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**AN ASSESSMENT OF UNMET NEEDS AND
PROGRAM OPTIONS FOR AN ENVIRONMENT STRATEGY
IN MOZAMBIQUE**

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Acronyms

CBNRM	Community-Based Natural Resources Management
CSP	Country Strategic Plan
CZM	Coastal Zone Management
DNFFB	Portuguese acronym for the National Directorate for Forestry and Wildlife
EIA	Environmental Impact Assessment
EIS	Environmental Information System
ENR	Environment and Natural Resources
EU	European Union
FY	Fiscal Year
GDP	Gross Domestic Production
GEF	Global Environmental Fund
GOM	Government of Mozambique
IUCN	International Union for Conservation of Nature
LTC	University of Wisconsin Land Tenure Center
MICOA	Portuguese acronym for the Ministry of Environmental Coordination
NEMP	National Environmental Management Plan
NET	Land Studies Unit at the University of Eduardo Mondlane
NGO	Nongovernmental Organization
PSIA	Program Support Implementation Arrangement
PVO	Private Voluntary Organization

REDSO/ESA	Regional Economic Development Service Office for East and Southern Africa
RP	Results Package
SO	Strategic Objective
UEM	University of Eduardo Mondlane
UNDP	United Nations Development Programme
USAID	US Agency for International Development

1. Introduction

This report is the result of a two-week assessment of unmet needs and program options for US Agency for International Development (USAID)/Mozambique to consider in developing a strategic framework for environmental programming and in adding environmental content to its Strategic Plan for Fiscal Years (FYs) 1996-2001. The approach followed was to review the large number of existing reports and studies and to contact as many government, donor, and private voluntary organization (PVO) and nongovernmental organization (NGO) representatives as possible.

The assessment team consisted of Frederick E. Gilbert (Leader), Melanie Mason, Crescencia Maurer, and Mario-Jorge Rassul. Mr. Rassul is a staff member of the Mozambican consulting firm, Impacto Ltd.

Robin Mason of USAID/Mozambique planned and guided the team's work. Her colleagues Gledisse Domingos and Jose Leite provided invaluable administrative and logistical support. Members of the USAID, donor community, and PVO/NGO staffs as well as officials of the Government of Mozambique (GOM) provided useful insights and information. Charlotte Bingham of Regional Economic Development Service Office for East and Southern Africa (REDSO/ESA) and Dr. John Hatton of Impacto Ltd. provided valuable input and advice.

For the sake of brevity, the recommendations contained in the report are presented in the context of the observations and analysis on which they are based.

Sections 2, 3, and 4 do not take account of USAID/Mozambique program budgetary constraints. Section 5, however, takes account of budgetary constraints and suggests how USAID might proceed in view of them.

2. Background

USAID/Mozambique's Country Strategic Plan for 1996-2001 articulates a set of inter-related pathways (three strategic objectives [S0s] and associated results packages) to enable sustainable economic and social development within Mozambique. The importance of agricultural production and community-based and farm-level natural resource management to sustainable development in Mozambique is quite evident. The vast majority of the population (80 percent) reside in rural areas and depend on a web of resources for their survival, including subsistence farming, cash-crop production, collection of firewood from forests and mangroves, charcoal production, hunting, and exploitation of in-shore fisheries. A close linkage exists between natural resource management and household income and survival.

In recognition of these important linkages, the Mission received FY 1996 funds (\$5.49 million) earmarked to support environment and natural resource management activities. Over the next four years additional allocations of environmentally earmarked funds are expected to continue to support environment-related initiatives. These funds were integrated into existing agricultural support activities as a way of complementing and strengthening the natural resource dimension of the Mission's portfolio. It was not possible before the funds were received to undertake the systematic development of a Mission environmental and natural resources (ENR) management strategy aimed at ensuring that environmental program elements:

1. Build off of existing agricultural activities in the most optimal fashion
2. Address critical environment and natural resource management problems confronting Mozambique's government and society
3. Exploit potential synergies between strategic objectives and results packages

The present exercise aims to contribute to USAID/Maputo's assessment of these questions and provide a set of ideas and recommendations concerning the substance of a strategic framework that can aid Mission staff to identify present and future opportunities to support sound natural resource management.

3. National Policy, Legislative, and Institutional Framework

3.1 Policy and Legislation

The chances of getting an adequate framework in place for ENR management cannot be separated from those pertaining to the commercial exploitation of country's resources, particularly investment. The same is true concerning the rights of citizens to acquire secure land and resource tenure and to organize for themselves the economic exploitation of local resources over which they have traditional rights. Presently the policy, legal, and institutional frameworks for the substantive (as opposed to procedural) evaluation, facilitation, and regulation of private investments are poorly developed. Concessions for the exploitation of local resources are granted by overlapping bureaucracies with too little coordination, consistency, or transparency. The authorities apparently understand the need for improvements, but the reform work in progress will likely take too long to contribute to the negotiations concerning some \$5 billion in foreign private investment—many with significant potential environmental and social impacts. Failure to evaluate these investments accurately and negotiate them accordingly could result in negative social and environmental impact on a significant scale. From this perspective the following needs emerge:

1. To accelerate the most essential decisions that need to be made about the investment approval framework, a panel of high-level international experts in the fields of private investment policy and promotion, environmental assessment, social impact, and business law should be given the task of surveying the present status of Mozambique's progress in putting in place the requisite frameworks for managing private investment. Following a period of fact gathering and analysis, they would identify the most crucial gaps and bottlenecks in the present picture and recommend key steps for the GOM to take in the relevant policy, legislative, and institutional spheres to strengthen its capacities for attracting and managing private investment. The most crucial and urgent needs—emphasizing those that reinforce one another and represent win-win solutions in terms of economic, social, and environmental goals—would be selected and put forward for urgent action by the Government.
2. The draft Land Law revision before Parliament—like the Constitution itself and the 1995 Land Policy—makes provisions for the rights of communities to land and resources. There is some concern that the current draft could be weakened in this area. If so, all will not be lost if the approved law leaves the way open for the issuance of regulations that protect the rights of communities to land and resources, including the right to manage the exploitation of those resources or to negotiate the cession of such rights to others on equitable terms.
3. The Environmental Framework Law before Parliament needs to firmly establish an inter-ministerial coordination mandate for the Ministry of Environmental Coordination (whose Portuguese acronym is MICOA) and either establish, or give MICOA the right to establish, a firm requirement for environmental impact assessments appropriate to the scale and nature of new investments in the private as well as public sectors. It is MICOA's responsibility to

determine the scope and content of an environmental impact assessment (EIA), monitor and review compliance, and be consulted during the negotiation process if relief is granted from EIA findings.

3.2 MICOA as an Institution

It is our observation, and that of many whom we met, that there is uncertainty among MICOA's stakeholders as well as within MICOA itself concerning the policy and legal mandate it will finally receive. There are signs that some in MICOA may also be undecided as to the role they want for themselves. There are indications that some officials within MICOA as well as the donor community favor project implementation responsibilities for MICOA. One suggestion we heard was that such responsibilities would give MICOA a chance to build its credibility. MICOA's organogram gives evidence of confusion on a variety of fronts. It shows a National Council for Sustainable Development whose function has not been determined. There are boxes in two separate locations labeled Environmental Inspection, neither of which suggest any relationship to the environmental quality function. There is a National Directorate of Territorial Planning with boxes under it suggesting that MICOA is vying for executive responsibilities in that field. There is clearly a need for MICOA and its partners within the Government and in the donor community to revisit the roles, responsibilities, and functions of MICOA from a strategic and systems perspective in relation to the National Environmental Management Plan (NEMP) and the United Nations Development Programme (UNDP)-managed Program Support Implementation Arrangement (PSIA), which is a common donor framework for support to MICOA.

The estimated funding requirement of the PSIA is some \$38 million. The Dutch government has pledged some \$20 million for support to three smallish projects, a year-long priorities assessment, and support for MICOA institutional needs within the PSIA framework. The MICOA Minister has asked the Dutch to be the lead donor and assist in coordinating other donors active in the ENR management field. The Dutch are prepared to undertake the work that is needed, but when the work will really begin is uncertain. Their pledge was made in November, and funds will not be forthcoming until the cognizant Dutch minister finds time to personally read the file and approve the initial grant.

Under these circumstances, there is little USAID can do about overall MICOA policy, legislative, and institutional matters except maintain a watching brief.

When the time comes for dialogue on the role of MICOA, the following is suggested as the substance of a USAID position:

- # MICOA credibility depends on its performing its essential functions to a high standard. This will entail building up its analytical and technical capacities in the areas of its essential responsibilities. It must be the paramount force for sound environmental governance in Mozambique. This means not being in an operational role except where no other ministry or agency is the logical action agent.

- # MICOA should identify significant ENR management issues that are not being credibly addressed, call them to the attention of other concerned elements of the Government, and *promote* appropriate action—first, the gathering and analysis of information needed to understand the nature of the problem; then identification of the solution; and, finally, implementation of the required measures.
- # MICOA doesn't have to coordinate every common action. At each stage in a process MICOA should be ready, voluntarily and as a matter of basic principle, to yield the coordination function to the other agency most concerned, while continuing to participate in and support or, at least monitor, the process. In many cases, processes that MICOA initiates should be coordinated after the initial meeting by another agency. In others, MICOA should hand over when the solution to be implemented is determined to fall mostly within the purview of another agency. MICOA should carry implementing responsibility only for matters that fall within the essential functions of an environmental apex agency.
- # It is essential that other Ministries of the Government perceive that MICOA is not competing with them by seeking operational roles for itself. Once they do, it will be easier for MICOA to pursue its essential role as the watch dog or guardian angel of sound environmental governance. Its role is to be the very active environmental conscience of the public sector, not the arms and legs for pursuing environmental actions, except when no other body can adequately perform that role.

Under current circumstances USAID assistance offered to MICOA should be selective and geared to MICOA's essential functions and basic needs. There are three such areas:

- # The first and most important need is to establish a strong EIA capacity. This should be within MICOA, but established and managed in collaboration with the other main resource-focused ministries that also carry EIA responsibilities.
- # A second area of essential need is the Environmental Information System (EIS) function. An initial step towards building an EIS capability would be to undertake a State of the Environment Report in collaboration with the other resource-based ministries. This is an area in which MICOA's coordination role is indisputable and performing it well (which involves ensuring that it serves other ministries' needs and makes good use of their participation) would enhance MICOA's credibility.
- # The third area is the need to enhance the skills and expertise of MICOA's staff. They need in-country and international short-term training in essential ENR management skills and long-term professional training in selected fields, such as resource and environmental economics, environmental law and Sector Environmental Assessments. Training is important not only to MICOA's technical capacity, but also to its ability to attract and retain quality staff within the GOM salary structure.

3.3 Civil Society and the Environment

There is reason for optimism that the place of the environment and of community land and resource rights in government will rise in the hierarchy of national goals. Likewise, the effectiveness of the legislative and regulatory framework for dealing with issues and conflicts in these areas should become more and more orderly, transparent, and equitable. Raising consciousness within civil society concerning environmental and resource rights issues can could do a lot to encourage these evolutions.

USAID should support NGOs and other associations in gathering and analyzing information concerning environmental and resource rights equity issues. There are presently a few NGOs who have shown some capacity to analyze policy issues and undertake advocacy. There may be some interest in certain professions, such as journalists, teachers, or students to become active in environmental matters, including advocacy. Grants should be made to such groups to enable them to carry out specific, short-term activities.

4. Community and Farm-Level NRM and Resource Tenure

4.1 Natural Resources Management

A number of PVOs/NGOs and donors are involved in Community-Based Natural Resources Management (CBNRM) projects focused on wildlife or other non-farm resources. Until recently, few, if any, such bodies were engaged in activities formally labeled as focused on farm-level NRM.

During FY 1996 the Mission received environmentally earmarked funds in lieu of expected Economic Growth funds for some PVO2/DAP grants to PVOs under the Rural Enterprise (Results Package [RP] 2) and Increased Agricultural Output (RP 3) Results Packages. These funds were allocated to elements of the seven PVO2/DAP grants for sustainable agriculture based on assessments of the content of each activity's projected program. The Mission added an "Improved Community Natural Resource Management" Intermediate Result to SO 1, but there was not time to proceed very far with the development of impact indicators in the various program areas to which environmental funds were allocated.

Meanwhile, the Mission has been given to understand that the levels of Economic Growth Funds will continue at a lower level and be replaced by environmentally earmarked and Public Law 480 Title II-generated and Section 202(e) funds in FYs 1997-99. A total of some \$14.3 million in environmental funds is expected during this period in lieu of Economic Growth funds.

Given these circumstances, USAID/Mozambique's portfolio would benefit from a Community-Based and Farm-Level NRM Assessment. Such an assessment should identify and prioritize:

1. The geographic areas of actual or threatened resource degradation arising from community- and farm-level resource crop cultivation, animal husbandry, and other resource harvesting practices.
2. The most promising available technologies for use in place of unsustainable practices. In addition, it should recommend impact indicators for use in relation to the recommended technologies and the environmental content of the present PVO2/DAP activities. It should consider how to ensure the eventual establishment of linkages among the change agents (PVOs, NGOs, government bodies, UEM) that would ensure the circulation of information about field experiences with NRM applications and technologies, local best practices, work in progress, and future plans. The study should be conducted over six weeks by a team comprising experts in various aspects of NRM. In addition to international experts and representatives of concerned GOM bodies, staff of the interested PVO2/DAP grantees would be invited to participate.

The identified areas of need and recommended technologies will be useful for strengthening the ENR management programs of the PVOs currently or potentially operating with environmental funding under SO 1.

In our limited discussions of GOM efforts underway to bring order to the granting of concessions for sustainable timber harvesting, it emerged that the current approach is to ensure that communities get some financial or other benefit from the concessionaire. It did not seem to be part of the present approach that the community is treated as the proprietor of the resources and entitled to negotiate a package with the concessionaire. It seems that the position of the community is close to that of someone granted an honorarium, if not a gratuity.

4.2 Land and Resource Tenure

The Mission's present Country Strategic Plan (CSP) presents considerable opportunities to better link and exploit synergies between existing or planned activities in CBNRM, land tenure security and environmental planning at the local level. The inter-relationship between agricultural productivity and resource degradation will intersect or present critical problems in areas where competition for resources is intense. In these areas, land tenure security, community rights to off-farm natural resources, and the implementation of plans or strategies to manage the competition for affected resources are important supports to effective and sustainable rural development.

Smallholder and community rights to use land and naturally occurring resources are important to the practice of sustainable management of natural resources. The present draft law recognizes the rights of the traditional small holder based on continuing occupancy and provided for granting 50-year Titles of Use and Enjoyment to private sector farmers. The existing law recognizes farmer or community rights to resources beyond the area cultivated but only for subsistence or "own-use" exploitation.

