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# FINAL REPORT ON RESPONSIBLE LAND DISINVESTMENT ACTIVITY WITH GREEN RESOURCES AS ACTIVITIES, RESULTS & LESSONS LEARNED

## INTEGRATED LAND AND RESOURCE GOVERNANCE TASK ORDER UNDER THE STRENGTHENING TENURE AND RESOURCE RIGHTS II (STARR II) IDIQ

Contract Number: 7200AA18D00003/7200AA18F00015

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ORDER UNDER THE STRENGTHENING TENURE AND RESOURCE  
RIGHTS II (STARR II) IDIQ

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# LIST OF ACRONYMS

BoD	Board of Directors
CaVaTeCo	Community Land Value Chain Platform
DNDT	National Directorate of Land
DFI	Development Finance Institutions
DUAT	Direito do Uso e Aproveitamento da Terra
GESI	Gender Equality and Social Inclusion
GoM	Government of Mozambique
GRAS	Green Resources AS
Ha	Hectares
HVP	High Value Parcels
IDIQ	Indefinite Delivery/Indefinite Quantity
IFC	International Finance Corporation
ILRG	Integrated Land and Resource Governance
LLR	Land Law Regulations
MAST	Mapping Approaches to Secure Tenure
MoU	Memorandum of Understanding
NGO	Non-governmental Organization
RTPL	Regulations to the Territorial Planning Law
SIA	Social Impact Assessment
STARR II	Strengthening Tenure and Resource Rights II
ToR	Terms of Reference
USAID	United States Agency for International Development

## 1.0 INTRODUCTION AND BACKGROUND

This report describes the implementation of activities to improve tenure security and resource ownership of communities potentially affected by the divestment of land areas by a forestry company that was undertaking a restructuring and consolidation process in respect to its landholdings in the north of Mozambique. Green Resources AS (GRAS) is a private Norwegian company founded in 1995 (under the name Fjordgløtt, subsequently renamed Tree Farms, and now known as Green Resources) by Mads Asprem, who is a leading entrepreneur and consultant in sustainable forest plantations and paper industries. It is focused on forest development and wood processing in East Africa and manages operations across Mozambique, Tanzania, and Uganda. It is the largest tree plantation company in Africa,<sup>1</sup> excluding South Africa. GRAS notes that its mission “is to establish East Africa’s leading Forest Industry Company working for the benefit of its shareholders, employees and the communities where it operates.”

In late 2018, GRAS in Mozambique initiated a corporate restructuring process, partly prompted by the realization that it did not have the capacity to develop all the land area that it had acquired, and partly by concerns related to risks raised by investors. At that time, the company landholding totaled an estimated 360,000 hectares (ha), but very little of this had been developed or planted. Many of the holdings had been acquired through the purchase of several pre-existing plantation forestry companies; these were often relatively small blocks, many of which had no standing timber or company infrastructure and were scattered across vast areas of the provinces of Nampula, Niassa and Zambezia. The restructuring process was therefore to be accompanied by a large-scale disinvestment from underutilized landholdings, in which the group wished to relinquish its exclusive land use rights that had been concessioned to it by the government. This would allow local communities, who have farmed these lands for generations under good faith occupancy, to register their land use rights over these areas. This created an opportunity for USAID, via the Integrated Land and Resource Governance (ILRG) program, to test and document best practice methodologies for a community rights-based, inclusive, gender-responsive and participatory responsible land divestment process. It aimed to help communities understand their rights vis-à-vis the private sector forest concessions and to support communities to establish local land governance entities to document, manage and administer their land rights, including future potential sustainable business ventures linked to timber resources.

### 1.1 LARGE SCALE LAND ACQUISITIONS IN MOZAMBIQUE

Between 2005 and 2014, an estimated 21.73 million ha were acquired for investment purposes across sub-Saharan Africa, with the largest area in Mozambique. By 2014, 63 investment projects in the country had been allocated a total of 2,102,527 ha (Schoneveld, 2014).<sup>2</sup> The majority of investors focused on grains or horticulture crops (Di Matteo & Schoneveld, 2016),<sup>3</sup> and on the plantation forestry sector, which was estimated to occupy over 1 million ha in land concessions,<sup>4</sup> largely in areas under long term customary occupation and use.

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<sup>1</sup> Green Resources now manages approximately 38,000 ha of plantation forest, the largest operation being located in Tanzania’s Southern Highlands followed by the Niassa, Mozambique, plantation base. Uganda’s plantations are the most advanced (mature) and the plantations have reached final size (rotation age). According to GRAS, “the company is currently focused on bringing the existing asset base into production and rotation”, <https://www.greenresources.no/operations/>.

<sup>2</sup> Schoneveld, G.C. (2014). The geographic and sector patterns of large-scale farmland investments in sub-Saharan Africa. *Food Policy* 48: 34-50. <https://doi.org/10.1016/j.foodpol.2014.03.007>.

<sup>3</sup> Di Matteo F. & Schoneveld, G.C. (2016). Agricultural investments in Mozambique: An analysis of investment trends, business models and social and environmental conduct. CIFOR Working Paper 201. <https://doi.org/10.17528/cifor/005958>.

<sup>4</sup> Estimated at 1,130,725 hectares, with the most widely cultivated tree species being, in descending order, eucalyptus, pine and teak (Di Matteo & Schoneveld, 2016).

In this context, several high-profile investments have been implicated in accusations of land grabbing and speculation (German, Cavane, Siteo, & Braga, 2016,<sup>5</sup> Norfolk & Hanlon, 2012<sup>6</sup>), with many of these subsequently failing due in part to widespread conflict and resentment from local people. High-profile investment schemes and initiatives that failed include the PROCANA Sugar Project, Sun Biofuels, various large-scale investments anticipated under PROSAVANA, the Wambao Rice Scheme, the Quifel/Hoyo Soybean project and the Envalor Sugar Project<sup>7</sup>. The impact of this wave of land-based investments was highlighted in a survey conducted amongst private sector investors in 2014 (Di Matteo & Schoneveld, 2016), in which 52 percent of respondents conceded that subsistence and smallholder farms and/or settlements had been displaced as a direct result. When these displacements were accompanied by a subsequent failure to provide the promised benefits from successful investments, the affected local communities were aggrieved. Populations affected by these investments were equally aggrieved by the lack of support from government authorities, whom they perceived as having facilitated the investment processes without respect for the legal and social safeguards laid out in the community consultation process; whilst local authorities were, in general, concerned to protect the interests of communities, their hands were often tied because of central level pressure to make room for the investments notwithstanding any negative impacts on local livelihoods.

## 1.2 THE CASE OF GREEN RESOURCES

In Mozambique, GRAS operated in Niassa, Nampula and Zambézia Provinces across a total of 17 districts. Their total land holding in 2019 stood at approximately 360,000 ha, distributed between Niassa (102,000 ha), Nampula (125,000 ha) and Zambézia (135,000 ha). These were spread across dozens of separate parcels, each with either a provisional or definitive land use title.<sup>8</sup> Most of the holdings in Nampula were directly acquired from local communities by GRAS itself, whilst most of the holdings in Niassa and Zambézia were acquired through the purchase of other corporate entities already holding land, including Chikweti Forests, Tectona Lda and Ntacia Lda. The direct acquisition route followed the processes set out in the Land Law, which mandated consultations with the local communities and conditioned access to land for investment on their consent and agreement. On obtaining such consent, the state awarded concessionary land use rights to GRAS through the issuance of the titled DUATs. As the subsequent audit of these acquisitions showed (see below), the way these consultations were carried out was not conducive to lasting agreement and harmony between community and investor. Notably, in the period during which most of these acquisitions took place, in 2009 through to 2011, the Director of GRAS in Mozambique was the recently retired head of the government land administration services.

In 2018, however, although the company planned to continue the development of activities in Niassa on 40,000 ha; it had already decided to relinquish all the other land holdings in Nampula and Zambezia – an estimated 320,000 ha distributed over 123 individual parcels. Some of the lands contained the remnants of tree plantations that could be used for limited livelihoods purposes, while a small number of parcels had plantations that were still of commercial value. The rest of the lands were a combination of failed

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<sup>5</sup> German, L., Cavane, E., Siteo, A., & Braga, C. (2016). Private Investment as an Engine of Rural Development: A Confrontation of Theory and Practice for the Case of Mozambique. *Land Use Policy*, 52. <https://doi.org/10.1016/j.landusepol.2015.11.012>.

<sup>6</sup> Norfolk, S. & Hanlon, J. (2012). Confrontation between peasant producers and investors in northern Zambézia, Mozambique, in the context of profit pressures on European investors. Presented at Annual World Bank Conference on Land and Poverty, 2012.

