



## TRAINING RESOURCE GUIDE

# Presentation of 15 Administrative Districts Focused on Capacity- Building for the TIPS Project<sup>1</sup>

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## INTRODUCTION

This resource guide is based on the conflict-sensitive participatory research undertaken by the Institute of Economic and Social Studies (IESE) for the project Towards an Inclusive and Peaceful Society in Mozambique (TIPS, Rumu a uma Sociedade Inclusiva e Pacífica em Moçambique). More specifically, this guide was created on the basis of field work conducted by IESE in Niassa, Cabo Delgado, Tete, Sofala and Inhambane provinces.

This research, along with the broader project, seeks to contribute to the prevention of conflicts linked to natural resources, to seek local solutions and proposals, and for greater social inclusion in the management of natural resources in Mozambique. The objective of this guide is to contextualise and provide summary descriptions of the 15 administrative districts in Mozambique, on which our partner organisations will focus in the broader project.

On the basis of the research conducted in 27 administrative districts, three districts were chosen in each of the above-mentioned provinces to focus on, using two main criteria: First, the greatest potential impact of the capacity building scheduled for 2022-2023; Second, the quality of the research material produced in these districts. Hence, this guide intends to summarise the dynamics of the local conflicts, existing, latent and forecast, and the actors for the development of peace in these 15 selected districts (See: Map 1). Concrete examples are also provided of conflict resolution in these provinces, and list civil society and community organisations interviewed or identified during the fieldwork that can be useful information for the capacity building trainings. The numbering of the districts on the tables and on the map remain the same as in the other publications of this project, and so this is not a completely linear list.

Some parts of this guide may, in part, overlap with the chapters that deal with the dynamics at provincial level in the Research Report of this same research project. In this document, however, the framework and focus are different, aiming to support natural resource management related thematic trainings for the Civil Society Organisations and community leaders in the following three areas:

1. Conflict analysis, conflict prevention, transformation and resolution, with emphasis on Natural Resource related conflict drivers such as land disputes;
2. Enhancing the participants' skills in lobbying, advocacy, campaigning, mediation, dialogue and monitoring;
3. Promoting social transformation through peaceful and socially inclusive Natural Resource Management.

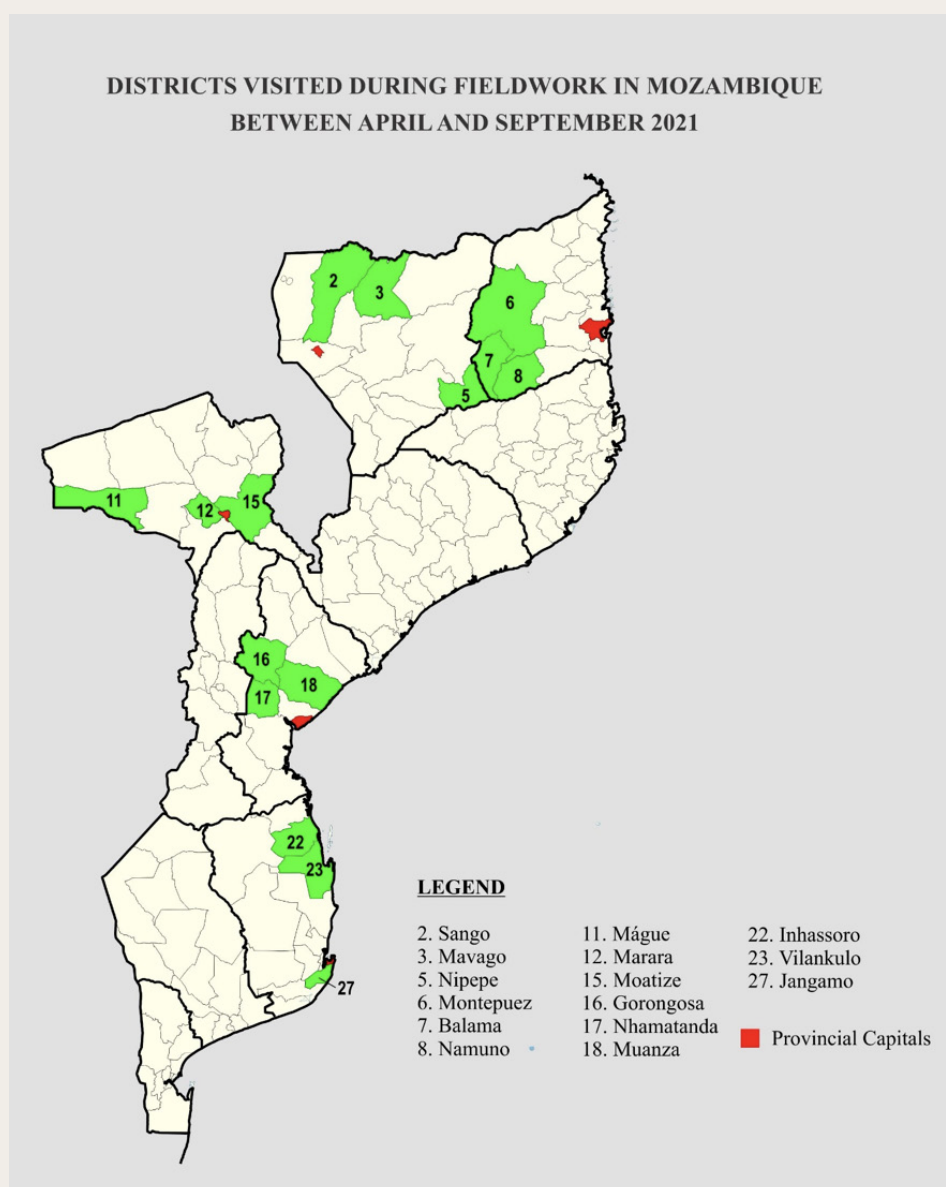
The only peaceful way to manage natural resources is that the natural resource utilisation should be reflected, in the first instance, in the development of the places where they are used, generating employment, economic and social infrastructures, and public services that are accessible to all members of the community, ensuring that they identify with the projects and feel an integral part of them. This objective, naturally, needs great capacity building and raising of awareness of the communities so that they feel able to participate in and influence the decisions concerning their lives and the areas where they live, and so that they have a wide knowledge of the questions they are negotiating, on what their rights are under the laws on the use of the land and the subsoil, and the preservation of the environment.

The companies and the government may be tempted to take advantage of the weaknesses of the communities in the exploration of natural resources, for example, in the community consultation where compensation is negotiated, but the experience of various companies in Mozambique shows that this rarely produces sustainable and lasting results. The significant losses of the mining companies Vale and Rio Tinto in the courts are examples that this model is not economically or legally viable. The genuine inclusion of the communities in management needs to take into consideration the great imbalances of the socio-economic power of the parties involved: the private sector, the government and civil society. It is also necessary to understand the way of life and of production of the communities so that changes may be suggested with justice in their lives when these are necessary for the use of natural resources in particular areas. Only in this way can the communities, the government and the companies contribute to a peaceful and stable future in Mozambique, with greater prosperity and social inclusion.

IESE, as the main organisation responsible for the baseline research of the TIPS project, with these publications gives full responsibility for the project's capacity building phase to the partner organisations, and therefore this guide will not provide direct instructions on conducting the capacity building events. However, we hope that this guide, with its interpretations of the dynamics of the 15 districts focused upon, and with its examples of conflict resolution, like other publications of the

project, can nurture the work and the results of the project. We also hope that the relations built during the field work, and in the organisation and interaction of the validation workshops can enrich the project. The target groups of this project can hopefully benefit from the interpretations of the natural resource conflict dynamics of their province and other provinces, seven case example windows of conflict resolution, various exercises, and recommendations provided in this resource guide.

