



FINAL REPORT:

Effective Implementation of the Voluntary Principles on Security and Human Rights (VPSHR) in Mozambique

VPSHR VOLUNTARY PRINCIPLES
SECURITY
AND HUMAN RIGHTS

MAPUTO, 20TH MAY 2021

Summary:

- i. The project successfully mobilized national stakeholders (government, military, civil society and community) and private sector stakeholders (oil, gas and mining operators and contractors), as well as engaging key international participants (including the Secretariat of the Voluntary Principles Initiative), in the interest of effective implementation of VPSHR.
- ii. The strategic objective of consolidating a **platform for dialogue on business, security and human rights in Cabo Delgado** was also achieved, including exploring local solutions to the violent extremism that is affecting the province.
- iii. Two project outcomes were defined: (1) Stakeholder understanding of the importance, purpose and application of VPSHR in the Cabo Delgado context. This was achieved. (2) Stakeholder VPSHR shortfalls addressed, and risks mitigated (with a focus on interactions between government/public sector and companies). This was not fully achieved and considered unrealistic during the timeframe of the project. Overall, the project aim (To raise awareness of the Voluntary Principles, build trust, share international best practice, and agree on practical next steps that all parties can take to strengthen implementation of the VPSHR in Cabo Delgado and wider Mozambique) was internally assessed as 'achieved'.
- iv. For the first time, it was possible to create awareness in Mozambique on the importance of a dialogue platform that crosses business, security and human rights. During the implementation of the project there were clear signs of significant interest in VPSHR from all participants, most notably among government and state institutions (the Ministry of Defence and Cabo Delgado Provincial Government in particular). Therefore, there is a requirement for further multistakeholder engagement in order to achieve the unifying purpose of *minimising human rights abuses and security related incidents on communities*. In these terms, Annex B outlines a concept note for an intermediate and longer-term project, in line with the recommendations below.

Recommendations:

To the British High Commission:

- Provide support to a follow-on project, in line with the concept note at Annex B and the recommendations to stakeholders, and take a leadership role in donor and international coordination to continue the important work around improving security and human rights in Mozambique.

To the Government of Mozambique (Ministry of Justice, Constitutional and Religious Affairs):

- Champion the formation of a *VPs Working Group of Mozambique*, co-chair the working group with CDD, and be guided

by the support of the Voluntary Principles Initiative. Encourage and support other ministerial and state institution, civil society and private sector participation.

To the Government of Mozambique (Ministry of Defence):

- Continue to champion and support the multistakeholder *Platform for Dialogue: Business, security and human rights in Cabo Delgado*. Co-chair the platform with CDD, using the VPs as a tool for wider stakeholder governance, and promote VPSHR and conflict resolution dialogue as

intertwined processes.

To the National Commission on Human Rights:

- Actively support and participate in the initiatives recommended above as a key national stakeholder, advocating for the effective implementation of national and international human rights legislation, and rally the support of other government institutions and the private sector to support VPSHR.

To Civil Society:

- Actively support and participate in the initiatives recommended above; ‘mainstream’ the VPs in relation to security and human rights activities; and be prepared to assist in the mobilisation and coordination of community engagement in sup-

port of the VPs and resolution dialogue.

To the Private Sector:

- Actively support and participate in the initiatives recommended above and be prepared to sponsor multistakeholder VP-SHR-related activities, such as training and capacity building. Widely communicate the importance of VPSHR in Mozambique, and set the highest standards of implementation, promoting transparency and good corporate social responsibility practices.

To the Voluntary Principles Secretariat:

- Continue to monitor developments and stand ready to provide technical and moral support to the initiatives outline above. Include Mozambique in internal processes to assess eligibility for funding for working group support.

1. Introduction

This is the final report for the project “Effective Implementation of the Voluntary Principles on Security and Human Rights (VPSHR) in Mozambique”, which lasted three (3) months and was funded by the Government of the United Kingdom, through the British High Commission in Mozambique. The project was implemented from January to March 2021 (inclusive) and had five (5) outputs, namely (1) Workshop VPSHR basic education and familiarisation complete; (2) Workshop contextual sensitisation complete (i.e. understanding of the application VPSHR in the Cabo Delgado context); (3) Stakeholder VPSHR assessments complete; risks and shortfalls identified; (4) Stakeholder roadmaps developed to address shortfalls in VPSHR implementation; (5) Stakeholders engage in two follow-up and one-to-one consultations to implement roadmaps and collectively monitor progress.

