

MOZBIO PROJECT

MOZAMBIQUE

Process Framework

FINAL DRAFT

July 21, 2014

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List of Abbreviations

AC	<i>Área de Conservação</i>
ACTF	<i>Área de Conservação Transfronteiriça</i>
ANAC	National Conservation Areas Administration / <i>Administração Nacional das Áreas de Conservação</i>
AWF	African Wildlife Fund
BioFund	Biodiversity Fund
CA	Conservation Area
CAP	Community Action Plan
CBNRM	Community Based Natural Resources Management
CC	Consultative Council
CCG	Co-management Committee
CCP	Fisheries Co-management Committee / <i>Comité de Co-gestão Pesqueira</i>
CDLs	Local Development Committees / <i>Comité de Desenvolvimento Local</i>
CDS	Centre for Sustainable Development / <i>Centro de Desenvolvimento Sustentável</i>
CDS-RN	Natural Resources Centre for Sustainable Development / <i>Centro de Desenvolvimento Sustentável – Recursos Naturais</i>
CEF	Community Enterprise Fund
CGAC	Conservation Area Management Council / <i>Conselho de Gestão da Área de Conservação</i>
CGRN	Natural Resources Management Committee / <i>Conselho de Gestão dos Recursos Naturais</i>
COGEP	Local Participatory Management Council / <i>Conselho de Gestão participativa</i>
COMDEQ	Quirimbas Development Committee / <i>Comité de Desenvolvimento das Quirimbas</i>
CONDES	National Council for Sustainable Development / <i>Conselho Nacional de Desenvolvimento Sustentável</i>
DA	District Administrator
DINATUR	National Directorate of Tourism / <i>Direcção Nacional de Turismo</i>
DNA	National Directorate of Water / <i>Direcção Nacional de Águas</i>
DNAC	National Directorate for Conservation Areas / <i>Direcção Nacional das Áreas de Conservação</i>
DNAIA	National Directorate for Environmental Impact Assessment / <i>Direcção Nacional de Avaliação de Impacto Ambiental</i>
DNAPOT	National Directorate for Territorial Planning / <i>Direcção Nacional de Planificação e Ordenamento Territorial</i>
DNDR	National Directorate of Rural Development / <i>Direcção Nacional de Desenvolvimento Rural</i>
DNGA	National Directorate for Environmental Management / <i>Direcção Nacional de Gestão Ambiental</i>

DNPA	National Directorate for Environmental Promotion / <i>Direcção Nacional de Promoção Ambiental</i>
DNTF	National Directorate of Land and Forests / <i>Direcção Nacional de Terra e Florestas</i>
DPA	Provincial Directorate of Agriculture / <i>Direcção Provincial de Agricultura</i>
DPCA	Provincial Directorate for Coordination of Environmental Affairs / <i>Direcção Provincial para a Coordenação de Acção Ambiental</i>
DPP	Provincial Directorate of Fisheries / <i>Direcção Provincial de Pesca</i>
DPPF	Provincial Directorate of Planning and Finance / <i>Direcção Provincial de Plano e Finanças</i>
DPTUR	Provincial Directorate of Tourism / <i>Direcção Provincial de Turismo</i>
EA	Environmental Assessment
EIA	Environmental Impact Assessment
ESMF	Environmental and Social Management Framework
FDD	District Development Fund / <i>Fundo de Desenvolvimento Distrital</i>
GoM	Government of Mozambique
GPOT	<i>Gabinete de Planificação e Ordenamento Territorial</i>
IDPPE	Institute for the Development of Small Scale Fisheries / <i>Instituto de Desenvolvimento de Pesca a Pequena Escala</i>
IIP	Fisheries Research Institute / <i>Instituto de Investigação Pesqueira</i>
INAMAR	National Marine Institute / <i>Instituto Nacional de Marinha</i>
LNP	Limpopo National Park
LVIA	Italian NGO
M&E	Monitoring and Evaluation
MAE	Ministry of State Administration / <i>Ministério de Administração Estatal</i>
MICAIA	Environmental NGO
MICOA	Ministry for Coordination of Environmental Affairs / <i>Ministério para a Coordenação de Acção Ambiental</i>
MINAG	Ministry of Agriculture / <i>Ministério de Agricultura</i>
MISAU	Ministry of Health / <i>Ministério de Saúde</i>
MITUR	Ministry of Tourism / <i>Ministério de Turismo</i>
MOPH	Ministry of Public Works and Housing / <i>Ministério de Obras Públicas e Habitação</i>
MozBio	Third phase of the Transfrontier Conservation Areas Project
MozbioU	Mozbio Unit
MP	Ministry of Fisheries / <i>Ministério de Pescas</i>
MPD	Ministry of Planning and Development / <i>Ministério de Plano e Desenvolvimento</i>
NGO	Non-governmental organisation
NP	National Park
NR	National Reserve
ONG	<i>Organização não governamental</i>
OP	Operational Policy (of the World Bank)

OP/BP	Operational Policy / Bank Policy (of the World Bank)
PADC	<i>Plano de Acção de Desenvolvimento Comunitário</i>
PDO	Project Development Objective
PDUT	District Land Use Plan / <i>Plano Distrital de Uso de Terra</i>
PF	Process Framework
PFSA	<i>Pontos Focais Sociais e Ambientais</i>
PNAB	Bazaruto Archipelago National Park / <i>Parque Nacional de Arquipélago de Bazaruto</i>
PNB	Banhine National Park / <i>Parque Nacional de Banhine</i>
PNL	Limpopo National Park / <i>Parque Nacional de Limpopo</i>
PNQ	Quirimbas National Park / <i>Parque Nacional das Quirimbas</i>
PNZ	Zinave National Park / <i>Parque Nacional de Zinave</i>
PO/PB	<i>Política Operacional / Política do Banco (Mundial)</i>
PPF	Peace Parks Foundation
PRA	Participatory Rural Assessment
PUT	Land use plan / <i>Plano de Uso da Terra</i>
RAP	Resettlement Action Plan
REDD	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
REM	Maputo Special Reserve / <i>Reserva Especial de Maputo</i>
RNC	Chimanimani National Reserve / <i>Reserva Nacional de Chimanimani</i>
RNG	Gilé National Reserve / <i>Reserva Nacional de Gilé</i>
RNN	Niassa National Reserve / <i>Reserva Nacional de Niassa</i>
RPF	Resettlement Policy Framework
SEFP	Social and Environmental Focal Point
SPFFB	Provincial Services for Forests and Wildlife / <i>Serviços Provinciais de Floresta a Fauna Bravia</i>
SPGC	Provincial Services for Geography and Cadastre / <i>Serviços Provinciais de Geografia e Cadastro</i>
TFCA	Transfrontier Conservation Area
TFCATDP	Transfrontier Conservation Areas And Tourism Development Project
TOR	Terms of Reference
TTL	Task Team Leader (World Bank)
UN	United Nations
WWF	Worldwide Fund for Nature
ZC	Coastal Zone (CDS-ZC) / <i>Zona Costeira</i>

I Sumário Executivo

Visão geral

Moçambique está actualmente em fase de rápido crescimento económico, principalmente devido à exploração de diversos recursos minerais valiosos, no entanto esta situação ainda não implica uma redução significativa da pobreza rural, particularmente na zona centro e norte do país, e especialmente em comunidades que vivem em torno de áreas de conservação.

O sistema das áreas de conservação de Moçambique é actualmente constituído por sete Parques Nacionais, seis Reservas Nacionais e onze concessões de caça controlada (ou Coutadas). Comunidades vivem dentro e em torno destas áreas de conservação, contando com os recursos naturais locais para a sua subsistência. Este uso está ameaçando a conservação da biodiversidade em diversas áreas de conservação, que é exacerbada pela colheita comercial ilegal orientada para recursos valiosos como espécies de madeira, marfim e espécies marinhas incluindo tubarões.

O Governo de Moçambique solicitou uma terceira fase do programa de Áreas de Conservação Transfronteiriça (ACTF) para consolidar as realizações e as lições aprendidas com a bem sucedida parceria de ACTF II, e para reforçar ainda mais a gestão eficaz das áreas de conservação e sua contribuição para a diversificação de oportunidades económicas. O Projecto de Mozbio, está a ser projectado para realçar os benefícios económicos do turismo e outras actividades de desenvolvimento para as comunidades dentro e em torno de áreas de conservação seleccionadas e para ser o principal instrumento da implementação da Política de Conservação de 2009 e a recém-aprovada Lei das Áreas de Conservação.

O progresso legislativo, a criação da Administração Nacional das Áreas de Conservação (ANAC) como uma agência pública autónoma encarregada da gestão de todas as áreas de conservação e a criação da Fundação para a Conservação da Biodiversidade (BioFund) sob ACTF II agora fornece o quadro institucional sólido para a gestão a longo prazo e sustentabilidade das áreas de conservação.

Incentivos comunitários para aderir a conservação serão endereçados pelo Projecto Mozbio através de promoção directa de sistemas existentes de sustento em paralelo à aderência a conservação a uma escala suficiente para impactar a nível das famílias.

O Projecto será implementado através de cinco componentes:

- Componente 1: Fortalecimento das Instituições de Gestão das Áreas de Conservação;
- Componente 2: Promoção do Turismo em Áreas de Conservação;
- Componente 3: Melhoramento da Gestão das Áreas de Conservação;
- Componente 4: Actividades Piloto promovendo Modos de Vida Sustentáveis a volta das Áreas de Conservação;
- Componente 5: Gestão do Projecto, Acompanhamento e Avaliação.

Estrategicamente MozBio vai incidir em questões nacionais em vez da nível transfronteira. O Projecto enfatizará os investimentos em Áreas de Conservação (ACs) que contém corpos de água doce, áreas marinhas e costeiras que podem gerar receitas de turismo. Seleccionadas ACs baseadas na terra vão receber um suporte

básico de gestão para garantir que eles mantenham o nível de investimento já providenciado no passado: Zinave, Banhine, Chimanmani, Marromeu e as quatro coutadas (nº 10, 11, 12 e 14) a sua volta e, a Reserva Nacional de Gilé. Serão consideradas várias opções de turismo incluindo a caça esportiva e explorar novos mecanismos de financiamento que possam apoiar as ACs após o término do Projecto (doações e fundos de garantia, as compensações pela biodiversidade e de carbono). Atenção será ampliada para as comunidades que vivem ao redor e dentro de ACs com o objectivo de melhorar os meios de vida e participação em diversas actividades geradoras de rendimento, incluindo o turismo. O Projecto apoiará as instituições complementares, como o MITUR, a ANAC, o Biofund e MICOA que ligadam a conservação da biodiversidade, o desenvolvimento do turismo e a redução da pobreza. Será incluído uma forte componente de recursos humanos e de sensibilização e, será assegurada a partilha de experiências e retorno da informação da monitoria e avaliação para alimentar as políticas de implementação e sectoriais.

Questões chave e lições aprendidas

- Apesar da vontade entre as partes interessadas das AC para colaborar com as comunidades locais na identificação e implementação da Gestão Comunitária de Recursos Naturais em parceria com o sector privado, os gestores e funcionários das ACs não têm suficiente experiência relevante de trabalho com as comunidades vizinhas em termos de desenvolvimento comunitário, ou em termos de providenciar incentivos para a conservação.
- A conservação de base comunitária, participação de ONGs locais e o papel dos corretores de parcerias em desenvolvimento comunitário relacionado a conservação é geralmente fraca.
- Embora algumas ACs, como o Parque Nacional das Quirimbas, tenham uma forte tradição de participação da comunidade na co-gestão da AC, estas não estão ainda existentes na forma sustentável para o sucesso a longo prazo.
- As ONGs nacionais têm dificuldade em lidar com os requisitos administrativos do GdM; pois o cumprimento com estes requer tempo e esforço por parte da organização.
- A situação fraca sócio-económico e da capacidade organizacional das comunidades confrontado com novas oportunidades de participar em projectos comunitários sustentáveis, parcerias e co-gestão dos recursos que estimulam o desenvolvimento de meios de subsistência local ainda minam os esforços de garantir benefícios para a comunidade a longo prazo.
- A capacidade das comunidades para participarem na gestão e em parcerias de negócios é muito fraca e é necessária uma perspectiva de desenvolvimento a longo prazo junto de uso de ferramentas para a sua habilitação para lidarem e gerirem estas parcerias.
- A Política de Conservação tem proporcionado oportunidades para zoneamento como base para um maior desenvolvimento da gestão das ACs, contudo isto ainda não traduziu em capacidade de execução e cooperação na gestão dos recursos especialmente nas zonas tampão da maioria das ACs.
- O estatuto e os direitos das pessoas que actualmente residem dentro de ACs estão sendo abordados por meio de reassentamento voluntário, re-zoneamento e alterando os limites de AC, bem como planos para co-gestão, no entanto as poucas experiências existentes de implementação dessas estratégias não estão bem compartilhadas entre as ACs.
- A gestão de conflitos entre humanos e animais dentro e fora das ACs envolve estratégias específicas locais que não são satisfatórias para a maioria dos envolvidos.

- Controlo do uso ilegal de recursos em áreas protegidas especialmente a caça de mamíferos de grande porte, o excesso de pesca, extracção de madeira e minerais têm envolvido uma abordagem de forças policiais / militares que cria desconfiança e desconforto entre as comunidades locais;
- A importância de um processo de planificação estruturado, participativo, espacial, para desenvolver um quadro comum acordado para os diferentes actores e interesses é bem institucionalizado na legislação de ordenamento do território, mas as alocações de recursos e liderança para implementação dos vários planos muitas vezes são escassos.
- A responsabilidade de alocação e gestão de recursos na implementação dos Planos Distritais de Desenvolvimento e Planos de Uso de Terra do Distrito em zonas-tampão com referência à conservação, relacionadas com práticas e projectos que envolvem comunidades varia conforme a localização e se a zona tampão é legalmente parte da AC ou não; e geralmente são necessários esforços muito maiores de colaboração do que os estimados.
- A planificação estratégica espacial para a gestão e conservação do equilíbrio ecológico entre as áreas ainda não foi aplicado nas ACs.
- A maioria das ACs terrestres ainda não tem um produto suficientemente atraente, ou um nível de infra-estruturas pública suficientemente grande, o que os torna prontos para incrementar o turismo ou oferecer oportunidades efectivas para as parcerias comunitárias.

Existem oportunidades relevantes para MozBio que incluem a nova Lei das Áreas de Conservação nº 16/2014 publicada em 20 de Junho de 2014, a disposição para o desenvolvimento de seu regulamento para que possa ser aplicado, a nova organização institucional e as oportunidades de financiamento inovadoras que estão a ser criadas (REDD+, o Mecanismo de Parceria de Carbono Florestal, programas de responsabilidade corporativa dos investidores da indústria extractiva ou como compensação para a degradação do meio ambiente) que também pode ajudar a financiar a conservação.

Aplicação da Política do Banco Mundial

A política do Banco Mundial PO/PB 4.12 sobre Reassentamento involuntário requer que os projectos de conservação que restringem o acesso a áreas protegidas legalmente designadas por parques/ou áreas protegidas sem adquirir a terra requerem um Quadro sobre o Processo de Participação. A finalidade do Quadro sobre o Processo de Participação é descrever o processo pelo qual as comunidades potencialmente afectadas vão participar na identificação dos impactos de suas restrições de acesso e na planificação de mitigação destes efeitos, com a visão global de gestão sustentável dos recursos naturais nas designadas ACs.