### Map 1: The 15 districts focused upon in the capacity building of the TIPS 2022-2023 project, and the provincial capitals



**Table 1: Dynamics of the Management of Natural Resources in the Districts Focused on in Tete**

District	Resources focused upon	Natural resource conflicts focused upon	Proposals suggested for improved management / successes	Civil society and community organizations
11. Mágoè	Fishery resources; flora and fauna (conservation)	Fishing community vs. Mágoè National Park on resettlement, fishing and fees	-Proposals to make channelling the “20%” more flexible (Mágoè, Moatize); -The population to be removed from Mágoè National Park demand that a place be made available where there are municipal infrastructure, and a space for the development of fishing;	-Associations of Community Legal Support and Assistance (AAAJC) - Environmental Justice, Paralegal Women, Sequelecane, Human Rights League, SIPE, CUUCA -Commission of those Affected by Vale (Bagamoyo, Moatize)
12. Marara	Coal; soil (agriculture)	Community vs. Jindal on benefits; Resettlement for mining of coal; mining vs. agriculture	-The affected communities demand resettlement before the start of extracting mineral resources; -The mineral resource management committees are well trained and aware of the legislation and their rights;	- 25th September neighbourhood Commission of the Chipanga Resettled (Moatize) - Association of Communities affected by Mining in Moatize - Potters Resettled by Vale - Commission of the Cassoca Resettled -Marara
15. Moatize	Coal; soil (agriculture, pottery)	Community vs. Vale/ Jindal and ICVL on benefits; Pollution; Resettlement for mining of coal	-The communities prioritise presenting their claims in the form of letters; -More peaceful and creative demonstrations: reduction in the vandalising of property and in police violence; -Strong role of women in the mineral resource committees; -Appearance of new forms of solidarity among the communities affected by mining	- Cassoca Resettlement Committee (“Grupo 12”) - Various Community Fishing Councils (CCPs) in Mágoè and Cahora Bassa (for example Calonda) - Mozambique Christian Council - CGRNs of Daque (Mágoè), 25th September Neighbourhood, Mualadzi (Moatize), Chipembere, Cassoca (Changara), Aceagrários - Mágoè Community Radio

## TETE

The field work in Tete province took place between June-August 2021, covering a total of 30 interviewees, including workers, coal mining business people, fishermen, inspectors, potters, animal breeders, public authorities, NGO staff and members of associations and rural committees, social activists, community and religious leaders, and members of the communities affected by the exploration of natural resources. Six of the research participants were women.

In Tete as in other provinces, many of the interviews in the rural area were held with focus groups of women or men or both, and participants of these discussions cannot be totally included in these numbers. The main resources and the types of exploration mentioned in the materials were: coal mining, fishing, agriculture, forestry and timber operations (legal and illegal), pottery and flora and fauna (conservation). The research focused on five districts, among which we chose to

deal with three in the broader project, namely **Mágoè** (*fishery resources, flora and fauna: conservation*), **Marara** (*coal, gold, agriculture*) and **Moatize** (*coal, iron, soil: agriculture, pottery*), using the criteria based on our research, of greater potential impact for the capacity building and empowerment of the communities of these districts.

In Moatize and Marara districts, there are large amounts of coal that are being extracted by various international mining companies: Jindal, Vale and International Coal Ventures Limited (ICVL), the owner of the old mines of the company Rio Tinto. In this context, conflicts have arisen related to the resettlement and the compensation granted to the local communities who have received help and involvement from non-governmental organisations and some public authorities. Since the arrival of this industry in the province, in 2009 there have been a series of demonstrations, blockades of roads, riots and other types of mass protests, locally known as strikes. The strikes are organized because of the poor quality of the houses built in the resettlement areas, insufficient monetary compensation, water supply problems, pollution of waters, lack of jobs, service delivery or of public transport, land that is not fertile or is too distant, bad roads, promises that were generally not kept, among other reasons. Recently, in the Tete communities where NGOs provided capacity building, the demonstrations have declined and the focus on dialogue has been strengthened in which groups consisting of members of the communities and of the committees embarked on talks through the delivery of letters of complaint to the mining companies and to the government. Not only are the demonstrations less frequent, but they are also more peaceful and creative, and the response from the police has become less violent.

In addition to coal, the province has fertile soil, gold, iron, fishery resources, fauna and flora, among others, which can be found par excellence in Mágoè district, where the coexistence between the fishing community and the Mágoè National Park has been causing conflicts between people and wildlife. There have been frequent disputes between the park administration and the community over questions concerning resettlement in safe and economically sustainable areas.

In accordance with the experience acquired during the research, we judge that a challenge for the capacity building of the TIPS project in these districts will be in mitigation of the enormous imbalances of political, economic, and academic power between the parties involved in these conflicts. Furthermore, the narratives about the events as told by the various stakeholders, are very different and contradictory. However, the committees are very well trained about the laws on mining and human rights, and there has been some success in involving women in activism and in conflict resolution, above all the Paralegal Women movement, which is active in both districts linked to mining, and the Mualadzi Natural Resource Management Committee (CGRN) in Moatize. The Mualadzi CGRN is an especially active and influential organisation of those resettled by mining which is headed by women. Based on our materials, we observe that the experience of confronting the extractive industries had strengthened the affinities and solidarity between the affected communities and thus created a kind of “imagined community” between communities who are relatively distant, on the two banks of the Zambezi River.

**[MÁGOÈ DISTRICT]** Mágoè district has a variety of resources, notably fishing, flora and fauna resources. The management of the natural resources of this district were initially under the responsibility of the community project on the sustainable use of the environment, flora and fauna, called Tchuma Tchato (Our Wealth) which seeks sustainable natural resource use by developing economic activities such as sports hunting which generate funds. From the funds generated from these activities, a sum equivalent to 20% of the tax revenue annually was channelled to the communities and used to finance common goods. However, with the creation of the park in 2013, the local population began to face restrictions in access to the resources as well as to the 20% fee, since the park no longer allows the use of these natural resources. Instead, it is dedicated to the total protection of the environment. There is also conflict over the arbitrarily charged fees that the rangers charge to the inhabitants of the park, and the lack of resettlement compensation. The transformation into a park has led to dissatisfaction, culminating in conflict between the parties. Additionally, there has been a subsequent conflict between people and wildlife because the protection of species increases the number of animals, leading to invasion of the homes and gardens of the communities surrounding the park, particularly by elephants.

### CASE 1: Resettlement of the fishermen?

One of the main conflicts between the administration of the Mágoè National Park and the local community where a certain solution was achieved was in the area of fishing. Before the existence of the park, the fishermen faced no restrictions on the areas where they could fish. This meant they could fish anywhere they thought was favourable to this activity. But with the creation of the park, specific areas were indicated where the fishermen could undertake their activity, with a radius of about 100 metres from the residential area and from the estuary (appropriate area for the reproduction of the fish). The fishing community also complains of entry fees charged to the inhabitants in an arbitrary way. When the fishermen complained and presented their difficulties in catching fish easily in the places indicated and the difficulties in movement, the park, together with the community and some community leaders met in order to solve the matter and reached an agreement to undertake resettlement in an area with better conditions, notably the building of schools, a health unit, clean drinking water, and the creation of fishing development associations. However, the resettlement has not yet taken place, and nor is it scheduled, which calls into question the sustainability and credibility of this agreement. It is also not clear who will be responsible for the costs of resettlement and for compensation for losses suffered by the community.

#### To discuss:

- 1. Do you know similar cases and how were they solved?
- 2. What was the main reason for the conflict you are referring to?
- 3. If the conflict has not yet been solved, what would you do, from your role, to solve it?

#### Exercise:

Create a break out dialogue session where people act in different roles on a selected conflict (e.g. local men/ women, male chief/ queen, company/park leaders, district functionaries).

**[MOATIZE DISTRICT]** Although it possesses other natural resources, Moatize district is commonly known for coal mining and the large reserves of coal existing there. The mining occurs in places in, or near, those used by the population to live and to undertake activities such as pottery, farming, small businesses, etc. as in Chipanga neighbourhood, which is near Moatize town and the mines of Vale (now Jindal) and Rio Tinto (now ICVL). Due to this scenario, in some cases it was necessary to undertake resettlement and pay compensation to communities in these areas. Both in the case of resettlement and the sums paid in compensation granted to the thousands of potters removed from Chipanga, conflicts occurred and are still occurring between the affected communities and the mining companies. Some of these resettlements were poorly negotiated and organized, causing conflicts that are difficult to solve.

Some communities that were affected but not resettled, are now demanding resettlement and compensation because of the dust, polluted water and cracks in the houses caused by the detonation of explosives used in the mines. Local people also complain of long walks to the markets and to services because of the fences in the town which are closing off a large number of paths. For example, the distance to the hospital which used to be 5 to 7 km by foot is today doubled because of the fences. This has a particularly negative impact for elderly, disabled people and people who need to use these routes regularly. The neighbourhoods close to the mines in Moatize town, which are demanding resettlement are Nhancherre, Bagamoyo, Primeiro de Maio, Benga and Liberdade. The people who should be resettled from Mbenga, for example, did not reach a consensus with ICVL about compensation, although the houses for resettlement are ready. Negotiation on the sums for compensation is at an impasse because

the company is offering 25,000 meticaís (350 Euros) while the community is demanding 800,000 (11,300 Euros). The community wants to avoid the situation that happened with their former neighbours in Mualadzi in which the people live far from the town, without money, public transport and opportunities.