Recognizing that the current law is no longer adequate given that large sections of the population became displaced during the civil war and are now returning to their traditional lands, the Government charged the Land Commission to develop a revised land law and prepare a program for modernizing and upgrading all institutions and services required to implement it. It also issued a new land policy in September 1995. The new Policy recognizes the legitimacy of customary law and the role of local leaders in land management and conflict resolution. It points the way towards recognition, under the revised Land Law, of communities' rights to management and control of land areas and resources beyond the area actively cultivated.

Meanwhile, a revised land law has been sent to Parliament. There is concern that the law, rather than recognize the rights of communities to lands and resources suitable for commercial exploitation, might instead blur the issue or recognize instead the rights of associations or groups. This would mean that community farmer groups that want to engage in sustainable-use commercial

exploitation of near-by resources traditionally under their control, might have to form a group, get it registered, and join the scramble for concessions.

The present procedures for this make it nearly impossible for a largely illiterate group to achieve this. For example, ten members have to get photo identifications. This requires considerable expense since one must travel to a provincial capital and complete multiple formalities. It is a process that is unlikely to be completed without the support and assistance of an NGO.

Explicitly protecting the traditional rights of communities to subsistence or “own” use of near-by common resources in the face of outside commercial interests seeking concessions is another issue. The degree to which this area will be specifically treated in the revised Land Law is in doubt. Nevertheless, our discussions—again limited—with staff of concerned Mozambican bodies revealed a surprising optimism about future prospects in this area. The outlook is that in the Mozambican setting the main point is to get a not unreasonable Land Law through parliament and then concentrate on ensuring that concerns about community rights and opportunities are treated appropriately in the specific provisions of the implementing regulations.

The University of Wisconsin Land Tenure Center (LTC) has been working in Mozambique with USAID funding for some time on land and resource tenure issues in collaboration with the Land Studies Unit (NET) at the University of Eduardo Mondlane (UEM) and the Secretariat of the Land Commission. The Mozambicans value its work, and it feeds into the work of panels proposing the content of land policy, legislation and regulations.

Given the uncertainties noted above and the difficulties that communities are likely to face in availing themselves of the rights and opportunities available to them under the current and prospective legislative and regulatory frameworks, USAID should contribute to enabling selected communities and small holders to benefit from the resources traditionally controlled by them as follows:

1. By continuing to support the work of the LTC in supporting the deliberations of the cognizant GOM bodies through the provision of information, analysis, and advice
2. By strengthening the capacities of NGOs and other elements of civil society to help rural communities know, secure, and legally document their resource tenure rights; resolve intra- and inter-community conflicts; negotiate with outside commercial interests concerning the exploitation of community controlled resources and, with community participation, work with District authorities in their development
3. By supporting elements of civil society (e.g., NGOs, such as the Society of Women Lawyers or journalists interested in environmental issues) to inform themselves, acquire analytical skills, and advocate their point of view.

5. Coastal Zone Management

5.1 Overview

With the longest continuous coastline in Southern Africa, more than two-thirds of Mozambique's population are estimated to reside along the coast. The NEMP draft report has identified coastal resources as one of three priority areas. The NEMP states that "coastal tourism, agriculture, and fishing will continue to be the major contributors to the Gross Domestic Production (GDP) in the coming years." The GOM has signaled its commitment to coastal zone management (CZM) by volunteering to host the next ministerial regional workshop on coastal resources with SIDA agreeing to provide secretariat funding (the most recent workshop was March 1996 in the Seychelles). At present, MICOA is engaging in activities that will build capacity to coordinate the cross-cutting sectors in coastal zones, develop a coastal master plan, and gather information on coastal resources. As with the other sectors, MICOA lacks the institutional authority to implement or enforce coastal regulations.

One of the GOM's greatest concerns is the lack of information regarding coastal resource use. For example, the amount of fish catch is unknown, so the GOM cannot set limits, nor can it prevent over-fishing in threatened areas. Another concern is rapid and uncontrolled tourism development in coastal areas. With a potential US\$5 billion in investments directed toward Mozambique, the coastal areas are in immediate need of protection and sound management. Areas along the coast are already experiencing resource degradation from uncontrolled development activities, including legal and illegal tourism; coral and sand mining; and mangrove clearing for shrimp farms, fuelwood, and charcoal production.

Many donors, including the World Bank/Global Environmental Fund (GEF), NORAD, DANIDA, European Union (EU), and International Union for Conservation of Nature (IUCN) have recently begun coastal zone activities designed to build capacity to manage resources and to protect the biological diversity of the coastal areas (in conjunction with GOM institutions, particularly the National Directorate for Forestry and Wildlife [whose Portuguese acronym is DNFFB] and MICOA). There is, however, very little linkage or collaboration between the donors and these coastal activities. This has contributed to a lack of coherence in MICOA's coastal planning and has stretched MICOA's capacity to oversee and coordinate these activities very thinly.

Discussions with other donors have indicated the need for greater coordination among donors as well as to supplement building the capacity of MICOA and DNFFB with building capacity of communities, NGOs, and provincial/district government institutions. NGOs and civil society are generally very weak with respect to management of coastal resources.

5.2 Options for the Mission

Given the importance of the coastal areas economically and socially, expanding the Mission's goal to increase rural household incomes to include coastal resources management activities will have a long-lasting impact on achieving sustainable development in Mozambique. USAID/Maputo should consider establishing a coastal zone management element within its environment strategy framework with, as yet, uncommitted environment funds. This program would be separate from existing sustainable agriculture activities but can easily fit into SO 1: Increasing rural household incomes.

The Mission could build from existing coastal activities directed toward strengthening institutional capacity and complement them with a community-based approach. USAID could enable its PVO partners to form partnerships with NGOs to work with communities in training and awareness activities that will improve local management of coastal resources.

This approach will increase prospects for a sustainable impact on CZM activities and reduce start-up costs and management burdens on the Mission. It will further complement current inland sustainable agriculture activities under SO 1. USAID/Maputo has many resources, both regional and global, available to help jump-start a coastal portfolio. Finally, managing coastal resources for future generations will protect and promote biological diversity, which has been recognized as a critical element in maintaining the viability of natural resource systems. USAID considers the conservation of biodiversity to be a priority concern for the Agency.

6. Analysis of Options and Recommendations

The team identified eleven unmet needs that merit consideration for addition to the environmentally funded elements of the Mission's program strategy. Their highly tentative cost estimates total about \$5.9 million. Table 1 shows how they might be broken down into three thematic categories. It also shows a notional breakdown of their annual funding requirements. For the sake of completeness, Table 2 shows the Mission's thinking on the allocation of environmental funding for FYs 1996 to 1999 at the time the team arrived.

The amount of funds available for new environmental program elements depends on a number of factors and assumptions. We assumed that the environmental funding projections provided by USAID/Washington will hold. We assumed that the Mission's FY 1996 and projected allocation of these funds will be retained but with the following exceptions: the funds earmarked for MICOA might be considered either for allocation to MICOA or alternative uses. We also assumed that \$500,000 of the environmental funds earmarked for RAP impact monitoring could, without prejudice, be transferred to new program elements. These assumptions yield funding availabilities of \$750,000 for FY 1997, \$650,000 for FY 1998 and \$500,000 for FY 1999 for a total of only \$1 million over three years.

Are these the right budgetary assumptions? One consideration is that, from a strategic planning standpoint, at least some portion of unobligated funds would also be considered uncommitted and therefore eligible for alternative or new, higher priority allocations. We don't have the knowledge to make a judgment about how much or how little of other existing allocations should be opened to reconsideration.

Another factor is that there may be some possibility that Washington would increase the Mission's allocation of environmental funds if they liked the Mission's plans for using them or if impact indicators showed that they have had good pay-off in terms of ENR impact. It may be equally possible under re-engineering precepts that funds could be reduced if impact is disappointing.

The amount and timing of the funding presently in prospect dictates proceeding on a highly selective basis. Possible new programs elements fall into three broad areas of impact.

One would contribute to strengthening National Environmental Governance and would include the elements under A1 on Table 1, totalling \$4.952 million. Two of these elements—Strengthening Environmental Impact Assessment Capacity and MICOA Staff Capacity Development—would have substantial out year funding needs in the range of \$4-500,000. No more than one of these options can go forward within current funding expectations.

Table 1
CANDIDATE PROGRAM ELEMENTS AND ASSOCIATED COSTS

PROGRAM ELEMENTS	ESTIMATED BUDGET/COSTS				
	Total/LOP	FY 97	FY 98	FY 99	Balance
A1 NATIONAL ENVIRONMENTAL GOVERNANCE					
A1.1 Economic, Environment and Social Governance Assessment	\$152K/6 wks.	\$152K			
A1.2 EIA Capacity	\$2.3 mil/5 yrs.	\$705K	\$470K	\$470K	\$705K
A1.3 MICOA Staff Training	\$2.1 mil/5 yrs.	\$280K	\$420K	\$420K	\$980K
A1.4 SOE Report/Prelude to EIS	\$300K/ 2 yrs.		\$150K	\$150K	
A1.5 Land and Resource Tenure Advocacy	\$50K/2 yrs.		\$25K	\$25K	
A2 DECENTRALIZED ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT					
A2.1 Farm and Community NRM Assessment	\$103K/6 wks.	\$103K			
A2.2 Rural Level Advocacy on Land and Resource Rights	\$180K/ 3 yrs.		\$60K	\$60K	\$60K
A2.3 Prevention of Land and Resource Conflicts	\$112K/3 yrs.		\$38K	\$36K	\$38K
A2.4 Participatory Planning in Key Districts	\$50K/2 yrs.		\$25K	\$25K	
A2.5 CBNRM Pilot in Sofala Province	\$400K/3 yrs.	\$150K	\$125K	\$125K	
A3 COASTAL ZONE MANAGEMENT PORTFOLIO					
A3.1 Start Up Costs	\$100K/1 yr.	\$100K			
A3.2 Partnerships	\$200K/2 yrs.		\$100K	\$100K	
A3.3 Environmental Enterprises	\$200K/2 yrs.		\$100K	\$100K	
TOTALS	\$6.247 mil/3 yrs.	\$1.59 mil	\$1.53 mil	\$1.53 mil	\$1.78 mil
PROJECTED AVAILABILITY	\$1.9 mil/3 yrs.	\$750K	\$650K	\$500K	

Table 2
EXISTING DISTRIBUTION OF THE ENVIRONMENTAL EARMARK

DESCRIPTION	Total	FY 96	FY 97	FY 98	FY 99
RP #1 INCREASED ACCESS TO MARKETS					
Rural Access Project	\$1.500 mil	\$500K	\$0	\$500K	\$500K
RP#2 RURAL ENTERPRISES EXPANDED					
CLUSA	\$361K	\$0	\$81K	\$140K	\$140K
Technoserve	\$692K	\$300K	\$192K	\$100K	\$100K
NGO Strengthening	\$1.037 mil	\$248K	\$261K	\$264K	\$264K
Management	\$474K	\$118K	\$116K	\$120K	\$120K
RP #3 Increased Agricultural Output					
Care VIDA	\$437K	\$150K	\$127K	\$100K	\$60K
FHI	\$3.331 mil	\$837K	\$674K	\$895K	\$925
WVRD	\$3.910 mil	\$1.0 mil	\$1.0 milK	\$1.0 mil	\$910
Africare	\$56K	\$23K	\$0K	\$26K	\$7
ADRA	\$1.530 mil	\$414K	\$347K	\$377K	\$392
SCF	\$1.213 mil	\$295K	\$290K	\$358K	\$270
Unspecified Grants	\$92K	\$0	\$0K	\$0K	\$92
Management	\$1.402 mil	\$355K	\$347K	\$350K	\$350
Land Tenure Center	\$2.151 mil	\$500K	\$251K	\$700K	\$700
Cashew Sub-Sector Development	\$2.205 mil	\$250K	\$415K	\$770K	\$770
MICOA	\$1.400 mil	\$500K	\$0K	\$400K	\$500
TOTALS	\$21.791 mil	\$5.490 mil	\$4.100 mil	\$6.100 mil	\$6.100 mil

The second impact area would reinforce the present rural household income component of USAID/Mozambique's program by adding Decentralized Environment and Natural Resource Management content to it. One element is the recommended Farm and Community-Level Natural Resources Management Sector Assessment. The others consist of mainly NGO activities in support of community-resource tenure rights and resource management—either in support of the RP 3 work being carried forward by international PVOs in the four focus provinces for SO 1 or by adding a US PVO activity involving CBNRM wildlife management.

The third impact area would be in a new program area Coastal Zone resource management. It would provide for start-up surveys and planning leading to funding partnerships between PVO/NGO partnerships aimed at improving community-level awareness and skills related to resource management.

One way to analyze the priorities and trade-offs within and among the available options is to rank the candidate new elements according to various criteria, such as their overall social priority, their reinforcement of the exiting program, their standing in GOM priorities, the degree to which they fall within some concept of US competence or comparative advantage, the level of understanding of the problem to be addressed, and the prospects for sustainable impact.

Using these criteria and taking account of the funding picture as well as such considerations as planning lead-times and sequencing requirements, the recommended allocation of funds is shown below on Table 3. The Economic, Environmental, and Social Governance Assessment should go ahead because of the extreme societal importance of the strategic reforms that could result from its findings. Improvement in the policy, legal/judicial, and institutional framework concerning large, especially foreign investment would enhance the chances for smallholder farmers and communities to maintain their rights over their livelihoods and their resource bases. It is also closely linked to the prospects of ensuring that environmental assessments are carried out properly and heeded. There is considerable risk that it may not go forward and, if it does, that the findings may not be acted upon. But the costs are not great, and it seems worth a try. It is an area in which the US has a unique interest and role as the world's leading market economy as well as the main champion of citizens' rights to due process.

Strengthening the EIA Capacity of MICOA and the Government is extremely important whether or not the Economic/Environment Assessment bears fruit. EIAs are important and do influence government decision-making even in the present chaotic decision-making climate. This is a fundamental concern expressed in "Technical Annex B: Environment" of the *1995 USAID Guidelines for Strategic Plans*.

**Table 3
PROPOSED USE OF AVAILABLE FUNDING**

Activity	FY97 \$000	FY98 \$000	FY99 \$000
National Level Economic Environmental Governance			
Economic and Social Governance Assessment	152		
Strengthening MICOA's EIA Capacity	470	470	470
National Advocacy of Environmental Issues		25	25
Decentralized ENR Management and Resource Access			
Farm and Community Level NRM Sector Assessment	103		
NGO Activities On Community Resource Rights and Management		121	121
Total	725	616	616

Proceeding with the Farm and Community Level NRM Assessment is required to provide information and analytical content, including impact indicators, for the development of the PVO2/DAP PVO grant program's environmental elements. The funding of the NGO grants for local level advocacy in the Community Resources Access and Rights goes hand in hand with NRM programming at the smallholder level. Without secure resource tenure rights the investments required for NRM and for sustainable agriculture in general are unlikely to occur.

