

The government downplays widespread poverty as a driver of violent extremism in Cabo Delgado and says political exclusion is a mere youth perception

- After all, the change of name from Estratégia de Resiliência e Desenvolvimento Integrado do Norte (ERDIN) to Programa de Resiliência e Desenvolvimento Integrado do Norte (PREDIN) was not the only change made to the document approved by the Council of Ministers in the ordinary session of June 21, 2022. Unlike ERDIN, PREDIN no longer recognizes widespread poverty, political and socio-economic exclusion, social inequalities, land expropriation, and the frustration of social expectations regarding the exploitation of natural resources as the main causes of violent extremism in Cabo Delgado.



The version approved by the Council of Ministers notes that the internal factors of the conflict “include phenomena of socio-economic inequalities and expectations related to the exploitation of natural resources, especially among local youth. This is in addition to factors of perceived political exclusion, limited participation and few economic opportunities, affecting youth in particular. There is a perception among youth that they lack the opportunity to participate in decision making at the community, district and provincial level in an effective way.”

In PREDIN, factors such as political exclusion, limited participation in decision making, and few economic opportunities are just “perceptions among youth” in Cabo Delgado. But the version submitted to the Government for approval clearly pointed to youth exclusion as one of the biggest problems in Cabo Delgado: “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”¹.

In fact, the Government took more than six months to approve the current PREDIN because the first version of the document admitted that violent extremism in Cabo Delgado had internal causes, a position that contradicts the official narrative that the conflict has exclusively external causes². In fact, the PREDIN points to exogenous factors as being at the origin of the armed violence in Cabo Delgado, namely “terrorism and links with extremist cells in East Africa and the confluence of various economic interests in the Mozambique Channel, related not only to the control of an energy corridor, but also of illegal routes of drugs, precious stones, wood and ivory, including illicit trade networks that were already operating in the region before the conflict.

A narrative that ignores what the statistics say about Northern Mozambique. The provinces of Niassa, Cabo Delgado, and Nampula, which together constitute the region where PREDIN will be implemented over the next five years, have a population of more than 13 million, 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 around 67% and 65%, respectively, and Cabo Delgado 50%, according to data from the 2014/2015 Household Budget Survey³.



REPÚBLICA DE MOÇAMBIQUE

Estratégia de Resiliência e Desenvolvimento Integrado do Norte de Moçambique



Novembro de 2021

¹ <https://cddmoz.org/wp-content/uploads/2022/06/Finalmente%20-%20A6-Governo-aprova-Programa-de-Resilie%C3%A7%C3%A3o-e-Desenvolvimento-Integrado-do-Norte.pdf>

² <https://cddmoz.org/estrategia-de-resiliencia-e-desenvolvimento-integrado-do-norte-vai-custar-25-bilhoes-de-dolares-2/>

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

Meanwhile, the government recognizes in PREDIN the importance of dialogue in resolving the conflict, as well as the role of civil society in opening civic space to allow peaceful demonstrations and freedom of expression. "In addition to the underlying factors of armed violence, there are the resilience factors to be strengthened in the implementation of PREDIN. These include moderate action

by religious leaders, and mediation, particularly relevant to address violent extremism, the opportunities created by civil society to establish civic spaces that enable peaceful demonstration, advocacy and freedom of expression."

PREDIN's budget is USD 2.4 billion. It is with this money that the Government, with the support of the World Bank, African Develop-

ment Bank, European Union, and United Nations, will finance the activities and actions foreseen in the three intervention pillars of PREDIN, namely "Restoration and consolidation of peace and security"; "Good governance and enhancement of civic space"; and "Recovery, reconstruction and socio-economic development and resilience".


The priorities of the PREDIN intervention pillars

The focus of the first pillar - "Restoration and consolidation of peace and security" - is on strengthening the resilience of conflict-affected communities, especially the most vulnerable families among the displaced and host groups. To this end, PREDIN advocates a focus on promoting capacity for peace, promoting reconciliation and social cohesion, ensuring access to justice, respect for human rights, strengthening community security, and the resilience, peace and development of cross-border communities.

The goal is to strengthen social cohesion, with an emphasis on displaced people and host communities; develop the capacities of the state and communities for the consolidation of peace and reconciliation, through participatory dialogue and actions that contribute to the prevention of violent extremism and radicalism. Regarding the second objective, there is an understanding that investment in building state and community capacities for peace consolidation and reconciliation, as well as promoting dialogue and broadening the space for peaceful civil manifestation, "is critical to the prevention of radicalization and violent extremism, as young people in particular have limited platforms and opportunities to convey their needs and opinions, which contributes to the perception of alienation."

Supporting effective and inclusive access to justice and security is crucial to foster inclusiveness, state legitimacy, and addressing the underlying causes of armed violence, as it fosters peaceful conflict resolution as well as increases trust in the state. "This must also be accompanied by mechanisms that ensure the promotion of respect for human rights and allow for effective redress in cases of violations. Investment in the capacities of the security forces in the area of human rights and the expansion of community policing will strengthen social cohesion, dialogue between communities and the state, and community safety."

