

MOZAMBIQUE DEDICATED GRANT MECHANISM FOR LOCAL COMMUNITIES



Community Participation and Decision-Making in Natural Resource Management



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- Despite a favorable legal environment for the implementation of community-based natural resource management (CBNRM) in Mozambique, inadequacies at various levels impact its full actualization.
- MozDGM aims to increase the involvement of communities in decision-making and strengthen institutional capacity in natural resource management at different levels (national, provincial, local).
- Community participation in decision-making at different levels can strengthen the performance of CBNRM and its contribution to rural development.

Community Participation in Natural Resource Management Decision-Making: Key institutions, policies and challenges

Mozambique has progressive legislation for participatory planning and management of land, forests and wildlife. The 1997 Policy and Strategy for the Development of Forests and Wildlife stipulates the devolution of resources to local communities on the assumption that clarity about the rights over the use of natural resources would stimulate their sustainable management and create opportunities for income generation. The 1999 Law on Forests and Wildlife, and reinforced by the 2014 Conservation Law, consolidates the principle that the State should share revenues derived from the use of resources in community or adjacent areas through taxes and fees with the respective communities. The process for channeling these resources was established three years later, mandating local communities be represented by a “management committee”, known as the Natural Resources Management Committee (Comité de Gestão de Recursos Naturais – CGRN). The CGRNs have progressively taken on more expanded mandates related to the management of land and natural resources at the community level.

Mozambique’s land law also holds several features that provide the basic framework for a participatory and inclusive model of rural development¹. It builds on the concept of a “Local Community”² and the formal recognition of land rights acquired through customary land management systems and through continual residence (good faith occupation) of ten years or more. By law, community land delimitation is a process whereby the boundaries of a local

1 Decree no. 12 sets aside 20 percent to the extent of which the State revenues from fees related to the access and use forest and wildlife resources, as well as to the undertaking of contemplative tourism in parks and national reserves, should be reverted in favour of communities.

2 By law [Article 1(1) of the Mozambican Land Law], a local community is defined as: “A grouping of families and individuals, living in a circumscribed territorial area at the level of a locality or below, which has as its objective the safeguarding of common interests through the protection of areas of habitation, agricultural areas, whether cultivated or in fallow, forests, sites of socio-cultural importance, grazing lands, water sources and areas for expansion”.

community are identified and registered. This process involves the participatory preparation of local land use plans and Community Development Action Plans (CDAP)³ as well as measures to strengthen local community capacity. To promote rural development through management of natural resources, the CDAPs guide investments within delimited community land without constraining future community land uses. ‘Community consultations’ are mandatory when investors want land, as investors are required to negotiate with local people and share the profits and benefits resulting from this investment⁴. Community land delimitation therefore aims to ensure the devolution of land and natural resources management functions to local communities, and foster sustainable use of natural resources. Even though the forest, wildlife and land laws create channels through which local communities can participate in natural resources management (NRM), governance arrangements to promote CBNRM are deficient.

At the national level, devolution of authority over management of natural resources to communities has not been fully implemented. Though strengthening communities’ rights to land and natural resources is a key element to promoting rural development and sustainable use of natural resources, only 11% of the country’s land has been delimited and certified to communities⁵; there is no strategy that identifies and aligns delimitation exercises with opportunities for income-generating activities, including through partnerships with potential investors; there is also a lack of clarity as to the legal nature of a transfer of a portion of community land to an investor and lack of information regarding investment opportunities in delimited communities for potential investors⁶. Further, State institutions often adjudicate user rights to certain natural resources (such as forests and mining) to third parties without proper consent of local communities.

3 Also known as Agenda Comunitárias, these action plans express the dreams and aspirations of communities (including different social groups) about the development they would like to achieve in a predefined period of time and prioritizes the various possible initiatives the community believes are possible within their delimited area. It is on this basis that a community negotiates its interests or intentions/plans with the different actors, e.g. NGOs and investors

4 The principle of partnerships between local communities and the private sector is part of the guiding principles in the 2014 Conservation Policy.