<sup>7</sup> Growing concern within government that large-scale agricultural land concessions might not be compatible with national poverty alleviation objectives led to the introduction of a moratorium on land allocations over 1,000 ha from late 2009 to October 2011 so that government could re-evaluate its approach (Di Matteo & Schoneveld, 2016). An agroecological zoning exercise, commissioned in 2009 as part of this re-evaluation, showed only 7 million hectares of land as potentially available for investment, a figure which the Government of Mozambique had previously presumed to be much higher.

<sup>8</sup> The land use right is referred to as the “*Direito de Uso e Aproveitamento de Terra*” or DUAT. It may be documented through a certification process if acquired by legitimate occupants of land but must be titled where it is awarded to investors.

plantations, natural vegetation (dense forest, woodland, and savannah) and cultivated fields and villages on which no timber plantations had ever been established.

In areas where land tenure patterns and relations are obscure and undocumented, the processes to acquire land need to be undertaken with great care and diligence. A series of collapsed land-based investments by Sun Biofuels, Quifel, PROCANA and Envalor were largely the result of a failure to recognize this. As noted, the history of land acquisition by GRAS had similarly not been an entirely positive one,<sup>9</sup> with many legacy issues and grievances. The GRAS Board of Directors (BoD), mainly represented by members from Finnfund and Norfund,<sup>10</sup> were cognizant of past mistakes and wanted to ensure that the planned ceding of land was conducted in a ‘responsible manner’. The company wanted an inclusive divestment process to guard against elite capture at all levels and to ensure that land be returned, as far as possible, to those who occupied and used it prior to the acquisition (or, in those cases where the company had not followed through with plantation establishment activities, to those who had continued to occupy and use it notwithstanding the titles granted to GRAS). GRAS was cognizant of the reputational risk to the company if the return of land led to conflict, dispossession, or negative impacts on local livelihoods.

### 1.3 RELEVANT POLICY AND LAW

The National Land Policy for Mozambique starts from the basic premise that land belongs to the state. However, it also responds to an emerging market economy and therefore long-term leaseholds, known as *Direitos de Uso e Aproveitamento da Terra* (DUATs), may be acquired from the state; this is the nature of GRAS landholdings in Mozambique. The DUATs are awarded provisionally and can be definitively titled (for up to 50 years) if the project is implemented as planned and the investor takes the necessary legal steps. All holdings are subject to an annual land tax, levied on a per hectare basis, with levies varying in accordance with the nature of the investment being implemented.

At the same time, the legal framework also recognizes DUAT rights that arise from a form of legitimate occupation in accordance with “customary norms and practices,” which may be held collectively by a local community. These areas may be delimited and certified, at any time, as DUATs held by the community, but they exist without the need for mapping, documentation, or registration. They also, therefore, pre-exist the award of all DUAT titles to land that may have been issued by the government for land that was occupied by communities, in this fashion, at the time of the Land Law’s promulgation in 1997.

Relevant law includes the **Land Law (Law No. 19/97 of 1 October) accompanied by its Regulations (Decree No. 66/98, of 8 December) as amended by Decree No. 1/2003 of 18 February**, as well as the **Technical Annex**, which provides specific instructions on how to delimit and document community land rights, the **Territorial Planning Law (Law 19/2007 of 18 July)** and the associated **Regulations (Decree 23/2208 of 1 July)**.

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<sup>9</sup> One report by a respected Mozambican jurist concluded that “*There is no doubt...that we are in the presence of a clear example of what is already a reality in Mozambique, the hoarding of land and the process of accumulation by dispossessing local populations of this important capital by so-called investors and always with the assistance of the Government Mozambican*”, *O Avanço das Plantações Florestais sobre os Territórios dos Camponeses no Corredor de Nacala: o caso da Green Resources Moçambique*, Calengo et al, 2016 (translation by author).

<sup>10</sup> Finnfund and Norfund are development finance institutions established specifically to support private sector development in developing countries. They raise funds from national government or benefit from government guarantees that ensures their credit worthiness in risky markets. Finnfund is a Finnish development financier and impact investor under which the Finnish state controls the majority share. Similarly, Norfund is majority controlled by the Norwegian government with major investments in promoting net zero carbon emissions in emerging markets.

In the context of the GRAS initiative the most pertinent legal questions affecting the return of the titled DUAT rights, by GRAS to the Mozambican state, were as follows:

***Do the community DUAT rights survive over land where a title to a DUAT has been issued?***

A key question is the interpretation given to the Land Law's recognition of land use rights arising through local community occupation of land and the impact of the titling process when these land use rights are ceded temporarily for investment purposes. The crucial element is whether the underlying community land rights, awarded in law in perpetuity, are terminated on the award of a title to use that land, or merely temporarily re-assigned. The Land Law does not explicitly deal with the issue, but Article 18 speaks to the extinction of a DUAT title; it states that the State may revoke a title (art 18(1)(a) and (b)) or the holder may renounce such title (art 18(1)(d)) and that in either case, any immovable assets on the land pass to "the State." Depending on one's definition of 'the state,' this article has been interpreted variously to mean either:

- a) that the 'state' (i.e., government) is at liberty to directly manage the returned assets or to freely offer them up to another investor;

OR

- b) the assets, as with the underlying DUAT rights, revert to the relevant local community as an integral and constitutionally recognized component, and representative, of the 'state.'

Although in 2020 there was a broad consensus for the latter interpretation amongst the legal fraternity and civil society, the Government of Mozambique (GoM) had in several past cases attempted to offer relinquished DUATs directly to other investors without any further engagement with the local communities.<sup>11</sup> This was assessed to be a key risk for the GRAS activity, and a formal legal opinion was sought.<sup>12</sup> This opinion stated that:

*"The issuance of DUATs in favor of private entities transfers them from the private domain of the communities to the private domain of the investor. Thus, in the event of non-compliance or renunciation by the investor holding a DUAT obtained over community lands, the sole consequence of the non-compliance or renunciation will be its reversion to the communities, unless they take a different position."*

Further, that "in the absence of a process to formally extinguish the community DUAT rights," then the underlying DUAT rights of the community are unaffected. Only the State may extinguish constitutionally recognized and protected rights, such as community DUAT rights, and must prove the existence of public interest, need or utility to do so.

The opinion outlined that in cases where the State has grounds to trigger the process of extinguishing rights and the expropriation of assets, the government is obliged to follow a series of legal procedures to:

- a) Delimit the lands of communities and families where the intended area is located (article 25 of the Land Law Regulations (LLR) and article 7 of the Technical Annex of the LLR);
- b) Demonstrate the existence of the factors provided for in the legislation on territorial planning and formally justify the need to extinguish DUATs and occupation of occupied lands (article 69 of the Regulations to the Territorial Planning Law - RTLP);
- c) Conduct an expropriation process under the terms provided for by law (article 18 of the LT and article 70 of the RTLP);

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<sup>11</sup> This, notwithstanding that article 18 merely mentions "any immovable assets on the land" and makes no reference to the land use rights.

<sup>12</sup> "Parecer Jurídico," Projecto para Restituição Responsável de Terras, Processo de Devolução de DUAT's e Benfeitorias às Comunidades Locais, Centro Terra Viva, 28 de Fevereiro de 2021.

- d) Pay fair compensation in advance to the holders of the DUAT to be extinguished based on a negotiation process conducted in good faith (article 18 LT and Article 70 of the RLOT);
- e) Assign a new DUAT to interested parties (article 109 of the Constitution and article 12 of the Involuntary Resettlements Regulation); and
- f) Extinguish the DUAT over the requested area by issuing the appropriate declaration of extinction (article 19 of the LLR).

Since none of these activities were undertaken in respect to the areas held under titled DUAT by GRAS, those communities that could prove that there was legitimate occupation of those lands, in terms of customary norms and practices, on the date at which the titled DUATs were approved, remain the legal holders of the underlying DUAT rights, as per the Land Law. This applied to all the communities, without exception, in the titled areas held by GRAS.

The essence of the legal opinion was therefore that not only do the underlying DUAT rights survive the temporary titling, but also that the delimitation of those rights should already have been conducted as part of the titling process.

### ***Can a holder of a DUAT title renounce the right?***

Whilst the state must always issue the appropriate declaration of the extinction of a DUAT, Article 18(1) of the Land Law (Extinction of DUAT) outlines several ways that DUATs may be extinguished, including *'If the title holder renounces the DUAT.'* GRAS was therefore fully entitled to renounce the DUAT, which in turn triggered the legal extinction of the DUAT right.