The Government is focusing on a cooperative approach to address the problems on the northern borders, the main gateway for foreign militants and supporters of violent extremism. The Executive recognizes that the



REPÚBLICA DE MOÇAMBIQUE
CONSELHO DE MINISTROS

Resolução n.º /2022
de de

Tornando-se necessário aprovar o Programa de Resiliência e Desenvolvimento Integrado do Norte de Moçambique, ao abrigo do disposto na al. f) do n.º 1 do artigo 203 da Constituição, o Conselho de Ministros determina:

Artigo 1. É aprovado Programa de Resiliência e Desenvolvimento Integrado do Norte de Moçambique, em anexo, que é parte integrante da presente Resolução.

Artigo 2. Compete aos Ministros que superintendem as áreas da Economia, Finanças e Desenvolvimento Rural aprovar a normas complementares e os procedimentos necessários à implementação do Programa de Resiliência e Desenvolvimento Integrado do Norte de Moçambique.

Artigo 3. A presente Resolução entra em vigor na data da sua publicação.

Aprovado pelo Conselho de Ministros, aos de de 2022.

Publique-se.

O Primeiro-Ministro, Adriano Afonso Maleiane

historical ties of border communities pre-date national borders. These ties, coupled with poor integration into national development, result in an isolation of these communities. Their resilience is based more on cross-border relations than on integration in Mozambique. Porous borders contribute to illicit activities and insecurity. "Cross-border cooperation should therefore promote citizenship and trade, thus decreasing the

isolation of these communities while contributing to more secure borders."

The first pillar also aims to prevent secondary conflicts from erupting between displaced and host communities as they live in permanent tension. PREDIN recognizes that the conflict has had devastating consequences on the lives and livelihoods of the people in Mozambique's northern provinces, generating population displacement - mainly

to urban centers. This displacement causes pressure on service provision, generating additional tensions between the displaced and the host communities. "It is therefore essential that social cohesion between different groups is strengthened, ensuring a prompt response to the immediate needs of these groups, in order to reduce rising tensions and prevent secondary conflicts."

The second pillar - "Good governance and increased civic space" - aims to strengthen the authority of the state 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 limited public service provision has on state presence and perceptions of exclusion and marginalization, which are underlying drivers of conflict.

The objectives of this pillar include strengthening inclusive governance, with a focus on citizen participation, fighting corruption, and fiscal redistribution and transparency. The Government recognizes that limited mechanisms for participation and inclusion in governance, lack of clarity regarding the powers and responsibilities of different go-

vernment bodies, and inconsistency in the redistribution and use of resources at the local level are not conducive to strengthening trust between the citizen and the state. Therefore, it argues for the need to strengthen participation, inclusiveness, and transparency in the use of fiscal resources in order to strengthen the trust relationship, as well as to ensure that public resources are used in line with local priorities and needs.

The third objective of the second pillar aims to promote social housing. Indeed, violent extremism has accelerated migration in Northern Mozambique, contributing to the emergence of informal, unplanned settlements and a deficit of infrastructure and adequate housing, distorting the housing market. This situation has contributed to the increased vulnerability of communities, particularly displaced populations, as well as to the deterioration of already low social cohesion. "These pressures should be alleviated through support for social housing, particularly for young people," reads the PREDIN.

"Recovery, reconstruction and socio-economic development and resilience" is third pillar of PREDIN, whose focus is to ensure the recovery of social and economic infrastructure des-

troyed by violent extremists and to enhance economic activity and productive capacity, especially of populations affected by armed violence, as an engine for recovery and growth, recognizing that economic growth is essential to development. "Economic recovery requires the private sector, trade and financial activities to recover, and requires interventions in both the formal and informal sectors to support value chain development, youth entrepreneurship, and employment promotion schemes with a focus on women and youth."

As objectives of the third pillar, PREDIN highlights the need to ensure inclusive and fair access to public services; Support recovery from conflict-generated damage to livelihoods, especially in the agrarian, fisheries and forestry sectors; Strengthen the contribution of extractive activities to the socio-economic integration of the population of Niassa, Cabo Delgado and Nampula, and promote sustainability; Promote economic recovery, through support to the private sector, including the tourism industry, and rehabilitation and maintenance of essential infrastructure; Contribute to economic inclusion, through improved access to financial services and capacity building.



EDITORIAL INFORMATION

<p>Property: CDD – Centro para Democracia e Desenvolvimento Director: Prof. Adriano Nuvunga Editor: Emídio Beula Author: Abdul Gafur Monteiro Tavares Team: Emídio Beula, Dimas Sinoa, Américo Maluana Layout: CDD</p>	<p>Address: Rua de Dar-Es-Salaam Nº 279, Bairro da Sommerschild, Cidade de Maputo. Telefone: +258 21 085 797</p>	<p>Twitter: CDD_moz E-mail: info@cddmoz.org Website: http://www.cddmoz.org</p>
---	---	---

PROGRAMMATIC PARTNER

FINANCING PARTNERS