Two project outcomes were defined: (1) Stakeholder understanding of the importance, purpose and application of VPSHR in the Cabo

Delgado context; (2) Stakeholder VPSHR shortfalls addressed, and risks mitigated (with a focus on interactions between government/public sector and companies).

In order to achieve the outputs and outcomes, various activities were defined and carried out, with emphasis on three *webinars* and two *workshops* in Maputo and Pemba. This report focuses on the activities carried out, analyses the progress achieved, identifies challenges and opportunities, and makes a proposal to continue the project beyond March 2021.

The project was implemented in a context of many challenges: first and foremost, the limitations imposed by Covid-19 made potential public engagement potentially unfeasible. Due to Covid-19 only limited public events could be held and this hampered engagement and participation of stakeholders in project activities. The Covid-19 pandemic also limited the capacity for bilateral engagement with the various bodies that were intended to be involved.

Despite these challenges, the project was successful, as it managed to mobilize national actors and national *stakeholders*. Primarily, this included the central Government, through a partnership with the Ministry of National Defence, which was represented in all project activities at the highest level. The project also included the participation of the Ministry of Justice, Constitutional and Religious Affairs; the National Human Rights Commission; the Government of Cabo Delgado Province (through Governor Valige Tauabo) and the Secretary of State of Cabo Delgado Province (Professor Armindo Ngunga); and the district governments of nine districts most affected by violent extremism, namely Palma, Mocímboa da Praia, Quissanga, Ibo, Macomia, Mueda, Muidumbe, Nangade and Metuge.

The implementation of the project also involved international actors and partnerships, notably the Secretariat of the Voluntary Principles Initiative (VPI), the Geneva Centre for Security Sector Governance (DCAF); the Global Community Engagement and Resilience Fund (GCERF); the Institute for Security Studies (ISS) of South Africa; Good Governance Africa (GGA) of South Africa; and the International Crisis Group (ICG). There

were also meetings with key actors such as the US State Department and Chatham House in London (which participated in the third webinar) and other bilateral and multilateral entities to discuss and present the initiative.

The private sector was also strongly represented during all of the activities, with Total playing a key role at both workshops- including a keynote speech by their Director for Mozambique (Ronan Bescond). In addition, Gemfields participated in the Pemba workshop with representatives from the Montepuez Ruby Mine, as well as the involvement (remotely) of officials from their London office. Saipem, the lead partner of the CCS JV responsible for the majority of construction at the LNG site at Afungi, was also represented during all activities.

Ultimately, the project achieved its objective to establish a platform of national and international actors to address conflict and human rights in Cabo Delgado. The strategic objective of consolidating a ***platform for dialogue on business, security and human rights in Cabo Delgado*** was also achieved, including exploring local solutions to the violent extremism that is affecting the province.

2. Project Activities

This section presents the main activities conducted, the audience reached, and the national and international stakeholders involved.

2.1 Webinar 1: “Setting the scene; establishing standards, responsibilities and outlining the methodology”¹

The first webinar was held on 28 January 2021. This webinar was attended by important national and international actors and was an opportunity publicly initiate the project.

The main speakers during the webinar were **Colonel Omar Saranga**, National Director of Defence Policy in the Ministry of National Defence; **Alexandra Shep-**

pard, British Deputy High Commissioner for Mozambique; **Nathan Drimmer**, Secretariat of the Voluntary Principles on Security and Human Rights; **Anton Mifusud-Bonnici**, European Expert on Business & Human Rights; **Cláudio Dinis Mate**, National Director in the Directorate of Human Rights and Citizenship - Ministry of Justice, Constitutional and Religious Affairs;