Este quadro descreve o processo de integração e consulta participativa pelo qual:

- Serão determinados os impactos e medidas para assistir os grupos afectados nos seus esforços para restaurar e melhorar seus meios de subsistência;
- Serão determinados os critérios de elegibilidade dos grupos afectados para beneficiar de assistência do projecto;
- A conservação de recursos naturais e os sub-projectos serão implementados pelas comunidades e por servidores caso for necessário;
- O mecanismo de reparação das queixas e reclamações será desenvolvido para a resolução de disputas que possam surgir relacionados com o uso restrito dos recursos, insatisfação com os critérios de elegibilidade, medidas de planificação comunitária ou a própria implementação.

- A execução de monitoria e avaliação e,
- Um orçamento estimado para apoiar a implementação do processo de participação pacífica e sustentável.

Em geral, o quadro jurídico moçambicano e as políticas do Banco Mundial endossam a participação da comunidade na concepção e execução das actividades de conservação a fim de ajudar a identificar alternativas aceitáveis aos padrões sustentáveis de utilização dos recursos e promover o apoio da comunidade para tais alternativas.

Da importância chave é a nova Lei das Áreas de Conservação nº 16/2014 que prevê o estabelecimento legal dos Conselhos da Gestão das Áreas de Conservação (CGAC), como corpos de assessoria a um ou mais ACs e composto por representantes das comunidades locais, sector privado, associações e órgãos locais do Estado para a protecção, conservação e promoção do desenvolvimento sustentável e a utilização da diversidade biológica. A Lei ainda:

- Legaliza as parcerias público-privadas para a gestão de AC e para os contratos de concessão.
- Apresenta novas categorias para a classificação das áreas protegidas repartidas em a) áreas de protecção total e b) áreas de conservação de uso sustentável.
- Os Planos de Maneio das ACs devem ter em conta os instrumentos de planificação territorial a todos os níveis e os planos especiais de uso de terra serão requeridos para o zoneamento ecológico de único ou grupos de ACs e as respectivas zonas tampão, corredores ecológicos e outras áreas críticas para a preservação do equilíbrio ecológico e elementos de continuidade espacial.
- Os interesses e o envolvimento das comunidades legalmente residentes nas ACs e nas respectivas zonas tampão em actividades de geração de rendimento que promovam a conservação da biodiversidade serão considerados nos novos Planos de Desenvolvimento Estratégico das ACs.
- Áreas de conservação comunitárias com direitos de uso de terra providenciarão às comunidades com opcionais de gestão de parcerias e concessões a terceiros.
- As zonas tampão serão orientadas pelos Planos de Maneio das AC - instrumentos com o mesmo nível de obrigação jurídica como Planos de Uso de Terra e de Planos de Gestão Ambiental (e Social).
- A Lei também prevê ainda a possibilidade do Estado reassentar pessoas para fora de AC se a sua presença é incompatível com o estatuto jurídico da área de conservação ou impede a sua boa gestão. O projeto MozBio não financiara nenhum processo de reassentamento físico de pessoas.

Processos participativos

Três componentes do Projecto MozBio envolverão actividades que podem causar novas ou mais rigorosas restrições no acesso e uso dos recursos naturais nas ACs. A Quadro para o Processo de Participação requer a participação e inclusão de comunidades potencialmente afectadas nas decisões sobre o propósito das restrições e as medidas de mitigação propostas como segue:

Planos existentes e recomendados que promovem a participação comunitária por AC ou grupo de ACs

ACs / Plano existentes	RNC	PNL	PNZ	PNB	Grupo REM/Pd'O	PNQ	Grupo RNM	Grupo PNAB/Pomene	RNG
Planos de Maneio	■	■	■	■	■	■	■	■	■
Planos de Negócio	■	■	■						
Planos Desenvolvimento do Turismo	■	■	■						
Planos de Acção Comunitária	■	■	■	■	■				
Planos de Uso de Terra integrando o zoneamento do Plano de Maneio						■			
Plano de Gestão da Zona Tampão		■							
Planos Recomendados que promovem Participação Comunitário	RNC	PNL	PNZ	PNB	Grupo REM/Pd'O	PNQ	Grupo RNM	Grupo PNAB/Pomene	RNG
Planos de Maneio das AC		actualizar			actualizar		actualizar	actualizar / ✓	Actualizar
Planos de Negócio					✓	✓		✓	
Planos de Desenvolvimento do Turismo					✓	✓		✓	
Planos Estratégias de Desenvolvimento	✓	✓	✓	✓	✓	✓	✓	✓	✓
Planos de Acção de Desenvolvimento Comunitário	actualizar	actualizar	actualizar	actualizar	actualizar	✓	✓	✓	✓
Planos de Uso de Terra integrando o zoneamento do Plano de Maneio	✓	✓	✓	✓	✓		✓	✓	✓

Os Planos de Acção Comunitária desenvolvidos na ACTF II requereram a participação de pessoas que vivem nas ACs através de a) mecanismos para a inclusão de comunidades em estruturas de co-gestão de recursos naturais onde os mesmos podem participar no processo de decisão para o maneio das AC; e b) oportunidades para actividades de potencial melhoria de meios de subsistência que podem ajudar a compensar a perda de acesso e uso dos recursos naturais devido aos regulamentos de maneio das AC.

Os Planos de Acção Comunitária forneceram um quadro para a implementação de (i) macro e micro-zoneamento, (ii) identificação de oportunidades concretas para o

desenvolvimento de actividades da subsistência da comunidade e turísticas e, (iii) promoção de mecanismos sustentáveis de financiamento das comunidades.

Quando a nova Lei de ACs é regulado em Mozbio serão elaborados novos Planos de Acção de Desenvolvimento Comunitário (PADCs) consequentes de novos Planos Estratégicos de Desenvolvimento das ACs. O objetivo de novos PADCs deve-se estender desde as áreas protegidas a áreas de uso múltiplo e zonas tampão, fornecendo uma importante ferramenta de planificação onde a participação de múltiplas partes interessadas é enfatizada.

ANAC vai acolher uma equipe de duas pessoas como Pontos Focais para as áreas Social e Ambiental numa Unidade de Salvaguardas Sociais e Ambientais para supervisionar e conduzir a gestão da reparação de queixas, licenciamento ambiental, desenvolvimento de Planos Estratégicos de Desenvolvimento das Áreas de Conservação e Planos de Acção de Desenvolvimento Comunitário, a sua implementação e a monitoria e avaliação relacionadas ao Projecto.

Sumário do processo de planificação do PADC

Questão	Ferramentas da pre-avaliação	Quando é que um PADC é necessário?	Como identificar as pessoas afectadas pelo Projecto?	Que informação é necessário?	Planificação Participativa de Acção
Descrição	-Plano de Maneio da AC -processo de Planificação de Desenvolvimento Estratégico, ESIA para actividades específicas	- Restrição total ou parcial de uso de recursos para sustento, - Restrição parcial de uso de recursos para sustento, - Restrição parcial de acesso a propriedade cultural ou social, - Perda parcial de recursos de subsistência.	Estudos socioeconómicos dentro e fora das ACs - diagnóstico rural participativo (DRP) + dados quantitativos de levantamentos aéreas de uso de terra para medir mudanças, relatórios de monitoria sobre a caça, conflitos humano:fauna bravia e a extracção ilegal de recursos naturais.	Avaliação deve conseguir uma boa compreensão de pelo menos: • Mapeamento de locais de uso de recursos naturais (época, volume, escassez, distância, dentro ou fora da AC, quem colecta, prepara, beneficia) • Níveis de dependência de uso dos recursos naturais bem como a fragilidade do seu uso destes • Organização comunitária costumiária ou recente de maneio de recursos naturais (aquáticos, terrestres, florestas, fauna bravia) • Força e influência da liderança tradicional local • A posição socioeconómica da juventude, mulheres e os velhos e deficientes (envolvimento em actividades, fontes de rendimento, liderança ou pontencial de cooperação) • Sistemas existentes de poupança e crédito (costumiário, em espécie e em dinheiro) • Experiencia anterior com mudanças / iniciativas de desenvolvimento comunitário - endógenas vs. exógenas • Funcionalidade e eficácia de tribunais comunitários • Fontes de informação preferidas e confiadas e canais preferidas para a passagem de reclamações • História de participação na economia local e de iniciativas de desenvolvimento comunitário, capacidades desenvolvidas, grupos alvo • Habilidades existentes na comunidade, níveis de educação (homens e mulheres), experiencias de emprego, aspirações	Communicar as oportunidades, critérios de elegibilidade, potenciais papeis e responsabilidades a todas as pessoas afectadas pelo Projecto. Facilitar a identificação de actividades existentes para apoiar ou novas para serem propostas. Identificar, avaliar a viabilidade e priorizar junto das comunidades para produzir um plano geral orientada pela acção de oportunidades de desenvolvimento comunitário e de conservação.
Responsável	Administração da AC	Administração da AC	Oficial de ligação comunitária da AC + provedor de serviços contratado	Oficial de ligação comunitária da AC + provedor de serviços contratado	Oficial de ligação comunitária da AC + provedor de serviços contratado

Um Plano de Comunicação será formulado e implementado para garantir que informações oportunas e precisas sejam prontamente disponíveis para os actores de implementação do Projecto e outras partes interessadas, de actividades a montante e a jusante de empreendimentos planificados e a outras partes interessadas nestas. Esta estratégia de comunicação será uma ferramenta essencial para ajudar as comunidades a aprender sobre as oportunidades e envolverem-se nas mudanças de subsistência sustentáveis. Irá também garantir a comunicação bi-direccional e troca de conhecimento entre os diferentes níveis de instituições governamentais locais e comunidades dentro das zonas tampão no contexto da formulação e implementação dos PADC.

Impactos e critérios para determinar a elegibilidade para assistência

Estima-se que mais de 140.000 pessoas que vivem e em volta de ACs serão alvos do Projecto Mozbio, constituindo as pessoas potencialmente afectadas pelas restrições no acesso e utilização dos recursos de que dependem para sua subsistência. Ver os números estimadas abaixo:

Nome da Área de Conservação	Área das AC (km2) (Fonte: GIS)	Área das zonas tampão (km2)	População estimada nas AC	Famílias estimadas nas AC	População estimada nas zonas tampão
(Reserva Especial de Maputo e Reserva Parcial Marinha de Ponta de Ouro; Parque Nacional das Quirimbas; Parque Nacional de Limpopo; Reserva Nacional de Marroneu e quatro coutadas; Parque Nacional de Arquipelago de Bazaruto e Reserva Nacional de Pomene; Parque Nacional de Gilé; Reserva Nacional de Chimanimani; e os Parques Nacionais de Zinave e Banhine)	45,308	15,123	152,120	28,949	152,324

Critérios de elegibilidade serão importantes a identificar através dos PADCs e outros meios para que os impactos do Projecto possam ser adequadamente mitigados. Consulte a tabela resumida abaixo:

Cr terios de elegibilidade, impactos e actividades de mitiga o

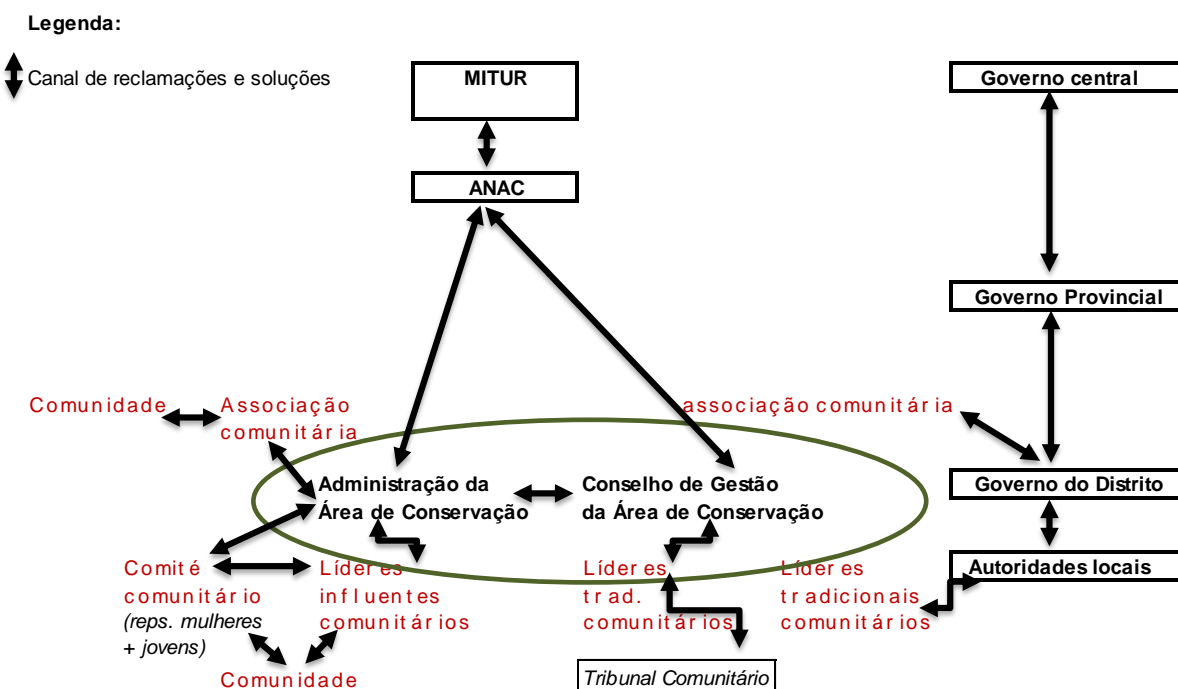
Cr�terios para Elegibilidade de Pessoas Afectadas pelo Projecto	Tipo de Impacto	Mecanismo de Gest�o	Potenciais Actividades de Mitiga�o
Pessoas residentes dentro da AC	Restri�o total ou parcial da utiliza�o de recursos como meios de sustento	Plano do Maneio da AC, Plano Estrat�gico de Desenvolvimento da AC, Planos de Ac�o de Desenvolvimento Comunit�rio.	Co-gest�o da AC, emprego oferecido pela Administra�o da AC, cria�o de entidades legais comunit�rias, capacita�o comunit�ria, parcerias com o sector privado para eco-tourismo, e outras concess�es tur�sticas baseadas em parcerias p�blico-privadas. Agricultura de conserva�o de recursos naturais, conserva�o de esp�cies nativas arboreais como parte da gest�o sustent�vel florestal.
Pessoas residentes fora das ACs mas que utilizam recursos dentro das ACs para o seu sustento	Restri�o parcial da utiliza�o de recursos como meios de sustento	Plano do Maneio da AC, Plano Estrat�gico de Desenvolvimento da AC, Planos de Ac�o de Desenvolvimento Comunit�rio.	Cria�o de entidades legais comunit�rias, capacita�o comunit�ria, parcerias com o sector privado para eco-tourismo, e outras concess�es tur�sticas baseadas em parcerias p�blico-privadas. Identifica�o de outras op�oes de utiliza�o dos recursos, actividades empresariais secund�rias de pequena, micro ou m�dia escala, lodges comunit�rias, �reas de conserva�o comunit�rias, experi�ncias de turismo cultural e fotograficas.
Pessoas residentes fora das ACs que pertencem grupos com propriedade cultural ou social dentro da AC que necessitam de certos compromissos rituais	Restri�o parcial de acesso a propriedade cultural ou social	Plano do Maneio da AC, Plano Estrat�gico de Desenvolvimento da AC, Planos de Ac�o de Desenvolvimento Comunit�rio.	Planifica�o em conjunto para garantir acesso seguro e realiza�o das rituais necess�rias, prote�o dos locais, e respeito aos valores culturais.
Pessoas residentes fora da ACs que est�o envolvidas na cria�o de uma �rea de conserva�o parcialmente protegida para fins tur�sticos	Restri�o parcial da utiliza�o de recursos como meios de sustento	Plano do Maneio da AC, Plano Estrat�gico de Desenvolvimento da AC, Planos de Ac�o de Desenvolvimento Comunit�rio.	Cria�o de entidades legais comunit�rias, capacita�o comunit�ria, parcerias com o sector privado para eco-tourismo, e outras concess�es tur�sticas baseadas em parcerias p�blico-privadas. Agricultura de conserva�o, uso sustent�vel de recursos naturais, conserva�o de esp�cies nativas arboreais como parte da gest�o sustent�vel florestal, identifica�o dos direitos de uso dos recursos, use rights identification, actividades empresariais secund�rias de pequena, micro ou m�dia escala, lodges comunit�rias, �reas de conserva�o comunit�rias, experi�ncias de turismo cultural e fotograficas.
Pessoas residentes fora das ACs que s�o sujeitos a imigra�o de utentes de recursos locais que s�o de acesso restrito na AC na procura de benef�cios de actividades de desenvolvimento	Restri�o parcial da utiliza�o de recursos como meios de sustento	Plano do Maneio da AC, Plano Estrat�gico de Desenvolvimento do Distrito, Planos de Ac�o de Desenvolvimento Comunit�rio.	Cria�o de entidades legais comunit�rias, capacita�o comunit�ria, parcerias com o sector privado para eco-tourismo, e outras concess�es tur�sticas baseadas em parcerias p�blico-privadas. Agricultura de conserva�o, uso sustent�vel de recursos naturais, conserva�o de esp�cies nativas arboreais como parte da gest�o sustent�vel florestal, identifica�o dos direitos de uso dos recursos, use rights identification, actividades empresariais secund�rias de pequena, micro ou m�dia escala, lodges comunit�rias, �reas de conserva�o comunit�rias, experi�ncias de turismo cultural e fotograficas.
Pessoas que sofrem danos ou perda de propriedade como resultado de fauna bravia dentro e fora das ACs	Perda parcial de recursos de sustento	Plano do Maneio da AC, Plano Estrat�gico de Desenvolvimento do Distrito, Planos de Ac�o de Desenvolvimento Comunit�rio.	Participa�o no macro e micro-zoneamento, na planifica�o de desenvolvimento local e gest�o dos recursos. Integra�o da sensibiliza�o e ac�oes de protec�o em conjunto com iniciativas de meios de sustento sustent�veis.
Utilizadores ilegais ou n�o sustent�veis de recursos naturais dentro das ACs	Restri�o parcial da utiliza�o de recursos como meios de sustento	Plano do Maneio da AC.	Participa�o comunit�ria na gest�o e uso dos recursos e capacita�o dos tribunais comunit�rios como mecanismos de resolver quest�es locais.

