oversight committee.

At the regional level, operational coordination will be 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 across 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 hearings 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 seen, 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 the 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 the communities of 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

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