

Scientific
Journal of
**Applied
Social and
Clinical
Science**

**THE VULNERABILITY
OF SETTLMENTERS
IN CABO DELGADO
AS A GOVERNANCE
CHALLENGE**

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Abstract: The armed conflict in Cabo Delgado, Mozambique, broke out in October 2017 and continues in that province to this day. This, in addition to bringing security challenges to the country, was also responsible for triggering social crises that emerged as challenges for current governance. Using a qualitative literature review approach for descriptive purposes, this article addresses the governance challenges related to the vulnerability of the internally displaced population in the province of Cabo Delgado since the creation of the reception centers. Good governance is always approached by indexing the quality, transparency and adequacy of decisions taken to public needs, attributes that are only possible to achieve based on the principles of good public governance. In this study, challenges to good governance include failure to observe the aforementioned principles, corruption, information asymmetry, concealment of government strategies and lack of transparency. The conclusion presented demonstrates that government action is urgent to face these challenges so that they do not spread to take on a national profile.

Keywords: Governance, Internally Displaced Population, Armed Conflict, Mozambique.

INTRODUCTION

The armed conflict in Northern Mozambique has become a prominent subject in both the national and international press. Placing the province of Cabo Delgado with regions in a catastrophic state, this has already been going on for more than five years and its economic, social and governmental effects do not go unnoticed. With countless deaths, the armed conflict has already created close to 1 million internally displaced people, becoming a focus of discussion on international security as well as human rights.

The deficiency that the government faces in terms of providing security as a duty for

its people throughout the period is clear, however, in addition to security, other factors emerged arising from the population that forcibly had to move from their origins, their properties and their works. Therefore, this study aims solely to address the challenges that the vulnerability of those resettled in Cabo Delgado has brought to the Mozambican government.

The methodology used is limited to the qualitative approach of bibliographical review with purely descriptive purposes of the governance challenges arising from internal displacement in Cabo Delgado. The article follows the theoretical framework that lists the contributions of various authors on the topics of governance, good governance and its challenges, the vulnerability of internally displaced people and the conclusive notes of the study.

THEORETICAL FOUNDATION CONCEPTUAL OF PUBLIC GOVERNANCE

Governance originates with the agency of the management of properties, assets and investments. Dating back to the 1930s, this concept came to light when the gap between ownership and control was realized, and the imminent need to standardize this reality in order to minimize the conflict of interest between managers and owners – establishing good governance.

The World Bank defines governance as the way in which power is exercised in the administration of economic and social resources, with a view to development (World Bank 1994, cited in Teixeira and Gomes, 2019).

Additionally, Graham and Plumptre (2003) define governance as the process by which societies and organizations make their most important decisions, determine who to involve in the process and how these people

are accountable to principals (p.3).

Public governance is defined as the influence of social processes in a network of public policies from many other authors different from national, provincial, local government, political and social groups, pressure groups, action and interest groups, social institutions, organizations private, among others (Krickert, 1997, cited in. Santos and Rover, 2019, p.735).

As can be seen from the definitions, as well as from its origin, although governance is practiced by governments, it is not synonymous with government, its concept expands the interaction of different classes of social organizations and even citizens. Graham and Plumptre (2003) present the following illustration:

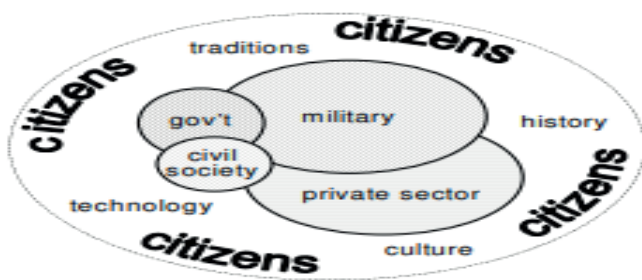


Figure 1: The interaction of classes of social organizations

Governance is exercised based on the traditions, institutions and processes that determine how power is exercised, how citizens are given a voice, and how decisions are made on matters of public interest. The authors propose that the sizes of class circles proportionally represent power in governance. However, this reality differs across different types and areas of governance.