The lack of clarity about the use of the 2.75% fee from the coal mining income and channelling these funds to infrastructure that was already promised in the previous resettlement public consultations is one of the reasons for the dissatisfaction that culminates in conflict. For example, the district government promised to use the 2.75% in rehabilitating the road to Mualadzi neighbourhood, where about 3,000 inhabitants resettled by Rio Tinto are living. However, the locals are not satisfied because water supply, jobs and a paved road were all promised before the resettlement that occurred in 2010-2014, and none of the promises were honoured. All of them would in themselves be legal investment targets according to the government's circular (01/MPD-MF/2013), but the Law on Mines (20/2014) places great emphasis on the right of the communities to participate in the decision to use the funds.

Civil society organisations have played a fundamental role in the resolution of these conflicts through meetings and capacity building with the affected communities and with the natural resource management committees. Thanks to the capacity building and the accumulated experience in the protests of the past decade, many communities now prioritise letters of complaint addressed to the companies or to the district government and dialogue, instead of organising large demonstrations. However, when no attention is paid to the letters, the communities, as a last resort, continue to demonstrate, as recently, when the affected communities paralysed the operations of Vale and burnt one of the company's machines. However, in most of the demonstrations, the communities place the greatest focus on the clear and creative expression of their claims (see the window below).

In December 2021, Vale sold its Moatize mines and the Nacala corridor to the Indian company Jindal, which was already mining coal in Marara. For the TIPS project, and for civil society in general, it is of the greatest importance to observe the impact of this deal on compliance with the promises

already made by Vale and for the quality of the dialogue between the communities and the company which, despite the existing challenges, has developed significantly since the start of mining.

**[MARARA DISTRICT]** Marara district is also marked by coal

mining by the Indian mining company Jindal which has been operating in the district since 2012. Looking at the challenges of coexistence between the companies Vale and ICVL and the Moatize communities, it is difficult to believe that currently the situation in Marara district with the company Jindal, is even worse. The coal mining also culminated in resettlement in Marara, since the project was implemented close to where the population of Cassoca was living and the Nhansanga community was cultivating its fields. But the resettlement generated more conflicts because the company began mining in 2013, before the resettlement had started. With the passage of time, the houses of the communities tended to be closer to the mining, which was raising a great deal of dust, causing a great malaise and a sense of "stopped time" among this population. To demand that promises be kept, the community organized large strikes in 2015, 2017 and 2019, paralysing the activities of the company for many days. In 2015 and 2017 this lasted for more than three weeks. Currently, with the resettlement, conflict was caused as a result of the quality of the houses given to the population and by the compensation sums regarded as low. The roofs of the houses were not properly finished which allowed water to infiltrate during the rainy periods. Another conflict was caused by the lack of means of livelihood, since agriculture and artisanal mining were the bases for the survival of this community, activities which are no longer undertaken in the place where they were resettled for lack of fertile soil and of gold reserves. To some extent, the civil society organisations try to resolve these conflicts, but they feel that Jindal is well "sponsored" and even tends to win in the courts, unlike the company Vale. Some activists in the province protest that Jindal does not even comply with court decisions when it loses a case. Even if it might be sensitive and final beneficiaries are not always easy to identify, potential benefits of exposing involved national citizens might be useful to discuss during the trainings as an action to address power imbalances and promote accountability.

## **CASE 2: The water revolt of the women in Mualadzi**

Tete province has coal mining industries which have been undertaking resettlement since 2009. All the companies involved have had conflicts with the resettled communities and also with communities living near the mines who were exposed to dust, polluted water and other problems. Some of the protests turned into violent riots, not always provoked by the demonstrators, but often by the riot police i.e., the Rapid Intervention Unit (UIR), which disperses crowds of demonstrators by sometimes resorting to brutal violence against the population. The community resettled by Rio Tinto (today International Coal Ventures Limited, ICVL) from Cassoca to Mualadzi in Moatize district held demonstrations which ended in violence, particularly in 2013, against poorly negotiated resettlement to a remote neighbourhood without opportunities. In this demonstration, locally known as a “strike”, several demonstrators, particularly men, were arrested, and one member of the community lost his sight due to the use of tear gas by the UIR. After this riot, the community, consisting mostly of women, concluded that they would not put the men at the front of protests, but the women, knowing that the police would be more hesitant in resorting to violence against women for cultural reasons.

Among the organisations headed by women is a particularly active and influential local advocacy organisation, the Mualadzi Natural Resources Management Commission (CGRN), with about 150 members of whom 75 % are women of different ages, including the chairperson of the committee. In 2014, after a week surviving on water from a stream, with constant appeals to repair the water system, with no success, the women of the community, including the chairperson of the committee, decided to march on the offices of the district administration of their neighbourhood and on the representation of the company. The women banged on water containers and closed the road. As predicted, when the police arrived they only asked what the women wanted and then left. As a result of the protest, the company sent water tanks in the late afternoon and the trucks to drill water boreholes as a back-up system. The changes in tactics were motivated by the experience of the community of police repression and also the awareness raising of NGOs building the capacity of the communities. The Muichi community has demonstrated less than before. Instead of demonstrations the committee practices more dialogue and the delivery of letters of complaint addressed to the district government and to the company. The demonstrations are still part of the resources used by the community, but only as a last resort. However, the demonstrations are more creative and less chaotic than in the past, with the attempt to replace critical weight by the clarity and articulation of the message.

### **To discuss:**

- 1. What are the advantages and disadvantages of the letters of complaint? And of the demonstrations?
- 2. How is it possible to avoid violence and police repression against the demonstrations?
- 3. Can you give examples of demonstrations, of their impacts and of the responses of the authorities in your district?
- 4. What is the benefit in letting women lead in the communities?
- 5. Is there women in leadership positions in your community? If not, what is hindering their leadership?

### **Exercises:**

- 1. Take a moment to write a complaint letter to the mining company. What talking points would you use in your community to address a relevant company and district government?
- 2. Create a breakout dialogue session where people act in different roles on a selected conflict (e.g. local men/ women, community leaders, company leaders, district functionaries).



**Table 2: Dynamics of Natural Resource Management in the Districts focused on in Inhambane**

District	Resources focused upon	Natural resource conflicts focused upon	Proposals articulated to improve management/success	Civil society and community organisations
22. Inhassoro	Fishing; natural gas/ petroleum; forests	Conflicts between fishermen and Sasol about alleged fishery losses caused by mining; accusations that the company does not create jobs for locals	-Training of young people in the fishing communities in Inhambane -Proposal about the training of youths in the areas of oil and gas exploration -Reconciliation between fishing, tourism and conservation interests in Vilankulo and Inhambane	-Marine Megafauna Association, Ocean Revolution, Bitonga Divers - Old Mosque -CGRNs of Pambara (Vilankulo), Mawaela and Pande (Govuro), Cometela, Závêla and Inhapel (Inhassoro) - Vilankulo Association of Fishermen
23. Vilankulo	Fisheries; natural gas/ petroleum; precious stones	Conflicts between fishermen and Sasol; Illegal mining of precious stones and timber harvesting and charcoal production; Damaging fishing gear	-Introduction of closed seasons and fish farming - Local Development Agreement drawn up between the State, Sasol and the communities -Proposals to build the capacity of the forestry and marine resources management committees	-Mozambican Association of Inhassoro Fishermen (AMOPF) -Youth Sporting and Cultural Association of Inhassoro (AJUDESSE) (Inhassoro) -Centro Terra Viva - Community Fishing Council (CCP) of Inhassoro
27. Jangamo	Heavy sands	Latent conflicts between the communities and Rio Tinto about resettlement and local benefit from the planned extraction of heavy sands	-Greater involvement of the local authorities in the licensing processes - Involvement of the communities in inspection	- Queen of Mikokuene (Inhassoro) - Male chiefs of Chitsotso and Maimelane (Inhassoro) - Inhambane Provincial Forum of NGOs managed by the Association of Legal Support and Assistance to the communities (AAAJC) and district platforms

## INHAMBANE

The field work in Inhambane province was undertaken in April and May 2021, covering a total of 34 participants interviewed for the research, seven of them women. The main resources and types of their use identified were the extraction of gas, petroleum and heavy sands, fishing, tourism, the conservation of the environment and the usage of forests. The research focused on six districts, of which we chose three, namely: **Inhassoro** district (*gas, petroleum and fishing*), **Vilankulo** (*gas, petroleum, timber, fishing and heavy sands*) and **Jangamo** (*heavy sands*) using criteria of greater potential impact of the capacity building and the empowerment of civil society and of the communities in these districts. The main conflicts

emphasised were: in the first place, between the exploitation of natural gas by the South African company Sasol, which also involves national elites, and the population, mostly fishing population of the north-east of the province, namely in Govuro, Vilankulo and especially Inhassoro. Secondly, we identified a high risk of the prevalence of conflicts concerning resettlement and land use in Jangamo district and the surrounding areas, resulting from the planned extraction of heavy sands by the company Rio Tinto and its partner Matilda Minerais. These two conflicts are very sensitive and may be difficult to discuss publicly so that the local communities and civil society may potentially benefit greatly from the

planned capacity building of this project. In accordance with the experience acquired during the research, we estimate that collaboration with the Jangamo district government could be a great challenge. This could be addressed by providing capacity building in negotiation skills and relevant legislature for the communities. Fortunately, as can be seen from the above table, there are many civil society organisations in the province, and they are organised under the *Inhambane Provincial Forum of NGOs managed by the Association of Legal Support and Assistance to the Communities (AAAJC)* which is the focal point of the civil society district platforms. In the validation workshop, there was an innovative proposal from some of those present to demand training for local young people in the phase of licensing mining prospectations, to avoid the situation that occurred in the northeast of the province where, after more than 10 years of operation, local youths are practically not recruited by Sasol for lack of skills. The capacity building planned within the TIPS project has great potential for the selected districts because they are the districts where the projects are at a critical phase regarding local development and inclusive and peaceful management.

