

**Peacemaking Advisory Group
– Cabo Delgado (PAG-CD)**

Stakeholder Consultations Report IV

May 2023

About the PAG

Objective

The purpose of the Peacemaking Advisory Group (PAG) is to create a safe and non-partisan platform for discussion and consultation between critical stakeholders based on mutual respect and ubuntu, to deescalate intercommunal tensions and unlock the development potential of the Province of Cabo Delgado.

Membership

The PAG is a regional initiative that is politically neutral and harnesses the experience and expertise of its members to support peace and development in Southern Africa through listening and dialogue. The PAG is chaired by Bishop Trevor Mwamba, Bishop of the Anglican Church and President of the United National Independence Party (UNIP) in the Republic of Zambia, and comprises the following members:

- Bishop Dinis Matsolo, President of the Justice, Peace, and Reconciliation Commission of Christian Council of Mozambique (CCM) and Executive Director of Programa Inter-Religioso Contra a Malaria (PIRCOM), Republic of Mozambique.
- Sheikh Aminuddin Muhammad Ibrahim, President of the Islamic Council of Mozambique, State Council member of the Current President, President of the Council of Religions of Mozambique, and Founder and Director of the Hamza Institute.
- Mr Chris Maroleng, International CEO of Good Governance Africa, Republic of South Africa.
- Ambassador Roeland van de Geer, Chairman of the European Board of Good Governance Africa and former Ambassador of the Netherlands to the Republic of Mozambique.
- Ms Alice Mogwe, Executive Director of DITSHWANELO – The Botswana Centre for Human Rights and President of the International Federation for Human Rights.
- Ms Fatma Karume, leading Human Rights Lawyer, United Republic of Tanzania.

The PAG has the support of an Eminent Persons Group (EPG), in the process of being established, and will comprise distinguished leaders from the region.

The PAG secretariat is based in Johannesburg, South Africa at Good Governance Africa (GGA), a registered non-profit organisation focused on researching, advocating, and improving governance across the African continent with additional offices in Accra, Addis Ababa, and Lagos.

Our logo

PAG's logo is based on Mpatapo, a symbol image from the Adinkra, a system of symbols from Ghana in West Africa. It represents the bond or knot that binds parties in a reconciliation after a dispute. It is a symbol of peacemaking after strife.



1. Summary Overview

Since October 2017, Cabo Delgado, a province in northern Mozambique, has seen sustained armed conflict, fought between a Non-State Armed Group (NSAG), Al-Shabaab, and the government of Mozambique, with support from regional and international allies. The conflict has led to an estimated 4,737 fatalities, with approximately 1,200,000 civilians internally displaced, around half of which are children. The conflict has been characterised by gross human rights violations against civilians and has caused significant damage to infrastructure disrupted critical service delivery, and negatively impacted economic activity.

Since the beginning of 2023, the Peacemaking Advisory Group (PAG) has undertaken a series of stakeholder consultations in Mozambique and the wider Southern Africa region to better understand the evolving dynamics of the conflict in Cabo Delgado, as well as explore the potential for dialogue to be used as a conflict transformation tool in the province.

This report outlines the findings from a fourth set of consultations undertaken by the PAG between 26 April and 9 May 2023. This mission included meetings in Tanzania, Mozambique, and South Africa where a variety of meetings were held with representatives from government, the private sector, civil society, and conflict-affected communities. It also provided an opportunity to deepen partnerships and meet objectives established during previous missions to Mozambique, which can be viewed here.

The key takeaways are as follows:

Mozambique

- There remains a critical need for inclusive, non-partisan dialogue processes in Cabo Delgado as a means of conflict transformation and sustainable peace.
- Stakeholders from Mozambican government, the religious community, civil society, as

well as the SADC Mission in Mozambique (SAMIM) remain committed to engaging in dialogue processes, as a matter of urgency.

- To this end, the Memorandum of Understanding (MoU) established between the PAG and SAMIM was further consolidated with more focus directed towards the actionable goals agreed to in the MoU.
- Both the Governor and Secretary of State of Cabo Delgado advised the PAG should seek to include non-state arms carriers in the dialogue process. It was advised that matters relating to amnesty and indemnities were still under consideration with the central government in Maputo. The Secretary of State made mention of the establishment of three centres focusing on de-radicalization and the reintegration of former fighters. Planning for these centres was still in its early stages.

Tanzania

- Tanzania is currently preparing a 40-year LNG exploration and exploitation programme, located in the southern part of the country in the Lindi region. Sustained peace and accelerated socio-economic development are seen as crucial to the sustainability of that 40-year programme, which is expected to make a substantial contribution to Tanzania's economic development.
- The Tanzanian research institute, Research for Poverty Alleviation (REPOA), is ready to collaborate with the PAG-CD and Good Governance Africa (GGA) on research related to the socio-economic situation in southern Tanzania in support of the dialogue programme of the PAG, which remains focussed on Cabo Delgado.
- The continued closure of the border between Tanzania and Mozambique is negatively impacting on local communities which rely on cross-border trade for their livelihoods.

2. Mission Overview

2.1 Dar es Salaam and Dodoma, Tanzania: 26 - 29 April 2023

2.1.1 On **27 April**, the PAG met with Ambassador Liberata Mulamula, Member of Parliament and former Minister of Foreign Affairs in the government of the United Republic of Tanzania in Dar es Salaam. Amb Mulamula provided an overview of the past and current relations between Tanzania and Mozambique, as well as recommendations for strengthening relations between the two countries.

2.1.2 On **28 April**, the PAG met with Dr Donald Mmare and Dr Jamal Msami, Director and Director of Strategic Research at the Research Centre on Poverty Alleviation (REPOA) in Dodoma. Dr Mmare expressed a keen interest to cooperate with the PAG and GGA on research focusing on the socio-economic situation in southern Tanzania in support of the dialogue programme of the PAG.

