Africa
ORGANISED CRIME INDEX

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Enhancing Africa's response to
transnational organised crime

This project is funded
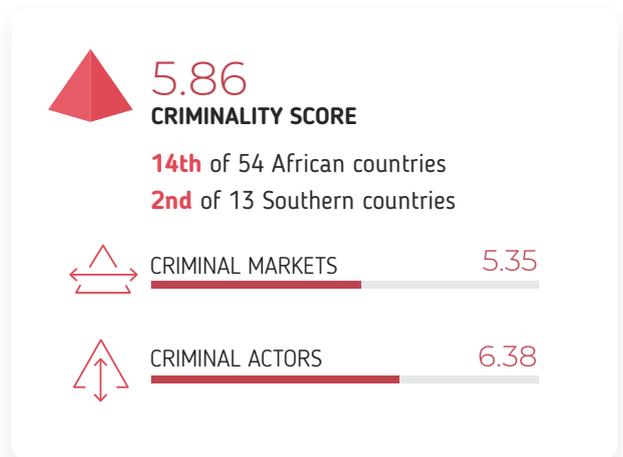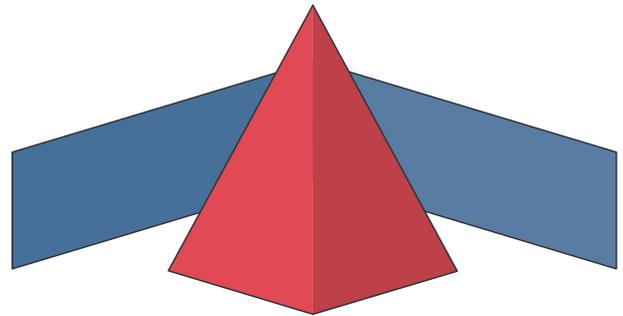by the European Union

MOZAMBIQUE

Mozambique ranks 14th in the Index, with a broad range of established **criminal markets** and **criminal actors**.

However, the highest scores are in the environmental sector, in large part due to levels of illegal logging (**flora crimes**), trafficking of ivory and rhino horn (**fauna crimes**), and the illicit trade in rubies (**non-renewable-resource crimes**).

Although Mozambique's narcotic markets are deemed as having only a moderate negative influence on society overall, the **heroin trade** is highlighted as a major concern, scoring 7.5. The markets for **human smuggling, human trafficking** and **arms trafficking** all record moderate scores between 4 and 5, suggesting they are not pervasive.

Mozambique's **criminal networks**, **state-embedded actors** and **foreign actors** all record high scores. Their involvement in all sectors of Mozambique's illicit economy is viewed as widespread and growing.

In terms of **resilience**, Mozambique scores poorly, ranking 38th in Africa, with only two indicators scoring above 4. The government is reported to lack a coherent plan to fight organised crime and the involvement of state officials in illicit activities is common. Moreover, corruption at all levels, insufficient victim and witness support, and underfunded institutions are highlighted as areas of concern.
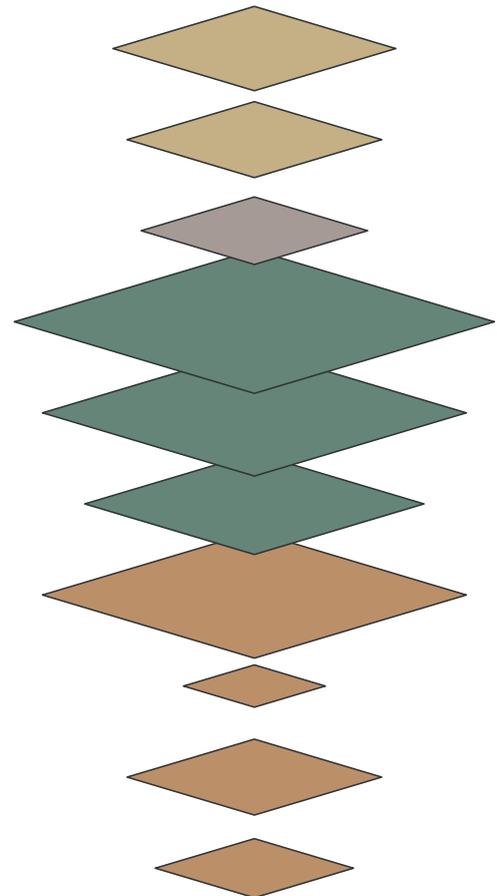
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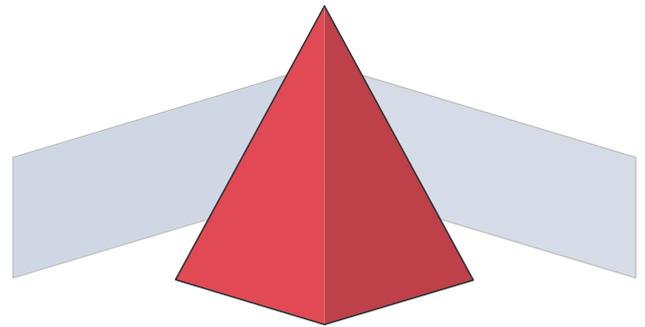**CRIMINALITY SCORE**