Mecanismos de resolução de reclamações e queixas,

Conflitos ou queixas podem surgir a partir das situações já existentes, particularmente aquelas que envolvem perdas de propriedade e/ou conflitos entre pessoas e fauna bravia. Os conflitos geralmente surgem através da deficiente e inadequada comunicação, ou falta de consulta e acordo, ou inadequado fluxo de informações precisas, ou restrições que possam ser aplicadas às pessoas devida à implementação das actividades do Projecto. Os conflitos também podem surgir através da desconfiança gerada pelas medidas de gestão das AC ao incluir militares e forças policiais no combate à caça furtiva, na qual os membros da comunidade podem ser encontrados em situações de conflito de interesses, criando tensões dentro das próprias comunidades e em relação aos fiscais de AC. Outros conflitos podem surgir especialmente em locais onde há um movimento significativo de pessoas através das fronteiras internacionais e onde se realizam explorações ilegais de recursos naturais, nas quais as comunidades também estão implicadas pelas autoridades de AC. Além disso, as acções de turistas e visitantes com culturas diversificadas, com atitudes particulares e expectativas podem causar danos culturais, sociais e económicos a nível local, colocando as pessoas afectadas em situações constrangedoras.

O processo de gestão das soluções das reclamações será da responsabilidade dos Pontos Focais Sociais e Ambientais na ANAC. Uma apresentação esquemática dos canais de comunicação possíveis para apresentar queixas e os pontos do seu potencial de resolução e comunicação para os autores da denúncia pode ser visto abaixo:

Canais de resolução de reclamações



No caso de queixas, as decisões sobre a resolução e a comunicação destes para o autor da denúncia devem ser feito a tempo a todos os níveis. Se os interesses das comunidades afectadas são substituídos ou desactivados por qualquer outra acção do Governo em acordos celebrados entre eles, disposições existem através da maioria da legislação para apresentar

queixas nos diversos sectores, aos mais elevados níveis do Governo tais como Directores Nacionais e Ministros. Qualquer das partes pode estar insatisfeita, sendo que o afectado pode levar a queixa ao tribunal, onde será tratado de acordo com a lei Moçambicana. Em princípio, uma comunidade pode levar uma concessionária ou licenciado a tribunal por não respeitar os termos de um plano de gestão ambiental. Em último caso, mas raramente praticado, todos os cidadãos têm o direito de apresentar reclamações ao Ministério Público, instituição responsável por garantir a aplicação correcta da lei, particularmente na elaboração de instrumentos de gestão territorial e sua implementação.

Monitoria e avaliação

O MICOA é responsável pela monitoria externa do cumprimento dos planos de gestão ambiental e dos planos de uso de terra.

O modelo de gestão adaptativa das AC usa processos de monitoria e avaliação como ferramentas para garantir a pertinência da direcção do Projecto e suas actividades.

As ferramentas participativas serão usadas sempre que possível para que as comunidades assumam a responsabilidade de verificar o impacto do Projecto e actividades alternativas de subsistência nas comunidades e pessoas afectadas.

Os Comités da co-gestão e Conselhos de Gestão das AC serão responsáveis por coordenar os seus membros nos processos de monitoria, regulação e supervisão da preparação dos PADC e de assegurar a coerência com o processo de planificação distrital.

Custos

Os custos foram estimados por actividade e por ano, na distribuição das actividades por ano ao longo da duração de seis anos do Projecto atingem um total de 1.580.125 USD.

A previsão do orçamento foi feita para actividades chave de consulta e de facilitação a ser realizadas por um prestador de serviços juntamente com as comunidades na realização de:

- Desenvolvimento de capacidade comunitária nos anos 1-3;
- Planos Estratégicos de Desenvolvimento de AC nos anos 1-2;
- Planos de Acção de Desenvolvimento Comunitário ou a s/actualização nos anos 1-3.

Custos adicionais são associados com o risco de precisar de compensação para restrições de uso de recurso e para actividades de resolução de conflitos, prestando atenção aos grupos vulneráveis em particular para assegurar que se minimiza o seu sofrimento.

I Executive Summary

Overview

Mozambique is currently in a phase of rapid economic growth, mainly due to exploitation of valuable mineral resources, however this has not yet translated into reduction of rural poverty particularly in the centre and northern parts of the country, and especially in communities living in and around conservation areas.

Mozambique's system of conservation areas is currently made up of seven National Parks, six National Reserves and eleven controlled hunting concessions (or *coutadas*). Communities live inside and around all of these conservation areas relying on the local natural resources for their livelihoods. This use is threatening the conservation of biodiversity in conservation areas, which is exacerbated by organized commercially oriented illegal harvesting of valuable resources like timber, ivory and marine species including sharks.

The Government of Mozambique has requested a third phase of the Transfrontier Conservation Areas (TFCA) program to build on the achievements and lessons learned from the successful TFCA II partnership to further strengthen the effective management of the conservation areas and their contribution to the diversification of economic opportunities. The Mozbio project is therefore being designed to enhance the economic benefits from tourism and other development activities to the communities in and around targeted conservation areas, and to be the main instrument to implement the 2009 Conservation Policy and recently approved Conservation Areas Law.

The legislative progress, the establishment of the *Administração Nacional das Áreas de Conservação* (ANAC) as an autonomous public agency tasked with the management of all conservation areas, and the establishment of the Foundation for the Conservation of Biodiversity (BioFund) under TFCA II now provides the institutional framework for long term management and sustainability of the conservation areas.

Community incentives for conservation are to be addressed by the Mozbio Project through direct promotion in parallel of existing livelihoods systems and conservation compliance at a scale sufficient to impact families at household level.

The project will be implemented through five components:

- Component 1: Institutional Strengthening for Conservation Area Management
- Component 2: Promotion of Tourism in Conservation Areas
- Component 3: Improving Conservation Areas Management
- Component 4: Piloting Sustainable Community Livelihoods around Conservation Areas
- Component 5: Project Management, Monitoring and Evaluation

Strategically, MozBio will focus on national issues rather than on transfrontier ones. It will emphasize marine or coastal conservation areas (CA) which have more potential to generate revenues from tourism. Selected land-based CAs will receive basic management support to ensure that they maintain the level of investment

already provided in the past: Zinave, Banhine, Chimanimani, Marromeu and surrounding four *coutadas* (No's 10, 11, 12 and 14), and Gile National Reserve. It will consider various tourism options, including sport hunting and explore new funding mechanisms that can support CAs after project end (endowment and sinking Funds, biodiversity and carbon offsets). Attention to communities living around and within CAs will be scaled up with the view to improving livelihoods and participation in diverse income generating activities, including tourism. The Project will support complementary institutions such as MITUR, ANAC, Biofund, and MICOA that link biodiversity conservation, tourism development and poverty reduction. It will include a strong human resources and awareness building component and ensure experience sharing and feedback from M&E into implementation and sector policies.

Key issues and lessons learned

- Despite the willingness among CA stakeholders to collaborate with local communities to identify and implement Community Based Natural Resources Management (CBNRM) in partnership with the private sector, CA managers and staff do not have enough relevant experience in working with neighbouring communities in terms of community development or in terms of providing incentives for conservation.
- Community-based conservation, participation of local NGOs and the role of partnership brokers in conservation related community development is generally weak.
- Although some CAs, such as the Quirimbas National Park, have a strong tradition of community participation in CA co-management, these are not yet sustainably oriented toward longer term success.
- National NGO's have difficulty navigating GoM administrative requirements; compliance with these costs time and corporate effort.
- The poor socio-economic status and weak organizational capacity of communities confronted with new opportunities for participating in sustainable community projects, partnerships and co-management of resources that stimulate local livelihoods development still undermine efforts to secure longer term community benefits.
- Community capacity to participate in management and business partnerships is very weak and a long term development perspective with tools for their enabling is needed.
- The Conservation Policy has provided opportunities for zoning as a basis for improved CA management but this has not yet translated into implementation capacity and resource cooperation especially in the buffer zones of most CAs.
- The status and rights of people currently residing inside CAs are being addressed through re-zoning and changing CA boundaries as well as plans for co-management, however the few existing experiences of implementing these strategies are not well shared between CAs.
- Management of human-animal conflicts in and outside of core areas of CAs involves locally specific strategies and is not satisfactory for most of those involved.
- Controlling illegal resource use in core areas especially poaching of large mammals, over-fishing, timber and mineral extraction has involved a policing / paramilitary approach that does not build trust with local communities.

- The importance of a structured, participatory, spatial planning process to develop an agreed-upon common framework for the many different actors and interests is well institutionalised in the Territorial Planning legislation but the leadership and resource allocations to implement the various plans are often lacking.
- Resource responsibility for implementing District Development Plans and District Land Use Plans in buffer zones with reference to conservation related practices and projects involving communities varies by location and whether the buffer zone is legally part of the CA or not, and generally needs much greater efforts at collaboration.
- Strategic spatial planning to manage and conserve the ecological balance between areas has not yet been applied across CAs.
- Most terrestrial CAs do not yet have a sufficiently attractive product, or a level of public infrastructure, that makes them ready to scale up tourism or offer effective opportunities for community partnerships.

Relevant opportunities for MozBio include the new Conservation Areas Law n° 16/2014 published on 20th June, provision for developing its regulation so it can be applied, the new institutional organization and opportunities for innovative financing that are being established (REDD+, Forest Carbon Partnership Facility, extractive industry investors' corporate responsibility programs or as offsets to environment degradation) that may also help finance conservation.

Policy trigger

The World Bank policy OP/BP 4.12 on Involuntary Resettlement requires that conservation projects that restrict access to legally designated parks and/or protected areas without acquiring the land outright require a process framework. The purpose of the Process Framework is to describe the process by which potentially affected communities will participate in a more consultative and integrated manner in identifying the impacts of their restrictions on access to and in planning mitigation of these effects, with the overall view of sustainably managing the natural resources in these designated CAs.

This framework describes the participatory consultation and integration process by which:

- impacts and measures to assist affected groups in their efforts to restore and improve their livelihoods will be determined;
- the criteria for eligibility of affected groups to benefit from project assistance will be determined;
- natural resources conservation and sub-projects will be implemented with communities;
- a complaints and grievance redress mechanism is developed for resolving disputes that may arise relating to resource use restrictions, dissatisfaction with eligibility criteria, community planning measures or actual implementation;
- Monitoring and Evaluation will be carried out, and,
- An estimated budget to support the peaceful and sustainable implementation of the participation process.

Overall, the Mozambican legal framework and World Bank policies endorse community participation in the design and enforcement of conservation activities in

order to help identify acceptable alternatives to unsustainable patterns of resource use and promote community support for such alternatives.

Of key importance is the new Conservation Areas Law N° 16/2014 that provides for the legal establishment of Conservation Area Management Boards (CGAC), advisory bodies covering one or more CA composed of representatives of local communities, the private sector, associations and local state bodies for the protection, conservation and promotion of sustainable development and use of biological diversity. It also:

- legalizes public-private partnerships for CA management and for concession contracts.
- It presents new categories for the classification of protected areas into a) total conservation areas and b) sustainable use conservation areas.
- CA management plans must cohere with spatial planning instruments at all levels and special land use plans will be required for the ecological zoning of single or clusters of CAs and their buffer zones, ecological corridors and other areas critical to the preservation of the ecological balance and spatial continuity elements.
- The interests and involvement of communities legally inside CAs and their buffer zones, in income generating activities that promote biodiversity conservation will be considered in new CA Strategic Development Plans.
- Community conservation areas with land use rights will provide communities with area management options of partnerships and concessions to third parties.
- Buffer zones will be guided by CA Management Plans - instruments with the same level of juridical obligation as Land Use Plans and Environmental (and Social) Management Plans.
- The Law also provides the possibility for the State to resettle people to outside of a CA if their presence is incompatible with the legal status of the conservation area or impedes its good management. MozBio will not finance the resettlement of people.