¹ <http://cddmoz.org/wp-content/uploads/2021/04/1.ezgif-3-5b2bd8ef7be8-scaled.jpg>

and Prof. **Adriano Nuvunga**, Director CDD. As this was the first webinar, key national and international actors expressed their interest in participating and supporting the effective implementation of the VPSHR, especially in Cabo Delgado - a province where there has been a higher record of human rights violations since the beginning of the conflict in 2017. The importance of the initiative as a reference tool for the actions of the Defence and Security Forces, and as an instrument that prevents and remedies human rights violations and protects communities so that they can benefit from development,¹ was highlighted. The first *webinar* had a great repercussion in the

national and foreign press. Mozambique's main independent newspapers, Canal de Moçambique and SAVANA, published texts about the debate, and CDD's Director, Adriano Nuvunga, was interviewed by foreign media outlets to talk about the initiative. A report on the debate² was produced and shared through CDD's *mailing list* and published on the organisation's social media *website*.

This webinar had 652 views on Facebook and 213 views on the Zoom platform from Mozambique, United Kingdom, United States, France, Switzerland, Germany, Portugal, Belgium, Ireland, Italy, Turkey, Canada, Philippines, South Africa, Kenya, Nigeria, Mauritius and Eswatini.

2.2 Webinar 2: “Strengthening Provincial level support for the implementation of HRVPS in Cabo Delgado”³

The second webinar was held on 25 February 2021. Participants: **Valige Tauabo**, Governor of Cabo Delgado Province; **Colonel Omar Saranga**, National Director of Defence Policy at the Ministry of National Defence; **Alexandra Sheppard**, British Deputy High Commissioner in Mozambique; **Luís Bitone**, President of the National Human Rights Commission; **Kaveh Shahrooz**, Secretariat of Voluntary Principles Initiative; **Mirna Adjami**, Geneva Centre for Security Sector Governance (DCAF); and **Adriano Nuvunga**, Director of CDD.

During the debates, the importance of the initiative was reaffirmed, which spans business, security and human rights, which provided an opportunity to discuss the challenges and viable alternatives for the socio-economic development of Cabo Delgado, without neglecting respect for human rights. The participants outlined that the exploitation of natural resources in Cabo Delgado should be done in conditions that guarantee the participation of

all actors, giving priority to the local population to avoid asymmetries and reduce their vulnerability to recruitment by violent extremist groups. The process also found that among the parties involved in the conflict in Cabo Delgado there was poor knowledge of security and human rights standards, including the VPSHR.⁵

The second webinar had 196 views on Facebook and 86 on the Zoom platform. The views on Zoom were from Mozambique, United Kingdom, Denmark, Switzerland, United States, France, Kingdom of the Netherlands, Canada, Italy, France, Nigeria, South Africa, Sweden, Turkey and Belgium. The second webinar also attracted the attention of the national and foreign press. In addition to texts produced in the national *media*, CDD was asked to give interviews to the international press about the event. The *webinar* report⁶ was distributed through CDD's *mailing list* and published on the organisation's *website* and social media.

² <https://cddmoz.org/wp-content/uploads/2021/01/Defesa-e-Justica-reconhecem-necessidade-da-observancia-dos-direitos-humanos-na-actuacao-das-Forcas-Armadas.pdf>

³ <https://cddmoz.org/wp-content/uploads/2021/01/Defesa-e-Justica-reconhecem-necessidade-da-observancia-dos-direitos-humanos-na-actuacao-das-Forcas-Armadas.pdf>

⁴ <http://cddmoz.org/wp-content/uploads/2021/04/2.Fortalecimento-do-apoio-provincial-para-a-implementacao-dos-VPSHRs-em-Cabo-Delgado-scaled.jpg>

⁵ <https://cddmoz.org/wp-content/uploads/2021/03/Governador-de-Cabo-Delgado-destaca-importancia-de-colocar-a-provincia-no-centro-do-debate-sobre-direitos-humanos.pdf>

⁶ <https://cddmoz.org/wp-content/uploads/2021/03/Governador-de-Cabo-Delgado-destaca-importancia-de-colocar-a-provincia-no-centro-do-debate-sobre-direitos-humanos.pdf>

2.3 Maputo Workshop: “Workshop to promote and facilitate the effective implementation of the Voluntary Principles on Security and Human Rights in Cabo Delgado, Mozambique”⁷