The small amounts proposed for national level advocacy on ENR management issues are similar to other NGO governance advocacy supported under SO 2. With legal checks and balances underdeveloped and uncertain in their application, public advocacy in civil society and the political arena are especially important to securing government accountability.

Annex A

CANDIDATE PROGRAM ELEMENTS

A1 National Environmental Governance

A1.1 Economic, Environmental and Social Governance Assessment

Problem/Opportunity

The policy, legal and institutional frameworks for the substantive (as opposed to the procedural) evaluation, facilitation and, as necessary, regulation of private investment are poorly developed. One of the least developed and most needed functions is environmental and social impact assessment. Meanwhile as much as \$5 billion in foreign private investment is understood to be in the pipeline. Most of these investments have significant potential environmental and social impacts. Failure to evaluate these investments accurately and negotiate them accordingly could result in negative social and environmental impact on a significant scale. It is arguable that the present bewildering welter of nuisance bureaucratic hurdles to be cleared by investors distract or hinder both authorities and investors alike from dealing constructively with the genuine substantive issues surrounding proposed investments.

Proposed Response

Ideally the development of the policy, legislative/judicial and institutional frameworks for analyzing and managing (including negotiating acceptable outcomes) private investment approval packages would proceed to useful, mutually supportive and consistent as well as timely outcomes in the economic, social and environmental spheres. Unfortunately, it is not at all clear that this will outcome will evolve in a useful time-frame from the processes currently underway.

In order to accelerate the most essential decisions that need to be made, a panel of high level international experts in the fields of private investment policy and promotion, environmental assessment, social impact analysis and business law should be given the task of surveying the present status of Mozambique's progress in putting in place the requisite frameworks for managing private investment. Following a period of fact gathering and analysis, they would identify the most crucial gaps and bottlenecks in the present picture and recommend key steps to be taken by the GOM in the relevant policy, legislative and institutional spheres to strengthen its capacities for attracting and managing private investment. The most crucial and urgent needs -emphasizing those that reinforce one another and represent win-win solutions in terms of economic, social and environmental goals- would be selected and put forward as a recommended reform agenda for urgent action by the Government.

This exercise should be organized by one donor—perhaps the International Finance Corporation or the World Bank—but supported by other donors as well. This would help to assure that the findings of the panel would feed into the policy dialogue of the donor community, rather than a single donor, with the GOM.

Consistency with Criteria

A number of the donor staff and other observers with whom we spoke expressed grave reservations concerning the GOM's ability to deal effectively with the ensemble of known potential investments and avoid severe negative impacts they could produce. Since the impacts potentially fall on communities as well as the physical environment, some of our interlocutors thought the recently achieved peace could eventually be endangered. Whether the recommended measure would produce a manageable list or measures for urgent GOM action, whether the requisite consensus in support of the measures on the part of the donor community would emerge and how constructively the GOM would or could respond are difficult to predict. But the stakes are high and would seem to justify the risk and the effort.

The findings of the study could potentially feed into the policy dialogue and reform matrices for the Missions's PL480 Title III program. It would also potentially contribute to IRs 2.3.2, 2.3.4, 2.3.5, and 2.3.6 under SO 2, IR 2.3—Government and Civil Society are Effective and Accountable at Local and National Levels.

This effort would not significantly add to the management burden of the Mission. It is an area where the world's foremost market economy has considerable expertise and credibility. It is complementary to the efforts and consistent with the concerns of the donor community.

Preliminary Cost Estimate

The total cost of a panel of some five high level international experts working six weeks and three local experts working for eight weeks (two weeks of advance work in gathering information and arranging a schedule) would probably come to about \$209,000 if the experts are engaged under PSCs or, perhaps, \$380,000 if under a consulting firm. The first number assumes five international experts at \$800/day for fee and per diem working six six-day weeks. It assumes the local experts cost \$250/day for eight five day weeks. Airfare is assumed to cost \$7,000 per round trip. The markup if a consulting firm is used is assumed to be 80 per cent.

The U.S. share of the above might come to 40 per cent: thus, either \$84,000 or \$152,000.

A1.2 Strengthening the Environmental Impact Assessment Capacity

Problem/Opportunity

MICOA's National Directorate for the Management of Natural Resources has within it the Environmental Impact Assessment Department. It is staffed with a few inexperienced staff. They are not equal to the task of scoping, monitoring and reviewing the environmental assessments (EAs) that will be needed for large and complex investments. Moreover, the prospects for adoption of the Environmental Framework Law that would enable MICOA to issue binding regulations governing the EA process are uncertain. In present circumstances, the use made of the EA process and an EA's weight in the investment approval process depends on its quality and its credibility with other Ministries and agencies concerned with the investment in question. There appears to be little formal recourse open to MICOA at present should EA findings be ignored.

Proposed Response

The primary need is to augment the capacity of the staff resources at the GOM's disposal so that the EA requirements of large and potentially high impact investment projects can be properly established, monitored during implementation and evaluated upon completion. This requires providing international experts to work with and provide on-the-job training to the Mozambican staff of MICOA's EIA Department. Short-term professional training would also be required to deepen professional skills in relevant areas both in-country and overseas. Observation tours to learn from other third world experience in applying EA techniques in sectors, economies and policy/institutional frameworks relevant to Mozambique. Possible areas of training would include Strategic Environmental Assessment (SEA) and the functions of impact monitoring, evaluation and mitigation. Training would be available to the staff of sector ministries to develop their staff capacities to conduct certain EAs.

Actors to whom we spoke see the need to link environmental appraisal with social appraisal. Apparently there is no other unit responsible for systematically assessing the social impact of large investments on the livelihoods, including the land and resource interests of local populations.

Some here consider that the Environmental and Social Assessment (ESA) function should be under management of MICOA, but "with general guideline and procedures the responsibility of a multi-ministerial and multi-agency board. Absent adoption of the Environmental Framework Law and given MICOA's powerlessness, it probably makes sense to have the ESA unit's mandate negotiated among the affected agencies.

The World Bank may recommend an Institutional Development Fund grant to finance two international experts for one year and one local consultant for two years. These individuals would work with two counterpart staff and would be financed for two years. Once started, this assistance should be continued for up to five years on a multi-donor basis. AID should contribute to this with

other donors. AID's share might be one international expert for five years, one Mozambican expert for five years and, say, two person-years of in-country training plus one person-year per year of short-term overseas training for five years. This package should be managed by UNDP under the Program Support Implementation Arrangement (PSIA). Before the IDF grant becomes fully operational the mandate of the ESA unit should be negotiated and agreed among the concerned agencies.

Consistency with Criteria

Technical Annex B of USAID's Guidelines for Strategic Plans specifies that "USAID will seek to assist host governments in creating the capacity to undertake high quality environmental impact assessments (EIA) of all development programs..." It might fit under SO 2's IR 2.3 and 2.3.6. However, it might be useful to modify SO 2.3 to read "Government and Civil Society are Effective and Accountable in protecting Citizens' Interest in and Access to Natural Resources for sustainable development." The GOM's National Environment Management Plan and the donors recognize the need for the EA function to be well exercised. This activity would complement some other donor training activity related to EA. The impact on the management burden of USAID would be minimized by implementing this through the PSIA managed by PSIA. The U.S. is competent in this area. This would be additive and complementary to other donor efforts. The problem is well understood.

Preliminary Cost Estimate

One international technician for five years (\$1.25m), one local expert for five years (\$200,000) and half of the proposed training (\$720,000 in-country + \$1,080,000 for international short-term training x 0.5) would come to an order of magnitude estimate of \$2.35 million.

A1.3 MICOA Staff Capacity Development

Problem/Opportunity

Even though there are a lot of issues that remain to be sorted out over the next year or two concerning MICOA's roles, responsibilities and functions there are certain technical and professional skills that need to be acquired by its staff in order to fulfill its core responsibilities. Also, it is helpful to MICOA's ability to recruit and retain quality staff if it can offer its staff the prospect of phased enhancement of their skills and qualifications through training.

Proposed Response

Step one would be to enter into to a dialogue with MICOA and the other donors who support it. The dialogue would focus on essential training needs in core areas of MICOA responsibility such as, for example, Territorial Planning such as, for example, environmental information system management; environmental quality monitoring, standards setting, inspection and related management techniques; environmental education, information and awareness skills and techniques, etc.

Within the areas selected by USAID in coordination with other donors, environmental funds could be programmed through the regional Africa Manpower Development and ATLAS programs. The volume should be kept modest, say to one long-term academic program per year and say 12 man-months of short-term international training and 24 man-months of in-country short-term training. This would be over and above the training proposed elsewhere for EIA-related skills.

The indications are that MICOA would place high value on training support of this kind. It would provide useful opportunities for dialogue on institutional and related issues. It would also signal USAID support of a Ministry that needs to be strengthened materially as well as strategically.

Consistency with Criteria

Developing the core capacities of MICOA is strategically essential to the sustainable management of Mozambique's natural resources. Though it is virtually certain that some trained people will eventually leave MICOA, many who do will apply their skills in various other contexts, including the private sector, where they will still further the inherently inter-ministerial and multi-disciplinary field of environmental management. It would have to be managed in consultation with other donors. This could be the most management intensive aspect of adding this element to USAID's program. It would also be necessary for a knowledgeable staff member to work with a training professional to identify training resources suitable to MICOA's needs.

Preliminary Cost Estimate

Over five years the level of effort indicated would come to \$288,000 for eight person-years of long-term academic training, \$1,080,000 for 60 person-months of short-term overseas training and \$720,000 for 120 person-months of short-term in-country training. The total would be about \$2.1 million.

A1.4 National Advocacy on Environment and Natural Resource Policy

Problem/Opportunity

Discussions with donors and government representatives has demonstrated that civil society plays an extremely limited role in public discussion of environmental policy issues or in the development of policy alternatives. For the most part, civil society participation consists primarily of project implementation and service delivery in localities and regions.

Few and only indirect opportunities exist for a broader civil society role. The University of Eduardo Mondlane's Land Tenure Section (NET) has participated in the development of draft legislation now before the parliament in modified form. In addition, the World Bank has organized an NGO advisory group to provide input into project design and development strategies. Finally, several NGO networks, including LINK and FORUM, have become established, but they promote intra-network rather than broad public dialogue on important NRM issues.

The national government's (both executive and legislative) reluctance to push for and support difficult environmental policy issues (e.g., passage of a new land law, environmental framework law, and EIA procedures and requirements, etc) is a result in large part of civil society's inability to bring public attention and pressure to bear on important policy issues or to generate technically credible and politically viable alternatives.

Without the development of a counter balance within civil society, the potential for government to continue to postpone or avoid difficult and socially contentious environmental, land tenure and agricultural issues is very high. Thus, donor and USAID efforts that support the development of civil society capacities at the national level are critical to keep government from avoiding and postponing reform.

Proposed Response

This element would support to a limited number (1-2) of civil society organizations (NGOs, academic centers, advocacy groups, labor and farmer's unions) to study environmental policy issues of particular national importance. In order to ensure technical and political credibility, the NGOs selected should possess an existing capacity for analysis on a topic or environmental relevance or a social topic with relevance to sustainable development. As an illustration of the latter example, the women's advocacy group, Associacao Mulher, Lei e Desenvolvimento (MULEIDE), could receive partial funding to examine and research the potential impact of new land tenure laws on rural women's economic and social status. The specific issues or technical skills to be supported can be selected on the basis of importance to national policy debates and relevance to the CSP.

Consistency with Criteria

The overall goal for USAID/Maputo's CSP is broadened participation in political life and economic growth. This candidate program element directly supports this overall goal. As already noted, the need to strengthen civil society is recognized by the donor community, but few if any systematic efforts are underway to activate or develop the technical knowledge and skills above and beyond direct service delivery or support to project implementation.

This effort should not contribute significantly to the Mission's management burden as efforts to support civil society capacities are planned under SO 2. Thus, this effort can be integrated or added to existing results packages developed by the SO 2 team.

Preliminary Cost Estimate

The cost of such a program element could vary depending on whether the SO teams are interested in providing only partial or full support to selected groups, and also on the number of issues and groups to be strengthened.

US \$50,000 is a rough estimate of support to 2 NGOs over 3 years. This support might be reduced over time to permit and encourage the beneficiary organization to diversify its sources of support. Thus, each NGO might initially receive US \$12,000 in the first year, US \$8,000 in the second, and US \$5,000 in the final year of support. Such support could also be linked to specific products or activities (production of a thematic journal, magazine or bulletin, contributions to a regular newspaper column or editorial, a watchdog report on parliamentary activities and debates, etc).

A2 Decentralized Environment and Natural Resource Management

A2.1 Farm and Community Level NRM Sector Assessment

Problem/Opportunity

There is a need to identify and prioritize: (a) the geographic areas of actual or threatened resource degradation arising from community- and farm-level resource crop cultivation, animal husbandry and other resource harvesting practices, (b) the most promising available technologies for use in place of unsustainable practices and (c) the formulation of impact indicators for use in relation to the recommended technologies. The identified areas and technologies would be useful for adding environmental content to the sustainable agricultural portfolio and, in particular, for program strengthening purposes to the six PVOs currently or potentially operating with environmental funding under SO 1.

Proposed Response

Two international experts in soils and water management NRMs applications and in agro-forestry and social forestry, one representative of the Land and Water Resources Division of INIA, one representative of DNFFB, one representative from the soil and water service of the Ministry of Agriculture and representatives from each interested PVO would conduct the study over a period of six weeks in the four regions where SO 1 PVO2/DAP programs are currently being implemented. At the end of the period they would hold a workshop to discuss their findings with colleagues who couldn't participate in the field work and prepare reports concerning the needs and potentially applicable response technologies identified in each region. The team would seek and evaluate NRM technologies already in use. Polaroid cameras and video recorders would enable them to capture their observations and share them with their colleagues.

Consistency with Criteria

USAID Mozambique has already obligated some \$3.27 million in environmental funds for NRM or other environmental uses by six PVOs in their activities in support of SO 1. This study should be useful to these PVOs in strengthening the focus on NRM and related needs under this part of the SO 1 program. This should lead to modifications in the focus (potentially including geographic pattern) and content of PVO programs. Since it will be necessary to amend their grants to add funds and, in some cases, add agreed NRM impact indicators anyway, the additional workload for Mission staff should not be great.

This assessment would be additive to other donor efforts. This is an area in which there is significant American expertise.

