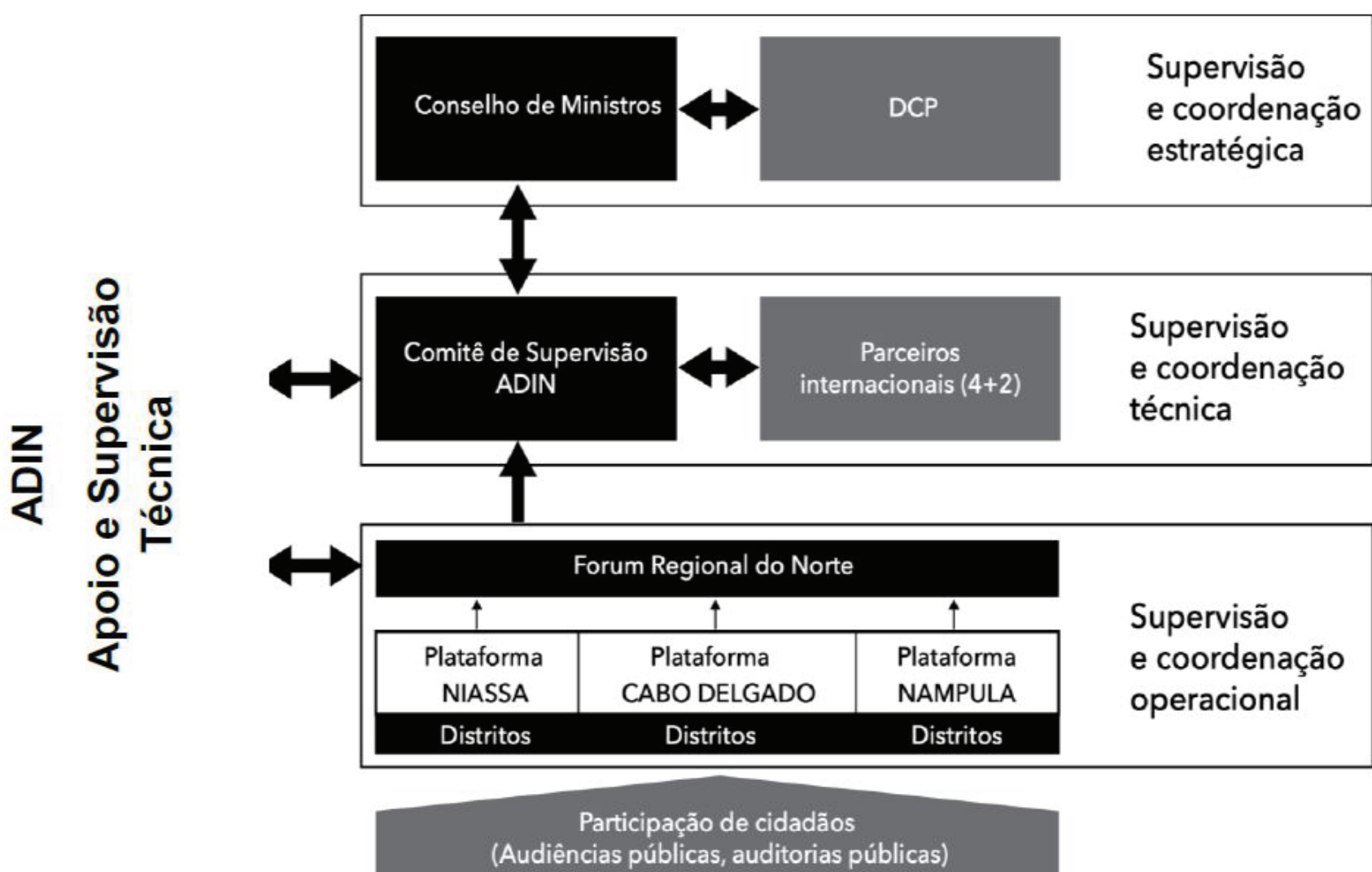


## PREDIN has a heavy, centralized structure with weak participation of communities and civil society

- The Northern Resilience and Integrated Development Program (PREDIN) approved by the Council of Ministers in June 2022 presents a heavy and centralized implementation, coordination and supervision structure. In fact, the Government recognizes that implementation, coordination and supervision are the critical elements for the success of PREDIN, but presented a heavy structure that included the central Government, donors, the Integrated Development Agency of the North (ADIN), Secretariats of State and the provincial governments of Nampula, Niassa and Cabo Delgado.