**[INHASSORO DISTRICT]** In Inhassoro district, fishing is the main activity of the population, but this is the district where Sasol is extracting natural gas. In this district conflicts about fishing, involving the fishermen, the sellers and the local maritime authorities and tourist operators and the Bazaruto Archipelago National Park are considered minimal and are mostly well resolved. The most serious is the conflict involving the fishing population and Sasol.

Inhassoro is where many of the gas wells are to be found, as well as the Temane camp, the place where the gas pipeline which links the gas reserves to their destination in South Africa begins. Inhassoro is regarded as the focus of conflicts in Inhambane province, involving in particular local youth, Sasol and the Mozambican government, particularly its repressive forces. There is conflict because of the seismic research which Sasol is carrying out in the waters of the Inhassoro Bay, allegedly affecting the marine ecosystem, according to the fishermen who forecast a negative impact on their activities. Any impact on fishing also involves women who are principal sellers of marine products. Right now, the parties involved are at an impasse.

The conflict between Sasol and the local population, above all the young men and women who feel excluded from access to jobs in the various projects of Sasol, allege non-compliance with the promises made in the scope of the company's social responsibility, and note the lack of transparency in the application by the local government of the 2.75% earmarked for the communities by the State for implementing the community's projects. The population, including community leaders, also feels excluded from decision-making processes. As in many other mega-projects in Mozambique there are also problematic relations between the State and the company although in the event of local revolts they may appear united in the eyes of the public.

**[VILANKULO DISTRICT]** In Vilankulo district, the conflicts are related with fishing and involve fishermen, tourist operators, tourists and the authorities who regulate the fisheries sector, with regard to zones, fishing gear and periods and seasons for fishing. The conflict between the fishing population and Sasol because of the seismic research is repeated in this district. It is believed this research could affect fishing through harming sea grasses, which are important for fish and other marine animals. Other, still latent conflicts are related with the mining of stone/limestone for construction, and the use of forestry resources for firewood, charcoal and timber. Although there is an association of timber operators and several forestry resource management committees, illegal operators are prevalent, damaging the interests of the licensed operators and the communities. The problem remains of the insignificant sums of the 20% of the revenue from forestry operations earmarked for the communities, as well as irregularities in how the money is channelled. There is also a conflict, still in its latent phase, related with the extraction of heavy sands, because the minerals occur in the area of the dunes near the beach. This project implies population resettlement, since there are people living within the concessioned area. The proponent of the project is the same company (Haiyu Mozambique Mining Co. Lda) that has extracted heavy sands in Angoche, to the great dissatisfaction of the population and of the local district government. Mining on the dunes creates risks concerning the aesthetic values of the coastal landscape, and consequently for tourism, which is a very important area for the economy and quality of life in Vilankulo.

**[JANGAMO DISTRICT]** Currently, the attention of civil society should be focused on the extraction of heavy sands in Jangamo district by the companies Rio Tinto and Matilda Minerals. This is a project still in the phase of implementation, with a licensed area of about 400 square kilometres, which is almost a third of the area of the district. It is envisaged that the project includes a component of resettlement of households in a part of the licensed area, which could bring about various kinds of conflict. During the research, the conflicts were not yet very visible, but this may be due in part to the limitation of the research material which had been produced mostly outside the district for reasons explained in

more detail in the Research Report for this project. Currently it is obvious that neither the district government nor the civil society organisations know in detail the plans of Rio Tinto in Jangamo or are able to assess adequately their positive and negative impacts. It should be stressed that the proponent of the project is the same company that explored coal in Moatize, to the great dissatisfaction of the affected and resettled population, and which has left a legacy visible until today. In general, industrial mining projects create more jobs at the start of the project, than when the activity is already established. However, the negative impacts for the area of the concession and for the resettled population are long lasting or permanent.

### **CASE 3: Exploration of heavy sands in Jangamo versus coal-mining in Tete**

Right now, in Jangamo, community consultations on the exploration of heavy sands and environmental impact studies are under way. There is still some possibility that the negotiations can be done in such a way as to satisfy the needs and desires of the parties involved. For these reasons, accompanying the developments of the project and trainings of the TIPS Project are of extreme importance. It is still possible to avoid the problems, the general dissatisfaction, and the interminable resort to the courts that the resettlements by the mining companies Jindal, Vale and Rio Tinto caused in Tete province. Unlike the claims of the supporters of the project in Jangamo and Inhambane, Rio Tinto did not have a great success either economically or in questions of environmental or social sustainability in Tete. The Rio Tinto mine was sold in 2014 at a heavy loss to the company Indian International Coal Ventures Limited (ICVL), after the resettlement of 2010-2014, which were highly contested and criticised by human rights defenders, generating conflicts which even today have not yet been resolved (Case 2).

#### **Exercises:**

- 1. Read a section concerning Moatize in a Tete chapter and the Case 2 and discuss about Rio Tinto's business model based on the analysed case: did it change your opinion about Rio Tinto?
- 2. Create a break out dialogue session where people act in different roles on a selected conflict (e.g. local men/ women, community leaders, company leaders, district functionaries).

**Table 3: Dynamics of Natural Resource Management in the Districts Focused Upon in Sofala**

District	Resources focused upon	Natural resource conflicts focused upon	Articulated proposals to improve management / successes	Civil society and community organisations
16. Gorongosa	Gold; soil; wildlife (conservation)	Mining peasant communities vs. Gorongosa National Park/State, including human-animal conflict; artisanal mining vs. agriculture	- Creation of the Peace Group in Gorongosa to include the religious stakeholders, women of influence, community leaders and demobilized fighters	-ORAM, ADEL - Gorongosa Peace Group - Association of Artisanal Miners of Nharichonga - 1st May and Metuchira-pita agricultural and livestock associations (Nhamatanda) - Fambizanai Association (Nhamatanda), - Artisanal Miners' Association of Gorongosa (Amag) -CGRNs of Tambarara (Gorongosa) and Cuedja-Búzi (Búzi) - Boa-Vinda (Welcome) Association, Chibatano Nhamilonga Agricultural and Livestock Association (Gorongosa) - Cuedja-Búzi Committee/ Association - Cuedja Guara-Guara Committee/ Association (Búzi)
17. Nhamatanda	Stone; soil (agriculture)	Quarries vs. population; land conflicts; Park vs. Communities, particularly in Metuchira	- Capacity building of the CGRNs and communities by the SDAE and by the NGOs - Assessment of the CGRNs by ADEL - Local development projects of the Gorongosa National Park to compensate for negative impacts - Legalisation of some associations of artisanal miners	
18. Muanza	Stone (limestone); wildlife (conservation)	Peasant communities vs. Park/State and game parks, including human-animal conflict.		

## SOFALA

The field work in Sofala province took place in June and July 2021, covering a total of 39 interviews recorded with about 65 people, 15 of them women. Especially in rural Sofala, many of the interviews were held in large focus groups of women, men or mixed groups, and they are not all included in these numbers. The main resources and types of their use mentioned in the interviews were agriculture, mining of stone, including limestone and basalt, gold mining, logging (legal and illegal), conservation of the environment, subsistence hunting (poaching) and trophy hunting (legal). In the materials from Sofala, two specificities are: the impact of the military conflict, which had its recent peak between 2013 and 2016, and the impact of climate change. The two aspects run through almost the entire research material. The

research focused on five districts, from which we chose three, namely: **Gorongosa** (*gold, soil, wildlife*), **Nhamatanda** (*stone, soil, agriculture*) and **Muanza** (*limestone, wildlife*), based on the criteria of the greatest potential impact of the capacity building and of the empowerment of civil society and of the communities in these districts.