Preliminary Cost Estimate

Assuming that the services of the two international experts are obtained through a consulting firm (2 x \$620 for salary and per diem per day x 36 days x 1.8 plus 2 x \$5,000 for airfare) and that USAID pays travel plus per diem for three government representatives (3 x \$160 x 24 days + \$6,000 for local travel), that the PVO representatives fund their own participation and that equipment and report preparation costs are modest (\$1,000), the total cost would be about \$103,000.

A2.2 Building Capacities to Prevent Land and Resource Conflicts

Problem/Opportunity

The potential for conflict between competing local interests among traditional authorities, dual administrations, concession holders, communities, and large development projects are great. Weak or functionally non-existent local governments together with the failure to legally recognize traditional authorities, results in unregulated and informal interaction among stakeholders at the local level.

Within this uncertain environment, the question of who can use or access resources promises to be and has already become highly contentious. For example, the postponement and dilution of the draft law before parliament, and the lack of transparency that characterizes the allocation of land and resource use rights. Consequently, there is a significant need to create capacities to negotiate between and among local powers (formal and informal), farmers and small landholders, outside investors, and national economic interests.

Training for targeted actors in the areas of conflict resolution and prevention, facilitation, and participatory planning and decision making can contribute significantly to sustainable development goals by supporting transparency, equity, and participation in the development process.

Proposed Response

Support training in the three areas mentioned above (conflict resolution, facilitation, and participatory planning methodologies like participatory rural appraisal [PRA]) to 1-2 regional and local NGOs that are supporting mediation of conflicts or have an interest in developing such a mediation capacity. The objective is to develop a corps of trainers who can in turn transfer and use these skills at the provincial, district or local level.

The NGO(s) that benefit from this capacity building effort should commit themselves to support USAID activities that focus on community-based natural resource management or sustainable agriculture projects with a significant NRM component. The objective is to link and capture the benefits of this capacity building on the ground, and to reinforce the training through application and practice. Such capacity could be used to develop a local land-use or community management plan for a coastal zone area, support negotiations between communities and interested private sector investors, or cooperation between traditional authorities and district/provincial officials.

Consistency with Criteria

Relatively few donors are supporting capacity building of regional NGOs beyond that of project implementation and service delivery. At the same time, no government or non-government actors have taken up or assumed a mediating role. In addition, there is a consensus that NGOs and civil society institutions are relatively weak and possess few technical skills. This activity provides an opportunity to fill the mediation gap and to build the capacity of civil society to engage policy makers and stakeholder constructively.

Although this represents a new activity under SO 1, it can be incorporated and is consonant with planned activities under SO2, including support to the National Institute for Rural Development (INDER). Thus, it will not call for adding significant man power or modifying SO 1 activities. The costs and burdens of supporting this candidate program element could be shared between SO1 and

SO2 teams. For example, SO1 resources could be used when the negotiation and conflict resolution skills developed are used to benefit DAPs under SO1.

Preliminary Cost Estimate

US \$10,000 per training program for each NGO. A total of 4 NGOs or other civil society actors (university, farmers union, etc.) could receive training. Two organizations could be trained in conflict resolution methodologies, and two could receive training in participatory planning and facilitation. DAP budgets could provide funds to support any one of the four organizations trained to undertake specific interventions or activities (\$2,000 per intervention and 2 DAP activities per NGO). Such services should become financial self-sustaining over the long-term as private investors, other international donors, NGOs and government projects will require these services and skills. Potential total budget is US \$56,000 (4x\$10K and 8 interventions x \$2,000).

A2.3 Rural Level Advocacy for Land and Resource Rights

Problem/Opportunity

The problems facing small landholders is not only a question of tenure over land, but also a question of access to resources. Farm households depend not only on cash and subsistence crops, but on a web of resources (water, wood, and wildlife harvested and collected in adjoining/surrounding areas). Thus, advocacy efforts must be broadened to touch not only on land tenure issues, but also potential conflicts over use of resources.

The displacement and return of war refugees, dual administrations in the countryside, incoming foreign investments in infrastructure (roads, dams, aluminum plants) and undeveloped areas (forest and hunting concessions), are increasing competition for natural and resources. In addition, land tenure insecurity and the difficulty for small holders to gain land title under existing law puts these small landholders at a disadvantage in an environment with increasing competition for natural resources.

A need exists to develop advocacy capacities at the local level in the areas of land and resource use rights. Whatever form the land tenure takes eventually, the critical test will take place in the development and implementation of the law. Thus, USAID should anticipate land tenure legislation by strengthening small holder's claims and capacities vis-a-vis the state and newly emerging economic interests.

Proposed Response

Provide support to regional NGOs in areas where US PVOs are working on sustainable agriculture and community based natural resource management to accomplish one or more of the following:

1. Inform communities, farmers's associations, cooperatives and/or individual farm households participating in USAID funded efforts of their land tenure rights and the titling process
2. Support and work with PVO beneficiaries to assist communities establish legal resource and land tenure rights under existing legislation.
3. Identify postponed or deferred investments resulting from land tenure insecurity, as well as potential conflicts over resources and access to land and associated resources.
4. Work with/assist communities to negotiate access to resources and land from forestry and hunting concession holders, regulos, traditional authorities, and/or dual administrations.

It is critical to support regional NGOs in this effort (ORAM, Amoterra, and/or Progreso) rather than just fund the LTC to carry out this work in order to leave and build in-country capacity to advocate for small holders.

Not all areas where US PVOs are working would benefit from parallel land tenure advocacy and support to communities. Rather, this component should only be implemented in areas that have the following characteristics:

1. Land tenure insecurity is affecting investments and or sustainable agriculture activities, and
2. New infrastructure (road) or investment activities (forestry plantations, hunting concessions, irrigation and dam construction) will impact existing land and resource tenure by small land holders and communities.
3. There is increasing competition for important natural resources (illegal hunting of wildlife, declining sources of firewood, riverine communities subject to flooding, over-harvesting of medicinal plants and other non-timber forest products, clearing/over-exploitation of coastal mangroves, declining in-shore fisheries, etc.)

Consistency with Criteria

Although Mozambique has abundant land and the per capita availability of arable land is one of the highest in Southern Africa and Sub-Saharan Africa, much of this land is inaccessible and populations are concentrated in coastal areas. Thus, the actual accessibility to land varies, and competition for resources and land occurs in regions with fertile soils, access to transportation infrastructure, and relative political stability.

This proposed component directly supports intermediate result 1.3.1 (secure land tenure rights) by targeting USAID efforts and supporting land tenure advocacy at the local level. It is important not to limit USAID efforts to influencing passage of a national land law since that may or may not gain passage within the next two years. This element indirectly supports other intermediate results where land tenure insecurity acts as a limiting factor for sustainable natural resource management (IR 1.3.4) and investments in sustainable agricultural technologies and practices (1.3.3).

This candidate program element essentially reflects on-going efforts via development activities projects (DAPs) and a parallel effort to support the Land Tenure Center (LTC). However, the argument for adopting this approach, is to promote strategic links between these existing efforts to leverage and potentially widen their impacts.

This activity could be incorporated into or receive support from existing funds programmed for RAP (where new roads, such as the one planned around Gorongosa National Park, will affect small holders) or funds under the grant to the Land Tenure Center which already foresees working with and strengthening one NGO (Amoterra).

Preliminary Cost Estimate

US \$20,000 per/annum grant to 3 NGOs over 3 years. A total budget of US \$60,000 per annum or \$US 180,000 over three years. Each grant would support personnel salaries, community workshops and education efforts, and the costs of processing land titles for communities. The costs of the NGOs and beneficiary communities would only be partially covered to secure their buy-in and improve long-term viability.

A2.4 Participatory Planning in Key Districts

Problem/Opportunity

There are few if any functioning government structures below the provincial level. At the same time, donors are either supporting discrete community based projects or central government ministry plans (e.g. PRO-AGRI, NEMP). There is little if any effort to use CBNRM projects to generate or support better planning and government services at the local level, and thus begin building linkages between donor investments at the grassroots and policy reforms generated from the center.

Connecting local authorities (district officials) with local communities and CBNRM projects will constitute the first linkages to a wider policy and governance framework. Given the lack of capacity and structures at the subprovincial level, the proposed activity constitutes a pilot project.

Proposed Response

Support a government institution (e.g. INDER) committed to developing sub-provincial government capacity, or a national NGO (potentially one of the four benefitting from training in conflict resolution and participatory planning) to assist a district-level government body (a district tribunal or cadastre service/office) develop a district level land-use or resource management plan with significant community consultation, input and review. This is intended to develop district officials's sense of constituency and to establish a mechanism for community participation. The plan will also identify community and district level interests in the face of outside investments and changing economic opportunities.

The most concrete opportunity for the development of such a local management plan might be in districts that border or overlap Gorongosa National Park, and where RAP activities promise to have multiple and substantial indirect impacts over time. The existing proposal by FHI to work with district level administrators in the development of a management plan for resources in and around the park is consistent and largely reflects the elements contained in this candidate program element. However, this element gives somewhat more emphasis to provide training to district officials in participatory planning and facilitation in order to build their long-term skills. In addition, this element should be linked and work together with the candidate program element that would develop train-the-trainer capacities for conflict resolution and participatory planning (see IB above).

Districts could be invited to participate in the development of management plans for the resources in and around road improvements and/or the national park. They would receive technical assistance to accomplish the following: (1) identify resources of importance to community incomes and sustenance (wildlife, sources of firewood, grazing pastures, drinking and other surface water resources, areas with high soil fertility, feeder and market roads, etc.), (2) organize community consultations to identify priorities and concerns related to the use of identified resources, (3) define roles and responsibilities of district officials and communities under the management plan, and (4) identify fiscal and human resource needs for implementation.

Consistency with Criteria

The need to decentralize government functions and to increase the transparency and accountability of government actors is recognized by donors and central government authorities alike. This is also a priority identified within USAID/Maputo's present CSP.

Significant environmental mitigation and monitoring activities are envisioned as part of the RAP program. In light of this, such a management plan could be incorporated into the RAP's mitigation and monitoring activities. Thus, the significant management and logistical burden it might impose could be absorbed and supported by RAP funds and the organizations selected to develop mitigation plans (FHI for example).

Preliminary Cost Estimate

US \$50,000 over two years. \$US 10,000 to support training of district officials (participatory planning and conflict resolution); US \$25,000 to support on-going technical assistance (organization of community consultations and open forums, mapping and documentation, budgeting exercise), and US \$15,000 to cover travel and administrative costs.

Two years for this exercise is not unrealistic because it will take time to: (a) identify and select an appropriate government partner(s) at the district level, (b) train and provide technical assistance to district officials, and (c) include and engage local communities in the development of a management plan.

A2.5 Community-based Wildlife Management Pilot Project, Sofala Province

Problem/Opportunities

All land and natural resource in Moçambique belong to the State. Rights to land and/or natural resources can be acquired in various ways

1. The private sector/commercial farmers may obtain a 50 year lease (title) to the land and the resources on the land via *the Title of Use and Enjoyment*.
2. Peasant farmers may acquire rights over their parcel of land via the *Certificate of Family Occupation*.
3. The private sector may gain rights to exploit the natural resources within a prescribed area over a certain period of time (logging, hunting, tourism etc.). The licensee has rights to the resources but not the land.
4. A “simple” licence to harvest quotas of natural resources within a certain area (e.g. x m³ of timber).

According to current legislation, local communities may exploit the natural resources for subsistence purposes but not for commercial purposes unless they acquire a licence to do so as in (iii) and (iv) above.

The economic potential of wildlife in Mozambique is clearly recognized by commercial investors who are making major investment in wildlife-based concessions in tourism development in the country. However, this is currently taking place with little benefit to or consultation with local communities.

Some of the major constraints to the development of CBNRM projects include:

- # Severe depletion of wildlife resources thereby reducing the prospects for revenue generation.
- # Administrative structures at district and lower levels are weak consequently the prospects for achieving integrated land use planning are poor.
- # The present legal framework provides only for wildlife management by the state thus limiting the prospects for devolving the benefits of wildlife utilization to the local communities (but see opportunities below).
- # Local community institutions are weak or absent following political and social upheavals.
- # The wildlife management authority is under-staffed and under-equipped with insufficient technical capacity to manage Mozambique's most important biodiversity areas.
- # The legal framework and policy regarding the distribution of land vis-a-vis the rights of smallholders is not well defined.

Notwithstanding the above constraints an immense opportunity exists to enable local communities to gain maximum economic benefits from their natural resources. This could contribute to food security, wealth creation as well as the strengthening of local democratic institutions.

Proposed Response

CBNRM Programs which are successful when (a) strong local institutions are in place (b) communities are empowered and (c) communities have rights to their natural resources and land.

The necessary steps to achieve these pre-requisites under extant legislation are:

1. Creation and strengthening of community institutions
2. Registering the community association
3. Acquiring association rights to land and natural resources

In the first instance it will be necessary to identify appropriate PVOs or other institutes/individuals who may be able to undertake the CBMNR activities.

The success of any community-based programme hinges upon creation/strengthening of local community institution and capacity building. This will require an institutional needs assessment and

a strategy for institutional strengthening for selected local communities. Such representative institutions should be accountable, transparent and democratic. Membership and use rights, land holdings and access to resources will be determined.

The implementation of a community-based natural resources management project may be based on wildlife resources as well as tourism and forest resources. Together with the community, products for commercialization are to be identified.

Strengthened local institutions may act as the Community Associations for the CBNRM project. The CA will be the institution which implements the strategies developed by the communities themselves. The CA will assess resources potential and set quotas for commercial utilization of resources (in the case of natural resource harvesting). Institutional arrangements must ensure a just and equitable distribution of benefits.

The implementation of a CBNRM Project could be undertaken by a local and/or international PVO in liaison with the appropriate government agency (in this case the DNFFB) which will provide the “enabling environment” essentially a tripartite arrangement involving the local community, the PVO and the Government agency.

If deemed necessary it may possible to link up with a private sector operator to jointly manage and market products. This can be achieved in two ways:

1. The local community has the full concession, but gives a sub-concession to the investor. This is the best option from the community perspective. A “win-win” situation may be possible if the community can issue long-term sub-leases.
2. The concession is a joint partnership between the local communities, the GOM and the investor. The second option could be achieved by creating a ‘joint venture’ between the investor and local communities. Under current Mozambican legislation this could be achieved by initially requesting the concession in the name of a ‘Sociedade Anonima a constituir-se’ comprising the two groups.

Consistency with Criteria

The small-scale farming system (comprising cultivated, fallow and grazing subsystems) is but one component of the overall natural resource base that contributes to the livelihood of the local communities. Natural habitats such as forests, edaphic grasslands, mangroves, freshwater lakes and rivers, inter-tidal zones and littoral waters provide many additional services and goods. Many of these products have high economic value and could provide tangible economic benefits to local communities.