Participatory processes

Three MozBio Project components will involve activities that may cause new or more stringent restrictions on the access and use of natural resources in the targeted CAs. The Process Framework requires the participation and inclusion of potentially affected communities in deciding the scope of the restrictions and the mitigation measures proposed as follows:

Existing and recommended plans promoting community involvement by CA / CA cluster

CAs / Existing Plans	RNC	PNL	PNZ	PNB	REM/Pd'O cluster	PNQ	RNM cluster	PNAB/Pomene cluster	RNG
Management Plans	■	■	■	■	■	■	■	■	■
Business Plans	■	■	■						
Tourism Development Plans	■	■	■						
Community Action Plans	■	■	■	■	■				
District Land Use Plans						■			

CAs / Existing Plans	RNC	PNL	PNZ	PNB	REM/Pd'O cluster	PNQ	RNM cluster	PNAB/Pomene cluster	RNG
integrating CA Mngt Plan zoning									
Buffer Zone Management Plan		■							
Recommended Plans promoting community involvement	RNC	PNL	PNZ	PNB	REM/Pd'O cluster	PNQ	RNM cluster	PNAB/Pomene cluster	RNG
CA Management Plans		update			update		update	update / ✓	update
Business Plans					✓	✓		✓	
Tourism Development Plans					✓	✓		✓	
Strategic Development Plans	✓	✓	✓	✓	✓	✓	✓	✓	✓
Community Development Action Plans	update	update	update	update	update	✓	✓	✓	✓
District Land Use Plans integrating CA Mngt Plan zoning	✓	✓	✓	✓	✓		✓	✓	✓

Community Action Plans (CAP) developed in TFCA II addressed the participation of people living in the CAs through a) mechanisms for including communities in natural resources co-management structures where they can participate in the decision-making process on CA management; and b) opportunities for potential livelihoods improvement activities that can help off-set loss of access to and use of natural resources due to CA management regulations..

CAPs provided a framework for implementing (i) macro and micro-zoning, (ii) identifying concrete opportunities for community livelihoods and tourism development, and, (iii) promoting sustainable community financing mechanisms.

When the new CAs Law is regulated by Decree new Community Development Action Plans (CDAPs) in Mozbio will be generated from newly created CA Strategic Development Plans. The scope of new CDAPs should extend from protected core areas into multiple use areas and buffer zones providing an important planning tool where multi-stakeholder participation is emphasised.

ANAC will host a two person team of Social and Environmental Focal Points (SEFP) in a Social and Environmental Safeguards Unit to oversee and lead grievance redress

management, environmental licensing, development and implementation of Strategic Development Plans for Conservation Areas and Community Development Action Plans and relevant Project related monitoring and evaluation.

Summary of the CDAP planning process

Issue	Screening tools	When is a CDAP necessary?	How to identify PAPs	What information is needed?	Participatory Action Planning
Description	CA Management Plan, Strategic Development Planning process, ESIA for specific activities	- Total or partial restriction on resource use for livelihoods, - Partial restriction on resource use for livelihoods, Partial restriction of access to cultural or social assets, - Partial loss of livelihood resources.	Baseline socio-economic studies in and outside of CA - participatory rural appraisal (PRA) + quantitative data from aerial surveys on land use to measure changes, monitoring reports on hunting and HWC and illegal extraction of natural resources.	Assessment must gain a good understanding of at least: <ul style="list-style-type: none"> • Mapping of locations of natural resources used (season, volume, scarcity, distance, in or out of CA, who collects, prepares, benefits) • Levels of dependency on natural resources as well as the fragility of their use of these • Customary or recent community organization to manage natural resources (aquatic, land, forests, wildlife) • Strength and influence of local traditional leadership • The socio-economic position of youth, women and the elderly or disabled (involvement in activities, income sources, leadership or cooperative potential) • Existing systems of savings and credit (customary, in-kind as well as in cash) • Prior experience with community change / development initiatives - endogenous vs. exogenous • Functionality and effectiveness of community courts • Preferred trusted sources of information and preferred channels for delivering complaints • History of participation in local economic and community development initiatives, capacities developed, targeted groups • Existing skills in the community, education levels (men, women), experience of employment, aspirations 	Communicate opportunities, eligibility criteria, potential roles and responsibilities to all PAPs. Assist to identify existing activities to support, or new ones to be proposed. Identify, assess feasibility and prioritise jointly with communities to produce an action oriented road map for community development and conservation opportunities.
Responsible	CA Management	CA Management	CA Community liaison officer + contracted service provider	CA Community liaison officer + contracted service provider	CA Community liaison officer + contracted service provider

A Communication Plan will be formulated and implemented to ensure that timely and accurate information is readily available to Project implementers and other stakeholders, including local beneficiaries, up and downstream of planned enterprises, and to other interested parties. This communication strategy will be an essential tool to help communities to learn about opportunities and become involved in effecting sustainable livelihood changes. It will also ensure two-way communication and knowledge exchange between the different levels of local government institutions and communities within the buffer zones in the context of CDAP formulation and implementation.

Impacts and Criteria for Determining Eligibility for Assistance

It is estimated that around 120,000 people living in and around CAs will be targeted through the Mozbio Project and constitute people potentially affected by constraints to access and use of resources they depend on for their livelihoods. See estimated figures below:

Conservation Area Name	Area of District in CA (km2) (Source: GIS)	Area of buffer zone (km2)	Estimated population in CA	Estimated families in CA	Estimated population in Buffer Zones
(Maputo Special Reserve and Ponta de Ouro Partial Marine Reserve; Quirimbas National Park; Limpopo National Park; Marromeu National Reserve and four neighbouring coutadas; Bazaruto Archipelago National Park and Pomene National Reserve; Gilé National Reserve; Chimanimani Reserve; and Zinave and Banhine National Parks)	45,308	15,123	152,120	28,949	152,324

Eligibility criteria will be important to identify through the CDAPs and other means so that the impacts of the project can be adequately mitigated. See the table below for a summary:

Eligibility Criteria, Impacts and Mitigation Activities

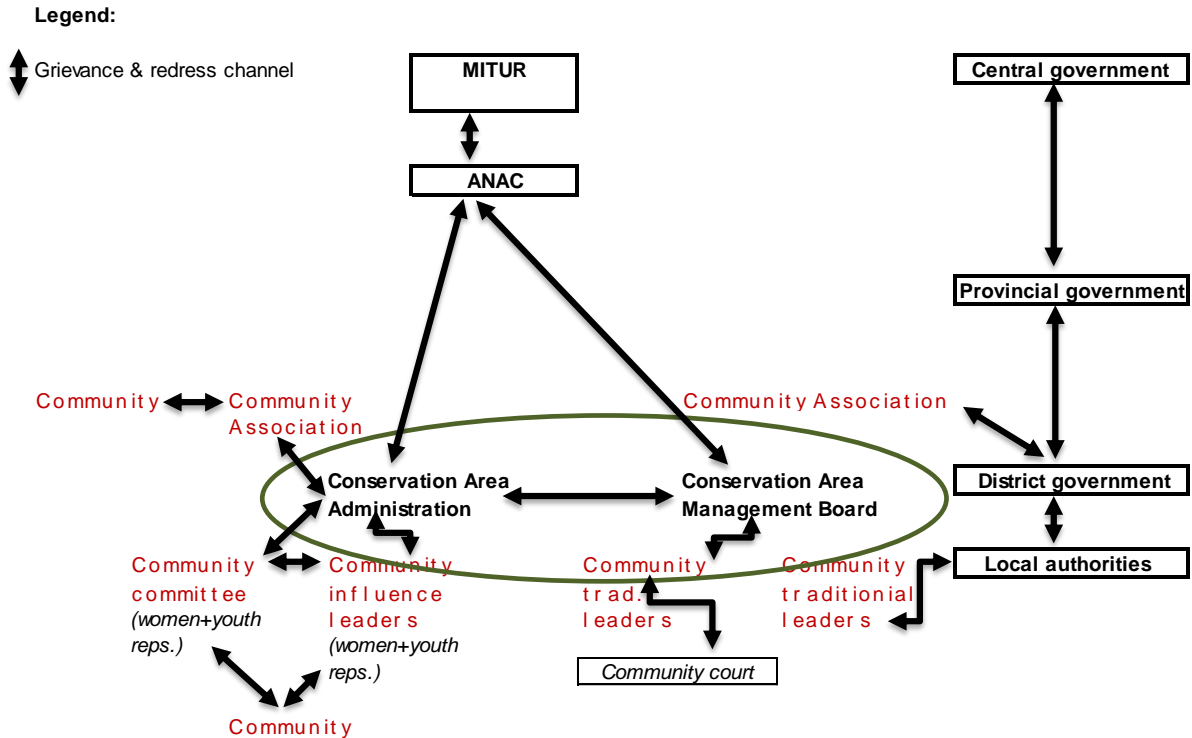
Eligibility Criteria of Project Affected People	Type of Impact	Management Mechanism	Potential Mitigating Activities
People living inside CAs	Total or partial restriction on resource use for livelihoods	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans.	Co-management of CA, employment by CA management, formation of legal community entities, community capacity development, partnerships with private sector for eco-tourism, and other public and private partnership tourism concessions. Conservation agriculture, sustainable natural resources use, conservation of indigenous species of trees as part of sustainable forest management.
People living outside CAs but who use resources inside the CAs for their livelihoods	Partial restriction on resource use for livelihoods	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans.	Formation of legal community entities, community capacity development for business and conservation, partnerships with private sector for eco-tourism, and other public and private partnership tourism concessions. Identification of alternative resource-use options, secondary SMME activities, community lodges, community conservation areas, photographic and cultural tourism experiences.
People who live outside CAs but who belong to social groups with cultural or social assets inside a CA which require observation of certain ritual commitments	Partial restriction of access to cultural or social assets	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans.	Joint planning to ensure safe access and realization of necessary rituals, protection of sites, and respect of cultural values.
People living outside CAs who are involved in turning their areas into partial CAs for tourism purposes	Partial restriction on resource use for livelihoods	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans.	Formation of legal community entities, community capacity development, partnerships with private sector for eco-tourism, and other public and private partnership tourism concessions. Identification of alternative resource-use options, conservation of indigenous species of trees as part of sustainable forest management, resource use rights identification, secondary SMME activities, community lodges, photographic and cultural tourism experiences.
People living outside CAs who may be subject to influx of local resource users restricted from access to these in the CA to seek benefits from development activities	Partial restriction on resource use for livelihoods	CA Strategic Development Plan, Community Development Action Plans, Strategic District Development Plans.	Formation of legal community entities, community capacity development, partnerships with private sector for eco-tourism, and other public and private partnership tourism concessions. Identification of alternative resource-use options, conservation of indigenous species of trees as part of sustainable forest management, resource use rights identification, secondary SMME activities, community lodges, photographic and cultural tourism experiences.
People who suffer damage or loss of property as a result of wildlife activities in and outside of CAs	Partial loss of livelihood resources	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans, Strategic District Development Plans.	Participating in macro and micro-zoning, in local area development planning and resource management. Integration of awareness and protective actions with sustainable livelihoods initiatives.
Illicit or unsustainable users of natural resources in CAs	Partial restriction on resource use for livelihoods	CA Management Plan.	Community involvement in resource management and use and capacity development of community courts to redress local issues.

Complaints and grievances redress mechanism

Conflicts or grievances may arise from already existing situations particularly those involving property losses (i.e. conflicts between people and wildlife). Conflicts generally arise from poor communication, inadequate or lack of consultation, inadequate flow of accurate information, or restrictions that may be imposed on people through the implementation of Project activities. Conflicts may also arise from mistrust generated by the increasingly militaristic anti-poaching measures of CA management where community members may be caught between conflicting interests raising tensions within the communities themselves and in relation to CA rangers. Conflicts may be especially prone to arising where there is a significant movement of people across international borders and illegal exploitation of natural resources is ongoing and communities are also implicated by CA authorities. In addition, the actions of tourists and culturally diverse visitors with particular attitudes and expectations may cause cultural, social and sometimes economic damages locally, and affected people may have little recourse to correct the situation.

The Social and Environmental Focal Points in ANAC will supervise and lead the grievance redress management process from ANAC. A diagrammatic presentation of the possible communication channels for presenting complaints and the points of their potential resolution and communication back to the complainants can be seen below:

Grievance and redress channels



In the case of grievances, decisions on redress and communication of these to the complainant should be timely at all levels. If affected communities’ interests are superseded or rendered ineffective by any other government actions in agreements entered into by them, provisions exist in most legislation to appeal with sectoral grievances to higher levels of

government such as National Directors and Ministers. Should any party be dissatisfied, the aggrieved party may take the complaint to court where it will be dealt with under Mozambican law. In principle, a community can take a concessionaire or licensee to court for not abiding by the terms of an environmental management plan. Ultimately, though not usually practiced, all citizens have the right to address complaints to the Public Prosecutor, the institution responsible for ensuring the law is correctly applied, particularly in the elaboration of territorial management instruments and their implementation.

Monitoring and evaluation

MICOA is responsible for external monitoring of environmental management and land use plans compliance.

The CA adaptive management model uses monitoring and evaluation as tools to ensure the continued relevance of project direction and activities. Participatory tools will be used wherever feasible so that communities take responsibility for verifying the impact of the Project and alternative livelihoods activities on affected communities and individuals.

The co-management committees and CA Management Boards will be responsible for coordinating their members for monitoring, regulating and supervising CDAP preparation and ensuring coherence with the district planning process and outputs.

Costs

Costs have been estimated by activity and annually in the distribution of activities per year over the six year duration of the Project and come to a total of \$1,580,125.

Budget provision has been made for key consultative and facilitation activities to be carried out by a service provider together with communities in the realization of:

- Community capacity development in years 1-3;
- CA Strategic Development Plan in years 1-2;
- Community Development Action Plan or its update in years 1-3.

Further costs are associated with compensation for resource use restrictions and for conflict resolution activities, with particular attention to resources for affected vulnerable groups in order to reduce their suffering.

2 Project Description

The Project Development Objective (PDO) and Global Environment Objective (GEO) are to increase the effective management of conservation areas and enhance the contribution of these areas to the living conditions of surrounding communities.

Among the priorities of the Mozambican Government to guide project design are three key ones related to the participation of communities:

- scale-up attention to communities living around and within conservation areas with the view to improving livelihoods and participation in a diversification of income generating activities, including tourism;
- include a strong human resources and awareness building component (which was absent in the TFCA II); and
- ensure experience sharing and feedback from M&E into implementation and sector policies.

The proposed project will include the following five components:

- (1) **Component 1: Institutional Strengthening for Conservation Area Management** (US\$8.9 million IDA and US\$3.2 million GEF). The objective of this component is to improve the capacity of ANAC, Biofund and MICOA to develop and influence conservation and tourism policies and regulations, strengthen coordination and management of the national CAs system and critically endangered species conservation, increase the financial sustainability of CAs and tourism revenues, improve monitoring and evaluation systems and support communication strategies.
 - *Strengthening of ANAC:* This subcomponent will support the provision of equipment, technical assistance and training required within ANAC to improve the management of conservation areas and nature-based tourism development.
 - *Strengthening of Biofund:* This subcomponent will support the consolidation of Biofund through, inter alia the: (a) capitalization of the Endowment Fund; and (b) operationalization of Biofund through the provision of equipment, financing of operating costs and technical assistance, including the design and implementation of a fundraising strategy involving innovative funding mechanisms (ie. Biodiversity offsets) and sources.
 - *Strengthening national CITES Secretariat:* This subcomponent will support proper implementation of the CITES Convention requirements to improve wildlife management through the provision of technical assistance and training to the CITES Secretariat within MICOA.
- (2) **Component 2: Promotion of Tourism in Conservation Areas** (US\$2.2 million IDA). The objective of this component is to increase revenues and the number of beneficiaries from tourism-related economic activities in CAs. The component will provide support to ANAC and selected public-private institutions to address several barriers to nature-based tourism development and to promote sports hunting management and revenues generation in Mozambique. It will finance the provision of training and technical assistance including the development of a business plan and strategy to FEMOTUR, advisory services for the establishment of a management system for revenues collected by the CAs and for tourism and sport hunting statistics, marketing and promotion activities, development of incentives to reducing GHG

emissions in the tourism sector, analytical studies for purposes of informing tourism and sport hunting planning at national and destination level, development of tourism master and hunting areas plans and land availability studies, organization of public-private fora to manage and coordinate tourism and sport hunting.