By characteristic, the scope of governance can be global – when related to multiple governments, national or public (which can be subdivided into provincial, municipal, district, urban...) – when preserved to a single government and can influence social processes

in a public political network, organizational – when referring to the private and community sector. However, as the origin of governance dictates, they all have the same elements: The principal, the agent and a contract.

The agent-principal relationship is established between citizens (principal) and politicians (agents) with the aim of clarifying the agency conflict that exists between citizens and public managers. In this relationship, citizens seek to maximize privileges derived from welfare policies that benefit them as individuals while minimizing state expenditures. In this, politicians seek to maximize their electoral interests rather than pursuing fiscal responsibility. Governance, then, suggests the establishment of procedures and the corresponding execution, with the aim of being an instrument that generates administrative efficiency to achieve aligned results between the agent and the principal (Bevir, 2011, cited in Teixeira and Gomes 2019).

The authors Santos and Rover (2018), as well as Bovaird, are unanimous in defining the objective of public governance. The agency relationship in public governance is a developmental strategy in power relations between government authorities, civil society and the market, with a view to building the public, involving the public itself and seeking to meet the interests of the same public. These authors, when paying attention to the definition of public governance, suggest two aspects: 1) obtaining quality of life results that really matter to actors within the public governance system; and 2) the interaction processes between interested parties that correspond to the agreed criteria or standards. The author asserts that public governance must be oriented towards the development of evaluation of results and adherence to agreed criteria or standards (Santos and Rover, 2018).

Given the above, it is important to

understand which principles govern public governance and when these can be called principles of good governance.

GOOD GOVERNANCE AND ITS PRINCIPLES

The increasing complexity of markets and social issues has proven to be a challenge to the autarchic and technocratic model of the authoritarian past, thus changing the role of the state in its governance. This triggered the need for governments to seek to establish evaluative or indicative criteria that would help bodies achieve social demands.

After the post-Washington consensus, it was agreed that the implementation of good governance included coordination in both aspects, upwards, with regard to the articulation of supranational spheres of governance, and downwards with regard to subnational relations in municipal spheres and districts. Additionally, governance must be as receptive as possible to society's demands, paying attention to transparency in directing the interests of diverse groups (Moraes, 2009).

Good governance calls for quality requirements through efficiency, transparency and adequacy of the level of decision-making. To achieve this, governance relies on the application of principles. The principles of public governance originate from the principles of corporate governance presented by the OECD/OECD (*Organization for Economic Cooperation and Development*). Private management practices have had a favorable impact on other sectors, such as public sector governance. Kissler and Heidemann (2006, cit. in. Oliveira and Pisa, 2015) attribute this repercussion to the unsatisfactory conditions of the models adopted up to that time, which privileged the efficiency of management quality, without opening the same space to address social issues, at the same time. time that restricted citizen participation in

decision-making processes.

The Brazilian Union Court of Auditors (TCU) presents seven principles: responsiveness, integrity, transparency, equity and participation, accountability, reliability and regulatory improvement (TCU, 2021, p.16). Although these are the same in number as the principles presented by the World Bank, they differ in description. The World Bank addresses seven principles for good governance, namely legitimacy, equity, responsibility, efficiency, probity, transparency and accountability.

Santos and Rover 2019, present the following definitions for the principles of good governance:

Principle	Concept
Transparency	In the exercise of governance, "providing citizens with more information and access to the government and its decision-making processes contributes significantly to greater openness within the administration" (Organization for Economic Co-Operation and Development [OECD], 2001, p.73).
Accountability	It refers to the public manager's obligation to account for his decisions and actions to the society that delegated the power to do so, which necessarily implies reprimand for behavior that presents misconduct (Pisa, 2014)
Participation	The quality, relevance and effectiveness of policies depend on broad participation throughout the political chain, from conception to implementation. The support of participation promotes trust, both in achieving the final result and in the institutions that create the policies (European Commission, 2001).
Integrity/ ethics	"It is based on honesty and objectivity, in addition to high standards of ownership and probity in the administration of public and private resources and the management of an entity's affairs. It depends on the effectiveness of the control framework and the personal standards and professionalism of individuals within the entity. It is reflected both in the entity's decision-making procedures and in the quality of its financial and performance reports (International Federation of Accountants" [IFAC], 2001, p.12).
Legal compliance	It concerns compliance with the laws and regulations prescribed for public administration, in addition to complying with the principle of legality, the manager must do so efficiently and effectively, serving the public interest, that is, effectively (Pisa, 2014)