In all the districts focused upon, the main conflict stressed was between the Gorongosa National Park (PNG) and the predominantly agricultural population of the buffer zone of the Park. The disputes concern the restrictions on the use of the Park's resources for subsistence purposes and, in the buffer zone where about 150,000-200,000 people live, due to resettlement without compensation for the affected

communities and the violent, repressive and culturally insensitive means used by the Park inspection. Since the area of total conservation is managed by the Carr American foundation, there is a major challenge – the resolution of the conflict between the economic interests of the population and the conservationist, aesthetic and tourist interests. The sports hunting farms, which form part of the same ecosystem as the Park, make the human-animal conflict still more serious. This is especially the case with the game farms - and their fauna – that were abandoned after cyclone Idai. This situation was analysed in detail in the policy brief published in the TIPS policy brief *‘Restricted Access’: Zones closed by mining (Cabo Delgado) and by conservation (Sofala)’*.

However, it can be regarded a success that in almost all the districts of Sofala, the work of the Natural Resource Management Committees (CGRN) had minimised the conflicts, through awareness raising lectures concerning the conflicts between people and wildlife, poaching, uncontrolled bush fires, illegal logging, the role of women etc. However, in the Park’s buffer zone tensions were noted between the communities and the CGRNs in various cases, although the committees should represent the communities. In these cases, the locals felt that the committees who inspect the economic activities in the area and who hand over youth to the police from the communities involved in banned activities are representing the interests of the Park and not of the community. The assessment of the CGRNs made by Adel-Sofala points to other problems in the functioning of the CGRNs, such as channelling the sums of the 20% with delays, badly organised committees, and sums channelled for private goods instead of benefitting the communities (see the window below). As can be seen from the table above, there are many civil society organisations in the province, and as witnessed in the validation workshop, a social debate can be very rich. The districts focused upon have great potential to benefit from capacity building.

**[GORONGOSA DISTRICT]** Gorongosa district is regarded as the granary of Sofala province due to the wealth of natural resources in the district. The potential resources found in this district are gold, timber, forestry resources and wildlife, livestock and precious stones. The soil is particularly fertile and there are many rivers that can be used in irrigation.

One of the existing conflicts is between the authorities and the associations of unlicensed informal miners. Most of those panning for gold have no licence. Informal mining involves many local peasants who discover gold in their fields and mine it without any licence. Sometimes they are surprised by the authorities which causes conflict with them. There are also children and women involved in artisanal mining in these areas regarded as conflict-ridden, because there occur acts of violence, robbery and deaths. On the other hands, the licensing of activities is extremely time-consuming, complicated and expensive, as is explained in more detail in the TIPS policy brief *‘Artisanal gold mining: from clandestine operations to a contribution to local development?’*, which is part of the TIPS research. The first legal recognition of an artisanal mining association in the district, at Tsiquiri in the Tambarara post, took more than ten years since the gold was discovered and they are still mining it without a mining pass. To the south and north of the town, in communities that traditionally support Renamo – such as in the Casa Banana locality – no process to legalise artisanal mining has been approved although the great discoveries of gold have attracted attention from buyers and state officials. Inclusion of Renamo supporters in gold mining and other natural resource uses should be encouraged to stop the vicious circle of social exclusion and armed violence.

Since this is a district that overlaps with the Gorongosa National Park (PNG) and the PNG buffer zone, there are conflicts between the community and the Park. Some communities live almost entirely within the Park, and it is there that a great part of the resources are: fertile land, forests, beekeeping and mining. Currently, conflict between the community and the Park is more frequent and violent, due to the rules established by the State and the Park which forbid the community from hunting, fishing, taking honey from the trees, and farming, because if these rules are broken, there are serious consequences. When the PNG and members of the Tambarara Natural Resources Management Committee recently stepped up inspections, they found seven kilos of snares, used in poaching.

Illegal logging is one of the causes of conflict with the public authorities. Many illegal timber operators enter and work without licences. Their entry is often influenced by the

community authorities who look after the resources in this district, and this practice causes conflicts with the community, who are also prohibited from cutting down trees. When the members of the community are found cutting trees, they are taken to the police, but the operators rarely suffer any sanction. For example, some years ago in the buffer zone, in a locality north of the town, local people who were cutting down trees to build classrooms, were incarcerated.

**[MUANZA DISTRICT]** Muanza is 162 km north of the city of Beira, and inside the vast Cheringoma forest. It lies along the Sena railway that links Dondo to Moatize, in Tete. The potential resources found in this district are sand, limestone, flora and fauna. Since it is also a district that is part of the buffer zone of the Gorongosa National Park, one of the main conflicts is between the community and the Park. The Park bans the community from hunting and logging within the conservation area. The community is dissatisfied because it depends on these resources for its subsistence. Another cause of this conflict between the community and the Park concerns Lake Urema which is an area belonging to the Park, which has not been utilised until 2016 for conservation and eco-tourism, due to the Park's lack of human capital. The population continued to use the lake for its activities even now that the Park has effectively implemented its ban on the community using it. The community also complain of harassment by the park rangers. Another conflict in this district is between the community and the limestone quarries, which cause pollution and do not significantly employ members of the community.

**[NHAMATANDA DISTRICT]** Nhamatanda is a district rich in civil construction stone such as basalt. The largest quarries of Sofala are in this district. Nhamatanda possesses rich soil, and, as the name shows, with many animals. Artisanal stone miners believe that, among the basalt and building stone, there is also gold and other gems. Since this is a district with fertile soils, favourable for agriculture, recently many associations of farmers have been set up, with a view to developing agricultural potential and maximizing production gains, some with the support of a national agriculture association Oram<sup>2</sup>. According to the reports from the chairperson of one agricultural association of this district, there has been frequent conflict between the association and

the municipal council which has taken 100 hectares from the fields of members of the association, granted by Oram and sold it to others, particularly to a Chinese company. There are cases where the field of the former owner is demarcated by the new owner. This situation has created many conflicts in this region. Due to the recovery of wildlife by the Park, while positive itself, there have been frequent conflicts also in Nhamatanda, due to the growing imbalance between animals and people. These conflicts have been difficult to circumvent. Elephants sometimes move from the Park to eat the crops of community members. Recently there were two cases of deaths caused by elephants. A member of the Metuchira community in the buffer zone responded by protesting that the Park should be renamed the 'Nhamatanda National Park'. There have also been conflicts between the quarries and the community which is dissatisfied at the fact that the quarries are not complying with the agreement under their social responsibility. The legalization of the local artisanal quarry can be regarded as a success, because it minimised this conflict.

## NIASSA

The field work in Niassa province was undertaken from May to July 2021, covering a total of 38 participants in the research, four of them women. The interviewees included staff of the SDAE, businesspeople (operators), inspectors, public authorities, NGO staff, community radio staff, paralegals, chiefs, informal miners, members of the associations and of the committees of the communities affected by the utilisation of natural resources. The main resources and type of their use mentioned in our materials were gold mining, rubies, graphite and forestry, especially timber harvesting, the conservation of flora and fauna, and sports hunting. The research focused on five districts, of which we chose three to focus on in the broader project, namely: **Mavago** (*rubies, aquamarines, wildlife*), **Nipepe** (*timber, graphite, gold, agriculture*) and **Sanga** (*forests and wildlife*). For this selection, we used the criteria of the greatest potential impact of the capacity building based on our research and on the empowerment of the communities in these districts.

<sup>2</sup> Associação Rural de Ajuda Mútua (Association for Rural Mutual Assistance).

**CASE 4: Abuse of the 20%**

In a remote locality in Sofala there was an especially bad management of the 20% fund. A chairperson of the CGRN and a régulo (a male chief) used the sum for their own benefit. They purchased bicycles, motorcycles and flour mills for their families and the community knew nothing about the management of these funds and about their right to benefit from them and to decide how they are used. When the local authorities of the SDAE became aware of the case, they began to monitor the management of the 20%. The SDAE ordered that everything be done and purchased through community consultation, that the sums should be presented to the community which should decide how to use or invest the money in order to improve their lives. Currently, according to the public authorities, the chieftom does not face problems in managing the funds because the authorities managed to solve the problem in favour of the community. The community has been informed about all the rights and the clauses in the management of the 20%. Due to the narrative that stresses the role of SDAE, we do not know to what extent the civil society organisations and the community contributed to the solution. We preferred to maintain anonymity in this example, because we do not want to feed potential tensions between the public authorities and the inherited authorities which are particularly strong in Sofala province often with political party dimensions. But we also witnessed similar cases in the other provinces where bad faith or lack of information were the opposing explanations given by the parties involved to explain the mismanagement of funds within the CGRNs.

**To discuss:**

- 1. Do you know other similar cases, and how were they solved?
- 2. What was the reason for the mismanagement in the case mentioned?
- 3. If the conflict had not been solved, what would you do, from your role, to solve it?

**Exercise:**

- Create a break out dialogue session where people act in different roles on a selected conflict (e.g. local men/ women, a local male chief/queen, district functionaries).