A broader meaning should therefore be given to “agriculture” with regards to rural dwellers. The challenge is for PVO’s to not focus narrowly on the small-scale farming system *per se* but rather to empower local communities to enable them to, gain maximally from their overall natural resource base. This could truly contribute to food security, wealth creation as well as the strengthening of local democratic institutions.

Preliminary Cost Estimate

Community development often depends on committed individuals with vision, innovation and drive, an empathy with local people, good human-relation skills and an ability to understand and deal with commercial concerns. It is essential that someone with these abilities is recruited for the programme.

The following support in terms of staff and skills are probably needed:

- # Resource economist
- # Institutional development skills
- # Literacy/general training and education
- # Small-scale enterprise training: banker/project developer and planner
- # Agronomist (trees, vegetables, crops, etc.)
- # Fisheries expertise if near aquatic systems
- # Development of crafts, curios, community activities

To participate in decision-making, the community needs exposure: visits to Mahenye/Zimbabwe (example of revenue distribution and self-development of community infrastructure) and Masoka/Zimbabwe (example of unified, well managed community who has a fence and strongly supports their wildlife enterprise) should be budgeted for.

The estimated total budget or cost to contract professional staff and fund activities is \$400,000 over a three year period.

A3 Coastal Zone Management

A3.1 Context and Rationale for a Portfolio

Problem/Opportunity

With the longest continuous coastline in Southern Africa, it is estimated that more than 2/3 of Mozambique's population reside along the coast. Coastal resources such as fisheries, shrimp harvesting, agriculture, aquaculture, mangroves, dunes, and coral reefs are critical to Mozambique's economic and social development. With a potential US\$5 billion in investments directed toward Mozambique, much of it in the form of tourism, the coastal areas are in need of protection and sound management to prevent coastal resource degradation that often derails sustainable development.

At present, Mozambique is in a unique position to develop environmentally sustainable coastal resource management plans to accompany development activities because it is not yet facing tremendous social and economic pressures on its coasts. At the same time, Mozambique is one of the poorest countries in the world and its people are dependent upon natural resources. Thus, it must act now to prevent resource misuse from rapidly growing population and development pressures.

Proposed Response

Given the critical importance of coastal zone management (CZM) to Mozambique, it is proposed that USAID/Maputo consider creating a coastal zone management program in its environment portfolio with as yet uncommitted environment funds. This program would be separate from existing sustainable agriculture activities, and may fit into SO1 as a special objective. The portfolio would focus on community-based CZM activities that would build from existing coastal CZM projects funded by other donors.

Suggested Coastal Portfolio Strategy

The Mission may want to begin with a relatively small, well-thought out coastal portfolio. It can begin by building off other donor activities rather than beginning a separate program of its own. Advantages of building from other programs include:

- # Reduction of start-up costs and management burdens for the Mission.
- # Improvement of existing coastal activities by complementing activities rather than working in a parallel and unconnected fashion.
- # Improvement in donor collaboration.
- # Greater prospects for sustainable impacts in CZM activities.

The coastal portfolio would be most effective if it is focused, yet flexible. In this way, the Mission will be able to expand its coastal program as new opportunities arise from present activities.

For example, coastal resources are shared by neighboring countries. Regional activities regarding coastal resources, particularly fisheries, may arise due to increased competition for dwindling resources, increased tourism across borders, etc. At the same time, shared lessons with CZM activities in nearby countries will contribute to a successful coastal resources management program.

Consistency with Criteria

By working at the community level, the CZM portfolio will fit into the Mission's SO1: Increased Rural Household Incomes. A coastal resources management program will complement current inland agricultural-focused activities and will enable the Mission to look to the future because of the cross-cutting nature of coastal activities. Coastal resources management lies at the juncture between food security and industrialization. This juncture is pivotal for Mozambique and its current and future sustainable development plans.

The need to act now has been recognized by the GOM and the many donors involved in assisting the Mozambique people in reaching sustainable development. The NEMP draft report has identified coastal resources as one of three priority areas. The NEMP states that "coastal tourism, agriculture, and fishing will continue to be the major contributors to the GDP in the coming years." The GOM has signaled its commitment to CZM by volunteering to host the next Ministerial Regional Workshop, held every three years or so, with SIDA agreeing to provide secretariat funding (the most recent workshop was March 1996 in the Seychelles).

Many donors, including the World Bank/GEF, NORAD, DANIDA, EU, and IUCN, have recently begun coastal zone activities designed to build capacity to manage resources and to protect the biological diversity of the coastal areas (in conjunction with GOM institutions, particularly DNFFB and MICOA). It is satisfying to know that coasts have been recognized as a priority area. However, there is very little linkage or collaboration between the donors and these coastal activities. This has contributed to the lack of coherence to MICOA's coastal plan and has stretched MICOA's capacity to oversee and coordinate these activities very thinly.

The Mission could capitalize on its expertise in working with local communities, NGOs, and PVOs to build capacity of members of civil society to manage coastal resources now and for the future. Discussions with other donors have indicated the need for greater coordination among donors, and to supplement building the capacity of MICOA and DNFFB with building capacity of communities, NGOs, and provincial/district government institutions. A community-based approach will complement existing coastal activities directed toward strengthening institutional capacity. Finally, managing coastal resources for future generations will protect and promote biological diversity. Biodiversity has been recognized as a critical element in maintaining the viability of natural resource systems. USAID considers the conservation of biodiversity to be a priority concern for the Agency.

Preliminary Cost Estimate

USAID/Maputo has many resources, both regional and global, available to help jump-start a coastal portfolio:

- # Regional workshops and training seminars such as the Experts and Practitioners Workshop on Integrated Coastal Area Management, held in August 1996 in Tanzania.
- # Regional and national government support/awareness of CZM as indicated by the recent Ministerial Regional Workshop held in the Seychelles, which included a representative from Mozambique.
- # REDSO-funded coastal activities in Kenya.
- # USAID/Tanzania's new CZM project.
- # World Bank, IUCN, and other donor coastal projects concerned with coastal profiles, etc., in Mozambique.
- # Technical expertise and management assistance lie in USAID/Washington's Center for the Environment through a cooperative agreement with the University of Rhode Island Coastal Resources Center. URI/CRC is currently working in Tanzania, has been involved in regional meetings and workshops, and has developed a good working relationship with IUCN/Nairobi. URI works with local partner NGOs, where possible, and with local communities.

The estimated budget is \$500,000 for 1997 to include start-up costs for identifying and establishing partners and two project areas (following pages) for the Mission to consider in designing its coastal portfolio.

A3.2 Partnerships in Coastal Resource Management

Problem

Traditional uses of coastal resources are often no longer sustainable under modern conditions. Growing population pressures, political changes, expanding development activities such as tourism, industrial operations, changes in natural environment, and poverty have led to the need to build capacity and awareness among local users to change destructive methods and manage surrounding coastal resources.

Opportunity

Local community participation in managing resources and planning development activities can help to alleviate subsistence conditions and improve household incomes. USAID can help local coastal communities better manage their resources by engaging in CZM activities that will increase awareness of problems and possible solutions, understand government changes and regulations, and improve the capacity of local communities to manage as well as plan how they will use coastal resources for both the present and future.

Proposed Response

As part of its coastal resources portfolio, USAID/Maputo can form partnerships with local NGOs and community organizations. Through such partnerships, USAID PVO partners will improve the capacity of NGOs to move beyond relief work into sustainable development activities. It is recognized that NGO capacity in Mozambique is generally very weak. Given that CZM activities are relatively new, NGO capacity building would be greatly beneficial to coastal programs.

Through PVO and NGO partnerships, USAID can build capacity and increase awareness in local communities of the need to manage coastal resources, either through improved planning or through developing less destructive practices. Activities may include:

- # Facilitating organization (both formal and informal) of trade associations, women's, and youth groups.
- # Workshops on designing management plans and writing proposals for funding.
- # Training programs.
- # Developing working relationships between community/traditional leadership and district governments.
- # Helping to design formal education curricula on coastal/environment issues.

In addition, these partnerships can be used to begin to collect traditional and local knowledge in a systematic fashion. Such information may be very useful to the Mission as it measures progress and results, and will contribute to addressing the dearth of information that now exists concerning coastal resources. Finally, information at the community-level, and traditional knowledge and practices should not be lost in the midst of new training and development.

Consistency with Criteria

Building on-the-ground capacity to complement institutional capacity will contribute to expanded governance to the local level, increased understanding of coastal needs and government

policies, increased ability to respond to government policies, and improved coastal resource management. Designing this activity as an add-on to existing coastal activities by other donors with promote donor collaboration and contribute to the sustainability of CZM projects.

Preliminary Cost Estimate

See estimated costs in Section A3.

A3.3 Environmental Enterprises

Problem/Opportunity

The coastal and marine resources of Mozambique face the greatest prospects for change through development activities. Coastal tourism is an area of focus as the GOM seeks to increase its foreign exchange earnings and GDP. The GOM is welcoming foreign investment in mining and production activities as well. This will greatly impact many local communities and their uses of coastal resources. At the same time, there exist opportunities to help local communities integrate into development activities, rather than to try to preserve activities that are no longer sustainable under changing conditions.

Proposed Response

USAID/Maputo can add on to existing coastal activities and improve household income through building the capacity of local communities or subcommunities (such as trade associations) to develop environmentally-oriented enterprises. This capacity would include not only training in using less destructive farming or fishing methods to increase productivity, but would train people in running small businesses. USAID can work with other donors to develop a mechanism (small grants or low-interest loans) that would allow local people, whether individuals or associations, to buy or lease resource concessions.

Two types of activities are briefly described for consideration:

1. Provide technical training for local community members in data and information collection. NGOs, private consulting firms, and PVOs can be partnered with local people for training.
2. Provide training and financing mechanisms for local community members in tourism-related businesses. Tourism attracts many small businesses such as restaurants, tour guide companies, tourism activities, e.g., diving, snorkeling, sport fishing, and small hotels/guesthouses, that can be owned and operated by local community members.

Consistency with Criteria

These types of enterprise activities will enable community members to supplement or replace traditional coastal resource activities as conditions change toward industrial or tourist activities. This will further provide younger, more educated people the opportunity for better employment and the chance to own a business. Large tourism and other coastal development projects often result in marginalization of local communities. While local people may become employed by tourist facilities, low skill levels are a major constraint. Training in information collection and in owning small businesses through workshops, partnerships, seminars, etc., would improve the capacity of coastal communities to adapt to changes in coastal activities as development occurs. Enabling communities to acquire businesses or concessions associated with adjoining tourism facilities will empower communities and increase incomes beyond subsistence levels.

These activities are consistent with and can complement USAID's programs in building capacity in local communities, environmental awareness and education, increasing rural incomes, and improving the prospects for sustainable development. Discussions with Grupo Impacto and MICOA personnel have indicated that technical training in information/data collection for local people would be useful in addressing the problem of lack of biological and social information on coastal resources.

Preliminary Cost Estimate

See estimated costs in Section A3.

Annex B

MEETING NOTES

Organization: Nucleo de Estudios de Terra (NET)/Center for Land Studies, Universidad Eduardo Medlane
Date: March 18, 1997
Persons: Arlindo Chilundo and Jose Negrao

Summary:

Present draft law protects small holders and recognizes community based property and natural resource rights. One title is issued to a geographic region based on testimony by self-identified communities. The titles, which guarantee usufructuary rights are effective for 50 years.

Respects existing occupation by communities because the present titling process for individuals is too expensive. Community property rights reduces these costs per household. The proposed law seeks to:

- # Prevent the phenomenon of landless peasants.
- # Create incentives for rural populations to remain on their lands and reduce emigration to urban centers.
- # Create incentives investments in land and terrestrial resources and thus improve agricultural yields.
- # Protect women's access to natural resources by recognizing their right to remain on land even in the case of divorce.
- # Leave flexibility in law to adjust to development process and to recognize different customary rights and uses of land and resources (i.e., matrilineal and patrilineal social systems).

Draft regulations that will go into effect once the land law is approved recognize or link land use planning and titling to the district level. The idea is to create district land commissions with multiple stakeholders to put a break on land speculation. At this time, however, no legislation or legal structure supports land use planning at the district level. The recently approved municipalities law delegates land use planning to city administrations, but this does not extend to rural areas.

Organization: United Nations Development Program

Date: March 18, 1997
Person: Henny A. Matos

Summary:

Began with background on the origins of Ministry for Coordination of Environmental Affairs (MICOA):

- # Mozambique's input to Rio was prepared by the Institute for Physical Planning with support from UNDP.
- # Post 1992, the National Environmental Commission (CNA) was created. Dr. Ferraz was the director, but the President of the CNA was the Minister of Mineral Resources. After 1994, CNA became a Ministry Snow MICOA.
- # Development of the National Environmental Management Plan (NEMP) began under the CNA in 1993 with World Bank funding. It was finally approved in August 1995 after a national consultation at the district level and with line ministries.

Donor interaction with MICOA

Donors want to understand how individual projects/grants fit into the national and environmental picture. As a result, a Program Support Document (PSD) was developed to support implementation of the NEMP and to help the Government of Mozambique (GOM) to deal with donors via one vehicle.

Different donors are supporting different parts of the NEMP via the PSD

- # The Norwegians (NORAD) are providing funds for institutional strengthening, environmental education, environmental legislation and pollution control analysis.
- # The Dutch have pledged approximately US \$20 million and will support institutional strengthening, urban management and decentralization.
- # Danes will support recovery of Isle of Mozambique, a UN cultural and historical heritage site and the original capital established by Portuguese colonists. The Danes are also interested in coastal zone management.
- # Swedes (SIDA) is supporting training, but nothing specifically environmental. Therefore not much support to the NEMP.

- # Canada (CIDA) has expressed interest, but made no commitments under the PSD.
- # The World Bank is supporting and developing a coastal zone program with GEF funding, not via the NEMP. But MICOA sees World Bank funding as a recourse of last resort because not interested in increasing indebtedness.
- # Portugal not a significant donor.

Capacity 21 Program

The Capacity 21 program began as a fund established after Rio to support the implementation of Agenda 21.

Mozambique's Capacity 21 program has focused on training and awareness raising. This has supported government and civil society.

- # Sustainable development training was carried out for all members of the council of ministers in July and September 1996. Focused on how to incorporate sustainable development into planning.
- # Parliamentarians also trained.
- # NGOs were invited to training workshops via a special session on sustainable development. 30 to 40 NGOs participated. Session discussion focused on how NGOs fit into GOM's program and the role of civil society.

Capacity 21 program ends in 1997, but a second phase is planned and a new funding proposal is under preparation. Estimated cost of the second phase is US \$38 million and the Dutch have pledged \$20 million over 5 years. To date a total of US \$24 million has been secured (this includes Dutch funds).

Dutch have not only made a substantial financial commitment, but also have led informal "tea parties" for donor coordination.