### ***What happens to the immovable assets on land over which DUAT rights are extinguished?***

Article 18(2) of the Land Law states that if the DUAT is extinguished, the immovable assets revert to the state.<sup>13</sup> This gave rise to further questions in the context of the GRAS activity, such as 'what is the definition of the state?', and 'what comprises an immovable asset?', for example.

For a definition of what comprises "the state," in Judgment 22/CC/2019 of 14 November 2019 the Judges of the Constitutional Council stated that:

*"When it is said that land is owned by the State, it must be understood that land belongs, in the context of the 1975 Constitution, to workers and peasants, terminology replaced after the constitutional transition of 1990 by 'Mozambican People,' as a new entity holder of sovereignty."*

As to what comprises an immovable asset, different interpretations either included standing trees or excluded them.

The most pertinent question for the GRAS divestment activity was, however, as follows: 'what is the position if the immovable assets have already been divested by the DUAT holder (e.g., if the trees and infrastructure on the land are sold to communities before the company renounces its land rights)?' Clearly, the intention of Article 18 was that any such immovable assets held by the DUAT holder at the time of renunciation would revert to the state. However, it is also clear that the DUAT holder remained free to divest themselves of these assets, for example by selling and transferring to another entity, before renouncing the DUAT rights, in which case, the land upon which the assets are fixed was transferred along with the assets. In addition, the DUAT right was clearly not an 'immovable asset' and therefore not in itself subject to reversion to the state. Rather, the community underlying DUAT rights were reasserted.

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<sup>13</sup> Article 32 of the Land Law Regulations deals with the Revoking of Provisional Authorization, which "may be revoked due to failure to fulfil the land use or investment plan" but offer no further guidance.

## I.4 HISTORY OF THE PROJECT

### I.4.1 2018-2020 PREPARATION

In 2018, before ILRG engagement, the GRAS BoD approached international non-governmental organization (NGO) Landesa and Mozambique-based private sector consulting firm Terra Firma to assess the status of its land holdings and help define a responsible exit mechanism. This paragraph from the Terms of Reference (ToR) for this process summarizes the main concerns of GRAS at the time:

“There have been concerns raised by outside parties about GRAS’s process for obtaining DUATs, and questions raised as to whether all due process was followed. Questions and criticism have also been raised about the utilization of its land concessions and the benefits to communities. The company is reviewing its activities in Mozambique, and is looking to consolidate its operations, and ensure that it has the correct land holdings for the future business plans. As such GRAS believes that it is important to ensure that all its DUATs were obtained legally, obtained following best practice, and that all due processes were followed. In addition, GRAS wishes to understand its commitments and liabilities in connection with its land concessions including the balance of such liabilities given the compensations that have and are being provided. Furthermore, GRAS wishes to understand the risks and liabilities related to its plans to relinquish land and understand how to responsibly manage the process of relinquishment.”

The resulting report established the status quo with respect to the various DUAT titles. In general terms, the report found that the processes to obtain the DUATs were legal, but that very often they fell short of representing best practice.

In response, the report proposed a range of best practice approaches to the *divestment*, depending on the extent of GRAS investment activities in each area. The report noted that neither international nor regional guidance existed with respect to how a company should conduct a responsible return of land or land sale. Consequently, the report drew upon international guidance for responsible *investments* in land to inform best practices for land return, most notably the International Finance Corporation’s (IFC) 2012 Performance Standard 5, “Land Acquisition and Involuntary Resettlement” and its associated Guidance Note and Good Practice Handbook.

The report also highlighted the risks inherent in the divestment process: capture by national or local elites; gender imbalances in land access post-relinquishment; loss/ limitation of access for vulnerable families and youth; and mismanagement of existing natural and remaining plantation resources on the parcels – all of which would reduce the likelihood of a successful, sustainable outcome.

#### Box 1 – IFC Performance Standard 5

Performance Standard 5 (PS5) provides strong guidance on steps to take to mitigate or avoid harmful impacts of land acquisitions, relocation of community members, and involuntary resettlements (physical and economic displacement) associated with commercial projects. Objectives of PS5 include:

- Avoiding or minimizing displacement of local peoples by considering alternative project designs;
- Avoiding forced displacements;
- Minimizing or avoiding adverse social and economic impacts from land acquisitions or restrictions on land use by providing compensation for losses at replacement cost
- Ensuring informed consultation, participation, and appropriate disclosure of information; and
- Improving or restoring livelihoods and standards of living, where needed, providing adequate housing and tenure security for physically displaced persons.
- A recent draft Good Practice Handbook on Performance Standard 5 also provides more detailed guidance on how to identify and assess risks, engage with stakeholders, collect baseline data, and address livelihood needs and calls for gender and vulnerability mainstreaming across all due diligence activities.

In early 2020, GRAS accepted all the main recommendations of the report and agreed to ensure that all affected communities should be better off after the land divestment process, with a “do no harm” principle as a minimum requirement. The company agreed to collaborate on a systematic program of strengthening/documenting community land rights in all areas that were to be the focus of disinvestment; this included areas where GRAS had made no effort to physically occupy land and had had no negative impact on local livelihoods. GRAS therefore agreed to delay the formal renunciation of its land titles until such time that all affected local communities were able to formally register their collective, underlying DUAT rights over community territories, as per the law (and including the areas to be ceded), and to establish a representative community entity. It was agreed that only at that point would the DUAT titles be ceded back to the government.

By mid-2020, the Landesa and Terra Firma team had developed a fully costed Action Plan for GRAS that established the approach to be taken in each individual DUAT area. This, in broad terms, proposed a distinction between:

- a) Areas where there had been little to no investment activity (and, in many cases, very little negative impact on the communities); and
- b) Areas in which there were assets of some value on the land, whether these be plantation trees or infrastructure.

The baseline activity for all areas would be the undertaking of land delimitation activities and the establishment of community associations in areas where this had not been undertaken prior to the investment. Further, in the areas where there were assets (classified as High Value Parcels - HVPs), such as standing tree plantations, the plan involved assisting local communities to establish equitable and sustainable use regimes over these assets, ownership over which would then be assigned by GRAS to the community entity via a sale and purchase agreement. In all cases, the plan’s approach was to ensure equitable outcomes at the community level, ensuring that any future arrangements would adequately compensate those community members who lost land rights and land access.

#### 1.4.2 2020-2023 IMPLEMENTATION

Whilst GRAS had committed to the basic principle of strengthening community land rights in all the affected areas, they indicated that they did not have the expertise, knowledge, or resources to undertake the Action Plan without external support. At this point and based on further agreements for in-kind and financial contributions from GRAS, USAID, via the ILRG program, was approached as a potential sponsor.

Following the signing of a detailed Memorandum of Understanding (MoU) between ILRG (through implementing partner Terra Firma) and GRAS, the ILRG team developed detailed Terms of Reference (ToR) for conducting fieldwork processes in each of the three provinces, plus specific ToR for addressing the work required in the HVPs. These ToR were used to identify, through open tender, and recruit, the following national organizations (all Mozambican NGOs operating in the land sector, except Terra Nossa, which was a private consulting company):

**TABLE I: SERVICE PROVIDER CONTRACTS FOR GRAS**

Province	Organization	Approx. # community areas	Activity Cost
Niassa	AMDER Niassa	20	\$99,573
Zambezia	Avante	39	\$173,041
Nampula	Terra Nossa	33	\$148,604
HVPs	Centro Terra Viva/AMDER Nampula	25	\$152,307
HVPs Phase 2	AMDER Niassa/Terra Nossa	22	\$94,590