The first *workshop* of the project “Effective Implementation of the Voluntary Principles on Security and Human Rights (VPSHR) on Mozambique” took place on 10 and 11 March 2021, in Maputo City. The Maputo workshop had as main speakers the British High Commissioner to Mozambique, **NneNne Iwuji-Eme**; the Minister of National Defence, **Jaime Neto**; the President of the National Human Rights Commission, **Luís Bitone**; the Director of Total in Mozambique, **Ronan Bescond**; the National Director of Civic-Patriotic Education in the Ministry of National Defence, **Carlos Mucamissa**; the National Director of Human Rights and Citizenship in the Ministry of Justice, Constitutional and Religious Affairs, **Cláudio Dinis Mate**; European Specialist on Business & Human Rights, **Anton Mifsud-Bonnici**; Director of CDD, **Adriano Nuvunga**. The workshop was co-facilitated by **Prof Eduardo Siteo** and **Richard Rands** (advisors to CDD).

Due to the limitations imposed by Covid-19, the Maputo *Workshop* was a virtual event and had a base of operations established at the CDD offices. The media (newspapers, radio and television) followed the interventions of the main speakers, including the British High Commissioner to Mozambique, the Minister of National Defence, the President of the National Human Rights Commis-

sion, and the Director of Total in Mozambique. CDD produced a report on the Maputo Workshop⁸, which was shared through a *mailing list* and published on the organization’s *website* and social networks. During two days, the Maputo Workshop had 223 views on the Zoom platform and 678 on Facebook. The views on Zoom came from Mozambique, South Africa, United Kingdom, Belgium, Japan, France, Portugal, Italy, United States of America, Ethiopia and Kenya.

For two days, representatives of the Government, the national and international private sector, international human rights observers and civil society discussed how to do business through developing an environment of security and respect for human rights. The Government, represented by the Minister of National Defence, Jaime Neto, defended that the guarantee of doing business in an environment of security and respect for human rights is a priority for the Ministry of National Defence. Total expressed the commitment to develop business at local levels and industrialize the country in a safe environment, with respect for human rights, and reminded that the memorandum on the Joint Task Force signed with the Government of Mozambique obliges the Defence and Security Forces to respect the Voluntary Principles in their actions in Afungi.

2.4 Pemba Workshop: “Workshop to promote and facilitate the effective implementation of the Voluntary Principles on Security and Human Rights in Cabo Delgado, Mozambique”⁹

The Pemba Workshop was held on March 17th and 18th and included interventions from the British High Commissioner to Mozambique, **NneNne Iwuji-Eme**; the Governor of Cabo Delgado Province, **Valige Tauabo**, the Secretary of State

of Cabo Delgado Province, **Armindo Ngunga**, the National Director of Civic-Patriotic Education in the Ministry of National Defence, **Colonel Carlos Mucamissa**; President of the Muslim Community in Cabo Delgado, **Osman Yacob**; President of

⁷ <http://cddmoz.org/wp-content/uploads/2021/04/3.Workshop-de-promocao-e-facilitacao-da-implementacao-efectiva-dos-Principios-Voluntarios-sobre-Seguranca-e-Direitos-Humanos-em-Cabo-Delgado-Mocambique.jpg>

⁸ <https://cddmoz.org/wp-content/uploads/2021/03/Jaime-Neto-assume-defesa-dos-direitos-humanos-como-compromisso-inegociavel-para-as-Forcas-Armadas.pdf>

⁹ <https://cddmoz.org/wp-content/uploads/2021/04/4.PEMBA-Workshop-de-promocao-e-facilitacao-da-implementacao-efectiva-dos-Principios-Voluntarios-sobre-Seguranca-e-Direitos-Humanos-em-Cabo-Delgado.jpg>

the Business Council of Cabo Delgado, **Gulamo Aboobakar**; and the Director of CDD, **Adriano Nuvunga**. Prof **Eduardo Siteo** and **Richard Rands** participated as co-facilitators of the event.

