



VPSHR VOLUNTARY PRINCIPLES ON SECURITY AND HUMAN RIGHTS IN MOZAMBIQUE *BULLETIN*

PLATFORM FOR DIALOGUE ON BUSINESS, SECURITY AND HUMAN RIGHTS IN CABO DELGADO

GUARDIÃO DA DEMOCRACIA | www.cddmoz.org

Tuesday, August 9, 2022 | Year 2, NO. 20 | Director: Prof. Adriano Nuvunga | English

Fostering the Humanitarian – Development – Peace Nexus in northern Mozambique¹



Credits: DW

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1. Introduction

The notion of a 'triple nexus' that seeks to optimise synergies across humanitarian, development and peace (HDP) agendas is difficult to argue with. The concept taps into the same logic that underpins 'delivering as one', 'whole of government', 'Development, Defence and Diplomacy - the 3Ds' and a range of other policy initiatives aimed at promoting more joined up engagement in fragile states. All share an assumption that improved coherence and coordination will lead to better outcomes. What is also common to these initiatives is the reality that joined up approaches tend to work better in theory than in practice.

Nurturing synergies across humanitarian, development and peacebuilding communities is hard at the best of times. Even more so when key actors are not part of the conversation. A recurrent challenge is that the private sector is left on the outside of HDP policies and programmes. This is almost always a mistake. Certainly, in a context like Northern Mozambique the triple nexus can-

not be fully realised without understanding and engaging with the business community - notably the extractives sector given its significance for security and development at both provincial and national levels.

The Voluntary Principles on Security and Human Rights (VPs) set out important standards and offer good practices for companies in the extractives sector on their security and human rights obligations. [The Voluntary Principles Initiative](#) (VPI) brings together governments, companies and civil society to promote security and human rights in the extractives sector through collective action. In complex security environments, the multistakeholder approach that underpins the VPs can be a powerful tool for positive change. A process of Voluntary Principles implementation is currently taking place in Mozambique, supported by the Centre for Democracy and Development (CDD) and DCAF, offering insights and ideas on how to foster the humanitarian-development-peace nexus.

2. Nexus challenges

Humanitarian, development and peacebuilding efforts in fragile states are fraught with difficulties. To seize opportunities offered by the 'triple nexus', it is important to first think through the

obstacles to bridging and aligning these activities. These challenges can be considered in two broad categories: coherence and coordination; and the imperative of a rights-based approach.

2.1 Coherence and Coordination

- There is an inherent complexity to aligning efforts that span a wide array of actors, activities, intervention logics and funding streams. Creating linkages between public and private sector stakeholders is particularly challenging because few mechanisms exist to enable such exchanges.
- Part of the challenge is about people. Individuals working in security, human rights, development, prevention of violent extremism, security sector reform, business and human rights etc. come from different knowledge communities, organisational cultures and professional backgrounds that don't easily mix.

- Coordination is not just technical, it is *political*. Different interests often go a long way in explaining why coordination does not happen, whether it is between national and local authorities, across different parts of the international community or even within government departments.
- You cannot be part of the solution if you don't have a seat at the table. Civil society and communities are often absent or under-represented, despite their centrality to humanitarian, development, and peacebuilding concerns.

2.2 A Rights-based Approach

- What is the level of transparency to HDP initiatives? How is parliament involved? Are issues discussed openly by civil society and the media? These are important questions because the triple nexus will not function if initiatives are not subject to a minimum level of democratic oversight and accountability.
- All elements of the triple nexus need to share the same values. If security interventions undermine human rights, there is no foundation to bridge humanitarian, development and peacebuilding approaches.
- Human security concerns need to provide a common thread. The needs of women, children and vulnerable groups, the impact of poverty, social conflict or economic inequality should, but often don't, provide an explicit guiding logic for HDP activities.

3. Opportunities to foster the HDP Nexus

The ongoing national Voluntary Principles implementation process in Mozambique benefits from strong cross-government support and engagement from the business community as well as civil society. The heart of this process is the establishment of multistakeholder working groups that seek to nurture trust-based relationships as a basis to finding common solutions to security and human rights challenges.

The work supported by CDD and DCAF since early 2021 has seen important progress:

- A national Voluntary Principles Working Group in Maputo was created in November 2021 and is chaired by the Ministry of Justice with CDD as secretariat.
- Political support for the VPs has been generated, including from the highest levels within the Ministries of Justice and Defence. This top-level support was confirmed with the endorsement of Mozambique's commitment to the VPI by President Nyusi at the High-Level *IV Conference on Access to Justice and Human Rights* held in Maputo in March 2022.
- New research on the challenges faced in Cabo Delgado has been commissioned, resulting in a [Baseline Study](#) that identifies challenges and entry points for Voluntary Principles implementation in Cabo Delgado.
- A Cabo Delgado technical working group was created in Pemba in March 2022, again chaired by the Ministry of Justice

with CDD as secretariat.