5 World Bank, Community Land Rights, Delimitation and Community-Based Natural Resources Management in Mozambique: Recommendations for an Integrated Agenda, (2017)

6 World Bank, Community Based Natural Resource Management: Strengthening current approaches in Mozambique, (2016)

As such, there is disparity between legislation, rhetoric and practice⁷.

Secondly, at the national level, the State has been focusing on distribution of the “twenty percent (20%)”⁸ share from natural resource revenues to communities rather than a larger approach to CBNRM. The distribution of the 20% share is based solely on a community’s presence within or around natural resource exploitation areas (such as forest concessions and protected areas), rather than on their performance in managing natural resources⁹. Although the original idea of 20% revenue distribution was to incentivise community participation in natural resource management, it functions more as a compensation for potential community loss from logging. This has resulted in the lack of community accountability over use and management of natural resources, such as forests and wildlife. The lack of relation between the distribution of the 20% and community performance in natural resource management does not stimulate community members to get organized and work collectively for the protection of natural resources within their areas. This results in deficient community engagement in sustainable natural resource management.

Finally, despite legislations that offer a basic framework for participatory and inclusive rural development, communities lack representation in decision-making at the national level, particularly in influencing policy changes required to fulfil the envisioned role of communities in NRM. The lack of national representation means that local-level NRM decisions are mostly not considered in national decision-making, undermining local NRM decision-making and CBNRM implementation.

7 “Non-Lending Technical Assistance on Land and Community-Based Natural Resources Management” delivered to the WB in 2016. Other contributors included Christopher Tanner, CTConsulting Ltd., Wales, UK, with contributions from Simon Norfolk, Isilda Nhamtumbo, Aanabela Fernandez and Raúl Varela.

8 Relates to the transfer of 20% of the value of fees related to the access and use forest and wildlife resources, as well as to the undertaking of contemplative tourism in parks and national reserves in favour of communities. In spite of its importance, this transfer has come to be wrongfully equated by many, including in the Government, to CBNRM. While mechanisms for the more effective implementation of the Diploma should be developed, CBNRM and the devolution of rights over the management of natural resources to communities in Mozambique offer possibilities that go well beyond this particular income transfer.

9 “Non-Lending Technical Assistance on Land and Community-Based Natural Resources Management” delivered to the WB in 2016. Other contributors included Christopher Tanner, CTConsulting Ltd., Wales, UK, with contributions from Simon Norfolk, Isilda Nhamtumbo, Aanabela Fernandez and Raúl Varela.

At the district level, community participation in NRM decision-making should be through the District Consultative Councils (DCCs)¹⁰. Yet, community participation in DCCs remains limited due to lack of technical knowledge and skills of local community members, lack of incentives for members travelling from afar¹¹, limited integration of community-based organizations (CBOs), political posturing and elite capture¹². This restricts potential integration of CBNRM in district-level development strategies and in establishing monitoring and technical support systems to ensure sustainability of initiatives and alignment with district development priorities. Coordination among key district government departments is also lacking, resulting in fragmented interventions and high transactional costs for rural initiatives.

At the community level, multiple factors limit the potential role of CBNRM in rural development as envisioned in the various legal frameworks on land, forests and wildlife. Community Consultative Councils (CCCs)¹³, forums in which local community leaders deliberate on local developmental priorities and guide district level planning, are limited in their identification of prioritized local needs. This is mainly due to the lack of sectoral representation from interest groups like the youth and NRM CBOs, including CGRNs. Other limitations include: lack of cohesion among CCC members and their inability to perform their functions due to limited capacities (weaknesses in human and social capital and, financial literacy¹⁴). CCCs have limited interactions with community members as the latter are unaware of the roles and functions of the CCCs in rural development¹⁵. Further, the CDAPs, intended to reflect actual community

10 Law No. 08/2003 on State and Local Organs introduced Local Councils at the District, Administrative Posts, Locality and Community levels as citizen consultation bodies for local administration authorities in district planning and development processes

11 Dias et. al., Avaliação da adequação e implementação do Guião sobre a organização e o funcionamento dos Conselhos Locais: Casos dos Distritos de Namaacha e Marracuene, 2012.