Equity	The concept of equity is closely linked to the concept of justice and presupposes unequal treatment of unequals in the search for equality, in a clear recognition of the inequalities generated in the polis (Aristotle, 2002)
Effectiveness	Refers to the impacts generated by products/ services, processes or projects. Effectiveness is linked to the degree of satisfaction or even added value (Pisa, 2014)

Table 1: Good governance principles

However, the existence of principles is not enough, but it is also necessary that the environment meets conditions for the principles of public governance to be effective. There is a need for preparation of the base on which these will be based. It is necessary to have a rule of law, a participatory civil society in relation to public affairs, a bureaucracy designed in professional ethics, planned policies and an executive arm that is responsible for its actions (Santos and Rover, 2019).

CHALLENGES TO GOOD GOVERNANCE

As previously mentioned, good governance is designed for development, in this context, it is safe to say that the lack of good governance is projectable for the country's development, but not only, but also social well-being, freedoms and individual guarantees of people. The achievement of good governance depends on the definition of a governance model suited to the reality of a nation, but despite this, challenges can hinder the success of this strategy.

When it comes to good governance, preventing and combating corruption becomes challenging – corruption is still an intriguing phenomenon in the sciences. This antonym for compliance with the legal order far outweighs economic implications given its ability to influence the legitimacy of governments and even the population's perception of the country. In the words of

Furado (cit. in Gomes, Neves and Neto, 2018), corruption is characterized by acts of abuse of position, violation of normative duty, expectation of obtaining an extrapositional benefit or escaping transparency. Corruption is classified as a crime against public administration.

The multiplication of entities and administrative structures with different costumes and legal regimes. The creation, overlapping and articulation of structures ends up triggering challenges in the balance between the role of organizational autonomy and the existing limits at the service of good administration (Gomes, Neves and Neto, 2018).

The asymmetry of information and consequent conflict of interests – with the evolution of public governance concepts, reflection on democracy has gained momentum beyond representative models for citizen participation in the deliberative management of public policies and decision-making processes. From this perspective, citizens are no longer seen as customers, that is, recipients of public provision, but as protagonists of social transformation in favor of public interests. In practice, while some regulated sectors have privileged data and use it to achieve their most immediate interests, other segments become hostages of limited rationality (Gomes, Neves and Neto, 2018).

Establishing strategies, but not promoting them – the objective of public management is the production of public resources, goods and services with a view to social well-being. To achieve this, objectives must be defined, strategies designed together with action plans, communicated to other units and their implementation monitored. The absence of one of these steps can significantly impact the success of governance.

Professionalization and continuous training of the workforce – with development

being the target of good governance and the professionalization of public servants being a requirement for development, it is imminent to talk about this factor as a challenge to good governance. In the words of Ricupero 1994, any government that intends to see its decisions implemented adequately and efficiently cannot give up on an efficient, agile, disciplined and prepared bureaucratic apparatus. The absence or deficiency of this apparatus reduces the ability of governments to implement projects of public interest (p.149). In the example of Denmark, the professionalization of state leaders led to the transformation of bureaucrats into “public management professionals” in which recruitment began to be based on professional skills and not political choices.

Separation of powers – in modern democracy the State presents itself as a legal entity, and, therefore, with its own right. This theory, which is best explained by the distribution of the exercise of political functions between distinct and autonomous bodies, separates the will of the state from the individual will of the ruler, thus highlighting the legal separation of both. The separation of powers does not constitute a mere division of functions, but a mechanism for the State’s self-control, with Independence and attribution of reciprocal supervision between state and governmental powers. For this mechanism to be efficient, it is necessary that those responsible for general acts do not have control and knowledge over the recipients of these acts, as well as those responsible for special acts do not have exclusive participation in the preparation of general acts and are only law enforcers. The absence of this separation leads to problems of conflict of interest (Rocha, 2009).