Figura 13: Estrutura de coordenação





Thus, the strategic supervision and coordination of PREDIN will be done at the central level, between the Council of Ministers and the coordination platform established with the cooperation and development partners (Development Cooperation Platform - DCP). Technical supervision and coordination will be done by ADIN, with support from the African Development Bank, the World Bank, the United Nations, and the European Union. In essence, the technical supervision and coordination will also be done centrally, since ADIN is a central level institution, and the cooperation and development partners are the same ones that will work with the Council of Ministers in strategic supervision and coordination.

PREDIN only moves down to the provinces from the operational level. And the operational coordination will be done through two platforms. First, at the level of each province, through a platform established and co-chaired by the Secretaries of State and Governors of each province, and which will have the participation of cooperation and development partners, humanitarian agencies and security actors present in the province. This platform will be responsible for developing the annual action plans for each province, as well as monitoring activities in the province, submitting annual implementation reports to the ADIN Oversight Committee.

Second, at the regional level, through a Northern Regional Forum, which integrates the Governors and State Secretaries of the three provinces (Nampula, Niassa and Cabo Delgado). This forum should ensure coherence and coordination between the provincial plans, as well as identify and explore synergies between interventions across the pro-

vinces. ADIN will be responsible for technical support to all operational coordination platforms, namely the provincial level platforms and the Northern Regional Forum.

The Government notes that the participation of communities in the elaboration of the annual action plans and the monitoring of the implementation of these plans will be guaranteed through proper mechanisms that include public hearings and the use of community auditoriums. The provincial platforms will be responsible for such instruments, and should ensure that they take place once a year and facilitate the effective participation of the population. "This implies organizing meetings at the district level to allow the population to participate. These platforms will also be responsible for ensuring that the population receives in advance the required information for their participation in such meetings."

PREDIN foresees the adoption of a communication strategy that favors the effective participation of the program's target audiences and the population in general, especially women and young people. This communication program will be developed by ADIN and should provide for regular and effective forms of communication, among them the use of traditional means of communication, and in national languages.

Although the PREDIN establishes that the supervision and coordination architecture took into consideration the use of already existing structures, as well as what was proposed in other plans, the truth is that new structures should be created and made operational, such as the Northern Regional Forum and the ADIN Supervision Commission. Even the provincial platforms responsible for

developing the annual action plans for each province will be new structures. This is because there are no functional platforms at the provincial level that bring together Secretaries of State and Governors of each province, cooperation and development partners, humanitarian agencies, and security actors.

The institutional framework for the coordination and implementation of PREDIN shows that ADIN will play a key role in the success of the program. This is a major challenge for ADIN itself, an institution that since its creation in March 2020 has not yet proven to be fulfilling its mission of promoting actions for the integrated development of Northern Mozambique. Under PREDIN, ADIN will be responsible for technical supervision and coordination; technical support to all operational coordination platforms (provincial level platforms and Northern Regional Forum); receipt and analysis of annual implementation reports; the communication program; and monitoring and evaluation of PREDIN, including preparation of the monitoring and evaluation plan and monitoring and evaluation reports.

Another substantive issue that emerges from the institutional framework for the coordination and implementation of PREDIN is the strong presence of cooperation and development partners. Donors are in strategic supervision and coordination alongside the central government; participate in technical supervision and coordination alongside ADIN; and are part of the provincial platforms responsible for developing the annual action plans for the province, as well as monitoring activities in each province. Meanwhile, the PREDIN beneficiary communities only participate in the development of the annual action plans and in monitoring the implementation

of those plans. Community participation will take place through public hearings and the use of community auditoriums, which will take place only once a year.

From reading the PREDIN, it is clear that civil society participation is not foreseen in the

institutional framework for the coordination and implementation of the PREDIN. In the monitoring and evaluation of the actions to be implemented under the PREDIN, the active participation of civil society is also not foreseen. In fact, the Program states that moni-

toring and evaluation will be based on strict observance of the transparency and accountability principles, involving all institutions with responsibility in the PREDIN actions. However, civil society has no responsibility in the actions of PREDIN.