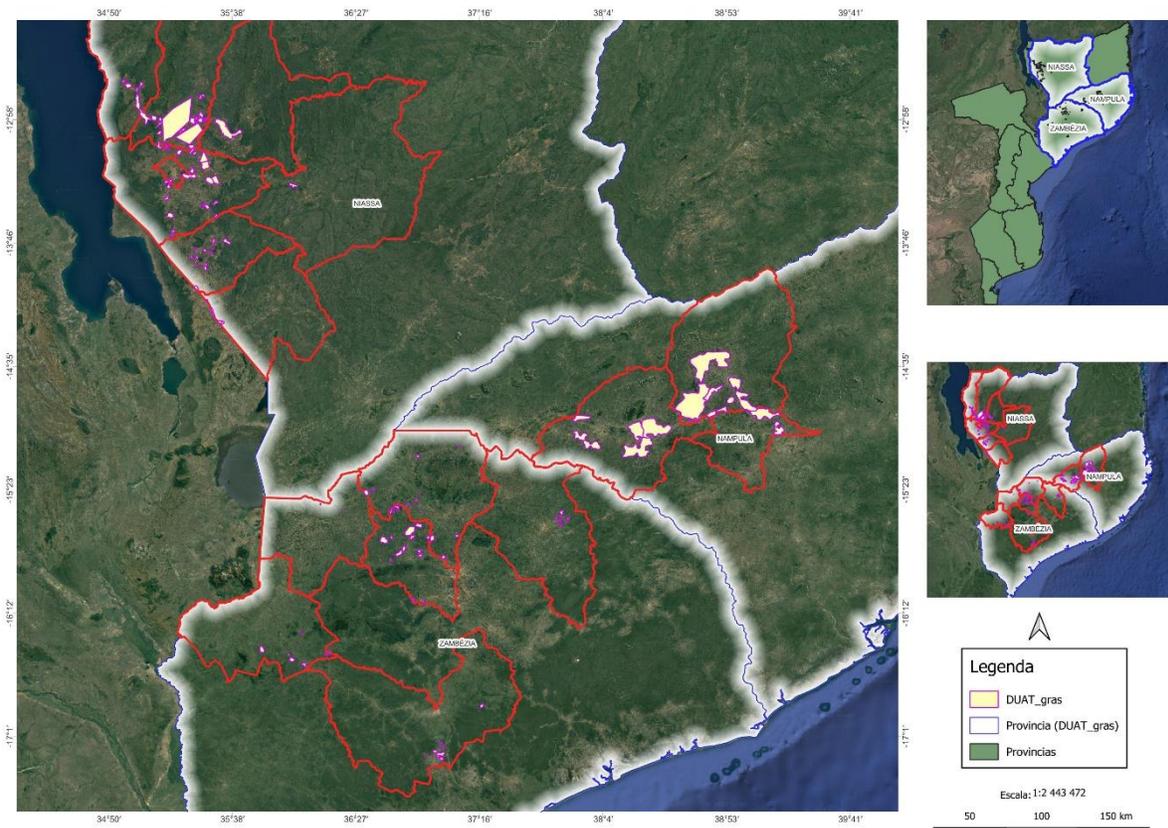
Work commenced in late 2020 and continued over the next 12 – 18 months across the various contracts, with most activities completed by the end of August 2022.

In June 2022 ILRG was forced to order the Centro Terra Viva/AMDER Nampula team to stop work on the HVP contract because of poor performance, and this contract was re-awarded to a consortium comprised of AMDER Niassa/Terra Nossa.

## 1.5 PROJECT AREA

The GRAS Activity area covered a total of 17 districts across the provinces of Zambezia, Niassa and Nampula (see Map 1).

**MAP 1: GRAS PROJECT AREA, SHOWING DISTRICTS AND GRAS DUAT TITLES ACROSS NIASSA, ZAMBEZIA & NAMPULA**



## 2.0 PROGRESS: IMPLEMENTATION OF ACTIVITIES

Once ILRG had contracted the organizations, a training program was conducted for all field staff in the use of the Mapping Approaches to Secure Tenure (MAST) tools used for managing the delimitation processes, and contacts and activities with communities and local authorities commenced. Teams were also provided with initial gender and social inclusion (GESI) orientation to ensure the community sensitization and land delimitation process addressed barriers to access for women, youth, the elderly, people with disabilities, and other marginalized groups.

### 2.1 ASSOCIATION ESTABLISHMENT AND CAPACITY BUILDING

New community land associations were established in each target community, following the processes of Law 2/2006 (*Associações Agropecuárias*). This law provides the simplest way to establish legal entities that can represent the entire community. The associations were established to represent the local communities and guide the subsequent activities related to community land delimitation, zoning, and community land use planning. The founding members of the associations were drawn from representatives of the various villages within each community, with communities choosing or holding elections after an extensive period of discussions regarding the need for gender balance, the inclusion of youth interests and the safeguarding of more vulnerable and/or itinerant members of the community. The GRAS service providers trained the founding association members, covering institutional issues (how to manage a representative association), legal issues (community and individual land and natural resource rights, as laid out in the Land Law and associated legislation), and the process of land delimitation according to the Technical Annex of the Land Law. All these activities were fully contextualized in terms of the impending return of the land rights (and in many cases, physical access to the land) to the communities and the need for the associations, along with local customary leadership, to manage this process.

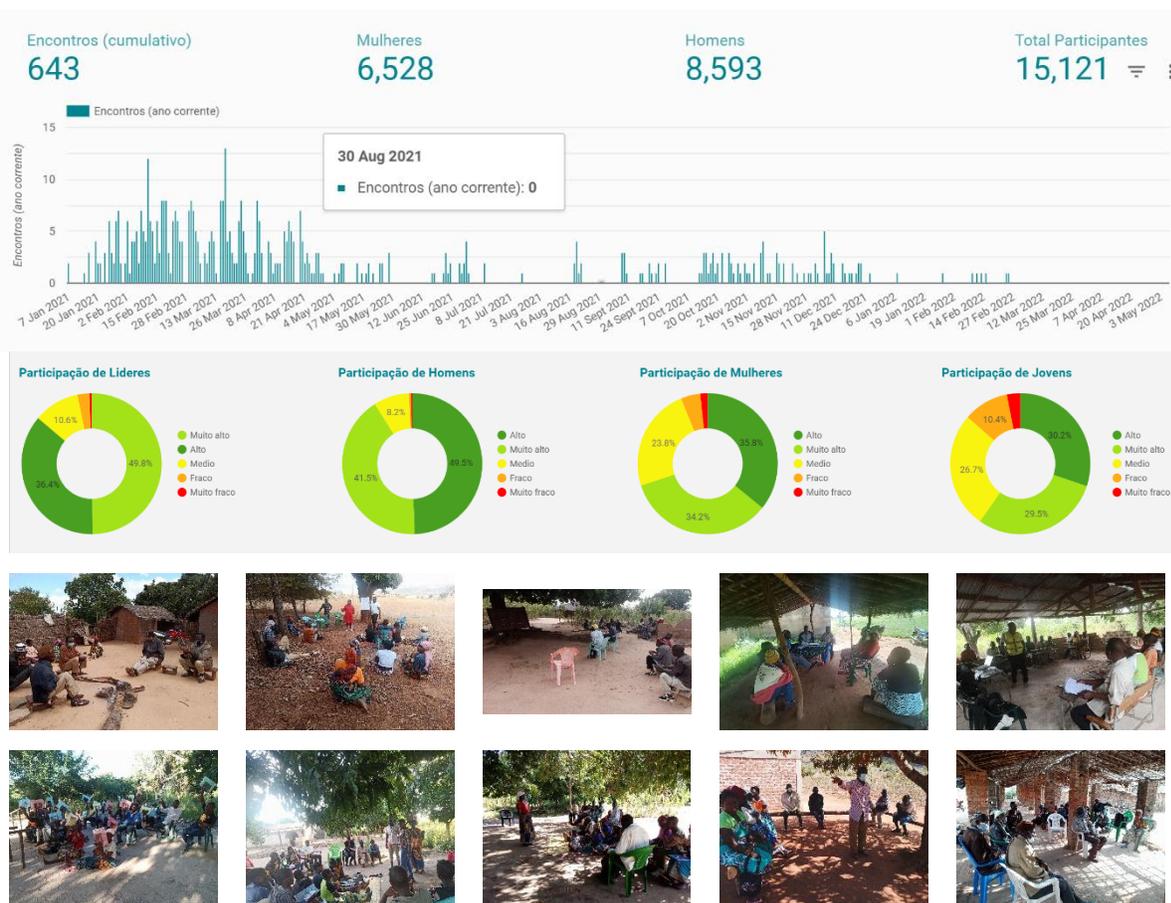
Using the Community Land Value Chain (CaVaTeCo) Platform,<sup>14</sup> the training and establishment meetings in each community were tracked with respect to attendance and quality of participation, allowing project stakeholders, including ILRG, the GRAS management and local and provincial authorities, to assess the level of engagement in the process. The figure below shows some of these metrics and photographs from the process, a full set of which is available via the [CaVaTeCo Monitoring Portal](#).

In summary, a total of 643 separate meetings were held across the target communities during this phase, with well over 15,000 participants taking part. In over two thirds of the meetings, a representative of local government participated in the proceedings (separate reports on these activities for the 'Livelihood Parcels' in each province, as well as the High Value Parcels' across all three provinces are attached as Annexures 1 – 5).

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<sup>14</sup> The Community Land Value Chain (CaVaTeCo) is a platform of tools and materials that can be used to guide and support the systematic implementation of the formal land delimitation process. It comprises digital data collection and mapping tools that can be used by national organizations, and by community members themselves, to register and verify land claims, map parcel boundaries and submit formal application processes to the state.