12 Weimer, B., (2012a), “Decentralization in Mozambique: Trajectory, Outcomes, Challenges”.

13 CCCs are the lowest level of governance within the framing of Law No. 08/2003 on State and Local Organs. They are composed of a State appointed community leader and other representatives of various economic, social and cultural interest groups, as well as civil society represented in the community. Their membership should include 30% women.

14 World Bank, Estudo Comparativo das Iniciativas de Maneio Comunitário dos Recursos Naturais: O caso da Concessão de Muzo no Distrito de Mocubela – Província da Zambézia, (2016)

15 JustaPaz 2012, Conselhos Consultivos

development priorities, are rarely integrated into district planning agendas.

Community rights over natural resources are often conveyed without sustained efforts to strengthen local communities' capacity to sustainably use these resources as rural development avenues. Local resource management institutions, such as the CGRNs, have low capacity and often suffer from poor governance – elite capture, rent seeking behaviour and lack of transparency in decision-making, particularly on the use and management of financial resources¹⁶. The implementation of CBNRM activities is limited by lack of partnerships with the private sector, which could inject the needed capital and technical assistance to enhance the potential impact of CBNRM on improving rural livelihoods.

The disconnect between communities' expected role in natural resource management and the intended spirit of the forest, wildlife and land laws limits the potential economic benefits that would incentivize continued community engagement in sustainable NRM. Tackling this challenge at various levels could help increase local communities' influence on the policies that govern CBNRM.

The Mozambique Dedicated Grant Mechanism for Local Communities

To address some of the aforementioned constraints, NRM stakeholders in Mozambique - civil society members and the government, with technical and financial support from the World Bank - have designed the Mozambique Dedicated Grant Mechanism for Local Communities (MozDGM)¹⁷. MozDGM is part of the Bank's "Integrated Forests and Landscape Management Portfolio", which promotes rural development and sustainable management of natural resources, in line with Mozambique's National Sustainable Development Program. The portfolio is made up of several projects (Conservation Areas for Biodiversity and Development Project [MozBio], the Agriculture and Natural Resources Landscape

Management Project [Sustenta], and the Mozambique Forest Investment Project [MozFIP]). These projects are being implemented in an integrated manner, on a national scale and within two priority geographical landscapes (Zambezia and Cabo Delgado).

The projects in the portfolio share many synergies and complement MozDGM activities. In particular, MozDGM builds on lessons and experiences from small-scale community conservation projects in MozBio, complements land tenure activities, and landscape interventions such as agroforestry systems, sustainable charcoal production and woodlots establishment under MozFIP and Sustenta.

The main objective of MozDGM is to strengthen the capacity of communities and CBOs to participate in integrated landscape management. This includes increasing their ability to influence decisions on NRM that affect them, as well as the capacity to effectively and sustainably conserve their natural resources.

To achieve this, the governance structure of MozDGM empowers local communities and CBOs to make and influence decisions on project design and implementation. A National Steering Committee (NSC) was instrumental in project design, and will oversee MozDGM implementation. The NSC is composed of local community representatives and CBOs from the target landscapes of Zambézia and Cabo Delgado (where the project will be implemented) with academia and Government officials as observers. The NSC provides an avenue for the continued engagement of community representatives in national and provincial/landscape-level decision-making and policy setting. In addition to overseeing project implementation over a five-year period (2018-2022), the NSC will make funding decisions on MozDGM subprojects and seek feedback from local communities on MozDGM implementation.

Another main task of the NSC was the competitive selection of the National Executing Agency (NEA) to implement MozDGM. In August 2017, WWF Mozambique was selected as the NEA after an evaluation process led by an NSC sub-committee. The NEA is responsible for execution of the MozDGM project and the NSC will oversee their activities.