- (3) **Component 3: Improving Conservation Areas Management** (US\$15.3 million IDA). The objective of this component is to strengthen the management of key CAs , and wildlife surveys and monitoring through the provision of training, equipment including hardware and software, carrying out of works including housing and road repairs and maintenance, technical assistance including for the development of business and management plans and financing of operating costs to improve park management and tourism development and carrying out of surveys to assess the status of wildlife populations in-terrestrial and marine environment, including: (a) bi-annual national aerial surveys of elephant range; (b) bi-annual national surveys of key marine environment; (c) a survey to establish national status and distribution of lions and leopards; and (d) a survey to establish national status and distribution of hippos and crocodiles.
- (4) **Component 4: Piloting Sustainable Community Livelihoods around Conservation Areas** (US\$7.0 million IDA, US\$3.1 million GEF). The objective of this component is to improve and strengthen natural resource-based livelihoods of communities living in and surrounding the CAs through the following:
- *Support the enabling conditions for sustainable management of natural resources by local communities.* This subcomponent will support the provision of technical advisory services and equipment to conduct land demarcations, natural resource mappings and legal registration, carrying out of training of local communities on decision-making, accountability, transparency, local governance, business planning and management, use and management of funds, partnerships with the private sector and use of information technology. It will also support the carrying out of capacity building programs for the design and implementation of Subprojects.
 - *Promote sustainable livelihoods within and around CAs.* This subcomponent will provide support to the design and implementation of Subprojects.
 - *Promote sustainable forest management within and around selected CAs.* This subcomponent will support:
 - Reduction of deforestation within and around two selected CAs: Quirimbas National Park and Gile National Reserve through the carrying out of activities related to agroforestry, conservation agriculture, promotion of non-timber forest products and environmental education.
 - Promotion of energy efficient charcoal making kilns.
- (5) **Component 5: Project Management, Monitoring and Evaluation** (US\$4.7 million IDA) + Project Preparation Advance (US\$1.9 million).

The component will provide support for managing and coordinating the Project and building its procurement, financial and safeguards management, monitoring and evaluation capacity through the provision of technical advisory services, carrying out of training, acquisition of goods, and Operating Costs.

Some of the key issues identified relating to community participation in the Mozambican Conservation Area (CA) system have been identified during TFCA II:

Key issues:

- Despite the willingness among CA stakeholders to collaborate with local communities to identify and implement Community Based Natural Resources Management (CBNRM) in partnership with the private sector, CA managers and staff do not have enough relevant experience in working with neighbouring communities in terms of community development or in terms of providing incentives for conservation.
- Community-based conservation, participation of local NGOs and the role of partnership brokers in conservation related community development is generally weak.
- Although some CAs, such as the Quirimbas National Park, have a strong tradition of community participation in CA co-management, these are not yet sustainably oriented toward longer term success.
- National NGO's have difficulty navigating GoM administrative requirements; compliance with these costs time and corporate effort.
- The poor socio-economic status and weak organizational capacity of communities confronted with new opportunities for participating in sustainable community projects, partnerships and co-management of resources that stimulate local livelihoods development still undermine efforts to secure longer term community benefits.
- Community capacity to participate in management and business partnerships is very weak and a long term development perspective with tools for their enabling is needed.
- The Conservation Policy has provided opportunities for zoning as a basis for improved CA management but this has not yet translated into implementation capacity and resource cooperation especially in the buffer zones of most CAs.
- The status and rights of people currently residing inside CAs are being addressed through re-zoning and changing CA boundaries as well as plans for co-management, however the few existing experiences of implementing these strategies are not well shared between CAs.
- Management of human-animal conflicts in and outside of core areas of CAs involves locally specific strategies and is not satisfactory for most of those involved.
- Controlling illegal resource use in core areas especially poaching of large mammals, over-fishing, timber and mineral extraction has involved a policing / paramilitary approach that does not build trust with local communities.
- The importance of a structured, participatory, spatial planning process to develop an agreed-upon common framework for the many different actors and interests is well institutionalised in the Territorial Planning legislation but the leadership and resource allocations to implement the various plans are often lacking.
- Implementation and resource responsibility for implementing District

Development Plans and District Land Use Plans in buffer zones with reference to conservation related practices and projects involving communities varies by location and whether the buffer zone is legally part of the CA or not, and generally needs much greater efforts at collaboration.

- Strategic spatial planning to manage and conserve the ecological balance between areas has not yet been applied across CAs.
- Most terrestrial CAs do not yet have a sufficiently attractive product, or a level of public infrastructure, that makes them ready to scale up tourism or offer effective opportunities for community partnerships.

Relevant opportunities for MozBio include the new Conservation Areas Law n° 16/2014 published on 13th June, provision for developing its regulation so it can be applied and the new institutional organization and opportunities for innovative financing that are being established (REDD+, Forest Carbon Partnership Facility, extractive industry investors' corporate responsibility programs or as offsets to environment degradation) that may also help finance conservation.

Strategically MozBio will focus on national issues rather than on transfrontier ones. It will emphasize marine or coastal conservation areas (CA) which have more potential to generate revenues from tourism. It will consider various tourism options including sport hunting and explore new funding mechanisms that can support CAs after project end (endowment and sinking Funds, biodiversity and carbon offsets). Attention to communities living around and within CAs will be scaled up with the view to improving livelihoods and participation in diverse income generating activities, including tourism. The Project will support complementary institutions such as MITUR, ANAC, Biofund, and MICOA that link biodiversity conservation, tourism development and poverty reduction. It will include a strong human resources and awareness building component and ensure experience sharing and feedback from M&E into implementation and sector policies.

3 Policy Trigger

OP/BP 4.12 on Involuntary Resettlement requires that conservation projects that restrict access to legally designated parks and/or protected areas without acquiring the land outright require a process framework. The purpose of the framework is to describe the process by which potentially affected communities will participate in a more consultative and integrated manner in identifying the impacts of their restrictions on access to and in planning mitigation of these effects, with the overall view of sustainably managing the natural resources in these designated CAs.

Mozambican legislation has recently clarified the legal status of people living in CAs and the role of CA management plan implementation, zoning and boundary changes in minimizing the need for resettlement. The project will reinforce access restrictions to natural resources in core areas of the CAs by local communities and implement improved strategies to regulate their use in other parts of the CAs and in buffer zones.

Communities living in buffer zones are also potentially affected as they will also be governed by CA management plans, be subject to zoning and development plans for

sustainable resource use which may include creation of community-based CAs. The application of environmental management plans for new infrastructure such as houses, lodges, roads, bridges and fences may also constrain access to and use of local resources. These restrictions and the incompatibility of local communities' livelihoods activities with the objectives of the CAs have led to the triggering of OP/BP 4.12 on Involuntary Resettlement.

MozBio aims to improve CA management through improved community participation and integration in the decision-making process via co-management arrangements, new zoning and categorisation of management units and a tourism component that broadly promotes the uptake of opportunities to create community conservation areas, as well as business partnerships in undertakings ranging from lodges or camps through to guided walks or production of local artefacts.

It is also expected that integrated development planning based on participatory planning principles and detailed socio-economic baseline information on the role of natural resource use in community livelihoods, will lead to more sustainable socioeconomic impacts of community-based tourism, improved agriculture, marketing and conservation activities. Promoting collaborative planning of social infrastructure in buffer zones and continued benefits from conservation for people moving out of CAs are expected to contribute to encouraging relocation out of CAs, but are unlikely to trigger pro-active relocation.

4 Process Framework

The poorest and most vulnerable groups of rural populations are often the most dependent on natural resources for sustenance, income generation and many incorporate natural resources use in strategies to manage food insecurity risks. Rural communities living in or near CAs bear direct and indirect costs from improved regulation of access and use of protected natural resources, and damage to or loss of crops, livestock and human life caused by wildlife. To become partners in biodiversity conservation, local communities must derive sufficient benefits from it to compensate for these costs, and participate in and share responsibility for CA management.

If affected populations do not participate in identifying their resources, designing and agreeing on restrictions to these, and in proposing the mitigation measures, it is unlikely that they will take the responsibility of complying with conservation plans.

The purpose of this Process Framework is to describe the process by which potentially affected communities will participate, in a more integrated and peaceful manner, in:

- a) identifying impacts and mitigation strategies for People Affected by Project (PAP) components (through natural resources strategic use planning and management in and around designated CAs);and,
- b) measures to assist PAPs in their efforts to improve their livelihoods, or at least to restore them, in real terms, while maintaining the sustainability of the CA (through

the design and implementation of Community Development Action Plans and demand-driven sub-projects to be financed by the Project).

Community Development Action Plans (CDAP) are instruments that emphasise actions to give communities a voice and that provide them with means to negotiate their position with project and government authorities. Their design and development provides the opportunity for involvement of NGOs and private sector partners in helping to empower local communities and building capacity to sustain this. Once developed, a CDAP, should become part of the CA Management Plan, and be approved by the World Bank.

This framework describes the participatory consultation and integration process by which:

- impacts and measures to assist affected groups in their efforts to restore and improve their livelihoods will be determined;
- the criteria for eligibility of affected groups or displaced persons to benefit from project assistance will be determined;
- natural resources conservation and sub-projects will be implemented with communities;
- a complaints and grievance redress mechanism is developed for resolving disputes that may arise relating to resource use restrictions, dissatisfaction with eligibility criteria, community planning measures or actual implementation;
- Monitoring and Evaluation will be carried out, and,
- An estimated budget to support the peaceful and sustainable implementation of the participation process.

Consultation with the Administrators and AC team members of all ACs as well as with central level personnel associated with Mozbio Project design has been carried out through meetings, emailed questionnaires and telephone conversations. Visits to two CAs and discussion with not only staff but also private sector and NGO stakeholders in the areas also assisted in the development of the Process Framework. Further consultation for validation purposes is still required.

Policy, Legal and Administrative Framework

4.1.1 Policy

The policy framework guiding community participation and benefits from conservation areas and their buffer zones cover the tourism, agriculture and environmental sectors through their policies and strategies.

The environment sector's policy framework¹ provides for the participation of local communities, among others, in development of policy and laws for natural resource, management of CAs, and policing to ensure compliance with environmental norms and regulations. The sector promotes the view that communities in protected areas

¹See Appendix I for a more detailed description of the policy and legal context.

retain their rights, and can use them to negotiate returns on income generated. It promotes planning with project affected people, information sharing and consultation with them, consensus and coordination of actions and strategies between sectors and hierarchical levels so that equitable and sustainable use of the land and natural resources can contribute to socio-economic development.

The Tourism Policy endorses finding innovative and pragmatic ways of addressing how people live inside the national parks and reserves. The Conservation Policy promotes accountability for environmental services through the involvement of all stakeholders, particularly communities using natural resources as a means of basic livelihood. It aims to ensure the sustainable use of natural resources while at the same time providing the necessary benefits and services for sustainable development and to local communities. The policy emphasizes the need for participative management of CAs, awareness raising about conservation.

4.1.2 Institutional

The National Council for Sustainable Development (CONDES) is Cabinet's consultative body on environmental issues, and was formally established by the 1997 Environment Law. It is subordinated to the Prime Minister's Office and is comprised of Ministers and Vice-ministers from related sectors (agriculture, tourism, energy, mineral resources, planning and development, health, etc.) and chaired by the Minister of Environment. It is at the top of the government's environmental policy management and monitoring hierarchy. The Ministry for Coordination of Environmental Action (MICOA) plays an important role in ensuring environmental standards compliance and environmental licensing of projects.

The Ministry of Tourism is responsible for tourism in conservation areas, tourism development projects of various types in and outside of these areas including ecotourism and community conservation programs.

Protected areas management in rural areas of Mozambique falls within three government institutions. The Ministry of Tourism for all National Parks, Reserves and Hunting Areas and buffer zones. The Ministry of Agriculture is responsible for management of Forest Reserves. Protected areas can also be proclaimed under the Historical and Cultural Heritage Law (Ministry of Education) and under the Fisheries Law (Marine Reserves).

The National Authority for Conservation Areas (ANAC) has autonomous financial, administrative and property responsibility under the Ministry of Tourism. Under ANAC, Conservation Area Management Boards (CGAC) will be set up as collegiate organs that implement management plans and that may include private and community partnerships, whose exact size and form depend on the areas under their responsibility.

ANAC is expected to be an autonomous agency for the management and development of conservation areas and their buffer zones. This new authority

together with the new BioFund are expected to improve the sustainable financing of the CAs and their communities.

Provincial and local authorities are charged with promoting conservation actions for natural resources and biodiversity at the level of communities, localities, administrative posts, districts and provinces.

4.1.3 Legal

The new **Conservation Areas Law** n° 16/2014 of the 20th of June provides for the legal establishment of Conservation Area Management Boards (CGAC), advisory bodies covering one or more CA composed of representatives of local communities, the private sector, associations and local state bodies for the protection, conservation and promotion of sustainable development and use of biological diversity. It also:

- legalizes public-private partnerships for CA management and for concession contracts.
- It presents new categories for the classification of protected areas into a) total conservation areas and b) sustainable use conservation areas.
- CA management plans must cohere with spatial planning instruments at all levels and special land use plans will be required for the ecological zoning of single or clusters of CAs and their buffer zones, ecological corridors and other areas critical to the preservation of the ecological balance and spatial continuity elements.
- The interests and involvement of communities legally inside CAs and their buffer zones, in income generating activities that promote biodiversity conservation will be considered in new CA Strategic Development Plans.
- Community conservation areas with land use rights will provide communities with area management options of partnerships and concessions to third parties.
- Buffer zones will be guided by CA Management Plans - instruments with the same level of juridical obligation as Land Use Plans and Environmental (and Social) Management Plans.
- The Law also provides the possibility for the State to resettle people to outside of a CA if their presence is incompatible with the legal status of the conservation area or impedes its good management.

Other relevant legislation defining community roles and obligations in relation to natural resources use and management includes²:

- The Mozambican **Constitution** (2004) is the overall guide for all application of the legal framework.
- The **Land Law** (Law n° 17/1997 of 1 October) specifies that land belongs to the State, and use rights can be awarded by the State. It defines Total Protection Zones that include areas designated for nature conservation activities. The Land Law provides the details of rights based on customary claims and the procedures for acquisition of title for use and benefits by communities and individuals.
- Decree 15/2000 describes the articulation of **local state authorities and community leadership** gives them powers under Article 24 of the Land Law

² Discussion of each piece of legislation can be found in Annex J.

to participate in conflict resolution, represent community opinions on applications for land, and identify and delimit community land.