**FIGURE I: PARTICIPATION IN ASSOCIATION FORMATION ACTIVITIES**



These processes culminated in the formation of 126 new community land associations with 1,977 founding members, all whose details and identities were registered through the CaVaTeCo Platform. The gender balance amongst the founding members was 44 percent women and 56 percent men. Copies of the founding statutes were registered and uploaded to the CaVaTeCo Portal, as were copies of the provincial dispatch (published in the government gazette) and copies of the registration of the associations in the provincial register of legal entities.

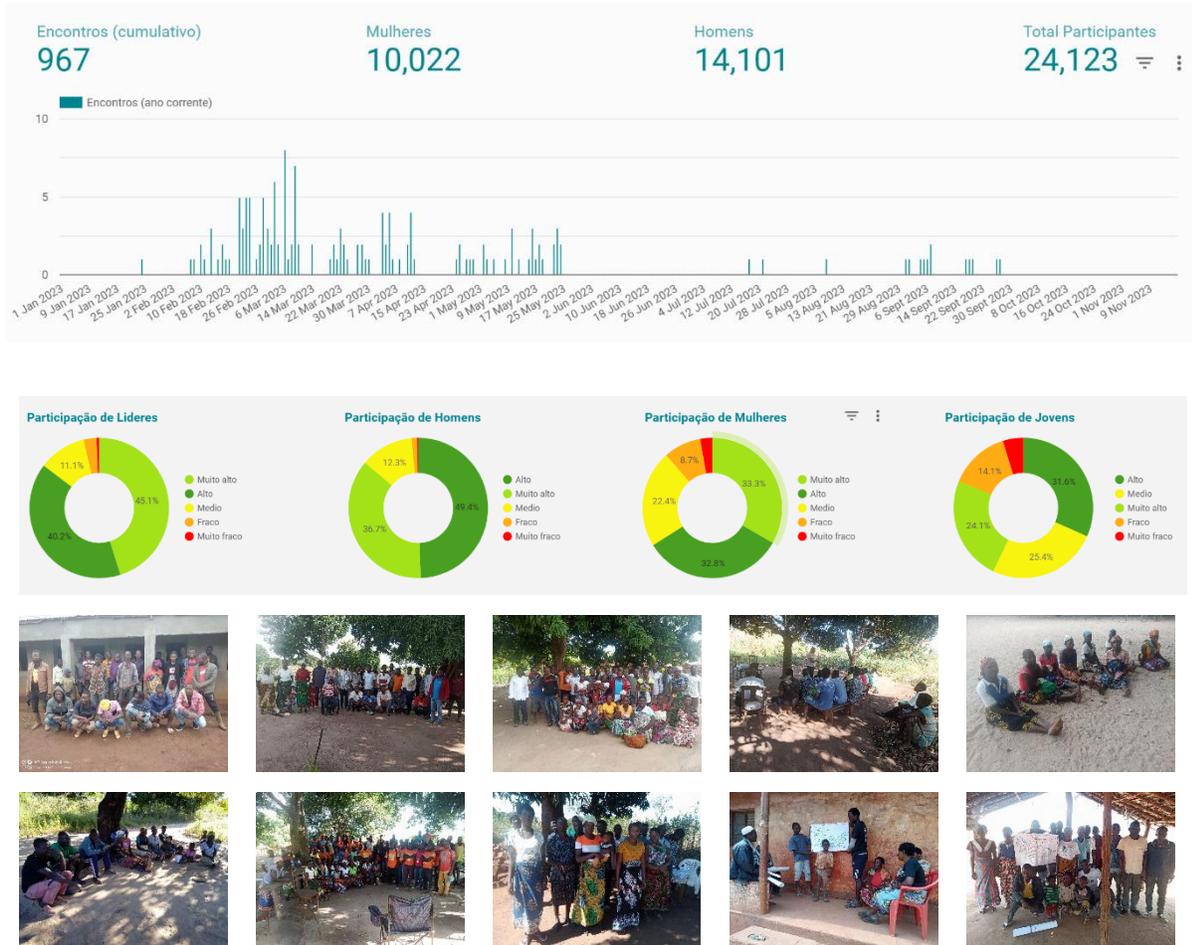
## 2.2 COMMUNITY LAND DELIMITATION EXERCISES

By the end of the activity, 109 communities had been delimited (or had their boundaries redone or reconfirmed), securing the collective land rights of more than 321,402 people (including children and youth) over more than 720,000 hectares. A full list of communities can be found in Annex 1 and a set of atlases (one for each company in the GRAS Group) can be found in Annexes 6 - 12. As a result of an impasse with the Ngauma district authorities (see below), the number of beneficiary communities for the HVPs reduced from 22 to 15 communities.

The community land delimitation exercises involved sensitization activities, participatory mapping and reconstructions of community histories and social structures as required by the Technical Annex to the Land Law. In total, the service providers facilitated 967 different meetings across the 109 communities,

with participation reaching over 24,000. Activities included participatory mapping exercises, undertaken by different gender, age and interest groups within the community, and communities were sensitized about the need to ensure broad participation in all the meetings. Over 68 percent of these events were also attended by a government representative.

**FIGURE 2: PARTICIPATION IN LAND DELIMITATION ACTIVITIES**



The project captured the results of all participatory mapping, developed community historical profiles and conducted monitoring throughout. In addition to the mandatory activities set out in the Technical Annex, ILRG required each service provider to deploy additional modules and a grievance mechanism as part of the delimitation process.

### 2.3 CONFLICT RESOLUTION

During the delimitation exercises conflicts often arose in the georeferencing and boundary confirmation phase, as some communities “consider the delimitation process as a way of increasing their areas” (Final Report, AMDER Niassa, September 2023). On the other hand, the same report notes that there are villages where local leaders see the process as an opportunity to have autonomy/independence from the communities in which they have until then been an integral part. The ILRG approach to respond to

disputes of this nature was to only intervene if asked to do so by local authorities and/or community leadership. In all cases, boundary disputes of this nature were resolved through the process.

## 2.4 COMMUNITY LAND USE PLANNING

All communities undertook a land use planning activity at the conclusion of the delimitation processes. These followed the improved CaVaTeCo approach of producing much shorter, more visual documents with significantly less technical jargon compared to the 50-to-60-page documents that are normally produced during community land use planning in Mozambique. Short texts to accompany the maps captured the community vision of regulations for resource use and future decision-making over how to allocate or use land.



Community members hold up boundary maps in GRAS relinquished areas in Zambezia province.

CREDIT: MATT SOMMERVILLE

## 2.5 CONTRACTS BETWEEN GRAS AND COMMUNITY ASSOCIATIONS

ILRG took direct responsibility for ensuring that the DUAT titles and any related immovable assets were properly registered in the Real Property Register (Registo Predial - copies of all registrations can be found [here](#)) before drafting contracts for the transfer of existing plantations and assets to communities. These contracts were then signed by GRAS and the community representatives. Copies of all contracts can be found [here](#).

## 2.6 GENDER EQUALITY AND SOCIAL INCLUSION

The ILRG Gender Specialist and ILRG country team reviewed the experiences from the intensive technical trainings for field staff, held in the first two weeks of November 2020, and used these as a basis for re-designing training modules and identifying follow up activities needed to support the on-going capacity building of service providers on gender equality and social inclusion. All service providers were also introduced to two ILRG gender manuals, entitled “Women’s Empowerment in the Context of Land Rights and Agricultural Value Chains” and “Domestic Dialogues on Gender Norms.” All organizations used this material in subsequent work with communities.

In their Final Report, the service provider AMDER Niassa captured the main challenge with this work to try and shift deep-rooted norms that dictate the unequal participation of community members: “*Despite the efforts made to ensure equality in gender relations, the challenges are still felt in the communities, making us believe that this approach, although accepted, will not be achieved in its entirety and in isolation by the implementation of the project's activities.*” This underscores the importance of layering longer-term norms change considerations alongside the short-term procedural technical and participatory requirements associated with rights recognition.

## 3.0 KEY CHALLENGES AND LESSONS LEARNED

### 3.1 GOVERNMENT INTERPRETATION OF POLICY & LAW

Resistance to the land divestment process from national authorities,<sup>15</sup> based on legal arguments, was the greatest challenge to implementing the GRAS activity. ILRG and GRAS, while wanting to safeguard the independence and integrity of the land return process and ensure that there was compliance with international best practice standards which had been identified, nevertheless recognized from the start that, a) the government was a critical stakeholder in the process and, b) that the approach faced some inherent risks, such as elite capture. There was therefore a sustained effort to communicate clearly with the government and share full details on what was being undertaken, and for what purpose.