The Workshop in Pemba was also attended by government representatives from the districts most affected by violent extremism, namely Mocímboa da Praia, Palma, Nangade, Macomia, Quissanga, Ibo, Muidumbe, Mueda and Meluco. In addition to recounting scenes of violence and terror, the Permanent Secretaries of the districts spoke of the human trauma and challenges they face in protecting and defending human rights.

The private sector based in Cabo Delgado spoke of the damage caused by the conflict, including the closure of multiple companies. Representatives from business argued that security is a priority issue in the province, as it is a necessary condition for the improvement of the business environment and the protection of human rights. The Muslim Community in Cabo Delgado said that Cabo Delgado's problems do not come only from the

armed conflict, but also from the lack of clear “local-local content” policies capable of leveraging local business and creating jobs for young people, thus reducing their vulnerability to violent extremism.

The government of Cabo Delgado defended the promotion of *local-local content*, in the sense that multinationals should favour Mozambican companies based in the province for the supply of goods and services. It also advocated the need to focus on young people, giving them opportunities for professional training, employment and entrepreneurship, as a way of reducing their vulnerability to recruitment by violent extremists in Cabo Delgado.

After the Pemba Workshop, CDD produced a report¹⁰ that was shared through a *mailing list* and published on the organisation's *website* and social networks. Over the two days, the Pemba Workshop had 62 views on the Zoom platform and 422 on Facebook. The views on Zoom came from Mozambique, United Kingdom, Sweden, Belgium, France, Italy, Denmark and Zimbabwe. On the first day of the Workshop, there was a significant presence of media, especially Televisão de Moçambique, Rádio Moçambique, Stv, and the Notícias newspaper.

2.5 Webinar 3: “Lessons Learned, Benefits and Opportunities: Charting Future Paths for Mozambique”¹¹

After the Workshops in Maputo and Pemba, the third and last webinar of the project took place on 25 March. Dealing with the last debate, the theme of the *webinar* was “Lessons Learned, Benefits and Opportunities: Charting Future Paths for Mozambique”, and had as main speakers: **Dr Alex Vines OBE**, Managing Director, Risk, Ethics and Resilience, Chatham House, London; **Kaveh Shahrooz**, Deputy Head of Secretariat - Voluntary Principles on Security and Human Rights; **Dr. Alan Bryden**, Deputy Director and Head of the

Business and Security Division at DCAF - Geneva Centre for Security Sector Governance; **Anton Mifsud-Bonnici**, European Expert on Business & Human Rights; **Sarah Love**, Deputy Director of Development at ACB; **Jonathan Drimmer**, Secretariat of the Voluntary Principles on Security and Human Rights; Dr. **Luís Bitone**, Chair of the National Human Rights Commission; **Carlos Mucamissa**, National Director of Civic-Patriotic Education in the Ministry of National Defence; **Adriano Nuvunga**, Director of CDD. Prof **Eduardo Siteo**

¹⁰ https://cddmoz.org/wp-content/uploads/2021/03/WORKSHOP-DE-PEMBA_-Respeito-pelos-direitos-humanos-passa-por-devolver-a-paz-dignidade-e-esperanca-as-pessoas-vitimas-do-conflito.pdf

¹¹ <https://cddmoz.org/wp-content/uploads/2021/04/5.Licoes-aprendidas-beneficios-e-oportunidades-Tracando-caminhos-futuros-para-Mocambique.jpg>

and **Richard Rands** participated as co-facilitators of the webinar.

The debate revolved around the relationship between the VPSHR and best business practices for Mozambique, plus government involvement with the VPSHR initiative, focusing on lessons learned, benefits and opportunities. Participants also discussed the need for defining the steps forward

and the involvement of various human rights stakeholders.

The third webinar had 154 views on the Zoom platform and 461 on Facebook. Views on Zoom were from Mozambique, South Africa, Eswatini, Kenya, Ireland, Switzerland, France, Denmark, United Kingdom, Spain, Belgium, United States of America and Canada.

3. Coordination and Partnerships

During the implementation of the project, it was possible to create a coordination group called the 'International Stakeholder Consultative Meeting'. The coordination group met twice: the first meeting was convened by the Netherlands and the second by the Swiss Embassy in Mozambique. Another coordination meeting is scheduled to take place in coming weeks. The objective of these coordination meetings was to keep the international partners informed about the project and, above all, to broaden the group of consultation and sharing of

information on the opportunities arising during the course of project activities.