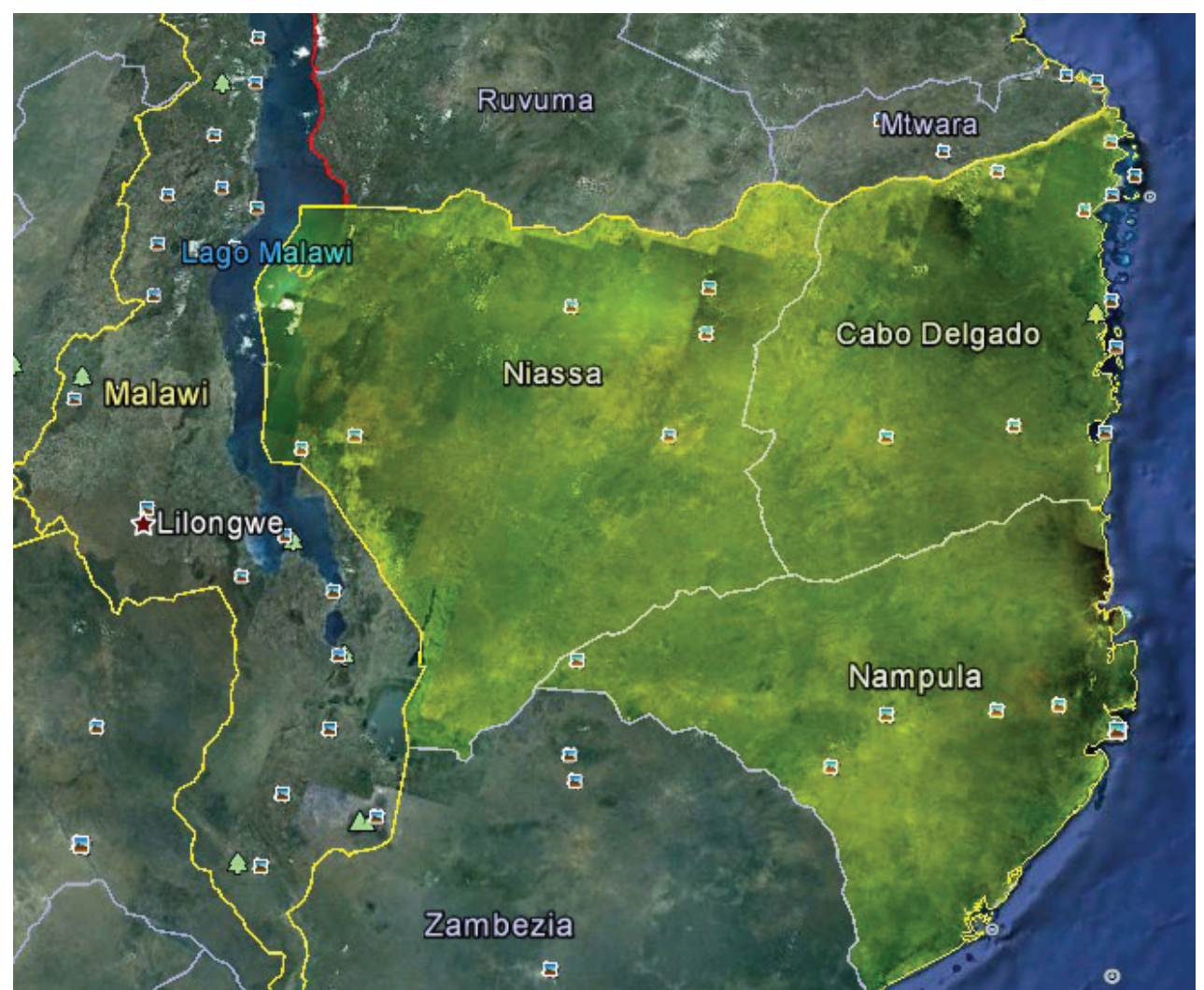
## The risk of not meeting the deadline for the PREDIN immediate tasks

The PREDIN was approved by the Council of Ministers on June 21, 2022. In the first three months after its approval, immediate activities are planned, with emphasis on: Creation of basic implementation structures; Development and finalization of the terms of reference of the different forums and the coordinating bodies; Start of development of the results framework, strategic indicators and the baselines for the three provinces; Development of the communication strategy; Development and implementation of the PREDIN dissemination roadmap among development partners; Identification of funding sources for the pillar sectors, including dialogue with the private sector for their participation in PREDIN funding.