Over the April - June 2021 period, there were several meetings and communications between the ILRG team and partners and the National Directorate of Land (DNDT) which were intended to address differences in the interpretation of the DUAT relinquishment process. Resistance from the DNDT persisted. The DNDT did not respond to a detailed written legal opinion commissioned by ILRG. Eventually, ILRG addressed the issue with the legal office of the Minister of Lands and Environment. At a meeting with the legal advisor to the minister, she confirmed the correctness of ILRG's approach and agreed to instruct the Department of Land to allow operations to resume. The DNDT had previously issued letters to the various provincial authorities, requiring them to halt GRAS-related land delimitation activities; whilst no formal rescindment of this instruction appears to have been issued, resistance to the service provider activities in the provinces receded, and activities continued.

Copies of all correspondence with government can be found [here](#).

### 3.2 LEGACY ISSUES

When commencing discussions with communities regarding the return of land rights, the field teams would often be confronted with complaints from community members about past promises not having been honored by the companies – sometimes GRAS and sometimes the smaller companies it had acquired. Dealing with perceived historical injustices required considerable time and patience from the field teams.

In some places, work halted as a result. For several months, work on some parcels in N'gauma District, Niassa, was stalled by the district administration, for example. This came about because of community complaints that GRAS had not provided compensation previously agreed to for the initial handover of land to the company. GRAS made the payments so that work could resume, but the activity suffered continued blockage by government authorities. In those communities, AMDER Niassa had successfully formed community associations, completed the required training of the association members, and had facilitated all the participatory processes needed for community delimitation. Completion of the delimitation was, however, blocked by district government authorities who refused to participate in meetings to officially confirm boundaries. Despite formal requests for interventions from the provincial ombudsman, the provincial authorities failed to clarify reasons for their continued resistance to the delimitation processes.

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<sup>15</sup> District and provincial authorities were, in general, more favorably disposed to the land divestment process as sponsored through the ILRG activity, mainly because they appreciated that the re-recognition of the local community rights would serve to reduce the level of hostility and disputes.

### 3.3 POST RELINQUISHMENT SUPPORT

The initial activity did include helping communities to manage their newly recovered land and resources. However, ILRG mobilized support to carry out a targeted follow-on pilot activity in six neighboring communities in Alto Molócue District, Zambezia, which jointly received several parcels of standing eucalyptus timber in good condition.

This activity helped these communities, plus a seventh adjacent community that had no timber, to take important steps in managing and benefiting from their plantations. They formed an umbrella cooperative with the legal ability to negotiate with buyers and to distribute profits. The service provider, Avante, facilitated dozens of meetings to provide training in the management of eucalyptus plantations, with sessions covering production of saplings, land preparation and transplanting, care of growing trees, and fire management. The cooperative and its seven constituent community associations also received intensive training over a year in such issues as how to manage their associations and the cooperative, financial management, and negotiations with potential buyers. Avante helped facilitate discussions with three separate potential buyers; at the end of the project, one (a manufacturer of furniture from Beira) was in the final phases of negotiations.

Even though this one-year add-on laid the groundwork for future investment in these communities, more support is required to help rural communities learn how to viably and sustainably manage plantations that could, in some cases, have turnovers well in excess of \$100,000 annually. Demand from the communities clearly exists; another service provider under the activity, AMDER Niassa, hired Avante to provide a very short introductory training on managing plantations and establishing cooperatives, targeting four other communities in Nampula and Niassa Provinces that had received land from the GRAS divestment process. This training, which came at the end of the ILRG activity in Mozambique, and which was based on lessons learned with Avante's work in Alto Molócue, led to multiple requests for similar longer-term support.

### 3.4 LESSONS LEARNED

**There is a lack of guidance for the processes of land disinvestment/divestment in national regulations, sustainable financing principles and corporate policies.** In Mozambique, where there has been significant land-based investment interest over the years, the regulatory framework for the acquisition of land rights has gradually evolved to incorporate the learning and experience obtained through two decades of implementation. The same is not true for the processes of land disinvestment, and the processes and implications of the termination of DUAT rights, whether canceled by the state because of non-performance or voluntarily returned by a failed investor, require a thorough review. Greater regulatory certainty on what happens to land and immovable assets that are subject to divestment would help all stakeholders – land administration authorities, investors and their partners, and local communities. By the same token, companies need to develop their own policies with respect to land disinvestment/divestment. The Green Resources Policies Document devotes four pages to Land Acquisition policies and Resettlement and Compensation implementation, but there is no mention of policy in respect to any eventual land return or investment withdrawal processes.

**The Mozambican government's record keeping and data management with respect to land acquisition and land administration is not functioning.** The poor state of the cadastral archives and the lack of an accessible and functioning system to manage land data is a significant obstacle to the implementation of legal processes to secure tenure and identify legitimate and legal holders of land use rights. At a certain point in the process, neither the company nor the GoM were able to confirm whether a significant number of GRAS DUAT titles in Zambezia province had already been formally relinquished or not. Without reliable maps of actual land holdings, and records of past engagements

between government, investors, and local communities, it is difficult to assess the level of resources and funding needed for a responsible exit process.

**Community groups are quite capable of defending their interests when equipped with the tools to do so.** The case of Madiga community shows that a community can make good use of new legal knowledge and written evidence of agreements to ensure that they are not manipulated or defrauded. In September 2023, the community leaders of Magida community reported that representatives of a Chinese company operating in the timber sector had appeared in their area to cut trees from the old GRAS plantation, which had in the meantime been signed over to the community. Despite pressure from these company representatives, who were equipped with a letter from the governor authorizing them to cut the trees, the community successfully argued, and proved to the local authorities, that the community had become the legal owner of the assets, including the standing timber. The opportunity to negotiate the sale of the timber to the company was lost, however, because the company representative claimed ‘to have already paid’ on being issued the letter of authorization.



Women community member stand in front of standing timber on their parcels on GRAS relinquished land.

CREDIT: MATT SOMMERVILLE

**Mozambique needs to better define the concept of immovable assets and clarify which kinds of improvements to land are subject to registration in the register of Real Property rights (the *Registo Predial*).** Not only did ILRG encounter different responses from different provincial offices of the Real Property Register as to the eligibility of tree plantations to be registered as assets, this extends also to the certified DUAT rights of local communities. This remains a policy and implementation challenge for the government.

**History and context are important.** Constructing a standard approach to many different communities and areas is a challenge when there are varying histories between the community and the company. Specific histories and local dynamics are important to understand, and they affect progress. Whilst the detailed audit conducted by Landesa and Terra Firma was designed to identify and plan for these specific challenges, the implementation of the divestment process was always impacted by local dynamics. The work in N’gauma District, for example, was affected by a specific history of engagement in respect to compensation payments to the community.

**Responsible divestment should create the conditions for viable management and real benefits for communities.** The return of land and any immovable assets is an essential step whenever a company is relinquishing land that was acquired from communities. However, while some community members may have gained experience working on the plantations while they were under control of the divesting company, virtually no communities have the skills needed to manage a full-scale agroforestry operation with the requirements of planning and implementing timber management, negotiations with buyers, oversight of large annual sales and significant cash turnovers, and requirements to employ fellow

community members to provide the needed labor. In addition to clear support to responsible divestment, communities need the opportunity to develop or contract out the skills needed to use their newly recovered resources in sustainable, economically viable ways. This may require support in technical plantation management (e.g., how to manage a timber plantation from seedlings through to harvest) and in establishing a functional business entity to manage the business aspects. An alternative which the Alto Molócue communities were discussing with Cooperative Avante could involve assessing options and negotiating with a new investor for a joint venture or establishing contractual arrangements through which the community provides the land and timber while an experienced company provides management services.

**Changes to corporate management arrangements can significantly affect strategy and approach.** In the initial stages of collaborating with the management team from GRAS in Mozambique, ILRG struggled to create a cooperative, trust-based relationship and met significant, albeit passive resistance to the proposals for the responsible divestment process. Changes to this management structure in 2021 had an immediate positive impact and led to much greater levels of trust and collaboration between partners.

**More effort should have been directed towards facilitating direct engagements between local community land associations and the district authorities, and especially in respect to the transfer of assets.** In hindsight, the ILRG team and service providers should have done more to ensure that the district governments were involved in formal ceremonies to honor the signature of the sale and purchase contracts, ensuring that they were aware of the process. A relatively small allocation of funds to support the purchase of food would have had a disproportionately positive impact on awareness and acceptance by the district authorities. In the absence of this, some district governments (such as in Alto Molócue) authorized third parties to cut timber without consulting the communities. In Rapale, the former provincial Secretary of State claimed the land as his; despite the training provided by Terra Nossa, the community didn't at first resist.<sup>16</sup>

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<sup>16</sup> Only when they received additional support through Avante, as part of the series of two-day trainings, did this problem come to light, at which time Avante encouraged the community to act. This came at the very end of the GRAS activity, so there were no resources to pursue the issue.