At present, CDD has partnership and collaboration with the **Secretariat of the Voluntary Principles Initiative; DCAF (Geneva Centre for Security Sector Governance);** Global Community Engagement and Resilience Fund- GCERF; Institute for Security Studies- ISS from South Africa; Good Governance Africa- GGA from South Africa; and International Crisis Group (ICG). CDD is exploring a partnership with a Tanzanian organisation called REPOA.

4. Results

For the first time, it was possible to create awareness in Mozambique on the importance of a dialogue platform that crosses business, security and human rights. The active participation of the Ministry of National Defence, the Ministry of Justice, Constitutional and Religious Affairs, the National Human Rights Commission, the Government of Cabo Delgado Province, and the Secretary of State of Cabo Delgado Province during the implementation of the project is a clear sign of the interest that the topic of VPSHR has raised in the government and state institutions.

A note of emphasis goes to the engagement of the Ministry of National Defence in this initiative: In addition to participating in all the webinars and workshops, the Ministry of National Defence took advantage of the opportunities that were creat-

ed during the implementation of the initiative to address the main challenges linked to preventing violent extremism, the socio-economic issues affecting Cabo Delgado province, and the resulting humanitarian crisis that has affected over 700,000 people.

As a result of the initiative, the Ministry of National Defence improved its stance and approach towards human rights, as it instructed the Mozambique Defence Armed Forces (FADM) to be more rigorous in observing the norms and principles of International Humanitarian Law. As part of the initiative, CDD advocated against the presence of private military companies in Cabo Delgado¹²¹³. Another important aspect was the improved institutional development and greater role for the Ministry of National Defence in Cabo Delgado.

¹² <https://cddmoz.org/combate-ao-terrorismo-governo-tenta-justificar-presenca-de-mercenarios-alegando-que-e-uma-necessidade-para-a-seguranca-das-multinacionais/>

¹³ <https://cddmoz.org/filipe-nyusi-falou-de-quase-tudo-menos-dos-mercenarios-que-operam-em-cabo-delgado/>

The CDD has always argued that the Ministry of National Defence is the Government body that should assume greater responsibilities in preventing and combating violent extremism in Cabo

Delgado and not the Ministry of the Interior¹⁴¹⁵. An assessment of achievements, based on the proposed outputs and outcomes, is shown at Annex A.

5. Perspectives

During the implementation of the project, it became clear that the State and the Government of Mozambique are interested in deepening matters related to the VPSHR. The results achieved both at central and provincial level, in a short period of time (3 months) and in a context of constraints imposed by Covid-19, encourage us to continue with the initiative of “Effective Implementation of the Voluntary Principles on Security and Human Rights (VPSHR) on Mozambique”. In these terms, we present, in Annex B, a concept note for an intermediate and longer-term project.

A key lesson learned was that an initiative on business, security and human rights cannot be

short term, but requires a long-term approach to embed the key tenets VPSHR. Therefore, the concept at Annex B reflects this, through two phases: the first phase runs from May to December 2021 - designed to consolidate on the activities conducted during Jan-Mar 21 and maintain the momentum achieved to date, including training and capacity building as an additional way to engage relevant stakeholders in dialogue. The second phase would start in January 2022 and aims to operationalise a tripartite initiative - civil society, government and the international private sector - to resolve security and human rights issues in the context of Cabo Delgado.

Annexes:

A. Assessment of Project Achievements

B. Platform for Dialogue: Business, Security and Human Rights in Cabo Delgado- Project Concept Note, as at 14 April 2021

¹⁴ <https://cddmoz.org/fadm-ofuscadas-em-cabo-delgado-nyusi-violata-politica-de-defesa-e-seguranca-por-atribuir-protagonismo-a-prm-na-luta-contra-terrorismo-2/>

¹⁵ https://cddmoz.org/wp-content/uploads/2021/01/NOVA-ABORDAGEM-DO-CONFLITO_-Forcas-Armadas-comecam-a-ganhar-visibilidade-no-comando-operacional-de-Cabo-Delgado.pdf