MICOA Decentralization

As a first step, MICOA plans to develop three regional centers with specific themes. Xai Xai for coastal zone issues, Nampula for urban issues, and Chimoio for natural resource management issues and sustainable agriculture.

In addition, MICOA plans to establish provincial offices. Basically MICOA will occupy the physical facilities previously part of the National Institute for Physical Planning (INPF). They will play a largely advisory role and implement or develop pilot projects.

MICOA Capacity

Matos judged this to be fairly good given MICOA's institutional youth and human resource/technical constraints. Attracting young people and training them to build a career. Salary levels are low, however, and often hire technical expertise on contract to overcome low pay.

Financial management capacity improved as a result of Norwegian support. Internal procedures were evaluated and now developing internationally accepted procedures for financial managing/ auditing.

MICOA Coordinating Capacity

Matos stated this was improving. Reality is that MICOA will have to fight for the right to coordinate. During training for council of ministers the issue of coordination was debated. Several ideas were debated, including the possibility of coordinating via the Ministry of Planning and Finance.

Coordination with the Ministry of Agriculture might occur via the review of the new agricultural strategy/plan (PROAGRI).

MICOA chairs the government working group on legal reform. The Environmental Framework Law is the framework for environmental reforms. This working group will evaluate overlaps, gaps and fits across sectors and will consider who/what organization should implement and/or regulate particular activities.

National Environmental Policy

The NEMP's chapter five, which outlines the national environmental policy, was incorporated into the country's five year plan, which in turn was approved by Parliament. The framework law refers to Parliaments approval of the National Environmental Policy. Parliament objected to this reference since the actual policy was never debated by parliament.

Organization: LINK
Date: March 18, 1997
Person: Guy Mullins

Summary:

Origins of Link

Began as an NGO coordination unit for famine and humanitarian relief efforts coordinated by the UN. After UNOHAC dismantled a body or organization to continue coordination needed and Link was created.

At this time have 110 members. 40% are national and 60% international. International members pay annual fee of \$650 and national members pay \$20 per annum. This covers 15-20% of LINK's costs. 80% of costs covered by the European Union, UNICEF and NORAD.

LINK's Activities

Information service for NGOs:

Members receive a weekly copy of useful documents like announcements from other NGOs, UN documents, fax bulletins, new policy statements, etc;

A bimonthly bulletin on national NGO issues;

A quarterly bulletin on opportunities institutional development training and capacity building.

Have 3 major databases with contact and summary information on: a) Mozambican NGOs, b) donors and financial institutions, and c) consultant registry (slightly out of date and plan to update this in 1997).

Meeting service.

Have a series of working groups on health, sanitation, education, agricultural and land issues, NGO-government relations, etc.

NGO development.

Act as a focal point and information that can help NGOs get support. Also provide capacity building courses on financial management and conflict resolution.

NGO Law

No NGO law, therefore international NGOs regulated by emergency law which has now expired. Basically no regulation or articulation of how NGOs should relate to government or what

role they should play. NGOs register as civic organizations or associations as defined under the 1990 constitution.

Evaluation of NGOs

Since 1992 NGOs have proliferated. Constant number emerging and dissolving. But there are about 50-60 major national NGOs operating that have credibility with donors, that operate outside of Maputo in 3-4 provinces, and that focus on rural development, women and credit programs.

NGOs in provinces go through cycle of ups and downs because they depend on an irregular flow of donor and project funds. They do little or no local fund raising.

Government sees NGOs as necessary evil until their own capacities are sufficiently recovered to re-assume responsibility for areas now supported by NGOs. GOM Ministries typically want to do very little via NGOs and mostly do so because of donor requirements. MICOA and the Ministry of Social Welfare are an exception since they are especially open to NGOs. Many NGOs really Government NGOs or GONGOs, they do the government's work or service delivery.

Link has resisted forming provincial offices. Rather it provides support to independent provincial forums of NGOs. Five provincial forums exist. These forums promote debates and develop ways to cooperate.

NGO Typology

Mostly focus on development and humanitarian assistance. Not usually cultural organizations. Most NGOs staffed by or created by 1-2 academics that need employment or have particular interests.

Very few focusing on environment. Those that come to mind include:

- # IUCN
- # Frontera Mocambique (really a British NGO)
- # Grupo de Trabalho Ambiental (GTA)
- # Organizacao de Promocao de Meio Ambiente e Desenvolvimento (OPMAD)
- # Fundacao para a Defesa da Natureza

NGOs working on Land Tenure issues include:

Organizacao Rural de Ajuda Mutua (ORAM)

Uniao Nacional de Camponeses (UNAC)

Uniao Geral de Cooperativas (UGC)

Did not know of any environmental law or policy groups.

Organization: IUCN
Date: March 18, 1997
Persons: Dr. E. Chonguisa; Mr. S. Anstey

IUCN has had a presence in Mozambique since 1993 through regional office in Harare; opened a formal office here in 1996. Programs initiated since 1993: community projects, training, institutional capacity, capacity building of structures in civil society, e.g., NGOs, PVOs.

Presently redirecting IUCN strategy to influencing policy, e.g., resource tenure, community equity, provincial governments; leaving concrete field projects to national groups. Difficulty: implementation, regulation. Weak point in policies: community-level participation, protection of rights, concessions.

Coastal activities: working MICOA on a coastal profile, funded by NORAD. Issues: resource uses, e.g., fisheries, mangroves; institutional coordination; legislation; determination of critical areas-for pilot activities; no physically delineated coastal area.

Water resources: National Water Policy Ministry of Housing and Public Works- urban focus. Issues: damaged irrigation schemes, particularly the Limpopo River (seasonal river); irrigation under Ministry of Agriculture; dams under Water Department; regional water uses: South Africa's developed water systems takes so much of Mozambique's water; agreement exists (on paper) for shared water courses, e.g., Zambezi River.

Communities: issues: structures of communities, e.g., village council; who is the community; disruption and changes of social structures during the civil war; information on social structures.

EIA: IUCN is involved in review and auditing with MICOA; foreign direct investment (FDI) is flowing toward: tourism, mining, wood pulp, aluminum. Moz. lacks local capacity to do EIA, need to build capacity.

Advocacy for resource issues high priority for IUCN.

Organization: Technical Secretariat of the Land Commission

Date: March 19, 1997
Person: Conceisao Quadros

Summary:

The World Bank supported the Technical Secretariat's General Program on Lands that covered various policy and institutional development issues. In particular it supported government organs and the dissemination and education on land tenure.

The secretariat's mandate includes:

- # Identification and development of legislative and policy reforms.
- # Institutional strengthening and development proposals.

The secretariat developed a new national land policy in late 1995. This then led to the development of a proposal for a land law. But the policy does not necessarily influence what comes out of the parliament or what is ultimately approved. So the secretariat does not rely or is not waiting for the Parliament. Rather it works with government and non-government organizations

The policy seeks to create a land market (now limited to urban areas), and to ensure citizen participation. To support the latter, titles or rights to land use will be based on effective occupation.

In the case of land conflicts, community testimony will be used to resolve conflicts. To deal with conflicts the secretariat foresees the creation of grassroots or community tribunals. These tribunals will resolve conflicts between families, help develop community consensus regarding land resources, and support education on land tenure rights. Community tribunals already function.

Communities are to be consulted under the new draft law. This is weaker than original draft, but should still help to prevent land grabs and land speculation.

With regard to the cadastral service, foresee developing a private sector capacity to respond to the need for land demarcations and surveys. The secretariat plans to support or subsidize training for professional surveyors or surveying courses. Thus, individuals or firms in rural areas could establish cartographic bureaus. The reason for this focus is that the cadastral service only effectively reaches the provincial level and does not reach the country's 128 districts. The government doesn't have the fiscal resources to establish cadastral posts at the district level. Thus, it will be more cost effective to support/develop private sector capacities.

The technical secretariat will focus more on acting on the ground to build the capacity of local government institutions. It is not so important to worry about the law, because laws are often not implemented.

Developing civil society advocacy is extremely important. Important as a mechanism for informing public about their rights and what to expect from outside investment. Advocacy also important as a tool for educating government organs.

Mention was made of the NGO Network, FORUM. This network's members are all national NGOs (a total of 42), and aside from working as a NGO network it is also focusing on developing and/or defining a role for civil society and advocacy. One of the members, the NGO Progreso, is working in particular on land tenure advocacy.

Organization.: **Africare**
Date: **March 19, 1997**
Person: **Bill Noble**

Summary:

Described Africare's multi-year Development Activity Project (DAP). This DAP focuses on oilseed and sunflower processing. Working in Manica province with farmer's cooperative and through an extension network.

Approval for the DAP came together with the environmental earmark. Consequently, attended March 1996 workshop in Beira that provided training to PVO managers on the environmental evaluation/review of projects. The training received should help speed up grant processing and prevent foul-ups from the environmental side.

Africare completed its review and submitted it to Robin Mason who conducted an internal environmental evaluation (IEE) of the PVO II project. However, indicators being reported are mostly related to production levels. No environmental indicators will be reported, as of now. But the DAP will reduce the use of fertilizers and pesticides, cultivate a drought resistant crop (oilseeds), and apply erosion reduction practices.

In the past worked in Sofala. Under this DAP will transfer Sofala experience to oilseed production in Manica. Principal aim of the project is to work with oilseed promoters at the district level and with the private sector to increase not only oil seed cultivation, but also to develop nationally/locally manufactured oilseed presses. Applied research on oilseed will be carried out with a Ministry of Agriculture research station and with a private sector laboratory.

As a complement to the agricultural production activities, Africare will establish food security committees at the local and village level. Will work to educate mother's on nutrition.

Organization: **World Bank**

Date: March 19, 1997
Person: Mr. Rod de Vletter

Government on NGOs: ambivalent but realize that they are necessary to implement activities; view them as a short-term phenomenon to be used until GOM reaches the capacity to do implementation itself.

EAs

- # Most serious gap in MICOA/GOM.
- # Increasing inflow of foreign capital is creating a problem; no concept of environmental impacts.
- # No real process of doing EAs.
- # Industries are writing their own assessments, TOR, with weak participation by GOM, e.g., Blanchard tourism proposal.
- # EAs are seen as impeding investment; as an obstacle rather than facilitating investment.
- # has proposed, with Minister of MICOA, to develop an EA unit that would be coordinated by MICOA but exist outside; would provide on-the-job training for Mozambiquans; overseen by a board of interested parties.
- # NEED: EAs that would involved the communities.

Coastal/Marine BD

- # Gives opportunity to increase policy dialogue.
- # GEF project gives direct implementation of coordinating role for MICOA; MICOA will work with DNFFB on CZM.
- # Using DNFFB as a “model” DNFFB evolved from a strict “park” mentality to encompass a more holistic ecosystem management entity, including communities.
- # has suggested as an area for USAID assistance in community-participation activities.

Water Management

None to speak of; no regional plan for water exists.

Issues

Blanchard proposal and lack of environmental framework law.

Weak community rights, definition of a community.

Weak/no involvement by communities in tourism, planning for tourism activities.

Present policy system is ad hoc; no capacity to develop policy.

No clear process in moving from policy formation to legislation.

Organization: European Union
Date: March 19, 1997
Person: Ms. Veronique Lorenzo

The EU acts as a multi-lateral donor. Engaged in two areas in environment activities, focus on communities:

1. DNFFB- forestry and wildlife in Bazaruto Archipelago. Activities include:

Management of a natural reserve; working to extend the limit of the reserve (presently about ½ of island); collection of data; sustainable management.

Seek to improve living standards of local communities

2. MICOA- CZM activities in Xai Xai (limited involvement). Activities include:

Small NGO/communities for management of coasts.

Protection of resources, limit overuse.

Areas on concentration for conservation and wildlife: Zambezi/Nampula, southern Nyasa.

Not getting involved with MICOA; will keep a step back until donor activity is worked out (e.g., Dutch) for MICOA support and capacity building.

Organization: NGO Liaison Office, World Bank
Date: March 20, 1997
Person: Aniceto Bila

Summary:

World Bank is funding projects throughout the country and NGOs are important presence. The Bank recognizes it needs to work effectively with NGOs.

In general the World Bank's interest in working with NGOs includes:

- # Collection of best practices for development work.
- # Obtaining input to improve project design.
- # Collaboration with NGOs in implementation.

Several impediments to Bank and NGO cooperation. Bank's structure is somewhat inflexible in that it must work through member country governments. Thus the Bank must work indirectly with NGOs. In many cases, the possibility of working with NGOs depends on country government's willingness and the particular political and economic context as well as NGO capacities.

The World Bank's resident mission in Mozambique is trying to accomplish the following in its collaboration with NGOs:

- # Improve communication between the Mission and NGOs.

The Mission's NGO Liaison Office has created an NGO working group in September 1996 to provide input into Bank policy and projects. Initially, this group divided about the objectives of NGO advisory group, some argued that purpose was to influence government policy rather than World Bank policy and programs. Finally, however, group agreed its purpose was to work with the Mission.

- # Increase NGO participation in World Bank Projects.

NGOs will have a chance to assist in a Bank funded program that will rehabilitate the rural economy and communities. NGOs will have an opportunity to compete for implementation of the education component, which will be awarded competitively.

- # Create a supportive environment for NGOs.

The Bank contracted the International Center for Non-Profit Law to advise on the drafting of an NGO law. They produced an initial draft of such a law, but the government has not really responded or taken it any further.

Build the capacity of NGOs.

At this time the Mission is developing a proposal for an IDF (Institutional Development Fund) grant specifically to support NGO development. The idea is also to educate and create awareness within the government. The grant would support NGOs to collaborate with government, and it would also support workshops and other forums for dialogue between government and NGOs.

Bank is now completing a report that documents the result or benefit of community participation in Natural Resource Management. This will look at the project in Tete Province (w/ IUCN). A similar evaluation of the contribution or outcome of NGO implementation in development projects would be useful. This would help to demonstrate the benefits and arguments for working with and via NGOs.

Mozambican NGOs generally weak, and the government sees NGOs only as emergency service providers.

The few advocacy NGOs that exist include:

- # Organizacao Rural de Ajuda Mutua (ORAM).
- # Associacao da Mulher Rural Mocambicana (AMURO).
- # Gabinete de Zonas Verdes (has a NRM focus).
- # Associacao da Mulher de Carreras Juridicas.
- # Ligas de Direitos Humanos.
- # Progreso.

Other competent organizations include:

- # Grupo de Trabalho Ambiental (GTA), but are a semi-consultancy firm.
- # UEM's Centro de Estudos Africanos and Centro de Estudos de Populacao.

The Mission wants to expand its advisory group to include other civil society groups, not just NGOs. Want to invite UEM and Farmer's unions to the table.