The immediate activities to be developed in the first three months after the approval of the PREDIN also include: Clarification of the alignment of the ADIN with the decentralized governing bodies and municipalities; Organization, at provincial and district level, of the initial dialogue with communities and civil society, particularly youth and women, governmental and non-governmental institutions, about the objectives and mechanisms of the PREDIN; Establishment of the provincial platforms that will develop their proposals for the public hearing and audit processes; Identification of the visible and impactful activities for implementation in the first six months of the PREDIN in each province.

One of the questions is to what extent ADIN and other institutions with responsibilities in PREDIN are working on the immediate activities whose implementation period is from June 21 to September 21. The practices and dynamics of the institutions involved raise doubts about meeting the three-month deadline for the implementation of the immediate activities, especially those whose complexity seems to require more time for reflection.

For example, experience shows that the clarification of ADIN's alignment with provincial decentralized governing bodies and municipalities may require more time; The



identification of funding sources, including dialogue with the private sector for their participation in the financing of the PREDIN may also require more time; The initial dialogue with communities and civil society about the objectives and mechanisms of the PREDIN has not yet begun; The PREDIN remains an unknown program to communities because its dissemination has not yet taken off.

Also in the preliminary actions for the operationalization of PREDIN is the creation of an organ for peace and national reconciliation as a fundamental instrument not only to address some of the underlying causes of conflict, but also for the prevention of new conflicts throughout the country. "Among the priorities of PREDIN, the consolidation

of peace is paramount. It is in this sense that within the constitutional prerogative of the President of the Republic and in accordance with the law, and if deemed opportune, the President of the Republic may create an organ for peace and national reconciliation," reads the document approved by the Government.

The creation of the national body for peace and reconciliation should cost 2,150,000 dollars during the five years of PREDIN's implementation, 900,000 dollars in the first year, 250,000 dollars in the second year, and one million dollars in the third, fourth and fifth years. Its composition should include "suitable persons who enjoy great respectability in society," young people, and women.

# Articulation of PREDIN with other programs and plans underway in Cabo Delgado

The PREDIN recognizes that peace consolidation is achieved through the combination of interventions that contribute to reducing vulnerability factors, address the underlying causes of armed violence and promote social and economic inclusion with an implementation process that favors dialogue and participation. The implementation mechanisms and processes and the coordination between different initiatives are therefore as fundamental to the program's objective as they are to the implementation of the identified priorities.

In this context, the PREDIN has two complementary functions. On the one hand, it identifies, in each of its three pillars, the priority actions for economic recovery and peace consolidation in Northern Mozambique. On the other hand, it establishes a structure and pro-

cess for the overall prioritization and coordination of activities to be implemented in this region within five years. This second function of PREDIN aims to promote a more efficient use of resources by ensuring that there is consistency and coordination between different initiatives, thus optimizing synergies between these initiatives and enhancing their overall impact. It also aims to ensure that all initiatives follow the principles and intervention logic established in the program.

In Cabo Delgado there is an ongoing Reconstruction Plan for Cabo Delgado (PRCD), approved in September 2021, with a budget of USD 300 million. The justification for its approval was that there was a need to create a mechanism that would not allow the dispersion of reconstruction actions, and there-

fore a platform that should bring together all government actions and non-governmental organizations. This plan will be implemented in articulation with PREDIN.

Another instrument that should be implemented in coordination with PREDIN is the Policy and Strategy for the Management of Internally Displaced Persons (PEGDI), approved by the Council of Ministers through Resolution No. 42/2021, September 8. This nationwide instrument defines the guiding principles and procedures for the management of internally displaced persons resulting from socio-economic factors (armed conflicts), natural factors (cyclones, floods, droughts, etc.) and human factors (human-wildlife conflict), with the aim of ensuring a coordinated and efficient response.



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