The main conflicts in these districts were the conflicts between people and animals, due to the invasion of the communities and their fields by animals; the conflict due to the delay felt in the payment of the trophy fees by the business people which in turn led to a delay in the allocation of the 20% in the communities (Mavago, Sanga); the conflict between the inspectors of the reserve and the informal miners of the Lilasi legalized association in Mavago; and the conflict between the communities and rural associations. The most prominent conflict was between the community and the company DH Mining in Nipepe, where the relations between the community and the district government are not of the best (more details in the TIPS policy brief ‘More Decent Resettlements’).

In general, there is contact of the communities with the district governments and the operating companies. On the other hand, we understand it is necessary to increase follow-up by the government of the communities affected by the resources in order to understand better the difficulties they are facing in their relations with the companies. In this province, there are some cases of success (Case 5) in the collaboration between the State and civil society, from which has resulted greater capacity building of the communities. Despite some cases of success, there is a great deal of distrust in the relations between the district governments and the NGOs, which has a negative impact on the collaboration between the district governments and the communities.

**Table 4: Dynamics of Natural Resource Management in the Districts Focused on in Niassa**

District	Resources focused upon	Natural Resource Conflicts focused upon	Articulated proposals to improve management / successes	Civil society and community organisations
2. Sanga	Forests and wildlife	Timber company and the community: social exclusion in the committees	<ul style="list-style-type: none"> <li>- Involvement of the CSOs in the policies and agendas of natural resources management</li> <li>-Use of the community radios to inform and raise the awareness of the public</li> <li>- Planting trees (acacias and pine) instead of producing charcoal (Sanga)</li> <li>-Suspension of the mining activities of the Chinese company that was in conflict with the Ntaka Nwetu association of artisanal ruby miners (Mavago)</li> <li>-Legalisation of Ntaka Nwetu</li> <li>- 4 cooperatives of artisanal gold mining created in Lupilichi (Lago) with actions of social responsibility.</li> <li>-Collaboration between Oram, the media and the government on the management of mineral resources (graphite) in Nipepe</li> </ul>	<ul style="list-style-type: none"> <li>- Natural Resource Management Committees (CGRN) of Chipanje Chetu (Sanga) and Muichi (Nipepe)</li> <li>-Community Management Council (COGECO) and CGRNs in Sanga</li> <li>-Yambone, Oram, AGIR, Roads, Niassa Forum of Women’s Organisations (FOFEN), Amungi, Provincial Union of Peasants (FUNAC)</li> <li>- Samora Moisés Machel Organisation (of women who work in the market of that name, Sanga)</li> <li>- Community Radios (RC) of Sanga (RC Sanga-Malulu), Nipepe, Mecanhelas, Majune, Mandimba, Cuamba and Metarica</li> <li>-Régulos (male chiefs) of Namairi, Manlia and Muichi (Nipepe) and Macaloge (Sr. Rajabo Sualeia, Sanga)</li> <li>-Rainhas (Queens) Che Kalange, Che Chipengo and Che Nampanda in Sanga</li> <li>-4 cooperatives and former associations of artisanal mining of Lupilichi (Lago)</li> <li>- Ntaka Wetu Association (Mavago) for artisanal mining of rubies</li> </ul>
3. Mavago	Rubies; Forests and wildlife (conservation)	Informal miners of the Lilasi locality against a Chinese mining company/ Niassa Special Reserve		
5. Nipepe	Graphite; gold; timber	Disputes about the social benefits of graphite mining, resettlement and land		

**[NIPEPE DISTRICT]** The focus in this district is on the mining of graphite, planned by the company DH Mining which has been operating in the district since 2017, and the timber harvesting. There is also gold, which is being exploited illegally, and aquamarines which right now are not being effectively extracted. One of the problems in this district is the delay in compliance with activities of social responsibility that the companies have with the communities, which should be the main beneficiaries from the natural resources, according to the legislation. The solution found to the conflict

between the timber operators and the communities was the suspension of logging until the operators comply with their social responsibilities.

The problem faced by the Muichi community, about 10 kilometres from the town, is the question of resettlement. The population has no guarantee about the type of houses that will be built by the company DH Mining, or any knowledge of when the resettlement will happen. The community refused the resettlement site and the fields suggested by the government,



to the great discontent of the local SDAE. Considering that Nipepe is close to the districts focused upon in Cabo Delgado, particularly Balama, which has another graphite mining company, we suggest that part of the capacity building for the communities of Nipepe be organized in Montepuez district, together with the Cabo Delgado communities. The Muichi community, in particular, could benefit from interaction with the affected communities in Balama, where the extraction of graphite is at a more advanced stage.

Another conflict in this district is between the illegal miners, the SDAE inspectors and the police. A possible solution is to create associations to legalise informal mining in the district as for instance in Namuno, Cabo Delgado. However, the authorities lament that the association of the informal groups is very expensive for needy communities, and that the final decision on licensing is not in the hands of the district government, but of the provincial government. Trainings could include capacitation on achieving the legal recognition of mining associations and developing their management.

### **CASE 5: Collaboration between civil society and the State in Nipepe**

In the context of collaboration between the State and civil society, in Niassa province, a good example is the collaborative project between Oram and the Nipepe district government concerning the management of mineral resources, particularly graphite. This project has had the merit of correcting some irregularities in the project of the company DH Mining. The irregularities in the activities of the company were revealed in a collaborative project between Oram, the government and the state-owned media (TVM, RM, and the newspaper Noticias). For example, thanks to the project, it came to public knowledge that the company had already begun to build its premises and to undertake the initial resettlement before it possessed an environmental licence and before organising the community consultations required by law. As a result, the government decided to suspend the activities of the company in 2019. The conflict was resolved in part, allowing the community to redefine the location of the resettlement and to prepare their fields independently. However, there is still a great deal of distrust between the community and the district government. One of the reasons for this is that the district government believes that the community, which did not follow the government's guidance on the resettlement site, could only have been manipulated by agitating CSOs. The situation of the Muichi community was analysed in more detail in the TIPS policy brief *'More decent resettlements? Lessons from Tete for other provinces'*.

#### **To discuss:**

- 1. Do you know other cases of an effective partnership between the government and civil society?
- 2. What are the typical obstacles leading to lack of success in the collaboration between civil society and the State?
- 3. How can success be guaranteed in the collaboration between civil society, the communities, and the State?

#### **Exercise:**

- Create a breakout dialogue session where people act in different roles on a selected collaborative project (e.g. local men/ women, a company, a local chief/queen, district functionaries).

**[MAVAGO DISTRICT]** One of the most notorious natural resource related activities in this district is the Niassa Special Reserve. In terms of the usage of natural resources we find the mining and exploring of rubies and other colourful gems in the Msawizi administrative post, which was started by artisanal miners in 2007/2008 and had then a phase of industrial mining, which however caused the conflict between the foreign mining company and the founders of the gems. In

Milepa post there is the occurrence of wildlife and gold which is not mined. Because of the conservation of the fauna, there are also conflicts between people and animals. The solution suggested for the conflict between people and animals is intervention by rangers and the environmental police of the Reserve. However, the rangers and police often take a long time to arrive, while the animals that attack leave the place quickly.

### **CASE 6: Conflict between a mining association and a Chinese industrial miner**

The mining of rubies by the Ntaka Wetu (Our Land) Association is founded by veterans of the liberation struggle in 2015, with an area of 130 hectares in the Lilasi locality, in the Msawizi administrative post, within the Niassa Special Reserve. The Ntaka Wetu Association had a very serious conflict with the Chinese company that the informal miners call “the Company of Bárue”. The company was exploring the gems with the mining concession registered in the name of the Ntaka Wetu Association, but removing the local informal miners who were members of the association, from the area. The conflict was solved in the year of presidential election in 2019, with the intervention of the government, demanded by the Association, when the government ordered the Chinese company to stop operating in the district. However, the Association’s mining pass is no longer valid, which leaves the informal miners in a fragile situation faced with the rangers of the reserve. The latest violent incident was the encroachment of the mining area by opportunist rangers in July 2021, which culminated in the intimidation of the miners and looting of their produce, and money, and goods belonging to miners, sellers and service providers, who were present in the mine at the time of the incident. The rangers denied the attack which was witnessed by about 40 miners, and the problem remains unsolved. Since the incident, many miners and service providers have given up on the activities, especially women who previously participated in the activities in higher numbers.

#### **To discuss:**

- 1. How to build court case against the rangers to get justice?
- 2. Would it be more difficult to resolve the conflict for the mining community’s favour if the Association would not be founded by the war veterans?

#### **Exercise:**

- Create a breakout dialogue session where people act in different roles on a meeting between the mining association and the district government (e.g. local men/ women, a local male chief/queen, district functionaries).