Organization: ADRA
Date: March 20, 1997
Person: David Tejel

Summary:

ADRA's past work with USAID on emergency relief and food aid was described. Upcoming DAP would be the first development project carried out. The DAP has three sources of funding:

- # Title II PL 480
- # 202e from USDA
- # PVO II funds with some environmental earmark

Description of Project

The Planned DAP Project will focus on rehabilitation of cashew trees. This project will be implemented in Zambezia province and the coastal district of Mangaja da Costa. The project has three specific components:

- # Cashew reforestation
- # Nutrition education
- # Road rehabilitation

Old cashews are weak and susceptible to rot, fungus and disease. The project will identify disease resistant trees, and then graft more resistant trees to seedlings for planting. Most of the cashew trees are part of or next to household "machambas." The machambas (household agricultural plots) have an average size of 0.5 hectares. The seedlings will initially be inter-planted with maize and cassava, until the cashews shade them out. Grafted trees begin to produce fruit in 2-3 years as opposed to 5 years if begin with germination of seedling trees.

Extensionists will work with farmers in nurseries and teach them to identify and graft disease resistant trees to seedlings. No import of new cashew varieties are planned. Cashew trees are generally productive for 25 years, but actual length of productivity can also depend on care and management of stands.

ADRA is working informally with ORAM to help communities title their land.

Organization: CIDA/Canada
Date: March 20, 1997
Person: Douglas Mason

Summary:

Limited and relatively small environmental portfolio. Most of CIDA's money has gone to food aid, and only now beginning to move towards development projects.

CIDA is supporting IUCN project to manage wetlands in Zambezi River watershed. Basically, IUCN's regional office in Harare will develop a management plan for the watershed.

Canada's International Development Research Corporation (IDRC) has a regional office for Southern Africa in Johannesburg. Two people are there: Hartmut Krugman and Nancy Smiess. Krugman is shopping around a proposal to develop a regional management plan for Niassa. Would involve carrying out 6 baseline surveys, as well as training in and execution of Participatory Rural Appraisal. Would work with MICOA. IDRC is funding 25% and is trying to get donors to support remaining part of the project.

Niassa Province is the Siberia of Mozambique. Political re-education camps were located there. But it is potentially rich in resources.

Organization: Dutch Embassy
Date: March 20, 1997
Person: Mr. Huesken

The Dutch will be the primary donor to build capacity within MICOA. They have pledged approx. \$20 over 5-10 years; though no money has yet been transferred, agreements are in place. Because of the Dutch role in MICOA, they have been asked to be the lead donor agency for MICOA. Mr. Huesken would like to establish an informal donor forum for collaboration. A formal donor forum would be established with the GOM.

MICOA support will include:

- # Institutional capacity building; to be achieved through a series of projects, including EIAs.
- # First step: develop an acceptable role for MICOA within the GOM.
- # Concentration: urban environment.

- # Issues: land-use planning is disbursed throughout several sectors and ministries; MICOA has no power to act as coordinator.

Activities outside of MICOA grant:

- # Wildlife/legislation, with DNFFB; CBNRM, piloted in Maputo province (through FAO).
- # Implementation of land law: focus on district/community level; brings claims to DINAGECA/cadastras.

Organization: DANIDA
Date: March 20, 1997
Person: Peter Larsen

New start activity in CZM. Three main activities:

1. Develop capacity within MICOA; funding to cover 5-10 years; 2-year plan for the start-up phase; pilot development phase.
2. Renovation and upgrading of the coastal center in Xai Xai; not much work with NGOs, communities; goal is to define the need and to define what is CZM; considering activities such as environmental education for the center.
3. Ilha de Mozambique: World Heritage Site, former Portuguese capitol; rehabilitation of town facilities, environmental education.

DANIDA was going to place an advisor within MICOA to develop their CZM program but it has been delayed.

Short-term activity: removal and destruction of obsolete and hazardous pesticide. DANIDA will collect and incinerate these old pesticides in Maputo; develop a hazardous waste site. Do not intend to continue in this area once the pesticides are eliminated.

Organization CLUSA
Date: March 20, 1997
Persons: James Alrutz; Alexandre Serrano

Based in Nampula, began about one year ago; help to form farmers associations. Moving from humanitarian relief to development at community/village level, particularly in the agriculture sector.

Pilot activity through 1998:

- # Provide management training to farmers; run market, set up market systems.
- # Recruit, train young people (9th-12th grade) to live in the village, speak the language; act as facilitators for the village; farmer leaders participation in selection of facilitators.
- # Facilitate formation of associations.
- # 31 villages, 48 associations, 2000 families.
- # Concern: access to markets; main investment comes from village.
- # Functional literacy/numeracy training program especially for women.
- # Other issues: input supply, opening of small stores.

Successes: “spill-over” Straining in basics has led to village members expanding activities, e.g., building a school.

Expanding pilot activities: to development of management plans to tackle issues within agriculture activities such as slash/burn, land degradation, water resources.

Issues: land tenure, monopoly of distribution Only one distributor, controls price, market access, raw product.

Organization: CARE
Date: March 20, 1997
Person: Beat Rohr

CARE helped DNFFB design the GEF Transfrontier Boundary Program for the community aspects- buffer zone, social concerns. Unknown if CARE will participate in implementation. Two possibilities: funds go to government at the provincial level through a small grant fund; the alternative is to have CARE administer funds for the community. CARE works with the IUCN.

CARE works off and on with local NGOs but they are still very weak; most are involved in humanitarian relief.

Activities:

- # Oil crops:

- R Sesame seed, sunflower production
- R Working to revitalize the sector, improve transport
- # Agriculture extension:
 - R Baseline survey, examination of production, marketing, post-harvest issues, maybe land tenure
 - R Nampula area

Concerns:

- # Integrated pest management
- # Soil fertility/increasing salinization of soils, e.g., irrigation schemes
- # Deforestation and impact on agriculture, e.g., slash/burn
- # Informal activities
- # Land conflicts (long-term)

Will work at provincial and district level for DAPs; issue of focus; close collaboration at district level, seconded a person from the provincial government to work with CARE at the district level. Most districts have at least one agriculture extension officer.

Organization: World Bank
Date: March 20, 1997
Persons: Tanya Yudelman-Bloch; Louise Fallon Scura

Discussed and summarized coastal activities by donors in Mozambique; where MICOA stands, what the Bank is doing to help.

The GEF/DNFFB project is incremental funding; GEF can only fund the part of the coastal project with global biodiversity significance. USAID can help through parallel financing the parts that are of national/regional/local significance.

Lack of coordination between donors regarding coastal activities. Most are very new, started within the last few years. GEF project is still in planning stage; conducting a workshop to train people from DNFFB in designing and implementing coastal activities at four sites. MICOA is participating in a coordinating function.

Organization: Land and Water Division, National Institute for Agricultural Research (INIA)
Date: March 21, 1997
Persons: Mazure

Summary:

The land and water division has three sections:

- # Land surveys and classification
- # Agro-Hydrology
- # Soil Fertility

The division, and its three subunits, is working with the Ministry of Agriculture's PROAGRI strategy, more specifically its land management strategy.

Agro-Hydrology Section

Focuses on soil and water conservation, and conduct applied research on: a) rain fed agricultural systems (mulching, ridging to conserve water), water management of irrigated systems (evapo-transpiration studies, crop yields, crop management, irrigation intervals), and c) design of drainage areas (mostly in South where there are low lying areas w/ high water tables).

In Southern Mozambique 17% of agriculture relies on irrigation. Massageira Dam has serious problems with infiltration and evapo-transpiration. This affected irrigation systems in Southern Mozambique.

Land Surveying and Classification

This section carries out the following activities:

- # Land surveys, inventories and assessments
- # Land use planning activities with communities and at the district level
- # Soil mapping at a 250,000 scale

At this time conducting preliminary zoning based on land resources. Will use this to select appropriate sites for agricultural trials. In addition, couple it with community level work and within administrative boundaries in order to identify opportunities and constraints. Have developed a land use proposal for the Xai Xai district, and for the Gorongosa district in Manica.

Also, developing a national soil data base as well as a climatic data base. This will be entered or become part of a Land Evaluation System for Mozambique, which will be automated and adapted from Cornell University's software program.

Finally, developing local soil classification systems using local farmer's knowledge based on interviews.

Other Activities

- # INIA has a collaborative program with the Forestry Research Center
- # Conducting joint trials with support from World Vision and the Dutch government. They are looking at different seed varieties and soil fertility management.
- # Establishing 3 regional units that will focus on soil and water conservation along with NRM. They will be located in Nampula, Chimoio and Gaza (Xai Xai). This is under or part of the Ministry of Agriculture's Land Management Strategy. They units will combine research and extension and will combine different technical experts (agronomists, soil scientists, hydrologists, etc). These multi-disciplinary teams will work at the regional and provincial level. Other organs will be involved, including: DINAGECA, INIA and DNFFB.

INIA Structure

Nominally has 16 research centers, but de facto only 7 function. Work together with Ministry of Agriculture's representatives at the district level (which focus mostly on extension work).

Organization: National Directorate for Forests and Wildlife (DNFFB), Ministry of Agriculture
Date: March 21, 1997
Person: Abdul Adam

Summary:

This section of the DNFFB has responsibility for the following areas or tasks:

- # Build management capacity for forestry and wildlife
- # Regulate concessions
- # Rehabilitation of national parks, e.g. Gorongosa National Park
- # Develop and deploy teams to monitor wildlife

The African Development Bank is providing \$12 million over 5 years to strengthen DNFFB. DNFFB is in the first year of this program. In this first year are focusing on Sofala Province, and next year will target Cabo Delgado.

As part of this program are testing an integrated resource model that creates opportunities for private sector development and ways for communities to capture and or benefit from private sector involvement. For example, In the Beira corridor DNNFB is developing social forestry programs in collaboration with communities.

Communities are committed, but the danger is that at this time there is very little for them to gain from sustainable management. Tourism benefits are few so far. However, trying to offer communities licenses to develop economic activities in buffer zones. For example, beekeeping, harvesting and sawing timber from buffer zones (operation of a sawmill).

The DNFFB also collaborates on applied research with UEM's forestry research center.

Comments on Concessions

In the past, and even now, people with political connections could get concessions. Locals had no access to these resources. DNFFB has refused to recognize these unofficial or informal concessions or concessions that were granted without following the proper procedures.

Biggest Challenges

- # How to demarcate and define areas for use by communities.
- # Need for revenues or benefits generated to return to sustain management of natural resources either via earmarking or venue generating activities. The pilot project in Tete is a first step in that direction.
- # Communities don't have groups that can back them to obtain resources.

Organization: MICOA
Date: March 21, 1997
Person: Minister Bernardo Pedro Ferraz
Ms. Alda Solano, assistant and attorney for Mr. Ferraz

1997-98: investment projected into Mozambique estimated at \$5.2 billion- this will have severe environmental impacts if not managed.

MICOA

- # Creation of Ministry was based on consultation
- # Not a ministry of environment but of coordination of env. activities, but what is coordination?
- # Presently working to establish within the ministry the legal framework, environment framework (in parliament), development of NEMP
- # Most important part: policy statement and strategy

Three parts to NEMP: 1) environment policy; 2) env. strategy; 3) legislation (parliament).

Activities

- # Brainstormed activities for next 5 years
- # Participatory process, consulted citizens, donors, embassies, govt. institutions, etc.
- # Financial needs: est. \$38 million; Dutch have agreed to fund particular activities \$ approx. 19-20 million
- # Asked Danes to take the lead on coasts but Danes agreed only to place a person in MICOA (delayed)

Institution

- # Build capacity, technical experts (partner with senior international experts)
- # Need a permanent building to house ministry (no significant construction in Moz. during last 5-20 years)

- # Minister wants to limit the debt of Mozambique
believes that environment activities should not be based on loans; contradiction between debt and sustainable development (too much money goes to repaying loans)

Maintains close relationship with donors; meets quarterly with them to talk about everything but money, e.g., policies of donor governments, strategies; main donors- World Bank, Dutch, Danes, Norwegians
meet once per month. Lead agent donor: Dutch.

MICOA must build capacity in other ministries in environment activities; train in strategic management. At provincial level, need to train at the activity level

Coasts: "Mozambiquans live on the coasts with their backs to the sea."

- # People are not taking advantage of the resources of coastal areas; would like to see more and better use of the sea.
- # Partial reason for setting up a coastal/marine center.
- # New activities: research on env. sound prawn culture; fisheries- aquaculture.

Freshwater: Minister of Public Works and Housing, but MICOA works with them; established relationship with South Africa, Zimbabwe to work out a regional plan for water.

- # Water quality: major issue from upstream activities
- # Dutch funding the National Directorate for Water
- # Planning major dams in Mozambique
- # Training
ministers, provinces, districts

National Commission on Sustainable Development: to manage, create policy on sustainable development that would be higher level than ministries; able to make decisions concerning environmentally questionable projects. Question: where should it be within the GOM?

Organization: MICOA
Date: March 21, 1997
Person: Marta Monjane, director, National Directorate for Environmental Resources, MICOA
[Abdul Adam, DNFFB, GERFA project]

EIA unit: function is to review and audit; consists of 4 people, little experience. Problems:

1. Lack of technical capacity.
2. No environmental framework law; no regulation exists.
3. MICOA can only recommend; approval of the project does not rest with MICOA.
4. No monitoring- MICOA is not involved in implementation.

Environment law mostly likely to pass this fall; regulations just need to be approved by Council of Ministers (not parliament). Draft regulations have been prepared, ready for passage of the law:

Include citizen involvement

Include guidelines for environment impacts, classification of projects in order to streamline guidelines.

Center for Investment Promotion
Foreign investment begins here; EIAs done at end of chain after passing through ministries and sectors. EIAs are not part of the project proposal, and are done after the proposal has been approved by sector ministries.

Blanchard proposal: each activity requires an EIA; sometimes Council of Ministers approve a project in general, e.g., Blanchard proposal.

Dilemma for MICOA: how can it turn down billion-dollar investments?

Organization: World Vision
Date: March 26, 1997
Person: Jonathan White

Summary:

Work across most sectors (health, education, micro-credit, agriculture, transportation, etc.). World Vision's activities are highly relevant to NRM. But do focus work geographically, working in particular provinces with USAID support.

WVRD work's with big and small donors. Including: EU, USAID, ODA, World Bank, SIDA, Taiwan, Korea, Singapore, etc. Some donors only fund work in particular sectors. As a result,

WVRD often partners with different projects or combines support from different donors. However, USAID support accounts for more than 50% of the WVRD/Mozambique budget.

Environmental Relevance

The specific areas or strategies that benefit environment include: moving away from slash and burn farming systems, inter-planting nitrogen fixing legumes as green fertilizers, and re-introducing animal husbandry into farming systems as a source of natural fertilizer, and working with rotation periods. In general, under conditions of continuous cropping these efforts have significantly raised yields (800% in the case of sweet potatoes) with relatively low inputs and greater environmental sustainability.