- **Law on Local State Administration** (n.º 8/2003, 19th May) provides the space for community participation based on a model of “integrated administration” emphasising participatory District governance and budget decisions.
- **Forestry and Wildlife Law** nº 10/1999 – identifies the principles of local community participation in sustainable natural resources management in and outside of protected areas.
 - It proposes 20% of concession fees should go to local communities resident in a concession area.
 - Local Participatory Management Councils (COGEPs) constituted as associations with representation of all stakeholders with interests in the use of natural resources in a given area may be created as a mechanism for articulating and defending participants’ interests.
- The mechanisms for channelling and utilizing the 20% of taxes to benefit local communities was created in 2005 through Ministerial Diploma n.º 93/2005 of May 4th. Beneficiaries can only receive money if their community is organised in a legalized association with a bank account.
- Legal Diploma n.º 2629, of August 7th 1965 that approves the **Coutadas regulation** identifies that the meat of sport hunted wildlife must be provided to the local population after trophies are removed by the hunters.
- **Environmental Law** nº 20/1997 stipulates that local communities and to a certain extent NGOs and the private sector shall have ‘considerable and indispensable participation in the management’ Environmental Protection Areas.
- The regulations on **Environmental Impact Evaluation** (Decree nº 45/2004) oblige a project proponent to carry out consultation with PAPs whose use of natural resources is restricted by a project or physical displacement is implied through the project preparation process. The EIA regulations omit discussion of environmental management plan requirements.
- The **Cultural Heritage** Protection Law (Law n.º 10/1988) aims to protect all national antiquities, historical and cultural heritage.
- The **Territorial Planning Law** (Law n.º 19/2007 of 18 July) requires a broad consultation and disclosure process for comment on all planning processes, for complaints and if unavoidable, dispute settlement.
- The **Fisheries Law** (nº 3/90) endorses the involvement of communities in management of artisanal fisheries and a participatory approach to conservation and appropriate use of aquatic biologic resources and ecosystems.
- The **Marine Fisheries Regulation** (Decree, n.º 43/2003) stipulates that the Ministry of Fisheries adopts participatory management of fisheries resources. Community Fisheries Councils (CCPs) are legal entities that contribute to the participative management of fisheries and to developing activities to promote resource sustainability and improvement of living conditions, incorporating the interests of the community in development action plans.
- The **Tourism Law** nº 4/2004 sees tourism contributing to economic growth, employment creation and alleviation of poverty. The specific improvement of the

standard of living of local communities is expected as a result of their active participation in tourism activities.

4.1.3.1 National legislation in relation to World Bank Policy

World Bank policy on involuntary resettlement covers the direct economic and social impacts of the expropriation of land or the restriction of access to national parks or legally designated conservation/protected areas (natural resources). **OP/BP 4.12** covers Bank-assisted investment projects that cause the restriction of access to legally designated parks and protected areas resulting in adverse impacts on the livelihoods of the affected groups especially ownership, occupancy or use rights.

Insofar as the MozBio Project aims to strengthen CA legislation implementation and management plan implementation people living in the CAs and buffer zones will be affected, at different levels, by regulated and restricted access to use of resources. The resources use rights of people living in the CAs are protected by the Mozambican Land Law and the new Conservation Areas Law.

The application of OP/BP 4.12 to develop a Process Framework promotes a participatory and integrated approach to peacefully managing conservation activities in legally designated parks and other conservation areas due to the presence of people in almost all of these.

In view of MITUR's efforts to promote through its sector policy acceptance of the reality of people living in parks³, the Conservation Policy and Conservation Areas Law foreseeing mechanisms to organise access and use of resources⁴, the Process Framework will describe the processes for community strategic participation and involvement in management and in sharing benefits from the improved management of CAs and their buffer zones.

Overall, the Mozambican legal framework and the World Bank endorse community participation in the design and enforcement of conservation activities in order to help identify acceptable alternatives to unsustainable patterns of resource use and promote community support for such alternatives.

4.1.4 Mechanisms /Procedures for Participation and inclusion of Project affected persons (PAPs)

³ Tourism Policy and Strategy (2003), section 7.5 on conservation areas for tourism: 'Resources will be made available for private investment promotion in conservation areas, as well as for the promotion of tourism related activities that contribute to the development of local communities inside these areas, namely in national parks and reserves, official hunting areas, game farms and community-based projects.'

⁴ The Conservation Areas Law provides the legal base for re-categorising CAs so that core protected areas without human presence (Total Nature Reserves) are distinguished from other areas inside CAs with resident communities that will have regulated access to natural resources - varying depending on the degree of protection the new categorisation will impose for the management of these areas.

Three MozBio Project components will involve activities that may cause new or more stringent restrictions on the access and use of natural resources in the targeted CAs. The Process Framework requires the participation and inclusion of potentially affected communities in deciding the scope of the restrictions and the mitigation measures proposed as follows:

(2) **Strengthening Commercial Utilization of Conservation Areas.**

In the preparation of agreements for hunting and nature based tourism concessions it will be necessary to agree on the area covered by the concession, the specific uses it will be put to, if it contains or not resident populations, their involvement in the management or benefit schemes. This process must be consultative so that local community neighbours with a stake due to either their present or past use of the area actively support the activities and also benefit from them. The passive reception of benefits does not encourage buy-in to resource conservation and ideally concession agreements should also include community representation in decision-making bodies that are concerned with management of the natural resource sustaining the commercial venture.

Raising awareness and building community capacity to eventually participate more fully and responsibly in business relationships that can bring direct benefit to them will be an important part of investing in developing and implementing viable long term business proposals. This may result in community tourism development activities; it may simply result in strengthening capacity and markets for related activities to support on-going tourism concessions such as producing and selling artisanal products, cultural products such as dance performances or guided visits to natural or cultural sites of interest for example. Important is the consultation and joint learning process to identify appropriate tourism products and develop and implement effective **business proposals** that provide fair benefits for effort and to help off-set community privation from use of local natural resources.

(3) **Conservation Areas Management**

All CAs have **Management Plans** though some are in need of updating. These need to be supported by **Business Plans** and **Tourism Development Plans** to help them implement actions leading to greater sustainability. This component will help specific CAs or clusters of CAs that have greater potential than others to generate funds from tourism and other activities to develop and/or upgrade and implement their Business and Tourism Development plans. In order to align themselves with new CA legislation (law and eventually regulations), some of the CAs and CA clusters will need to revise their zoning and classification. This must promote CAs and integrate with district land use plans, as well as stimulate local economic development, making the basis for integrated strategic planning and Community Development Action Plans in and outside of CAs. (See Table 1 below for recommended plans).

Table 1. Existing and recommended plans promoting community involvement by CA / CA cluster

CAs / Existing	RNC	PNL	PNZ	PNB	REM/Pd'O	PNQ	RNM	PNAB/Pomene	RNG
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Plans					cluster		cluster	cluster	
Management Plans	■	■	■	■	■	■	■	■	■
Business Plans	■	■	■						
Tourism Development Plans	■	■	■						
Community Action Plans	■	■	■	■	■				
District Land Use Plans integrating CA Mngt Plan zoning						■			
Buffer Zone Management Plan		■							
Recommended Plans promoting community involvement	RNC	PNL	PNZ	PNB	REM/Pd'O cluster	PNQ	RNM cluster	PNAB/Pomene cluster	RNG
CA Management Plans		update			update		update	update / ✓	update
Business Plans					✓	✓		✓	
Tourism Development Plans					✓	✓		✓	
Strategic Development Plans	✓	✓	✓	✓	✓	✓	✓	✓	✓
Community Development Action Plans	update	update	update	update	update	✓	✓	✓	✓
District Land Use Plans integrating CA Mngt Plan zoning	✓	✓	✓	✓	✓		✓	✓	✓

Community Action Plans (CAP) developed in TFCA II addressed the participation of people living in the CAs through a) mechanisms for including communities in natural resources co-management structures where they can participate in the decision-making process on CA management; and b) opportunities for potential livelihoods improvement activities that can help off-set loss of access to and use of natural resources due to CA management regulations.

CAPs provided a framework for implementing (i) macro and micro-zoning, (ii) identifying concrete opportunities for community livelihoods and tourism development, and, (iii) promoting sustainable community financing mechanisms.

When the new CAs Law is regulated new CDAPs in Mozbio will be generated from new CA Strategic Development Plans. The scope of new CDAPs should extend from protected core areas into multiple use areas and buffer zones providing an important planning tool where multi-stakeholder participation is emphasised.

Strengthening the effectiveness of tourism and CA management will require infrastructure (housing, fences, roads and bridges) and other development projects that will require environmental and social impact screening. Updating zoning and territorial management units will also be necessary for CAs to become compliant with the new CA categories as the new CA legislation is implemented. If social impacts are identified particularly loss of access to and use of natural resources then mitigation and compensation plans will be necessary outlined in Community Development Action Plans.

CA Management Plans are based on an adaptive management approach. This will continue and diverse strong partnerships will be the basis for bringing communities into benefit sharing. Past partnerships with communities have been variable underlining the need for capacity building support for communities from Mozbio. Community participation and inclusion in the planning process should:

- identify and use customary institutions in the micro-zoning and community mapping process;
- strategic planning approaches must respond to the linkages of stewardship between people, place, plants, and animals;
- planning frameworks must consider values and issues across all sub-groups of communities particularly those likely to be marginalised or most vulnerable to the negative impacts of the Project; and
- varied communication modes appropriate to varied audiences must be used, including an emphasis on visual channels.

The content and form of CAPs evolved during TFCA II, but the new CDAPs should be supported by an integrated development planning framework that can be applied in different locations following an agreed to format or guideline developed as part of the Project. New CDAPs may be developed as part of the new CA Strategic Development Plans depending on future regulatory provisions. Zoning is a strategic management tool already used at macro level in CA Management Planning and in Strategic District Development, Spatial and Land Use Planning.

(4) Support to Livelihoods for the Communities within and surrounding Conservation Areas.

This component will improve the livelihood of communities living in and around targeted Conservation Areas by: (i) enhancing community integration and contribution to Conservation Areas; (ii) improving sustainable livelihoods within and surrounding conservation areas; (iii) reducing human-wildlife conflicts within and surrounding Conservation Areas; and (iv) reducing deforestation within and surrounding two selected Conservation Areas.

Interventions across different types of CAs are foreseen with integrated conservation and sustainable development approaches in coastal/marine, freshwater and terrestrial ecosystems. Support to communities' livelihoods aims to focus on sustainable subsistence level production systems (e.g. fisheries, agricultural, forestry, livestock) and/or other income generating opportunities such as tourism related and REDD+. The number of community members supported shall be determined once participatory and zoning interventions have been undertaken in each of the intervention sites, considering the needs of local populations and the conservation priorities.

Interventions in coastal/marine and freshwater areas of CAs⁵ aim to focus on strengthening the capacity of existing community and co-management committees, associations and community based natural resource management committees to manage the sustainable utilization of marine-coastal natural resources, promoting economic development of fishing communities, supporting and strengthening coastal communities resource rights in order to protect their livelihoods and improve food security. Support will build on existing community organizational opportunities such as rotating savings and credit schemes, and also complement programmes such as the Territorial User Rights for Fishers programmes, which seek to increase the capacity of coastal-marine communities to secure 'rights' over fisheries and improve their management.

The terrestrial approach in selected CAs⁶ will require integrated planning in the first year of Mozbio implementation by identified CA, communities and service providers and private sector partners to, later:

- Support activities that enhance the integration and contribution of communities to CAs through capacity building at all levels that increase understanding and valuing of CAs and dependent sustainable livelihoods practices. At the community level, service providers will support the development of demand-driven financing proposals in the following areas: i) training for community natural resource management councils on participatory conservation area management, including Natural Resource Use protocols; ii) capacity building of community organizations on democracy, accountability, transparency and the use and management of funds, including on the use of the 20% of conservation areas revenues channelled to communities and their potential role in co-funding project interventions; iii) awareness campaigns on conservation area values and opportunities; and iv) training on environmental conservation and sustainable natural resource use.
- Support activities that aim to improve the sustainable livelihoods of communities living within and surrounding CAs with sub-projects that meet criteria of ecological sustainability, socio-economic development and business viability, which grow more stringent as the investment value of the initiative increases. Various types of interventions are considered based on demand-driven financial support to existing activities and co-funding new proposals, as well as equity provision for joint ventures. Micro-zoning and integrated planning are required to clarify impacts,

⁵Ponta do Ouro Partial Marine Reserve / Maputo Special Reserve cluster, the Bazaruto Archipelago National Park / Pomene National Reserve cluster, Quirimbas National Park (interventions in the coastal-marine ecosystems), and Limpopo National Park (i.e. Massingir dam).

⁶Maputo Special Reserve, the Bazaruto Archipelago National Park / Pomene National Reserve cluster, Chimanimani National Reserve, Gorongosa National Park, and possibly Tchuma-Chatu. Limpopo National Park and Quirimbas National Park (terrestrial) and possibly Gilé National Reserve

provide for rights-based resource use, developing business and marketing skills, and developing community-based conservation initiatives.

- Support activities that aim to reduce the levels of human-wildlife conflicts within and surrounding targeted CAs undertaken in an integrated approach as part of other sustainable community development initiatives.
- Adopt a landscape approach to promote sustainable forest management and to address local drivers of deforestation⁷. Interventions with the agriculture, forestry and energy sectors will require inter-sectoral coordination at local level (through the CA steering committee and the local District planning bodies). Actions may include community forest management, multi-purpose reforestation, promotion of alternative energy sources and conservation agriculture and agroforestry. Support will also be provided to analytical studies to establish forest carbon baseline, to identify the drivers of deforestation benefit and to develop sharing mechanisms for potential revenues from sustainable forest management in consultation with local communities.

Implementation of demand-based financing will require a clear communication campaign to inform selected areas of the opportunities to participate, and to publicise eligibility criteria and provide the tools and support to proposal development. A service provider will be able to facilitate this activity. Communication channels would be maintained during project implementation to facilitate presentation of feedback and participatory monitoring as identified in the project proposals. Details of the sub-project cycle can be found in the Project Implementation Manual.

Emphasis must be laid on capacity development of communities, not only to assist their strengthening of legally recognised entities that may be eligible to participate in subproject identification, design, proposal preparation, but also for the demands of managing equity based relationships, and benefits as they become available. Training in business management, community development and strategic planning must accompany the vocational skills training, tourism enterprise training and conservation actions awareness raising.

4.1.4.1 Mechanisms for Community Participation and Inclusion

Through Mozbio communities residing in and around CAs will increasingly become involved in changes in their strategic use and management of local natural resources that bring about more opportunities for livelihoods development than they currently have.

As outlined in the introduction to this section the following participatory planning outputs are foreseen:

Component 2: Promotion of Tourism in Conservation Areas: Tourism and *Coutada* business proposals (co-ownership, partnerships, benefit sharing etc.)

⁷In Quirimbas National Park and Gilé National Reserve.

Component 3: Conservation Areas Management: Management Plans, Business Plans, Tourism Development Plans, Strategic Development Plans and Community Development Action Plans.

Component 4: Support Sustainable Livelihoods of Communities: Communication Plans, sub-project guidelines and proposals with business plans and sustainability strategies, and monitoring and evaluation mechanisms.

A screening process will be used to determine the need for environmental and social impact assessments⁸ when site specific physical development activities are planned. This participatory process will identify communities and/or individuals directly or indirectly affected by planned CA and sub-project activities (and see Appendix B). Impact assessments will detail the impacts and the exact numbers and categories of affected groups and individuals, and include or recommend mitigating actions designed via Community Development Action Plans (CDAP).