14th of 54 African countries
2nd of 13 Southern countries

CRIMINAL MARKETS   5.35

CRIMINAL ACTORS   6.38

2.83
STATE RESILIENCE SCORE

38th of 54 African countries
12th of 13 Southern countries

CRIMINALITY SCORE

CRIMINAL ACTORS	6.38
MAFIA STYLE GROUPS	3.5
CRIMINAL NETWORKS	6.5
STATE-EMBEDDED ACTORS	8.0
FOREIGN ACTORS	7.5

CRIMINAL MARKETS	5.35
HUMAN TRAFFICKING	5.0
HUMAN SMUGGLING	4.5
ARMS TRAFFICKING	4.0
FLORA CRIMES	8.5
FAUNA CRIMES	7.5
NON-RENEWABLE RESOURCES CRIMES	6.0
HEROIN TRADE	7.5
COCAINE TRADE	2.5
CANNABIS TRADE	4.5
SYNTHETIC DRUGS TRADE	3.5

Criminal Markets

The most pervasive criminal market in Mozambique is in **flora crimes**, which score 8.5 in the Index. There is significant illegal and quasi-legal logging, with the majority of high-value hardwoods being shipped to China. Mozambique is currently the tenth-largest supplier of hardwood to China, and until 2018 around 50% of timber from Mozambique arriving in China was exported illegally (i.e. as unworked logs). There is evidence of significant collusion by government officials to facilitate the illegal shipping of containers filled with timber. In 2018, 12 officials were arrested, as was a former minister who was secretly filmed supporting a Chinese timber company that illegally exports containers filled with timber.

Fauna crimes (7.5) are similarly pervasive in Mozambique, with the country acting as a major transit country for the trafficking of ivory and rhino horn to Asia. The 2014 national elephant census showed that organised

poaching gangs had killed 50% of Mozambique's elephants in five years, mostly from the largest population in Niassa Reserve in the north. According to the 2018 national elephant census, this decline had largely stopped, though poaching continued in the south.

However, organised criminal networks are now trafficking significant volumes of ivory from other countries through Mozambique's ports to Asia. The illegal fauna trade is predominantly run by criminal networks that are also involved in drug trafficking, human smuggling and the trafficking of body parts.

Mozambique is acutely affected by the **heroin trade**, with an estimated 10–40 tonnes of the drug moving through the country annually. The heroin trade has developed into a tightly controlled network operated by politically connected families and allegedly sanctioned by the political elite. The capture of the heroin market by the State is almost absolute, which is why there is limited violence associated with the criminal market.

Northern Mozambique has become a significant landing point for heroin from Afghanistan as the trade moves south along the Indian Ocean coastal states, in response to maritime interdictions by military forces. The heroin trade in Mozambique has a major impact on governance in the country. Overall, the country received a score of 7.5 for **heroin trade,** the second-highest score for the market in Africa.

Non-renewable-resource crimes also have a significant influence on the state and society in Mozambique. The country accounts for 80% of global ruby production and there is a large illicit ruby, garnet and coloured gem trade in the north. The illegal trade is largely controlled by foreign nationals from Asia and Africa, who exploit local populations.

Local elites have gained control of the land with the most valuable resources and entered into partnership with multinationals, excluding local people. However, because ruby deposits are shallow, artisanal miners working in large groups can invade land quickly to search for the gems.

Criminal Actors

State-embedded actors are the most influential actors in organised crime in Mozambique, scoring 8. There is significant medium- and low-level corruption among state officials, which outlasts individual postings in key sites. This allows criminal networks and trades to flourish, notably rhino poaching and rhino horn trafficking, the heroin trade, human smuggling and trafficking, and timber and

ivory trafficking. Government officials are suspected of colluding with criminal actors to facilitate illegal shipments of containers filled with timber, in addition to likely political protection of rhino horn traffickers.

Numerous **foreign actors** operate in Mozambique, which is reflected in a score of 7.5. East Asian nationals are heavily involved in the country's illegal timber industry and ivory trafficking, and have significant links to the illegal fishing industry. Foreign criminal actors enjoy high levels of political protection, as evidenced by the lack of prosecutions of rhino horn traffickers caught exiting the country.