## 4.0 RECOMMENDATIONS

### 4.1 GOVERNMENT

The GoM, and governments of other countries that are the focus of land disinvestment processes by the private sector, should:

- **Establish clear and unambiguous legislative frameworks for the return of land to communities once concessions have been awarded for the purposes of investment termination.** Regulations should clearly set out the administrative processes and legal implications when land concessions/leases are returned by investors.
- **Strengthen regulatory frameworks and oversight mechanisms to ensure compliance with agreements made between the communities and companies involved.** There is a widespread absence of transparent monitoring and evaluation systems that track the use of land made available for investments, the sharing of benefits and the impact on communities. These systems need to be developed and extended where necessary to cover situations of land divestment/disinvestment.
- **Governments should stress the importance of transparency, accountability, and adherence to legal frameworks throughout the process.** Open communication channels between government, communities, and companies involved are required to address emerging issues promptly and effectively.
- **Land administration systems need to be strengthened significantly, and especially in respect to data management and record-keeping.** Accuracy in land records, and the legal certainty which this provides, reduces unnecessary discrepancies and disputes over ownership or boundaries. Transparent record-keeping builds trust among stakeholders, promoting a fair and accountable system, but this requires significant efforts to strengthen data management through training personnel in effective record-keeping practices, technology usage, and maintaining data integrity.

### 4.2 COMMUNITIES

Donors and rural communities in Mozambique should:

- **Work holistically and empower local communities with resources, knowledge, and capacity-building opportunities to effectively manage returned land.** To the extent that land divestment processes offer opportunities for local communities to exploit new resources, governments should be offering training in sustainable agriculture, forestry management, or facilitating access to markets.
- **Raise awareness among men and women in their communities about the barriers and benefits to the active and meaningful participation of women and other marginalized groups,** ensuring that men and women have the same opportunities in the community and in exercising their land rights.
- **Request that government undertake community land delimitation processes and certify the community DUAT, where these do not yet exist and always as a mandatory precursor to the ceding of land rights for investment purposes.** This would strengthen their future claims to the land should the investment not continue, and the land be reverted back to the community.

- **Be encouraged to present themselves and their plans to the district authorities.** Community land associations should share their documentation with the local authorities, with formal requests for their incorporation into the district land use plans. This should include sharing their statutes of incorporation, their community land use plans and the regulations for resource use that they have developed.
- **Work to ensure that communities have valid, equitable contracts** after community consultation exercises, encapsulating the agreements made between companies and communities.

**Consider options beyond the mere ceding of land.** Instead of agreeing to cede land access to investors, communities should understand that they have options. For example, they could negotiate joint venture agreements, through which the community contributes the use of their land while the investor provides other inputs, such as funding, technical management, and access to markets. Alternatively, the community could hire an experienced company to provide overall planning and management services, perhaps based on a profit-sharing arrangement. These types of options are seldom if ever raised with communities during initial consultations. The example of Phata Cooperative in Malawi provides some lessons in how the engagement of management consultants can benefit both the community and the company.<sup>17</sup>

#### 4.3 BILATERAL DONOR PARTNERS

In addition to supporting the adoption of responsible divestment principles by governments and the private sector, bilateral development agencies should support programs that can provide communities with long term resources that enable them to use newly recovered resources in sustainable, economically viable ways. This may require support in technical management (e.g., how to manage a timber plantation from seedlings through to harvest in an ecologically and financially sustainable way), in establishing a functional business entity to manage the business aspects, and perhaps in assessing and negotiating options for joint ventures or contractual arrangements through which the community provides the land and timber while a more experienced company provides management services. These support services should be embedded within any divestment initiatives from the start.

#### 4.4 DEVELOPMENT FINANCE INSTITUTIONS

Land divestment/disinvestment by the private sector can have equally significant impacts on local communities as land acquisition. All investments run the risk of producing negative social, economic, and environmental externalities, which can be borne by individuals, governments, communities, or the natural environment. This is no less true for disinvestments, particularly where this involves the re-allocation of land that had been set aside for this purpose. How that land is returned, to whom, on what basis and under what conditions, are as important as the processes through which the land was acquired, and can have equally negative social, economic, and environmental impacts if not conducted in a responsible manner. All Development Finance Institutions conduct due diligence activities to ensure that harms are minimized and/or affected stakeholders are appropriately compensated, and to monitor performance by the companies they invest in against the standards that are set, or indeed changes in that performance over time. The twin processes of land disinvestment, and divestment, by companies receiving development finance institution (DFI) support require equal attention.

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<sup>17</sup> A detailed case study on the Phata Cooperative and its engagement of a private management consulting firm is available at <https://ripl.landesia.org/blog/17-landesia-phata-case-study>.

Development Finance Institutions that have investments within private sector entities disinvesting from, or divesting themselves of, land should:

- **Approach decision-making about land divestment processes on an informed and independent basis.** The DFIs need to ensure that they, their equity partners, and the senior management of a company that is considering land divestment have a thorough understanding of the political economy of the land sector, as well as the legislative framework for land rights, of the jurisdiction in which the company is operating. It is not sufficient to merely approach the government for advice on how to proceed.
- **Be specific and clear regarding expectations from an international best practice perspective and from an ethical standpoint.** Companies should always be made aware of the specific expectations from DFIs/investors in respect to land divestment processes. Based on their independent knowledge of the divestment routes and strategies open to a company, DFIs should ensure that they establish and communicate their specific expectations. Where there are gaps in best practice principles and/or safeguards, the DFIs should work together to fill these.
- **Require companies to develop robust Social Impact Assessments (SIA) and Mitigation Plans with respect to land divestment initiatives.** Companies should be required to present the results of comprehensive SIAs that seek to understand the implications of land return on the affected communities. The SIA should identify potential risks and opportunities, assess the socio-economic impacts, and propose mitigation strategies. This should be followed by the development of robust plans that address concerns and ensure a fair and equitable transition for both the community and the company.
- **Require companies to undertake collaborative land restoration and significant community engagement when undertaking land divestment.** The establishing of transparent, inclusive, and culturally sensitive dialogues with local communities is essential, and companies should be required to establish robust and independent grievance mechanisms that link directly to the DFIs or other investment/equity partners. Companies should be required to involve community representatives in discussions about the return of land and negotiate terms that maximize community benefits from the process and mitigate against identified risks. In areas where a company is only partially divesting, this might include agreements on future sustainable land use, job creation, skills training, or revenue-sharing mechanisms.
- **Encourage companies to plan for land divestment as an integral part of corporate strategies for long-term sustainability and social responsibility.** This might involve investing in community development projects, such as education, healthcare, infrastructure, or sustainable livelihood programs, even after returning the land. It could also involve additional support of two or more years to enable the community to develop the skills and relationships necessary for viable management of the land and assets that have been returned. The responsible return of land may be an essential element of maintaining positive relationships and building trust with local stakeholders.

**TABLE 2: DELIMITED COMMUNITIES - POPULATION & AREA**

Name Association & Villages	Male	Female	TOTAL	Area (ha)	Density per ha
Wiwanana wo Palaço	95	84	179	948	5.30
Olima Orera de Mavoto	145	128	273	692	2.53
Horeherya wamuetheya	164	146	310	328	1.06
Murendhele	199	178	377	498	1.32
Okhaviherana wa Omalate	237	210	447	1,741	3.89
Associação Hohava	255	225	480	2,282	4.75
Associação omaliha ohawa wa Onamihasse	337	297	634	2,626	4.14
Associação Natanakee de 25 de Junho	387	342	729	1,560	2.14
Nera Wieliu	397	356	753	498	0.66
Ajuda da comunidade de Naihava	405	358	763	2,865	3.75
-	361	406	767	2,739	3.57
Associação Comunitaria de Gestao de Recursos Naturais de Nduica	409	367	776	1,241	1.60
Associação comunitaria de gestao de recursos naturais Ndamo Djetu - Mussa; Mapaco; Naicuanga	472	426	898	5,382	5.99
Associação Nossa terra de Namalili	496	441	937	1,549	1.65
Ntamale	512	459	971	478	0.49
Wakuelela	515	461	976	1,893	1.94
Associação Comunitária de Gestão de Recursos Naturais de Lupalane	517	473	990	43,195	43.63
NIVINHE OCURAPINE	549	485	1,034	2,668	2.58
Owehexexa Onathove	581	515	1,096	2,925	2.67
Associação comunitaria NILEVE NONNE THO. - ILocone; Lancheque; Mithine	586	518	1,104	2,179	1.97
Associação Oweha Oweha de poiane	590	521	1,111	1,287	1.16
Wikara Ohawa	564	567	1,131	1,702	1.50
Omaliha ohawa omuhala	604	534	1,138	2,452	2.15
-	603	540	1,143	3,099	2.71
Associação Oliphihera ethayaho de Napipine	624	555	1,179	3,810	3.23
Owehaweha Muthetheahu	639	567	1,206	2,530	2.10
Ophavela Okhaliheryana	648	574	1,222	1,347	1.10
Hovenhihiwa	676	605	1,281	1,148	0.90
Associação Comunitaria de Gestao de Recursos Naturais de Maoga	695	624	1,319	25,395	19.25
Kanonawo	707	633	1,340	7,909	5.90
Associação Comunitaria de Gestão de recursos naturais Joaquim Alberto Chissano	711	638	1,349	1,966	1.46
Ossuwelihana Ekekhayi ya Onamitili	716	637	1,353	1,895	1.40
Associação Comun de terras de pajara e pacuneta	762	677	1,439	2,158	1.50
Associação comunitaria de gestao de recursos naturais Ndamo Djetu - Mussa; Mapaco; Naicuanga	790	713	1,503	3,538	2.35
Associação wiwanana Yethaya wa unidade Moçambique	811	721	1,532	1,524	0.99
Associação Comunitaria de Gestão de recursos naturais Joaquim Alberto Chissano	823	739	1,562	1,993	1.28
Associação comunitaria Ngingame lipende - Lipende	851	764	1,615	3,374	2.09
Wiwanana de Mutanapo	861	766	1,627	4,747	2.92
Associação Nivinhee de Namicopo	878	776	1,654	3,152	1.91
Associação Owehaweha de Intatapila	906	806	1,712	4,976	2.91