Lack of transparency – citizens must have access to information that allows them to know what happens in organizations and

understand what they plan to do, what they have accomplished, and what results they have achieved. To achieve this, organizations must have effective information access services; ensure that published information is reliable, clear, complete and timely; and assess stakeholder satisfaction with organizational transparency (TCU, 2021). In order to overcome this challenge, Brazil launched the transparency portal in 2004 as a dual-purpose tool. Firstly, increase transparency and secondly, combat corruption in the country. With this tool, citizens can monitor the financial execution of government programs and obtain information about public resources (Moraes, 2009).

THE VULNERABILITY OF SETTLEMENTS IN CABO DELGADO

The populations of Cabo Delgado have been fighting an enemy that has not been well identified since October 2017. Without due clarification from the Mozambican Government, people are experiencing widespread concern, seeing their lives threatened without knowing the best way to prevent themselves, their families or their properties.

According to Alden & Chicava (2020, cited in Filomeno, 2022), the Cabo Delgado crisis, despite being launched in terms of incendiary rhetoric of armed religious extremism, has its origins in the systematic neglect and regional inequalities that plague the province (p. 27).

For Filomeno (2022), the conflict occurred due to factors that exacerbated frustrations and that explain, in part, the occurrence of public and violent disorders and radicalization (p.27).

Two months after the first terrorist attack, the government began mobilizing members of the Armed Defense Forces of Mozambique acting under the shadow of the country’s

Defense and Security Forces. Taking into consideration, this situation of insecurity and unexpected attacks, despite the presence of the FDS, the local population found no alternative but to close their stores and abandon their homes, leaving their belongings behind. Meanwhile, without admitting the scale of the problem, none of the measures applied were enough to stop the insurgency that continued to intensify the attacks. Until that time, the government asked the population to remain in the villages and for those who had already moved to return to their places of origin due to the presence of the Defense and Security Forces.

In July 2020, the government began creating resettlement villages and by September 2020, an Emergency Humanitarian Assistance plan for populations affected by the conflict was presented, which included the creation of new settlements for around 70,000 families as efforts they were still employed to repel insurgency attacks. Later that year, the government approved, among others, the Internally Displaced Persons Management Policy and Strategy plan (PEGDI Resolution of the government of Mozambique no. 42/2021 of September 8, 2021) as one of the efforts to protect the rights of displaced families (Filomeno, 2022).

Internally displaced people were resettled in permanent resettlement in Ancuabe, Montpuez, Metuge and Chiure. As of March 2023, 834,304 people were internally displaced in the north of the country due to the insecurity that still exists in the province of Cabo Delgado. Of these, 781,679 are sheltered in Cabo Delgado, while the others are in the surrounding provinces of Nampula and Zambézia. Statistics presented by UNHCR show that of this population, 50% are children, 29% are women and the remaining 21% are men (UNHCR, 2023).

As a signing party to the United Nations

Charter (141st) after its accession in 1975, as well as a ratifying country of the Kampala Convention, Mozambique has the obligation to prevent internal displacement, protect and assist displaced people and find solutions through humanitarian assistance when feel unable to fulfill such obligations. The State has the duty to assist those involved in the conflict, whenever they are not part of it, in accordance with the adoption, in 2004, of the third Constitution of the Republic of Mozambique (CRM) - which covered the term "human rights" as universal. Together, following the ratification of the Kampala Convention in 2019, the first binding instrument relating to the rights of internally displaced people in the world, Mozambique must provide assistance in accordance with the document, which spells out the responsibility to prevent internal displacement, protect and assist those displaced people and find lasting solutions, based on dignified humanitarian assistance, consisting of "food, water, shelter, medical care and other health services, basic sanitation, education and all other necessary social services". This assistance can and must be extended to local and host communities in case of need. Furthermore, the convention also points out, in accordance with article 5, that when a State is unable to fulfill such obligations, it must facilitate assistance from the African Union, international organizations and agencies humanitarian measures in order to guarantee necessary measures to reinforce aid (Filomeno, 2022).