In general, foreign actors are the instigators of the criminal markets prevalent in Mozambique – without them, the markets would not exist. However, Mozambicans run day-to-day operations. An exception is human smuggling, which appears to be controlled by external actors, primarily nationals from the various countries of origin of people being smuggled into Mozambique.
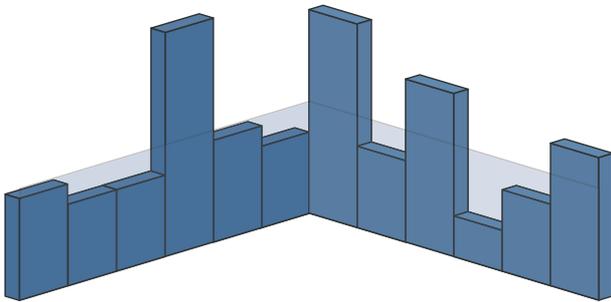
Criminal networks exert a significant influence in Mozambique, with a score of 8. At least four established criminal networks operate in the country; the largest controls the heroin trade. Mozambican families control ports and have a large presence in big cities in the north. Such actors maintain close relations with the country's ruling party and have transnational links to heroin markets in Pakistan. These Mozambican 'oligarchs' appear to control wealthy organised criminal networks that have secured political protection and operate in parallel to the state with relative impunity.

A loose Islamist-aligned militia group – referred to as Ansar al-Sunna, or 'Al-Shabaab' – is behind an insurgency in the northern province of Cabo Delgado. The group does not clearly control a specific trade. However, it operates in an area where significant criminal activity exists – including extensive heroin, timber, wildlife and ruby trafficking and human smuggling – that is largely controlled by foreign criminal groups, linked to local elites and corrupt government officials.

This criminal and corrupt activity has helped fuel the Islamist insurgency through discontent among, and lack of opportunity for, local youth. The group is linked to criminal markets that have a propensity to develop into much stronger protection markets. While it is unknown how exactly the militants interact with criminal networks, it is clear that the government is unable to limit their capacity to participate in those networks.

RESILIENCE SCORE

POLITICAL LEADERSHIP AND GOVERNANCE	2.5
GOVERNMENT TRANSPARENCY AND ACCOUNTABILITY	2.0
INTERNATIONAL COOPERATION	2.0
NATIONAL POLICIES AND LAWS	5.5
JUDICIAL SYSTEM AND DETENTION	2.5
LAW ENFORCEMENT	2.0
TERRITORIAL INTEGRITY	5.0
ANTI-MONEY LAUNDERING	2.0
ECONOMIC REGULATORY ENVIRONMENT	4.0
VICTIM AND WITNESS SUPPORT	1.0
PREVENTION	2.0
NON-STATE ACTORS	3.5

Ranking 38th in Africa, Mozambique has a very low level of resilience to organised crime. The country has numerous organised crime-related laws and specific policies and laws to prevent organised crime-related activities are being strengthened. For example, reforms are underway to control timber exports; legislation has been strengthened and regulations on licensing and authorising the felling of protected species are being revised.

The initiatives come a year after the World Bank allocated US$47 million to combat deforestation in Mozambique. Similarly, poaching of protected species was criminalised in 2015 and the law was amended in 2017 to include trafficking of illegal wildlife products. The relatively robust **legislative framework** in Mozambique is reflected in a score of 5.5, the country's highest score for any of the 12 resilience indicators.

Although Mozambique has signed numerous agreements, pertaining to mutual assistance and extradition among other areas, with China, Vietnam, South Africa and Tanzania, among others, the majority lack details or follow-up plans to be practically useful and to support enforcement. Also, corrupt low- and mid-level government officials often hinder or block transnational law enforcement efforts, which is reflected in the low score of 2.

Mozambique's **judicial system** is characterised by high levels of impunity and corruption, made worse by chronic underfunding. Similarly, **law enforcement** agencies in the country are poorly resourced and equipped, and there are no specialised units dedicated to combating organised crime.

Mozambique is a member of the Eastern and Southern Africa Anti-Money Laundering Group. However, according to the group's most recent progress report on **anti-money laundering** and counter-terrorism financing measures, the country was rated as non-compliant on 12 of the 16 core and key recommendations. As a result, Mozambique recorded a score of 2 for this indicator.

Legislation on capital laundering includes the creation of the Office for Financial Information (GIFIM), which is an investigative body, and a multi-sectoral commission, comprising the Central Bank and the Ministries of Finance, Justice and Interior, among others. While GIFIM has good investigative capacity, the weakness of other bodies, namely the Criminal Investigation Police, hampers its ability to follow up on work.

Overall, the Mozambican government has not taken a meaningful stand against organised crime. There is evidence that parts of the government are corrupt and have been captured by organised crime. There are questions over the influence of organised crime groups at high levels in the government of Nampula province. Research indicates that organised criminal activities have contributed financial support to the country's electoral process. The government has made very little effort to implement organised crime **prevention** measures, and **support for witnesses and victims** of organised crime is almost inexistent, with scores of 1 and 2 respectively.