Name Association & Villages	Male	Female	TOTAL	Area (ha)	Density per ha
Orera Olima	925	821	1,746	2,154	1.23
Nipwatxhiweke	873	877	1,750	3,208	1.83
Associação Axinene de Malapa	937	828	1,765	3,346	1.90
Osuwela wona	882	886	1,768	5,784	3.27
Associação OPHAVELA EKEKHAL de Namacula	941	837	1,778	4,551	2.56
Associação Ovilela	889	894	1,783	3,496	1.96
Associação Comunitaria de Gestão de recursos naturais Ntendele de Chiuiaia	956	859	1,815	2,431	1.34
Maringue	971	862	1,833	2,307	1.26
Associação comunitária de gestão de recursos naturais de lumbiza	1,013	910	1,923	15,912	8.27
Associação OPHAVELA de Marrocane	1,062	944	2,006	5,798	2.89
Associação chisse	1,125	1,008	2,133	4,656	2.18
Associação comunitária de gestão de recursos naturais de Nhamuedje	1,151	1,033	2,184	25,308	11.59
-	1,235	1,095	2,330	6,037	2.59
Ohula Metho	1,260	1,266	2,526	9,347	3.70
Ovila ophuanha	1,275	1,281	2,556	11,296	4.42
Ovilelana wo Nachilapa	1,381	1,220	2,601	5,367	2.06
Nova Vida	1,404	1,246	2,650	2,175	0.82
Associação Comunitaria de Gestao de Recusos Naturais de Nansenhenje	1,399	1,256	2,655	2,645	1.00
Associação Comunitaria de Gestao de Recusos Lidjogo	1,408	1,264	2,672	5,616	2.10
Associação comunitaria de gestao de recursos naturais Ndamo Djetu - Mussa; Mapaco; Naicuanga	1,410	1,273	2,683	6,045	2.25
Wiwanana orera	1,442	1,281	2,723	3,485	1.28
Wivaha	1,364	1,371	2,735	5,800	2.12
Otaphuwa Welapo	1,366	1,373	2,739	10,400	3.80
Associação Comunitária de Gestão de Recursos Naturais de Itepela	1,520	1,392	2,912	10,776	3.70
Wiwanana Orera	1,565	1,392	2,957	6,326	2.14
Associação Olima Okeleke Ossulo A Cuirine	1,620	1,432	3,052	6,311	2.07
Associação Murethele wethaya yonaculuê	1,630	1,448	3,078	5,423	1.76
Associação Coloico	1,631	1,462	3,093	4,358	1.41
Associação Comunitária de Gestão de Recursos Naturais de Bagarila	1,689	1,517	3,206	4,580	1.43
Ohawa	1,768	1,777	3,545	8,695	2.45
Associação de Gestão de Recursos Naturais Ulongo de Micucue - Micucue	1,936	1,757	3,693	16,426	4.45
Associação Comunitaria de Gestão de recursos naturais Joaquim Alberto Chissano	2,024	1,817	3,841	4,679	1.22
Intxanama	2,215	1,967	4,182	3,224	0.77
Okhalihera wamesa	2,226	1,967	4,193	9,708	2.32
Associação Comunitária de Gestão de Recursos Naturais de Mitamba	2,260	2,069	4,329	5,673	1.31
Associação Comunitaria de Gestao de Recursos Naturais de Ngongote	2,317	2,081	4,398	7,255	1.65
Associação Comunitária de Gestão de Recursos Naturais de Lucucho	2,320	2,124	4,444	10,132	2.28
Okhaliheryana wa onacuacuali	2,467	2,194	4,661	4,861	1.04
Nsele Nohuliwa	2,476	2,198	4,674	7,020	1.50

Name Association & Villages	Male	Female	TOTAL	Area (ha)	Density per ha
Wuiwanana de Insurupi	2,541	2,256	4,797	6,938	1.45
-	2,554	2,257	4,811	12,043	2.50
Associação Comunitária de Gestão de Recursos Naturais de Tombolombo	2,634	2,319	4,953	5,042	1.02
Associação Comunitária de Gestão de Recursos Naturais de Ntembo	2,828	2,490	5,318	3,863	0.73
Associação olima orera	2,868	2,548	5,416	5,838	1.08
OTAPHUWA	2,992	2,674	5,666	5,346	0.94
Niwananeke	2,887	2,880	5,767	12,099	2.10
Associação wiwanana Oniessa	3,074	2,716	5,790	8,111	1.40
OLELIHANA OCHICA	3,100	2,740	5,840	9,416	1.61
Associação Seluagani	3,383	3,031	6,414	7,484	1.17
Seluagane -	3,383	3,031	6,414	7,484	1.17
Djirine de Mugarula	3,415	3,062	6,477	7,347	1.13
Combate	3,352	3,129	6,481	9,389	1.45
Nakussupa	3,662	3,251	6,913	11,464	1.66
Wakiha de Namuali	3,842	3,395	7,237	11,570	1.60
Mwaquante hanamala	3,700	3,719	7,419	26,548	3.58
Associação Comunitária de Gestão de Recursos Naturais de Lussanga	3,896	3,567	7,463	13,366	1.79
ASSOCIACAO OVAHANANA DE SASSAMANJA	4,739	4,245	8,984	9,831	1.09
-					
ASSOCIACAO COMUNITARIA DE GESTAO DE RECURSOS NATURAIS DE MUTAPUA -	4,758	4,232	8,990	5,924	0.66
ASSOCIAÇÃO COMUNITÁRIA ODHILO - Chirambeira; Mpanga; Tacata	4,857	4,354	9,211	17,819	1.93
-	4,760	4,469	9,229	12,274	1.33
Associação Comunitaria de Gestao de Recursos Naturais de Mapudje	5,648	5,072	10,720	38,917	3.63
WIWANANA	5,875	5,267	11,142	11,184	1.00
<b>TOTALS</b>	<b>165,159</b>	<b>149,815</b>	<b>314,974</b>	<b>680,197</b>	<b>2.16</b>

## **ANNEXES:**

[Annex 1 – High Level Activity Report – High Value Parcels](#)

[Annex 2 - High Level Activity Report – Nampula Parcels](#)

[Annex 3 - High Level Activity Report – Niassa Parcels](#)

[Annex 4 - High Level Activity Report – Zambezia Parcels](#)

[Annex 5 - High Level Activity Report – All Parcels](#)

[Annex 6 – Atlas of DUAT Titles/Delimitations – Niassa Green Resources](#)

[Annex 7 - Atlas of DUAT Titles/Delimitations – Lurio Green Resources](#)

[Annex 8 - Atlas of DUAT Titles/Delimitations – Massangulo](#)

[Annex 9 - Atlas of DUAT Titles/Delimitations – Chikweti](#)

[Annex 10 - Atlas of DUAT Titles/Delimitations – Ntacua](#)

[Annex 11 - Atlas of DUAT Titles/Delimitations – Tectona](#)

[Annex 12 - Atlas of DUAT Titles/Delimitations – UPM](#)

[Annex 13 - M&E Report - Community Leaders](#)

[Annex 14 - M&E Report - Community Members](#)

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