¹⁶ World Bank, Community Land Rights Delimitation and Community-Based Natural Resources Management in Mozambique: Recommendations for an Integrated Agenda, (2017).

¹⁷ DGM is a special global initiative under the Forest Investment Program (FIP) set up to provide grants that enhance the capacity and support specific initiatives of local communities in FIP pilot countries.

Influencing decision-making structures

MozDGM expects to increase community participation in decision-making structures, by strengthening local communities' ability to participate in these structures. At the national level, the NSC is expected to influence national policy decision-making by giving voice to local communities' interests and needs in key national policy platforms, such as the National Land Consultative Forum and the National Forest Forum. In order to strengthen the NSC's capacity to influence decision-making at these forums, NSC members will undergo training on advocacy, communication and technical areas on integrated landscape management and on Mozambique's legal framework governing NRM. NSC members will also participate in international and national knowledge exchange experiences.

At the landscape/provincial level, MozDGM aims to strengthen local communities' participation in existing decision-making avenues. In the target landscapes of Zambézia and Cabo Delgado, Multi-Stakeholder Landscape Forums (MSLFs)¹⁸ currently have low community representation (34% and 27% respectively). MozDGM aims to not only increase the number of community representatives within the MSLFs, but also the quality¹⁹ of participation. Community representatives at the landscape level will therefore undergo similar technical and skills training, and join in national knowledge and experience sharing activities. MozDGM will also facilitate community participation in other forums such as the Development Observatory, Economic and Social Forums and Government public consultations. By increasing the number and quality of local community representation at the MSLFs and other provincial level platforms, it is expected that local communities will be better positioned to influence landscape-level decision-making and participate in the coordination of activities among the various stakeholders within the respective landscapes.

At the district and local levels, MozDGM will aim to increase the influence of local communities in DCCs and CCCs. Similar activities and trainings conducted at the provincial levels will be undertaken

¹⁸ Forums that bring together stakeholders to discuss relevant issues in the landscape, promote better coordination of projects and other initiatives, and strengthen community participation in decision-making over natural resource management

¹⁹ Considerate judgement, inclusivity and open and respectful debate.

at the district and local levels. These activities aim to increase the inclusion of other stakeholders in these Councils and thus provide more diverse inputs that influence district level planning, and in particular, the integration of CDAPs into district planning agendas.

To enhance the sustainability of local community decision-making, the Project will target local community representatives as well as youth, women and local schools. The channels for training include environmental clubs, short- and medium-term scholarships for selected participants²⁰, model schools for training and dissemination, and teacher training on integrated landscape management. Trainings on communication, leadership and negotiation will aim to build diverse local agency in rural development.

These activities at the national, landscape, district and local levels will strengthen existing channels of influence in NRM. With enhanced local community participation, the flow of information, knowledge and actions to improve community NRM is expected to increase, leading to more productive and effective CBNRM governance.

On-the-ground activities: Learning by doing

MozDGM will finance selected subprojects within the target landscapes. The selected subprojects are intended to lead to on-the-ground capacity building of local communities and CBOs through the implementation of these subprojects. Additionally, lessons from CBNRM implementation will be drawn out and inform CBNRM strategies best suited to the Mozambican context.

MozDGM will finance 8-10 subprojects. The selected subprojects will be demand-driven and tailored to the local context. The NEA, based on a selection criterion set by the NSC, will shortlist potential applicants seeking subproject financing related to agriculture, forest-related value chains and restoration, nature-based tourism and fisheries-related value chains. Selected applicants will receive not only the financing needed to fully implement their desired subprojects, but also technical assistance to strengthen their managerial, financial and business development skills for successful implementation of the subproject. The NEA will facilitate community-private partnerships

²⁰ The NSC will deliberate on the selection process

in four of the subprojects. These complementary capacity building activities are intended to ensure that communities are fully supported in carrying their projects to fruition.