World Vision pursues a wide range of activities, but in a holistic manner. Look at entire basket of resources on and off the farm), and also the whole economic chain. Thus, work on agricultural production, processing or value-added activities, marketing, financing and micro-credit, etc.

Environmental Problems in Rural Areas

Mentioned that most serious environmental problems associated with slash and burn and uncontrolled fires. Fires in Nampula Province often so bad that air quality is severely affected. Farming in upland areas and steep slopes causes severe erosion. Farming in river valleys and flood plains also a source of significant erosion.

Extreme drought and flood due to changing microclimates and/or water management upstream also a significant problem.

Evolution of WVRD

Began in 1989 with focus on humanitarian relief and food aid together with returning families to farming and self-sustenance as fast as possible. Focused on most war ravaged or affected provinces: Tete, Zambezia, Zambezi Valley, and Nampula.

Now focus is development of communities and building up local leadership. Given scarcity of human resource capacity, much of WVRD's development work has a large training component. When transition out of an area try to leave behind strengthened community structures and NGOs. But shouldn't have an unrealistic expectation of capacity building. UEM only produces 10 agronomy graduates per year and there is fierce competition for any trained manpower.

Land Tenure

Need to build a tripartite partnership between local government, NGOs and communities to deal with this issue. NGOs are necessary as community advocates, and government has a role to regulate and enforce agreements with regard to the exploitation and use of natural resources.

Scant evidence of land tenure conflicts. Massive resettlement of returning refugees accomplished with surprising smoothness. Most land conflicts occur when it involves access to and management of irrigation schemes.

Annex C

Issues Updates

C1 Land Tenure

The patterns of land tenure in Moçambique reflect the history of customary tenure, colonization, privatization and state exploitation. Following Independence the new Constitution of the People's Republic of Moçambique (1975) stated that:

The land and the natural resources located in the soil and subsoil, in territorial waters and on Moçambique's continental shelf, are owned by the State. The State shall decide the conditions of their exploitation and use'

This policy effectively altered the property and natural resource use rights and access to property of all land owners and land right holders which eventually, together with the civil war, severely impacted on the Mozambican economy.

The current Land Law specifies two types of certification or registration of land: *Certificate of Family Occupation* and *the Title of Use and Enjoyment*. The former provided security for traditional (peasant) farmers provided they continued to **occupy** their piece of land and the latter was the only form of title available to private sector farmers. The registrations are valid for 50 years.

Traditional and past land rights, existing prior to Independence, undoubtedly have a bearing on the perceptions of local communities regarding rights of land and resources. Although, at present, all land in Moçambique belongs to the State the *de facto* situation is that land is being managed and allocated according to traditional customary land rights. Due to the war very few traditional farmers formalized their rights to the land under existing legislation. Since the Peace Accord of 1992 as local communities are returning to their places of origin to discover that tracts of land have been requested or given over to outsiders.

The Government, however, recognises that the existing law is out of step with new developments in national economic and political life, and when misapplied or incorrectly interpreted, can result in the unjust treatment of local populations. It has therefore charged the Land Commission to develop a programme to revise the Land Law and implement measures to modernise and upgrade all institutions and services required to implement the new policy and law when it is passed.

The new Land Policy (approved on 12 September 1995) maintains the basic principle that land ownership is vested in the State, but recognizes the legitimacy of customary law, or the rights attributed by such law (e.g., traditional usage rights), and the role local leaders in land management and conflict resolution. While land continues to be owned by the State, it is expected that under the new Law the management and control of more extensive land areas (no longer just the area actively cultivated) will be delegated to communities. Other goals of the new Land Policy include: (i) promote food production; (ii) develop the family sector's agriculture; (iii) promote private investment; (iv)

preserve areas of ecological and natural resource's interest; and (v) update the taxation system. Wildlife, forestry and other related legislation are being revised in the light of the new Land Law.

Closely linked to the new Land Policy is the issue of community rights to wildlife resources and to benefits derived from these resources. The economic potential of wildlife in Mozambique is clearly recognized by commercial investors who are making major investment in wildlife-based concessions in tourism development in the country. However, this is currently taking place with little benefit to or consultation with local communities. Nevertheless, decentralization, or the delegation of decision-making power to lower level of government and other stakeholder, to municipalities, local communities, and the private sector has recently started to be promoted across sector in Mozambique. The recently passed Law of the Municipalities refers to community involvement in and responsibility for natural resources management, and provides for a greatly enhanced degree of policy, program and budgetary authority to district government deemed competent for greater responsibility and authority. According to the new Law, municipalities will be able to promote their local development; protect natural resources; and manage land, forestry and wildlife resources. Municipalities will have limits that will be clearly regulated by law pertaining the execution of their functions, but in some cases they will be vested to manage public goods. Within established limits, municipalities will also have tributary and financial power. The new Law also states that the Ministry for Public administration through the local administration will ensure that traditional authorities or any other communities structures are represented and participate in discussion of policies that effect local inhabitants. Traditional authorities will also collaborate with the district municipality in different areas, such as land management, collection of taxes, environment protection and wildlife conservation. Finally, the Law indicates that a Municipal Assembly will be responsible for taking firm positions on national issues that effect municipalities. This institution will also be responsible for the approval of the district budget. Decentralization is, however, a gradual process and support for decentralization will need to be built at all levels in order to resist centralizing threats, especially as revenues begin to grow. Returning these benefits to local levels will be critical to provide appropriate incentives for improved natural resources management, and to facilitate enforceable contracts between local communities and the private sector.

The implications of the policy changes are profound. Assuming that new legislation will recognise customary long-term use rights claimed by local communities, these rights should extend across significant areas of territory not presently considered as being occupied or "titled" to anybody but the State.

Investors seeking concessions in what are currently "unoccupied" areas according to existing law might then have to negotiate with the communities as holders of land rights in the areas they want to invest in. This does not mean that outside interests would be excluded from investing in these areas. Instead, they will simply have to deal with the communities as legitimate owners and managers of rights over the land resources they want to use.

The Land Policy is currently under discussion and a final draft will be submitted to Parliament for enactment into Law (expected in 1997). To what extent the safeguards for local communities are maintained in the new Land Law remains to be seen.

Decentralization

C2 Access/Rights to Natural Resources

All land and natural resource in Moçambique belong to the State (also see land tenure below). Rights to land and/or natural resources can be achieved in various ways.

1. The private sector/commercial farmers may obtain a 50 year lease (title) to the land and the resources on the land via *the Title of Use and Enjoyment*.
2. Peasant farmers may acquire rights over their parcel of land via the *Certificate of Family Occupation*.
3. The private sector may gain rights to exploit the natural resources within a prescribed area over a certain period of time (logging, hunting, tourism etc.). The licensee has rights to the resources but not the land.
4. A "simple" licence to harvest quotas of natural resources within a certain area (e.g. x m³ of timber).

According to current legislation, local communities may exploit the natural resources for subsistence purposes but not for commercial purposes unless they acquire a licence to do so as in (3) and (4) above.

C3 Wildlife and Natural Resources

Mozambique covering an area of c. 785,000 km² is characterized by a wide diversity of habitats, climatic regimes and soil types. Seven broad vegetation/habitat types can be distinguished in Mozambique.

1. Miombo Woodland
2. Mopane Woodland
3. Undifferentiated Woodland
4. Coastal Mosaics
5. Afromontane elements
6. Halophytic Vegetation
7. Swamp Vegetation

Miombo Woodland is the most extensive vegetation type and dominates in the north and centre of the country.

The second most extensive vegetation type is Mopane Woodland occurring in the Limpopo-Save area and upper Zambezi Valley.

Large tracts of "undifferentiated woodlands" occur in the central and southern Moçambique. In drier southern areas this woodland type comprises mainly *Acacia* species.

Small "islands" of Afromontane habitats characterize by high levels of biodiversity and endemism occur along the eastern border with Zimbabwe and Malawi where the Mozambican plains rise up sharply to the western rim of the great southern African plateau

The "Coastal Mosaic" is not a true vegetation type but comprises of mosaic of several different vegetation types including dune forest, woodland, grassland and mangroves.

The natural resource base of the country was severely affected during the protracted Civil War: large mammal populations were decimated whilst reduced access to rural areas resulted in natural revegetation and an increase in forest/woodland cover. Since the signing of the Peace Accord in 1992 much of the forest/woodlands has been subject to uncontrolled exploitation for precious hardwoods, timber, charcoal and firewood

The country is also culturally and ethnically diverse. Twenty main ethnic (language) groups can be recognized in Moçambique with many smaller sub-groups.

Natural resource use patterns vary enormously at the regional and even local level reflecting cultural and biological diversity.

C4 Conservation Areas

Three broad conservation areas categories which fall under the responsibility of the Wildlife section of the National Directorate of Forestry and Wildlife (DNFFB) are currently recognized in Moçambique (numbers in parentheses) *viz.* National Parks (4), Game Reserves (5) and Controlled Hunting Areas or Coutadas (13). Human activities are strictly controlled in National Parks and Reserves whilst hunting activities by private operators under Licence are permitted in the Coutadas. Conservation areas occurring in Mozambique are listed in Table C1.

Table C1. National Parks, Game Reserve And Controlled Hunting Areas

PROVINCE	DESIGNATION	Sq. Km	YEAR OF CREATION
NIASSA	Niassa Game Reserve	15 000	1969
ZAMBEZIA	Gilé Game Reserve	2 100	1960
MANICA	C.H. Area 4	8 900	1969
	C.H. Area 7	5 450	1969
	C.H. Area 9	4 450	1969
	C.H. Area 13	5 680	1960
SOFALA	Gorongosa Nat. Park	5 370	1960
	Marrromeu G. Reserve	1 500	1961
	C.H. Area 5	6 860	1972
	C.H. Area 6	4 560	1960
	C.H. Area 8	310	1969
	C.H. Area 10	2 000	1961
	C.H. Area 11	1 930	1969
	C.H. Area 12	2 960	1969
	C.H. Area 14	1 350	1969
	C.H. Area 15	2 300	1969
INHAMBANE	Zinave Nat. Park	3 700	1972
	Bazaruto Nat. Park	150	1971
	Pomene Game Reserve		1972
GAZA	Banhine Nat. Park	700	1972
	C.T. Area 16	10 000	1969
MAPUTO	Maputo Game Reserve	700	1969

The Direcção Nacional de Florestas e Fauna Bravia (DNFFB) has drawn up an integrated forestry and wildlife management plan for northern Sofala Province (the NSIMA Plan) which includes not only Gorongosa National Park but also adjacent Gorongosa Mountain, the Regime de Vigilancia Areas, the Coutadas, Forestry Reserves and the Marromeu Buffalo Reserve.

Implementation of the Plan and continued conservation measures will be undertaken by a follow-up, five-year project (GERFFA - Gestão dos Recursos Florestais e Faunísticos) financed by the African Development Bank.

The NSIMA Plan has identified critical areas requiring special conservation measures. The conservation of biodiversity with community participation is a key feature of the plan.

C5 Coastal Resources

Many of the issues for coastal and marine resources overlap with inland issues politically, socially, and environmentally. Land tenure and land use-planning, weak institutional capacity to manage and plan environmentally sustainable development activities, weak coordinating capacity by MICOA and resistance by line ministries to allow MICOA to coordinate, and lack of an environmental framework law are just a few of the more important concerns for achieving sustainable development in Mozambique.

In addition to the overlap concerns, several have been identified by the GOM and donors that pertain more closely or are specific to coastal resources. They include:

- # Lack of a coastal resources framework plan for Mozambique.
- # Uncontrolled development, particularly tourism; A Tourism Master plan was developed by the Ministry of Tourism and Commerce and was not very participatory.
- # Land-grabbing for concessions.
- # Weak institutional capacity to absorb rapid investment for coastal development projects.
- # Weak community rights and capacities to manage and plan resource use.
- # Little or no participation by civil society in managing coastal resources.
- # Weak NGOs, especially in coastal resource.
- # Poverty as an underlying cause for destructive coastal activities by communities.

Coastal resource degradation is occurring from activities such as: overfishing, clearing of mangroves for fuel and production of charcoal, sand-mining, coral mining, land-based sources of marine pollution, pollution from ocean vessels, unplanned growth in coastal zones.

Of major concern is the overall lack of information on coastal activities such as:

- # Fishing. No reliable estimate on fish catches; possible overfishing in littoral waters.
- # Lack of information on coastal resources or habitats that face the greatest threats.
- # Lack of information on new economic opportunities such as biotechnology of corals, other coastal and marine organisms, medicinal plants and organisms.
- # Increased shrimp-farming. This is a very destructive practice: requires clearing of mangroves for the optimal medium at lowest cost; it is a very capital- and technology- intensive activity and so does not include local communities; shrimp ponds are viable only for 3-5 years, resulting in more mangrove clearing; shrimp ponds are highly susceptible to viral diseases and is a huge problem in Asia and Latin America. Abandonment of shrimp ponds leads to increased salt water intrusion into estuaries and deltas, impacting agricultural activities.

The cross-cutting nature of CZM does not allow for any single ministry to claim or own CZM activities. As such, CZM is disbursed among several ministries with little coordination. MICOA is working to increase its capacity and power to coordinate but it is a very young ministry with few personnel, and will need time to sort itself out.

A growing concern is a lack of coordination among the donors themselves regarding coastal activities. The concern is that the new activities are not linked in any way and may be stretching MICOA's capacity to coordinate among the donors.

Finally, a major concern is that more than 2/3 of Mozambique's population relies upon coastal resources. These must be managed sustainably while encouraging growth and development.

Annex D Priority Ranking Table

RANKING OF ELEMENTS BY CRITERIA						
PROGRAM ELEMENTS	CRITERIA					
	Socio-Econ Relevance	Synergy w/ CSP	GOM Priority	USAID Comp. Adv.	Potential Impact	TOTAL
A1 NATIONAL ENVIRONMENTAL GOVERNANCE						
A1.1 Economic, Environment and Social Governance Assessment						
A1.2 EIA Capacity						
A1.3 MICOA Staff Training						
A1.4 Environmental Information						
A1.5 Land and Resource Tenure Advocacy						
A2 DECENTRALIZED ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT						
A2.1 Farm and Community NRM Assessment						
A2.2 Rural Level Advocacy on Land and Resource Rights						
A2.3 Prevention of Land and Resource Conflicts						
A2.4 Participatory Planning in Key Districts						
A2.5 CBNRM Pilot in Sofala Province						
A3 COASTAL ZONE MANAGEMENT PORTFOLIO						
A3.2 Partnerships						
A3.3 Environmental Enterprises						