Since the creation of resettlement centers and the provision of land for agriculture, as well as the construction of housing, there has been a continued neglect on the part of the government in meeting the remaining needs that would enable people to restart their lives. From 2018 to 2019, internal investment expenditure in the education sector in Cabo Delgado reduced by around 52.4%, from

33.1 million in 2018 to 15.8 million in 2019. Identically, in the health sector a budget reduction was observed in approximately 51.2%, from 26.7 million to 13 million. On the other hand, the budget for national military defense grew by approximately 451%, going from 878.8 million to 3.7 billion meticaís in 2019 (Constantino, 2020, cited in. Oliveira, 2020). This situation soon triggered social crises affecting education, health, housing and even forms of work, triggering crime, social violence and prostitution as survival options.

Food insecurity emerged and remained one of the most worrying issues for internally displaced people. As Macalane and Jafar 2021 describe, government action is described by many as insufficient to resolve this issue (p.65). Interviewees in the study conducted by Oliveira (2020) expressed a feeling of despair and expectation that the government will do more. Some informants referred to the need to send food to Mocímboa da Praia, as well as to the reception locations where the population is located. Other displaced people took shelter in family homes in the city of Pemba. In certain residences the number of people reached 40 people without any minimum conditions, thus worsening the poverty situation of many families who, through rationality and fraternization, end up consuming very basic foods and even reducing the number and quantity of food per meal (page 23).

The various associated needs led to the lack of control and anarchic feeling experienced in the province. Series of conflicts broke out at the level of displaced peoples and host peoples, conflicts of interest between agents of humanitarian agencies and internally displaced people, and even on the part of the FDS who supposedly have the duty to guarantee the maintenance of order in the country, the protection of its citizens and assets. Based on this, both humanitarian aids are scarce in the face of the escalation of the

conflict, and the verification of a country easily corrupted socially and institutionally intensifies. If the scenario prevails, the practice of misgovernment and savagery in the country could extend to levels that will be difficult to reverse.

FINAL CONSIDERATIONS

The situation of internal displacement in the country has become worthy of a point of analysis of governance in light of its agency contract with the Mozambican population, with special attention to the niche population in Cabo Delgado. By the definition of governance, decisions are made on matters of public interest because they entrust their state to a government. The State does not belong to the government, but the latter acts in favor of the well-being of the former, always taking into consideration, the principles of good governance. This relationship produces satisfactory ends when governance is as receptive as possible to society's demands, and when this happens, there is said to be good governance.

The first challenge that can be observed with the management of the armed conflict by the Mozambican government refers precisely to compliance with the principle of good governance. Considering the facts narrated by the authors Macalane and Jafar, Oliveira and Filomeno, the following conclusion can be reached about the deficient application of principles in governance:

Principle	Keyword	Observation
Transparency	Provide information to citizens.	The Government even violated press freedom and only filtered information is released.
Accountability	Account for your decisions and actions to the Society.	The hiring of private security companies was confidential, so far there is no clarity on the state's strategy to end the conflict, the accession of vulnerable Mozambicans to the terrorist group or even a future for the resettlement camps.
Legal compliance	Compliance with laws and regulations prescribed in public administration.	The military personnel of the Defense and Security Force and the Police who are responsible for ensuring the safety of the population and internally displaced people are the same ones who take advantage of their vulnerability to carry out personal intentions.
Effectiveness	The impact generated by products/ services provided by the state is linked to satisfaction.	The internally displaced population feels dissatisfied with the efforts made by the government so far. Food is insufficient, water and sanitation in the environment are deficient, there is no job creation for them, the location and conditions of the resettlement camps make it difficult for certain people to specialize in activities such as artisanal fishing.

Table 2: Analysis of local governance

It is worth mentioning that the current situation in Cabo Delgado leads the country to go against the direction of development. Overall, contributing factors to development and social well-being include the accessibility and quality of education and health services. The same sectors that suffered significant budget reductions as soon as the conflict broke out to make way for the necessary allocation of resources to the need for security.

Corruption also poses a challenge to current governance in Cabo Delgado. The vulnerability of internally displaced people leads them to corrupt the system for better living conditions and unique opportunities. Not only is there corruption among state agents, but also among agents of humanitarian organizations for whom such a practice is taboo.

While the government does not present

an effective plan for internal displacement in Cabo Delgado, or else the armed conflict in the region comes to a brief end, it is important that the government not only focus the state's resources on national security, but also pay attention to crises social issues that have been emerging in that region and how their impact is challenging for good governance.

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