The CA system at present is unevenly developed and the inconsistencies and gaps related to legal frameworks, institutional jurisdictions and approaches towards community involvement vary by CA or CA cluster (see Appendix D). MozBio aims to work towards strengthening the overall CA system and calls for greater effective involvement of communities in decisions that affect them, longer term effective compliance in conservation and development agreements, and in more effective communication and information sharing so that natural resources can be managed in the most culturally and socially appropriate ways possible within the constraint of financial viability.

The use of macro-zoning in CA Management Plans as well as incorporation into District Land Use Plans (PDUT) is now institutionalised. Although TFCA-wide Integrated Development Plans were not achieved in TFCA II, district and provincial governance has much more fully incorporated the priorities of CAs and understands their management needs and strategies through participatory district land use planning processes.

The new Conservation Areas Law provides for CA Administration responsibilities in buffer zone management. It also provides for the legal status of CA Management Plans and the introduction of new CA Strategic Development Plans to strengthen consultative and joint responsibility mechanisms.

The new CA Strategic Development Plans and subsequent CDAPs will be important ways of securing stakeholder inputs to the assessment of opportunities and constraints of conservation and development in and around CAs. Through the planning process the need for and availability of service providers can be identified, strategic targets and the bases for investor interest and potential partnerships defined. Strategies to link community enterprises to markets outside of buffer zones will be

⁸ See the Project's Environmental and Social Management Framework for details.

required as well as broader linkages to longer term community capacity development providers⁹.

Existing Tourism Development Plans and new CA Strategic Development Plans will be the bases for new CDAPs. Potentially sustainable community tourism initiatives will be identified with government and private sector tourism stakeholders together with communities. CDAP planning will be initiated in priority areas where they do not yet exist and extend to others as resources become available over time. Where CAPs already exist, these will be updated to CDAPs as part of regular participatory evaluation reviews and plans will be adapted to evolving opportunities.

Planning and implementation of CDAPs

CDAPs will constitute part of CA Management Plans and be aligned directly with CA Strategic Development Plans. In order to be meaningful, the CDAPs will have to be fully owned by involving the key stakeholders and decision-makers: communities, district authorities, non-government agents and provincial governments. Community participation in plan formulation should be simple, not replicated in the other planning processes, but instead be integrated and complementary to them.

With CA Strategic Development Plans in place these will guide CDAP direction. However, whether these are in place or not, the CDAP participatory process will identify local priorities and potential ways of addressing these, through local stakeholder workshops and consultation meetings.

CDAPs will include activities that mitigate or off-set the negative impacts of new or more stringent restrictions on the use of natural resources established by the CA Management Plans and PDUT zoning. These may include:

- the establishment and management of multiple-use conservation areas (including formal and informal core protected areas, appropriate buffer and support areas);
- the initiation of sustainable livelihoods alternatives (environmentally and economically sustainable tourism development, co-management, private sector partnerships in community based tourism etc.) that mitigate unsustainable, destructive use of natural resources and instead raise awareness and promote their conservation by local communities.

CDAP activities should contribute to transforming passive community beneficiaries into active participants together with implementing agencies through co-management, benefit sharing projects and as active participants in mechanisms that reward conservation achievements. Community participation in a) the decision-making processes concerning their future use and access to local natural resources and b) activities to mitigate the impacts of loss of access, is expected to encourage their buy-in and commitment. Together with longer term capacity development and

⁹The sustainability of community enterprises undertaken as part of CAP implementation in TFCA II was highly dependent on markets which were generally weak. CAs without infrastructure and communication marketing to draw enough visitors severely constrained the viability of most of these enterprises.

strengthening market linkages, active participation of community members in viable economic development activities should ensure longer term benefits (See Appendix B for the CDAP planning process).

Affected communities are expected to participate in the identification and implementation of priority sub-projects identified in the CDAPs. Once they have had their awareness raised through the planning process and potential or existing service providers have been identified, the facilitation of sub-project proposal development will be on a demand basis and financing awarded for a limited number of projects or limited volume of investment per area. The CDAP would identify priority areas where activities or clusters of activities would have more significant impact, or potentially be more sustainable and where communities would be mobilized to prepare proposals.

Sub-project proposals for implementation via Component Four will be expected to enhance local livelihoods while also providing evident contributions to conservation management (chilli production and marketing, fisheries closed areas or periods and more sustainable fisheries and markets, cultural tourism product development etc.). All proposals must include a business plan showing a projected sustainable outcome.

Community participation throughout CDAP planning and implementation should at a minimum consist of:

- Individual consultation with local influence leaders and recognised traditional authorities; use of participatory methods such as participatory rural appraisal (PRA) to identify local resources, mobility and existing resource use management, ranking importance and management preferences, locating and mapping land-use boundaries, and verifying customary procedures for decision-making, conflict resolution and identifying areas with resource use conflicts etc.
- A communication strategy for inputs that supply information about the objectives of the project, planning procedures, opportunities and eligibility to participate in different livelihood development activities, and grievance communication mechanisms.
- Consultation with groups of project affected people to raise awareness about the participatory planning process and objectives of the project, explain policy and procedures for buffer zone planning and developing sub-project applications and build trust in the participatory process.
- Establishment or community elected CGRN at all governance levels (including representatives from village councils or committees where these already exist) related to the management of the CA, and support the establishment of Consultative Councils (CC) for district development planning where community representatives interact with local government. CGRN are responsible for:
 - Facilitating community involvement in decision-making regarding sustainable use and monitoring of natural resources in CAs;
 - Becoming a forum for community-based decisions regarding the management and utilisation of natural resources;
 - Participating in macro and micro-zoning of the CAs into resource use areas;

- Mobilising and monitoring communities' access and sustainable use of natural resources in the CA;
 - Representing concerns and suggestions in CA management decision-making processes; and
 - Resolving conflicts arising from resource utilisation, and infringement of CA regulations.
- Building capacity of CGRNs (and to a lesser degree CCs) in use of communication methods, identification of assets, opportunities and constraints to local resource use, identification and assessment of the adverse impacts of restrictions on resource use, definition of scope of restrictions, identification of criteria for who is eligible for mitigation assistance, identification of appropriate mitigation actions, receipt and use of 20% benefits from CA and tourism or hunting activities, livelihoods development project identification, prioritisation and proposal formulation, the identification of monitoring indicators, counselling, managing information and monitoring.
 - Legal community associations, small, medium and micro community enterprises and other institutions will be created to represent and lead communities in negotiating access to CA resources, including partnerships with ANAC/CA Management Boards and/or the private sector in developing conservation enterprises in which communities would benefit. Responsibilities would include:
 - Mobilising resources with assistance from NGOs and private investors for development of tourism and conservation related businesses or social amenities;
 - Making investments, and negotiating joint venture partnerships;
 - Mobilising resources with assistance from NGOs and private investors for development of alternative sustainable livelihood strategies;
 - Promoting equitable sharing of benefits among community members from conservation enterprises;
 - Representing communities' interests on CA Management Boards;
 - Advocating for integration of local ecological and social knowledge into CAs' management systems and strategic development plans.
 - Building capacity of communities and private companies to enable them to interface better with one another in ways that generate community cooperation and benefits.
 - Participatory processes should involve PRA methods, consensus decision-making or voting as appropriate, efforts to work with social groups (men, women, youth, elderly, leaders, etc.) separately to ensure they can express their own needs and priorities without inhibitions, use of interest groups drawn from territorially diverse locations to make consultative groups more representative, continuously improve representativeness and equitable attribution of benefits or rights to participation in livelihoods support activities.
 - Consultation should be carried out regularly through annual planning and participatory evaluation activities at community and interest group levels to verify progress. Monitoring through community structures linked to local authorities and the CA Management Boards should listen to, verify and respond to grievances as entitlements are understood and taken up or as they change over time.

- District and local government teams should be involved in progress and impact monitoring as joint learning and development processes.
- The status of women, youth and vulnerable groups should be regularly monitored through participatory and inclusive consultation.

The many documented lessons learned from operational natural resources management structures promulgated through Forestry, Wildlife and Fisheries legislation and manuals should guide the most sustainable organisation of these community committees. Community participation in district development planning is supported by official guidelines which clearly demonstrate the roles and responsibilities of community and local government institutions involved. Although this model for community dialogue with local government authorities through consultative councils and community forums is directed at district development planning, it should be taken into account in establishing community level participation structures.

Preparation and implementation of CDAPs must be complementary to and involve local community representation structures at all local governance levels, but particularly at district and community level. All district/community consultation and planning groups established in support of CA activities will be involved in receiving individual or group grievances. These local structures will be assisted through communication campaigns to learn how and where to channel the information for redress (see details in section 4.7 below).

A multi-media Communication Plan will be formulated and implemented to ensure that timely and accurate information is readily available to project implementers and other stakeholders, up and downstream of planned enterprises, and to other interested parties. This communication strategy will be an essential tool to help communities to learn about opportunities and become involved in effecting sustainable livelihood changes. It will also ensure two-way communication and knowledge exchange streams between the different levels of local government institutions and communities within the buffer zones in the context of CDAP formulation and implementation.

Communication is part of the stakeholders' consultation process which is an iterative process through which all actors contribute to identifying, minimizing and sustainably mitigating the risks. As such, communication is a two-way process as it is the basis for creating awareness, for building consensus, for generating effective participation in processes of innovation for change and development, for making free, prior and informed decisions and for resolving conflicts in a constructive and sustainable manner. A communication strategy at community level should not only build upon existing local structures and mechanisms, but also focus on:

- The need to ensure access to information for all local stakeholder groups, no matter their gender and vulnerability status ;
- The need to strengthen the ability of all stakeholders to articulate, disseminate accurate information and make their own informed decisions.

The main social groups targeted by the communication strategy will potentially become involved in activities that promote local socio-economic development. The strategy should initially create awareness among communities about the Project and opportunities associated with it, the planning processes, eligibility and options for participating in development activities. Communication campaigns should consist of groups listening, seeing, discussing and analysing among themselves what they should do in relation to processes (such as zoning, tourism development options) and opportunities presented. They will be encouraged to take up certain options or entitlements according to a zoning plan and to make requests for assistance with preparing proposals for financing viable development activities.

By choosing certain entitlements and the obligations associated with these as part of the zoning and development planning process, communities will effectively be beginning to buy into the conservation programme. Eligibility criteria for social groups to participate in potential sub-project development should be transmitted as part of the communication campaign. Criteria might include whether they are affected by the project (loss of access to resources or conflicts with animals for example), geographical quotas, gender criteria, and evidence of past or present commitment in similar undertakings. These kinds of criteria can ensure transparency and fair access to opportunities.

Intermediaries from local government and NGOs and / or private sector brokers should assist in this process. Non-government facilitators may be identified from existing projects and where necessary recruited and trained in interpersonal communication and facilitation.

By combining a communication approach with a focus on livelihoods development household livelihood security can be promoted and activities to develop early warning systems of difficulties developed. Redress would focus on improving the resilience of vulnerable groups. This might involve programmes which focus on strengthening networking links with enterprise opportunities, income generating skills acquisition, reproductive health awareness raising, institutional development and empowerment. Livelihood promotion activities should focus on the longer-term and use participatory methodologies with an empowerment philosophy.

The institutional arrangements for communicating concerns to the project authorities and receiving feedback will follow the same channels as those established for grievance procedures as described in section 4.1.5.1.

4.1.4.2 Impacts and Criteria for Determining Eligibility for Assistance

Many people and communities in and around the CAs may become particularly vulnerable to hardship as a result of new or strengthened restrictions on access to natural resources. Communities may lose use rights, or traditional access to resources when zoning and effective CA management enforces regulations prohibiting or restricting resource use in areas designated as legally protected for the purpose of

conservation and tourism. Overall there are two major categories of project affected people:

- a) Community members who will be directly affected since they are subject to total restrictions on access and use of resources such that their livelihoods or enterprises are constrained through loss of rights to firewood collection, water supply, livestock watering and to crop fields;
- b) Other communities living in CA buffer zones and multiple use areas who may suffer partial restrictions of access and use, and those who suffer damage to crops and other property as a result of wildlife incursions.

Eligibility criteria for Project assistance are based on resource use restrictions and the impacts these may have on affected people's livelihoods and wellbeing. An outline of potential impacts, criteria, management and mitigating mechanisms can be seen in Appendix E.

Currently, the Forestry and Wildlife Law defines resource use in and around protected areas and the new Law on Conservation Areas will eventually, through its regulation facilitate a revision of conservation categories to better take into account conservation needs and the need to balance these with local community socio-economic development, particularly where communities are resident inside CAs. The new legislation classifies protection zones into a) *total conservation areas*: Total Natural Reserves – demarcated within CAs with no access to people, National Parks – may be visited by people but no resource use is permitted unless for management and maintains ecological balance, and Cultural and Natural Heritage – managed according to tradition, restricted use, or conservation needs of the monument; and b) *areas of sustainable conservation* that cover: Special Reserves, Protected landscapes, Official *Coutadas*, Transfrontier Conservation Areas, Community Conservation Areas, Sanctuaries, Game farms and Municipal Ecological Parks.

Total Conservation Areas, National Parks and Special Reserves will be required to have a buffer zone as an integral part of the conservation area. However, buffer zones may be created around other conservation areas as necessary.

CDAPs will be prepared and CAPs updated as part of the CA strategic development planning process, where access to resources is to be limited at site or community level depending on the scope of interests. Where new conservation areas are created for community based tourism for example, plans for community land delimitation and certification should be included in a CDAP.

CDAPs should constitute part of and be coherent with their respective CA Management Plans. CDAPs will specify potential community projects / activities that help mitigate the effects of restrictions of access to resources. In these, the number of project affected people that can be expected to earn enough income to at least replace that lost, as well as the number who have decided to participate in more than one activity must be identified. Since generally only a small number of people can profitably engage in sustainable tourism activities, it will be necessary to monitor and work with communities to continue identifying alternative sustainable sources of income.

The principles of information sharing and informed transparent participatory decision making will be pursued at all levels from community through to planning and management structures. Additional technical inputs may be contracted as required by community organisations or partnership organisations to carry out socio-economic baseline studies, technical feasibility studies, EIAs for infrastructure developments and so forth.

Consultation should make use of CGRN. Meetings may be convened where local government representatives of relevant sectors are invited as technical advisors for the development of Action Plans. In addition, specialists should be present to provide inputs to decision making relating to eligibility criteria for participating in alternative livelihoods activities.

4.1.5 Measures to Reduce Negative Impacts while maximizing positive ones

In the course of implementing measures to maintain the sustainability of the CAs people's livelihoods may be adversely affected particularly where restrictions on resource use and / or relocation may be decided upon. The Project will assist all affected persons in their efforts to improve their livelihoods or restore them to pre-project levels. Specific mitigating activities will be identified and decided upon at the time that the restrictive measures are being considered during participatory EIAs, zoning and CA Strategic Development Planning and CDAP preparation. They will be tailored to the interests and needs of the people affected.

Project design includes measures to prevent displacement and impoverishment of local people, including using alteration of CA boundaries to exclude communities, new CA Strategic Development Planning processes, revised zoning and updating CA management plans that identify multi-use zones and activities to be promoted therein. CDAPs will involve a participatory local development planning process to identify and support local priorities, demarcation and registration of community land as a prerequisite to bringing in external investment, and support and incentives for more sustainable community/private sector partnerships. The participatory planning process provides a mechanism to promote coordination among different stakeholders and interests, and focuses planning and implementation at local level.