**[SANGA DISTRICT]** Sanga is a district in the north of the province with an abundance of forests and wildlife. The main conflict in Sanga, although latent, is between the timber company and the community. Currently the Norwegian company Green Resources Ltd has a paternalist relation with

the community and has already sponsored a community radio and some social programmes. However, there are complaints because the company is not creating enough jobs locally. According to Environmental Justice Atlas, the activities of the company, which has a licensed area of about 126,000 hectares

in Sanga and other districts, involve risks for the locals. Among these risks are loss of means of livelihood, loss of land and of traditional local knowledge, violations of human rights and mnemonic values as a result of replacing biologically diverse native forests with eucalyptus monocultures. On the Tanzanian side of the border, a team of the environmental organisation that was monitoring the activities of Green Resources was recently detained, according to Environmental Justice and other southern African environmental organisations.

Another significant economic activity in Sanga is trophy hunting by Lupilichi Wilderness, in collaboration with the committee that has been managing the Chipande Chetu community conservation area since 1998. The “values of 20%” that the five committees of Sanga have received from this activity are between 400,000 and 500,000 meticaïs per year, which is much more than usual for communities with forest resources. These sums are used to build schools, classrooms, and health units, to buy football equipment and sewing machines, among others. The Oram staff state that the committees from the Chipande Chetu area are among the best trained in the entire province. However, the activities of the company Green Resources should be monitored due to the great imbalance of power between the multinational timber company and the rural community.

## REFLECTION

The communities from the districts focused upon have a great potential to benefit from the planned capacity building. There are potential partners with a great deal of experience in advocacy, such as ORAM-Niassa and Roads and strong committees and community leaders, for example, in the Chipande Chetu area, Sanga. However, there are also great challenges such as the fact that the communities have to face foreign and multinational mining and timber companies, such as Green Resources and DH Mining with much more economic, political and academic power and with direct relations with the central government. As we suggested in the TIPS policy brief *‘More decent resettlements? The lessons from Tete for other provinces’*, the communities in Niassa, who still have little experience of mega-investments and resettlement, could benefit significantly from inter-provincial capacity building focusing on analysis of conflicts and their resolution. In these meetings, these communities could, for example, interact

with the community organisation from the zones affected by mining in Tete and with the CSOs of the province with a long experience of mediating conflicts linked to natural resources. We suggest the inclusion of Oram in these meetings because of a collaborative project of this organisation with the state in Nipepe and which drew the attention of the CSOs of the province and of the public authorities in the case of graphite mining by DH Mining. Due to the location of Nipepe district, far from the provincial capital and near the border with Cabo Delgado, it may be a good idea for the participants from this district to participate in the capacity building together with the participants from Cabo Delgado, particularly from Balama, which has a similar dynamic linked to graphite mining. We also suggest the Ntaka Wetu association of informal miners of Mavago due to its relative autonomy in the exploration and extraction of gems, and its experience in facing the Chinese mining company in defence of its rights.

## CABO DELGADO

The field work in Cabo Delgado province took place from July to August 2021 producing a total of 41 interviews (11 of them women), mostly not recorded, with the gold and ruby mining workers and businesspeople, particularly in the artisanal gold mines, workers in the industrial extraction of graphite, gold and rubies, public authorities, staff of the NGOs and members of the associations and rural committees, social activists, community and religious leaders, and members of the communities affected by industrial mining. It is public knowledge that Cabo Delgado province possesses a vast and diverse potential of timber, wildlife, hydrocarbon and mineral resources. In the case of the minerals, there are records of the occurrence of various minerals in areas under direct State management and other areas sub-managed by private companies or local associations where the mining is mostly artisanal. The main resources and types of their use mentioned in the interviews are agriculture, gem mining, graphite extraction, forestry and fishing. In the choice of the districts focused upon and in the production of the research materials, in Cabo Delgado, the impact of the jihadist war limited the choice of districts and determined directly or indirectly the areas we focused upon.

In Cabo Delgado the research was undertaken in five districts, of which we selected three for the broader project, namely **Montepuez**, **Namuno** and **Balama**. In these districts an important question is the impact of the industrial mining companies, particularly in Montepuez and Balama. In Namuno there are also areas concessioned to the industrial mining companies, but during this research none were operating in the district. The main conflicts studied in the research were between the mining communities and the industrial mining companies, which occur in an active or latent form in the three districts.

In all the mines of the artisanal mining associations in the province it is common for the members to complain of the major problems between their associations and the district governments. In these districts, there were difficulties for the legalization of artisanal mining because almost all the land is occupied by the multinationals in partnership with the national elites. There are also conflicts between timber operations and industrial gem extraction, because the mining companies tend to fence and guard their concession areas, using security companies, although these areas envisage licensing for the use of forest resources.

**Table 5: Dynamics of Natural Resource Management in the Districts Focused on in Niassa**

District	Resources focused upon	Natural resource conflicts focused on	Articulated proposals to improve management / successes	Civil society and community organisations
6. Montepuez	Rubies; gold; timber	Mining companies against artisanal mining; Nairoto Resources vs. Panga timber; man-animal	<ul style="list-style-type: none"> <li>- Natural resource management committees set up in the Nairoto post, Montepuez</li> <li>- Suggestions made by the Montepuez district government about the meeting between the timber and the mining companies in conflict.</li> <li>- Effort by the local governments and local miners to set up legalised artisanal mining associations (Chiure, Namuno)</li> <li>- Social responsibility practiced by the artisanal mining associations</li> <li>- Practices to reconcile the interests of agriculture and mining (Chiure)</li> <li>- The local governments propose decentralisation in the attribution of licences for the extraction of natural resources and for buying gold which the miners can sell locally at a tabled price</li> </ul>	<ul style="list-style-type: none"> <li>- Médicos Mundi</li> <li>- Centro Terra Viva</li> <li>- Médicos sem Fronteira (Doctors without Borders)</li> <li>- Environment Association (AMA)</li> <li>- Helvetas</li> <li>- Provincial Union of Peasants (FUNAC)</li> <li>- CGRNs of Nairoto and Nanhupo (Montepuez) and Kwekwe (Balama)</li> <li>- 4 community leaders of Nairoto town</li> <li>- Male chief and queen of Nacolo (Montepuez)</li> <li>- (Male) chief Megama (Chiure)</li> <li>- 5 artisanal gem mining associations in Namuno of which 2 have been legalised</li> <li>- 4 artisanal mining associations in Chiure</li> <li>- Association of artisanal miners in the Ntola community not yet legalised (Montepuez)</li> <li>- Community Fishing Council (CCM) of Pemba</li> <li>- Rádio Sem Fronteiras (Radio without Borders)</li> </ul>
7. Balama	Graphite; timber; agriculture	Disputes over resettlement due to the mining of graphite; the benefits of timber activity		
8. Namuno	Gold, rubies	Risk of conflict between the companies and the artisanal miners		

**[MONTEPUEZ DISTRICT]** In Montepuez district, coloured precious stones and gold occur, which are mined by industrial mining companies and the local artisanal mining associations. There is a conflict of interest between these two models of how to organise mining. The best-known company is Montepuez Ruby Mining Ltd., operational in the district since 2013, which stands out in mining rubies. In terms of area, the largest concession, covering approximately 2,000 square kilometres, belongs to the company Nairoto Resources Ltd., which is dedicated to gold mining. Both mining companies belong to the same owners, namely Gemfields Mauricius (with 75%) and a Mozambican company, Mwiriti Limitada (25%), which is owned by a well-known veteran from the liberation struggle, general Raimundo Pachinuapa (60%) and an Iranian businessman Asghar Fakhr Ali (40%). However, it is not clear who are the true beneficiaries, since the main shareholder is the Mauritian subsidiary of the mother company Gemfields, an African tax haven, although the parent company has its headquarters in London.

Because of the large mining concessions in the district, there is almost no space for the legalisation of informal mining associations, but in the Nairoto post in the Ntola community there is an attempt to establish a legalised association, supported by the district government. In the same way as in Namuno and Chiúre, the locals consider informal mining as more profitable than waged work in a mining company, but the district government does not have much room to manoeuvre to promote the legalisation of associations, because licensing is centralised at provincial level. Furthermore, due to the revenue paid to the state and the social and historical capital of the owners, the multinational mining companies present in the district have a great deal of influence in the district and in the country, particularly in the police.

It is visible that in the international mining companies in the province with connections with the Mozambican elite, such as Montepuez Ruby Mining and Nairoto Resources, there is restricted access for people from outside, including the State authorities themselves. They are closed to the external environment and inspecting them is a major challenge for the State, for academic research, and even more for civil society. This situation is analysed in more detail in the TIPS policy brief 'Restricted access': Closed Areas by mining (Cabo Delgado) and conservation (Sofala)?.