2.1.3 On **28 April**, the PAG met with Hon January Makamba, Minister for Energy in the government of Tanzania. During discussions, Minister Makamba pointed out some of the social and cultural similarities between communities in northern Mozambique and southern Tanzania. The Minister outlined Tanzania's current 40-year LNG exploration and exploitation project, located in the southern Tanzania, and the substantial contribution this development is intended to make to Tanzanian's economic development. He also emphasized the importance of sustainable peace and security for the success of the long-term success of the project. Here, he indicated the important preventative work initiatives like the PAG can make in preventing and resolving conflict in the region, and outlined some of the work the government of Tanzania is doing to avoid resource development leading to potential conflict in southern Tanzania. The Minister agreed to consult with REPOA to assess the possibility to develop

a preventative dialogue initiative in southern Tanzania, led by the PAG and in collaboration with local stakeholders, as well further engagement with the PAG in the development of future social and economic programmes in the region.

2.2 Pemba and Maputo, Mozambique: 29 April – 04 May 2023

2.2.1 On **1 May**, the PAG met with the SADC Mission in Mozambique (SAMIM) at their headquarters in Pemba. The PAG was received by the acting Head of Mission and the Deputy Force Commander, in addition to 10 senior SAMIM staff. To prepare for the implementation of the MoU signed between SAMIM and the PAG, the following areas of collaboration and support were discussed:

- Media outreach and technical support;
- The development of a framework for dialogue;
- The formulation of an inclusive Multi-Dimensional Strategic Plan for SAMIM under Scenario 5;
- Any other collaborative work in partnership with civil society and international cooperating partners that can bring hope, dignity and spiritual salvation to the people of Cabo Delgado.

It was agreed that the PAG will prepare proposals on these four areas of support and collaboration. SAMIM and the PAG will then decide on the implementation of the SAMIM-PAG MoU.

2.2.2 On **2 May**, the PAG met with Governor of Cabo Delgado, Mr Valige Taubabo as well as Bishop Antonio Sandramo of Cabo Delgado, and on **3 May**, the PAG met with Secretary of Cabo Delgado State, Mr Maira Upinde. Both the Governor and the Secretary of State confirmed that the security situation in Cabo Delgado had improved and that internally displaced persons (IDP) were gradually returning to their places of origin in several districts. However, it was also emphasized that the situation in the north of



Cabo Delgado Province remained difficult, with a recent large-scale attack causing the death of five Mozambican Defense Armed Forces (FADM), with several more wounded. During the attack, SAMIM successfully intervened to assist FADM troops, ultimately saving lives. Both the Governor and Secretary of State emphasized the need for dialogue to bring long-term peace to the province.

2.2.3 On 3 May, the PAG held a second round of consultations with a group of religious and civil society leaders from Cabo Delgado. It was widely agreed among the group that the poorly governed exploitation of natural resources; economic and political marginalisation of the northern provinces; and widespread poverty were key drivers of conflict in Cabo Delgado which must be addressed to bring lasting peace. The need for the establishment of dialogue as a matter of urgency was emphasised by those present, as well as continued support of the PAG's ongoing work in this area. However, the need to review the major social and economic development programmes established for northern Mozambique - but thus far not fully implemented - was also emphasised.

2.2.4 On 4 May, the PAG met Prof Joao Feijo, research coordinator of the Observatorio do Meio Rural (ORM). Prof Feijo provided is currently working in collaboration with GGA on a research project to better understand the cross-border dynamics of conflict in the northern Mozambique – southern Tanzania region. He provided initial feedback on fieldwork undertaken in this regard, including providing an overview of the origins of the insurgency as well as its current dynamics and potential trajectories.

2.2.5 On 5-6 May, the PAG met with representatives from the diplomatic community, including the Embassy of the United States, the Embassy of the Kingdom of the Netherlands, and former Mozambican Ambassador, H.E. Mussagy Jeichandeto, as well as representatives from the humanitarian sector and civil society sector, including USAID and the Institute for Multiparty

Democracy respectively. The PAG again noted that across sectors, the importance of addressing the root causes of conflict through a dialogue process was viewed as critical; a comprehensive multidimensional mission by SAMIM; and inspired leadership by the government of Mozambique was viewed as critical to bringing lasting peace to Cabo Delgado.

2.3. Pretoria and Johannesburg, South Africa: 7-9 May

2.3.1 On 7 May, the PAG met with Director of the Southern Africa Program at the Institute for Security Studies (ISS), Mr Piers Pigou. Mr Pigou was provided a full briefing on the PAG mission to Tanzania and Mozambique. A recently established multi-million-dollar research and dialogue project, funded by the British Government, was discussed. It was agreed that the PAG would liaise closely with the ISS (one of the project's implementing partners), as well as the Centre for Democracy Development (CDD) and the Observatorio do Meio Rural (OMR) to identify points of collaboration and avoid overlap.

2.3.2 On 8 May, the PAG met with the Ambassadors of the European Union, Portugal, and the Kingdom of the Netherlands. Each embassy was provided a full debriefing of the PAG mission, while views on current progress and opportunities for strengthening peace and development in Mozambique were exchanged. In addition, the PAG met with Ambassador Welile Nhlapo, Senior Political Advisor to ACCORD, for an exchange on developments in the SADC region including northern Mozambique.

2.3.3 On 9 May, the PAG met with Siphosami Malunga, Executive Director of Open Society Initiative for Southern Africa. A full overview of the past and recent PAG missions to Tanzania and Mozambique was discussed as well as future PAG activities and objectives for the rest of 2023 and into 2024.