MozDGM subprojects will apply a “learning-by-doing” methodology. It is expected that communities will gain experience in CBNRM by going through the process of designing and implementing their own initiatives, supported by technical assistance along the way as needed. This approach values the use of local knowledge and experience of beneficiaries in the search for effective, replicable and easily adopted models and technologies. Communities are encouraged to make decisions based on their experiences, contrary to what happens in the top-down models. Therefore, this is a very important methodology for learning, consolidation of knowledge and for scaling up the implementation of built technology and innovation, through adoption among community members.

The Project acknowledges the varied realities local communities confront, the challenges faced in participation in decision-making, and that there is no single blueprint for CBNRM implementation within the context of rural development. As such, the Project will draw lessons from other portfolio projects, CBNRM experiences in the country more broadly, and from the subprojects themselves to inform and refine viable CBNRM models.

MozDGM's contribution to the broader rural development agenda

An important long-term objective of MozDGM is to create and sustain local community influence over broader rural development priorities within the target landscapes and in Mozambique. It is expected this engagement will be through the NSC's active participation in national-level forums. The NSC's visibility at this level will also offer more opportunities to build partnerships and coalitions between civil society and the NSC to champion community interests and help strengthen the NSC's capacity to advocate and influence policy.

An outcome from MozDGM will be a CBNRM policy proposal that indicates the type of capacity building, financial investments and technical assistance models

that can lead to effective CBNRM implementation. This policy proposal will feed into national policies and strategies linked to rural development, and will offer practical solutions, options and strategies. The NSC, together with potential partnerships and coalitions with civil society, will present this policy proposal to the relevant ministry (MITADER)²¹.

Conclusion

MozDGM is expected to give voice to local communities through cascading activities that originate at the local and move up to the national levels: an empowered local base able to implement and deliberate on prevailing and emerging issues related to NRM and a national constituency able to influence CBNRM and NRM policies.

Table 1 outlines the key challenges in community NRM and governance and the measures MozDGM will take to address the challenge.

Though MozDGM cannot address all of the challenges highlighted, the Project aims to lead to an empowered constituency that increases the diversity of voices addressing NRM and CBNRM issues.

Local agency will be important in creating a critical mass that influences decision-making at the various levels, leading to further local community engagement in NRM, as envisioned by the Land, Forest and Wildlife legislations. Quality participation will enable local communities to weigh the trade-offs associated with their decisions and have open and frank debates on issues affecting rural livelihoods within inclusive and diverse decision-making structures. This participation will be crucial to influencing the trajectory of rural development in Mozambique.

²¹ Ministerio da Terra, Ambiente e Desenvolvimento Rural – Ministry of Land, Environment and Rural Development.

Table 1: How MozDGM addresses challenges in community NRM governance

Challenges in Community NRM and Governance	How MozDGM Addresses the Challenge
<p>Disparity in policy and implementation (various Land, Forest and Wildlife legislations)</p>	<ul style="list-style-type: none"> • Empowering a national constituency (the NSC) to influence policy changes that address key challenges in the implementation of the NRM frameworks. <p>Activities: Trainings on advocacy, communication and technical areas on integrated landscape management and on Mozambique’s legal framework governing NRM; international and national knowledge exchange and learning experiences</p>
<p>Lack of local community representation and participation within NRM decision-making structures at the national, landscape, district and local levels</p>	<ul style="list-style-type: none"> • Increasing the quality and quantity of local community representation and their participation in NRM decision-making structures. • Improving the diversity of participants within NRM decision-making structures at various levels. <p>Activities: Trainings across a broad range of skills; national knowledge exchange and learning experiences</p>
<p>Lack of capacity to implement CBNRM initiatives</p>	<ul style="list-style-type: none"> • Financing 8-10 CBNRM sub-projects, including technical assistance and capacity building in the skills needed for successful implementation of the CBNRM initiatives. • Facilitating community-private partnerships to enhance sustainability of subprojects beyond MozDGM project cycle.