DCAF's experience implementing the Voluntary Principles in other complex environments such as [Nigeria](#) and the [Democratic Republic of Congo](#), shows that multistakeholder approaches can and do lead to innovative solutions to complex challenges. As VPs work in Mozambique turns to implementation, several insights from this 'live' process can help foster the HDP nexus.

3.1. Bring Stakeholders together – identifying relevant stakeholders was a key element of the Baseline Study research. The launch of the Cabo Delgado working group convened the Secretary of State, the Provincial Governor, the Integrated Northern Development Agency (ADIN), the Ministries of Justice and Defence, international and domestic companies operating in Cabo Delgado, representatives of civil society as well as international partners. All these stakeholders will need to network, share experience and build the habit of working together. It is also important to underline the mutually reinforcing relationship between the work in Cabo Delgado and the national working group in Maputo. This is important because responses to certain challenges will require a structural response (e.g., new policies or laws) that can only be developed at the national level.

3.2. Develop a common language – technical language and jargon can be daunting obstacles to shared understandings of activities and their objectives. As part of the Cabo Delgado VPs process, CDD and DCAF are developing simple documents in multiple languages that are then socialised through workshops for audiences such as provincial authorities and civil society. Another important requirement is to build a clarity around intended results. This requires all stakeholders to agree on the outcomes being pursued as well as the indicators that should be used to measure change.

3.3. Ensure a central role for civil society – the engagement of civil society should not be about *participation* but rather focus on *agency*. This is the logic of the multistakeholder gover-

nance arrangement foreseen by the VPI with all 3 pillars of government, companies and civil society participating in collective decision making. To promote a level playing field, civil society capacity building to engage fully on humanitarian, development and peace related issues is essential. In the Mozambique VPs process this includes technical skills (such as report writing to facilitate monitoring) as well as relevant thematic areas such as responses to gender-based violence or private security regulation.

3.4. Be guided by the reality on the ground – the priority for the VPs implementation process in Cabo Delgado is to set up a civil society monitoring capacity with an initial focus on Palma, Montepuez and Mocímboa da Praia. Regularly updated information on the security and human rights situation that is relayed to all the stakeholders is necessary to catalyse a response from the group. Moreover, reliable ground level data and analysis is essential to measure progress against outcomes and as a result undertake necessary course corrections.

3.5 Apply a rights-based approach to security – humanitarian, development and peace-building objectives in Mozambique can all be advanced if public security forces provide better security to individuals, communities and business operations. By setting human rights and international humanitarian law standards and requirements for security forces assigned to extractives operations, the VPs offers an entry point to move beyond the status quo. Specifically, the in-country process can push for better coordination across international partners supporting human rights and IHL training, thus ensuring unity of doctrine. The civil society monitoring capability in Cabo Delgado can serve to improve oversight of the conduct of security forces while the national Working Group could push to embed this approach in national training curricula and support for train the trainer programmes that build long term national capacities.

3.6. Make international support more coherent and coordinated – donor coherence is

important. Contributions to the VPs implementation process have been channelled through a DCAF multi-donor trust fund, the [Security and Human Rights Implementation Mechanism](#) (SHRIM). Pooled funding has enabled a longer term, sustainable approach to the project. Another way to promote coherence is to move beyond notions of 'brand loyalty'. The working groups in Maputo and Pemba should be consid-

ered as platforms for coordination rather than narrowly in relation to the Voluntary Principles. What other mechanisms exist in Mozambique that bring together cross-government representation, the security sector, businesses, civil society, and international partners? These groups can and should be used to align approaches and build political will on a range of HDP related issues.

4. Conclusion

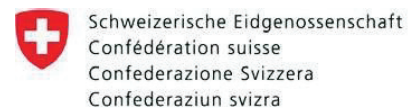
Is the conflict in Cabo Delgado intractable? If there is no straightforward answer to that question, one thing that is clear is that little will change without adopting new approaches. Put differently, an opportunity exists to apply the HDP nexus in practice. The VPs implementation effort in Mozambique is modest in size compared to the engagement of actors such as the World Bank or the United Nations. However, its innovative multistakeholder model provides entry points

that can contribute to fostering the humanitarian-development-peace nexus on a larger scale. Much can be achieved through uniting relevant national and international stakeholders behind a nationally owned process underpinned by a clear commitment to human rights. CDD and DCAF are committed to supporting this endeavour and maximising its impact by aligning it with wider efforts to advance humanitarian, development, and peacebuilding goals in Mozambique.



Mozambique's in-country implementation process of the Voluntary Principles on Security and Human Rights is focused on the work of two Working Groups: a National Working Group addressing strategic issues at the intersection of the security sector and Human Rights within the extractives sector, and a Technical Working Group in the Province of Cabo Delgado, addressing the same issues in their operational dimension. Both Working Groups are chaired by the Mozambican Ministry of Justice, with CDD (Centre for Democracy and Development) serving as secretariat and technical advice from DCAF – Geneva Centre for Security Sector Governance. Activities of the two Working Groups have received generous support from the United Kingdom Foreign, Commonwealth & Development Office, and Switzerland's Federal Department of Foreign Affairs.

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