**[NAMUNO DISTRICT]** In Namuno district there are four informal mining associations for gold and one for rubies. Two of these associations have been legalised, namely the 3rd February Mining Association in Nanlia and the Nanlia Mining Association, but no association yet possesses a mining pass. In Namuno there are also areas concessioned to the industrial mining companies, but during this research none of them were active. Even in cases when they are not in use, the mining companies tend to forbid the use by locals of the land concessioned to them, not only for mining, but also for subsistence purposes. Among the miners currently operating in the district, there are only five informal mining associations.

In Namuno district, the mining associations visited, although they are not operating with the mining pass that legalises their activities, are relatively well organised when compared with the other two districts focused on in the province. Two associations have even been published in the Boletim da República since 2019. One aspect of informal gold mining in this district is that the members of the associations live in the communities, understand their main problems, and share part of their income with the communities. The associates in this district are committed to the development of the community (Case 7). The potential of artisanal mining to contribute to the local development of these districts in Cabo Delgado is analysed in more detail in the TIPS policy brief 'Artisanal gold mining: from clandestine operations to a contribution towards local development?', which is part of the TIPS research.

According to the district authorities, at the start, artisanal mining in the district gained traction due to the influx of various people with experience of artisanal gem mining, first in Nanlia village, increasing the demographic flow significantly. The government became aware of this and sent a delegation from the district consisting of members of the PRM and SDAE, who collected all the material of the informal miners and expelled everyone who was mining. After this, the local informal miners who live in the district, organised themselves into a group and complained to the district government. From 2013, this determination of the informal miners made the district government take measures to promote the creation of associations, and currently the district government prefers the legalisation of the associations rather than the arrival of an industrial mining companies. By 2019, the Provincial

Directorate of Mineral Resources had granted a licence for the same area, of about 55 hectares, perhaps by mistake, to two informal mining associations in which both refer to the monthly discovery of more than 50 grams of gold. Due to the lack of a mining pass, right now the State does not receive directly any taxes paid by the associations.

From the environment in the stone mills in the Nanlia mines in Namuno, we understand that there is restricted access to people from outside, including the State authorities, possibly due to the semi-clandestine nature of the associations. There is the same climate in the international mining companies with connections with the Mozambican elite for other reasons, although these are licensed. In the next district focused on, we studied one of these multinational companies with areas fenced and closed, namely the Australian mining company Syrah Resources.

### **CASE 7: More sustainable artisanal mining**

The use of mercury had become habitual among artisanal miners in Mozambique, particularly in alluvial mining, but from the environmental point of view, it is damaging. In Namuno district, apart from the support of the district government for the legalisation of the informal mining associations, there is an effort by civil society organisations to mitigate the negative impact of informal mining on the environment, especially on the rivers. An example of a project linked to our themes in the province is the *Project of Artisanal Mining and Environmental and Cultural Rights in Cabo Delgado* by the Centro Terra Viva in partnership with Medicus Mundi. With the support of these non-governmental organisations, the informal mining associations of the district were beginning an alternative practice of mining in which the use of mercury was replaced by the use of borax in extracting gold. The miners praise the method of using borax, which has proved positive both for the environment and for the economy, making gold extraction more productive. However, it may be a challenge to find this product on the market, once the project has finished.

#### **To discuss:**

- 1. Does artisanal mining exist in your district?
- 2. Do you have personal experience of artisanal mining?
- 3. How do you assess its impact on local development and on the environment?
- 4. How could the results of this type of project be more lasting, after the project ends?

#### **Exercise:**

- Create a break out dialogue session where people act in different roles on a meeting between the mining association representants and the other actors in society (e.g. local men/ women, district funcionarios, funcionarios of the province or environmental activists).

**[BALAMA DISTRICT]** In Balama district, there are three graphite fronts, one of them already in the phase of industrial extraction, by a company with international capital called Syrah Resources. At the other two recently discovered fronts, equipment is being installed, and the people who farmed in these areas are being compensated. The representative nature of the Natural Resource Management Committee, linked to Mineral Resources, may face challenges due to the fact that the district administrator is a member of the committee. This situation, like the resettlement of the population, created a conflict between the community and Syrah Resources, although currently the conflicts seems less worrying than in the neighbouring district of Nipepe, in Niassa province.

There is growing international demand for graphite since it is used to make batteries for electric vehicles, more in demand due to the attempts to slow down global warming. In December 2021, Syrah Resources said it had signed a contract with the American automobile company Tesla, which guarantees the sale of all the graphite that can be extracted in Balama in the next four years and might motivate the company to expand to the fronts that are not yet being operated. The contract will have an impact on the affected communities in the district. The local communities could benefit from interaction with the affected communities of Nipepe, the neighbouring district, where there is also graphite mining, although at a less advanced stage, as well as with the resettled communities in the other provinces. Informal gold mining takes place in the Mavala and Kwe-Kwe administrative posts. However, the commercial value of this gold seems low. In the two posts, the natural resource management committees are not operational, and there is no sign of any functioning association.

## REFLECTION

The benefits of artisanal mining, as well as of the licensed mining companies, are sometimes dichotomous and excluding. On the one hand, it is dichotomous because the quantity and value of the resources taken from these places, are far from corresponding to the level of social commitment of the mining companies. The areas remain at a low level of development, where the resettled and affected population face basic survival needs, since they have been left without areas of agricultural production, or with land that is not fertile.

Thus the communities remain impoverished and lacking basic services. On the other hand, it is excluding because the level of employability is disproportional, both from the point of view of local labour and also from the gender perspective. Women often lose their previous economic role in changes brought from outside.

The participation of women in the management and use of natural resources of greater monetary value, particularly in artisanal and industrial mining, is lower due to cultural questions that have a negative influence on women's participation in these activities. There are also signs that women feel more vulnerable faced with the risks connected with the semi-clandestine nature of this activity, with the growing risk of police violence to which the informal miners and their service providers are subject. However, we found women adapting these circumstances, for example in selling meals in the gold mines.

Due to the semi-clandestine nature of the activity, currently neither the State nor the administrative districts receive any revenue from the activities, although the various informal mining associations have been involved in social responsibility projects in their communities. Through registered gold buyers, the State receives a small part of the profits from gold mining, but if the activity were to be fully legalised, the revenue could be much more significant at district and national level.

To create the bases of sustainability in the extraction of mineral resources that the province possesses in quantity and quality, there are proposals to take coherent measures involving:

- 1. Decentralisation in the issuing of mining licences;
- 2. Decentralisation in the granting of forestry concessions;
- 3. Looking for companies committed to local development – for example, buyers of gold at tabled prices;
- 4. Involving local communities more thoroughly in managing the 20% and 2.75% of the tax revenues paid by the licensed companies.

In recent years, programmes to revise and improve the legislation have been adopted with the purpose of endowing the country with legal instruments, not only to guarantee investments, but also to maximise the benefits for the local community of the place where the resources are extracted,

However, observers from civil society organisations, and from within the state apparatus, point to lack of compliance with the laws as the major factor in the limited success in achieving this goal.

The table above lists the civil society organisations and community leaders of the province to be considered in organising the planned capacity building. In addition to the productive and community associations of the rural zone, those types of national and international NGOs can benefit greatly from the planned meetings on capacity building and exchange of experiences and could contribute significantly to the capacity building sessions.

### **RECOMMENDATIONS FOR CAPACITY SHARING AND CAPACITY BUILDING TRAINING**

- Training on negotiation skills and power assessment to mitigate the imbalances of political, economic and academic power between the parties involved in the natural resource related conflicts;
- Studying and discussing the chapter focusing on one's own province and the cases of conflict resolution in this publication;
- Studying and discussing other publications of this research relevant for each participating group, many of them indicated in the chapters of this guide;
- Studying and discussing legislation texts relevant for each trained group, for example:
  - The Law on Mines (20/2014)
  - The Land Law (19/97)
  - The Law on Forestry and Wildlife (10/99)
  - The government's circular (01/MPD-MF/2013) concerning use of 2.75%
  - A regulation guiding the calculation of compensations during the resettlements.
- Creation of similar peace groups and platforms as in Gorongosa to include for instance the religious stakeholders, women of influence, community leaders and demobilized fighters;
- A training in organisational development and management of local associations to support legal recognition of associations related to agricultural, mining, sustainable use and other productive activities;
- Inter-provincial capacity sharing trainings between participants from geographically or thematically close areas such as from Balama and Nipepe districts or from districts or provinces with similar mega-projects of different phases such as Tete, Niassa and Inhambane;
- Inter-provincial capacity building trainings in power assessment, negotiation skills and persuasion with participants from geographically or thematically close areas;
- Discussing potential benefits of identifying and exposing national citizens, who are involved in mega-projects as an action to address power imbalances and promote accountability. In these discussions the working groups can rely on other publications of this project and local knowledge.