The Project supports the government's decentralization policy and will provide training and capacity building prior to launching any new participatory planning process in a province or district. The zoning process for CA Management Plans and as incorporated into PDUT will identify the spatial location of community groups likely to be negatively affected by project activities and identify the need for the preparation of different Action Plans. Preparation of CDAPs will focus on identifying and prioritising opportunities and needs for sub-projects and identify together with local communities how they can become involved in these. The communication strategy will be formulated to raise community awareness about the potential impacts identified and about alternative livelihoods opportunities for negatively affected families. It will provide the basis for a demand-driven process of

creating awareness about opportunities and criteria for participation in sub-projects and how to apply for and prepare proposals that can be considered for financing.

As part of the CDAP, consultation with community representatives through the co-management structures at sites where people are negatively affected by project activities will focus on action plan development, and will identify the numbers of project affected people, the type of impact and their eligibility to participate in alternative livelihoods activities or be compensated in any other way, particularly if they must be relocated. Co-management committees will create working groups that participate in formulating specific Action Plans. These will work with CA Management Board designated technical teams to carry out meetings with all affected people so that collective decisions can be made about the options available to them as eligible individuals or households. If the Action Plans require the services of specialist consultants to carry out ESIA community working groups will accompany and facilitate meetings with PAPs and local influence leaders.

Livelihoods promoting strategies in the CA Strategic Development Plans, CDAPs and where relevant, CA Management Plans will be based on the development of private sector/community partnership initiatives and community capacity building and empowerment measures that mitigate the negative impacts of affected people's resource use restrictions. These include:

- i. Accelerated and expanded community land delimitation and registration in priority community tourism areas (ensuring community rights in these areas);
- ii. Incorporation of biodiversity conservation and environmental management and restoration in local land use planning;
- iii. Community-based natural resource management initiatives (related to sustainable tourism, sustainable forest management for added value schemes and sustainable fisheries management, and community conservation area development objectives);
- iv. Technical assistance of broker organisations to identify potential tourism and sustainable natural resource management business opportunities that are viable and seek interested investors;
- v. Identification of community development models adapted to the local context in each of the targeted CAs (i.e. types of activities to be supported and institutional arrangements to provide such support) to support sustainable livelihoods development.
- vi. Promotion of small-scale tourism opportunities considering the whole chain of services (involvement of tour operators and linkages to market initiatives), providing seed funds and technical assistance to communities, as well as marketing opportunities and information sharing.
- vii. Strengthening of community organization of existing representative institutions, and capacity building through training in business and organizational development so that as transparent legal entities they are able to participate more fully in contractual arrangements;
- viii. Legal advice and representation for new Territorial User Rights for Fishers and other rights-based resource management activities and for mechanisms to enable communities to seek redress against what they regard as unfair practices by investment partners;

- ix. Tourism and sustainable forest / fishery management “literacy” education (including study tours and visits to successful operations) and training in relevant skills;
- x. Use of tools such as the sub-project life cycle and Project manuals with service provider TORs, standard proposal models, screening guidelines and concession contract guidelines to guide sub-project financing operations;
- xi. Strengthening capacity among local communities to engage more fully in productive partnerships with private sector and through community initiatives including strengthening financial capacity through emerging community initiated and financed micro-credit schemes, provision of matching grants, small grants, equity funds or other support to appropriate community initiatives as well as apprenticeships and internships with successful operators;
- xii. Technical assistance and vocational training for developing secondary enterprises relating to a) tourism, such as handicrafts, food services, guide services, and relating to b) sports hunting, such as skills transfer for camp managers, mechanics, administration, professional guides, hospitality etc.;
- xiii. Communities in and around CAs will be encouraged and assisted to conserve natural habitats and protect biodiversity in areas identified as conservation priorities in CA Management Plans, Strategic Development Plans, Community Development Action Plans and jointly zoned PDUT.
- xiv. Where nature-based tourism does not provide sufficient revenues and benefits to be an effective incentive, development activities will be supported by the Project in exchange for agreed sustainable conservation actions and outcomes identified and formalized in written agreements between ANAC and community representatives (Community Conservation Contracts).
- xv. Arrangements whereby equity partnerships are developed through community trusts, co-ownership agreements or similar to assist in compensation for access and asset losses resulting from project activities.

The adaptive management model used by the AC system requires monitoring and evaluation as tools to ensure the continued relevance of AC direction and activities. The process of adaptive management will allow plans to be adjusted and brought in line with reality including other planning process changes incrementally over the life of the Project and beyond. Participatory tools will be developed wherever feasible so that communities take responsibility for verifying the impact of the Project and alternative livelihoods activities on affected communities and individuals. To the extent possible, community organizations will be responsible for ensuring the compliance of community members bound by formal sustainable resource use agreements.

Mitigation strategies in existing CA management plans include: community game farms, timber mills and more efficient charcoal production projects in buffer zones, carbon sequestration projects, provision of viable alternative energy, community development centres in *coutadas* to receive meat and 20% of revenue, local employment sourcing, through to temporary marine protected areas for fish replication, job-sharing employment opportunities in tourism - particularly by women, value chain development for fishers and many other natural resources users. These will require micro and more significant financing through grants and loans,

management skills, education, training, and sub-projects will have to be well designed so that participation is used to achieve sustainability and empowerment – not further dependence and short-lived community projects. Conservation is a long-term issue, as is community management of natural resources and community development. All facets should be recognised and valued by being addressed through the longer term strategic development planning instruments supported by rolling action plans.

In order to effectively engage with communities, the development of community institutions to represent the interests of respective communities is a pre-requisite. In creating and strengthening these, CAs and service providers must ensure where possible, that such organizations are representative of different interest groups within each community, including in terms of gender, ages and different livelihood activities (traditional fishers, honey collectors, traditional healers, hunters, etc). In order to participate in co-management *fora*, service providers will train members of community institutions to effectively represent and promote the interests and development of their communities. A concrete output of co-management committee functions will potentially be community co-management agreements which must define management roles and responsibilities within specific areas and in accordance with CA management and zonation plans. In this regard effective and resource use planning processes with local communities is key.

In the rare cases, where the CDAPs indicate that land use planning cannot effectively control the growth and spread of settlements and conflicts with wildlife escalate, resettlement may be necessary. However, MozBio will not finance the involuntary resettlement of people no matter what the circumstances are. The Bank can advise other donors in the preparation of a Resettlement Policy Framework. As the World Bank will not finance any resettlement through Mozbio, once compensation has been delivered, community agreements and sub-project agreements under Mozbio may be used by affected communities to facilitate further livelihoods development, and meet employment commitments.

The delivery of benefits should be focused on those communities directly associated with the area from which benefits are derived, and that the receipt of benefits is linked to cooperation by individual communities towards achieving the conservation objectives of a given CA.

Community partnerships may be contracts for the provision of services, participation as shareholders, channelling of revenues and other taxes to a community fund within a certain zoning unit, where appropriate, sale of community quota to private operators or sub-contracts for the leasing of the user rights in *coutadas* to resident communities, them receiving part of the revenue generated in these units.

4.1.5.1 Resolution of Complaints, Potential Conflicts or Grievances

Conflicts or grievances may arise from already existing situations particularly those involving property losses (i.e. conflicts between people and wildlife). Conflicts

generally arise from poor communication, inadequate or lack of consultation, inadequate flow of accurate information, or restrictions that may be imposed on people through the implementation of Project activities. Conflicts may also arise from mistrust generated by the increasingly militaristic anti-poaching measures of CA management where community members may be caught between conflicting interests raising tensions within the communities themselves and in relation to CA rangers. Conflicts may be especially prone to arising where there is a significant movement of people across international borders and illegal natural resource exploitation is ongoing and communities are also implicated by CA authorities. In addition, the actions of tourists and culturally diverse visitors with particular attitudes and expectations may cause cultural, social and sometimes economic damages locally, and affected people may have little recourse to correct the situation.

Preventative measures

As preventative measures, awareness-raising about Project activities will be continued throughout the Project in order to reduce misunderstanding and grievances. The participatory zoning process, CA strategic development planning and subsequent participatory action plan formulation will identify potential conflicts and involve potentially affected people. Consultations and negotiations will be carried out with PAPs where there are indications of potential conflicts. Training for technical teams, co-management committees and local leaders in conflict management will also assist in minimizing the negative impact of conflicts. To empower communities they will be involved in awareness-raising and training concerning their rights and obligations, how to obtain legal advice and representation, and how to seek redress against what they regard as unfair practices by investment partners, tourists or others.

Grievance and conflict redress mechanisms

For all grievances related with non-fulfilment of community related contracts, levels of compensation, unauthorised taking of assets or certain restrictions of access to natural resources without compensation Project affected people must first try to resolve these conflicts through presentation to the relevant officers for attention and redress action. General principles and procedures must be established by the CAs and publicised including:

- Verbal communication should be in locally relevant languages but all records of communications must be only in Portuguese.
- Grievance forms should be prepared by Environmental and Social Safeguards Unit in ANAC and distributed for making available to all potential users in and around CAs. PAPs may also lodge their own documented grievances as they wish and it is the responsibility of each CA to organise and maintain records of all these.
- An initial response must be provided to the communities in a period of 15 days maximum. The response time-frame should be as short as possible in order to maintain community trust.
- The specific number of days for a response may be decided by each CA depending on the local communication and operational conditions but it must always be publicised in and around the CA so all local communities know that they can expect a response within a certain period of time.

- Detailed procedures to redress grievances and the appeal process should be disseminated among PAPs who should be empowered to use them. The participatory processes in this Process Framework should, among other aspects, focus on these procedures.
- Measures must thus be put in place to ensure that solutions are reached by consensus based on negotiation and agreement.

Community level structures to address local issues vary around the country (see Appendix C for details). Representatives of local communities include territorial leaders (*regulos, muenes*), their subordinates and the local government structures, political party secretaries and village presidents. In some areas, local influence leaders who are trusted, especially by women, may in practice receive and redress local issues; these may include religious leaders, teachers, interest group leaders, community health practitioners and local extension workers. Some land and resource-use related conflicts may be resolved by traditional leaders. If such solutions are beyond their scope they may be passed on to the local community court where it exists, for resolution if appropriate.

As appropriate per area, specific people should be chosen to represent their local communities during the implementation of Mozbio especially for grievance presentation and to accompany the redress process. These men and women will provide a first level of listening and informal resolution. They should either be literate or be assisted by other people to carry out all the secretarial work involved in the process, such as preparing/writing grievances, collecting them, filing, sending, translating, etc. Where Project affected people/households/entities prefer to handle the whole process by themselves they should be free to do so. Representation may be appropriate in many cases but it should not be imposed.

Co-management committees and working groups should be involved in creating awareness that they may also be used for the communication of grievances for informal resolution. Efforts will be made to ensure that co-management committees include representatives of women and youth with whom leaders will consult to offer tangible solutions.

Formal grievances redress and conflict resolution processes should follow the general steps outlined below:

Preparation

Grievance Register Forms to be provided by ANAC's Environmental and Social Safeguards personnel to CA Community Liaison personnel for making available at local level at publicised sites and via publically recognised community representatives.

Community representatives should be encouraged to explain this entitlement whenever needed and at no time should filing a grievance be discouraged by community representatives, local authorities or CA officers. Each grievance will be captured in the Grievance/Issues Register that must be maintained in each CA by the Community Liaison Unit and copies of all associated communications registered and filed by this Unit.

Reports on grievances will be regularly presented by the CA Administration and the Management Board to ANAC. Grievance reports should track complaints, responses, redress action and close-out of all community grievances with dates and responsible

parties clearly indicated. The CA Administration will also periodically verify response management and redress through to close-out of each grievance.

Each of the following steps should be limited to a maximum of 15 days from receiving a grievance to communicating a decision. Resolution should be sought at the lowest level possible in all cases.

Step One

The CA Community Liaison officer should screen grievances to initially decide if a grievance is to be accepted or not. If so, the officer should pass them on to the appropriate agents or agencies for resolution. Grievances may be resolved directly by the Community Liaison Unit, but where they require redress via other CA units they should be passed to the CA Administration for delegating responsibilities for recommending solutions accordingly.

If the subject is multisectoral it may require attention of the CA Management Board or its equivalent (PNQ's COMDEQ for example). Presentation to this entity will be organised by CA and communication about when this will occur made to the complainant within the timeframe established for responses by the CA.

Solutions recommended by the CA, the Management Board or equivalent committee should be communicated to the aggrieved people immediately.

Grievance redress may require shorter or longer periods depending on the subject of the complaint. The CA Administration must communicate via the Community Liaison officer to the complainant the period that the redress action will take.

The Management Board may engage with government or independent civil society groups with sufficient field experience in the locality and who are respected by households to help resolve these problems in such a way that the interests of communities and conservation are appropriately balanced.

Step Two

If the aggrieved person is not satisfied with the Step One decision he/she shall forward the case to the Head of the Administrative Post with a preliminary report prepared by the Community Liaison officer. The report should contain the details of the grievance and hearing date and decision of the CA Administration or the Management Board or committee equivalent.

Step Three

If the PAP is still dissatisfied with the decision taken after Stage 2, he/she shall forward the case to ANAC for attention of the national Mozbio Coordinator as the representative of the Project Authority. The grievance shall be forwarded with all the documented details of the case to date.

Communication with the Project Authority may also be carried out via community representation on the CA Management Board to ANAC (See

Figure 1, below).

If issues are concerned with relationships with secondary or external stakeholders they should be presented to local co-management committees for transmission directly to the local authorities.

In cases where conflicts or complaints are directed against governmental agencies or project management PAPs and communities may seek informal mediation by external agencies, such as NGOs.

Where one or more communities is/are in conflict with a private-sector developer, the issue may also be taken to NGOs for amicable mediation.

Step Four

It is expected that the Project Authority at the level of ANAC should resolve all cases presented, however where this is not possible, the PAP has the option to present his/her case to the District Administrator / Mayor of the Municipality for final amicable solution.

Similarly, if issues concerning secondary or external stakeholders are not resolvable at the lower administrative levels, they may be transmitted via the local authorities to the District Government for redress or mediation. Conflicts with private sector-developers may be taken to the Ministry or agency with titular responsibility for the investment

If on the other hand the actions of local communities conflict with the biodiversity objectives of the CAs and cannot be resolved amicably by the Community Liaison personnel or CA Administration, then District government officials may be sought to mediate a solution.

Step Five

If no amicable solution is reached in Step Four as an ultimate recourse the aggrieved person may submit it to the District /Municipal court system to seek reparation. In principle, a community can take a concessionaire or licensee to court for not abiding by the terms of an environmental management plan. This final step is an option that must always be available, but it should be discouraged by all positive means possible. Timely communication and open negotiation are the main deterrents. The institutional arrangement and the principles of community consultation and participation that are intrinsic to the Process Framework are designed to allow the process to detect and deal with problems in a timely and satisfactory manner for all parties concerned.

If affected communities' interests are superseded or rendered ineffective by any other government actions in agreements entered into by them provisions exist in most legislation to appeal with sectoral grievances to higher levels of government such as National Directors and Ministers. Ultimately, though not usually practiced systematically by many people, all citizens have the right to address complaints to the Public Prosecutor, the institution responsible for ensuring the law is correctly applied, particularly in the elaboration of territorial management instruments and their implementation.

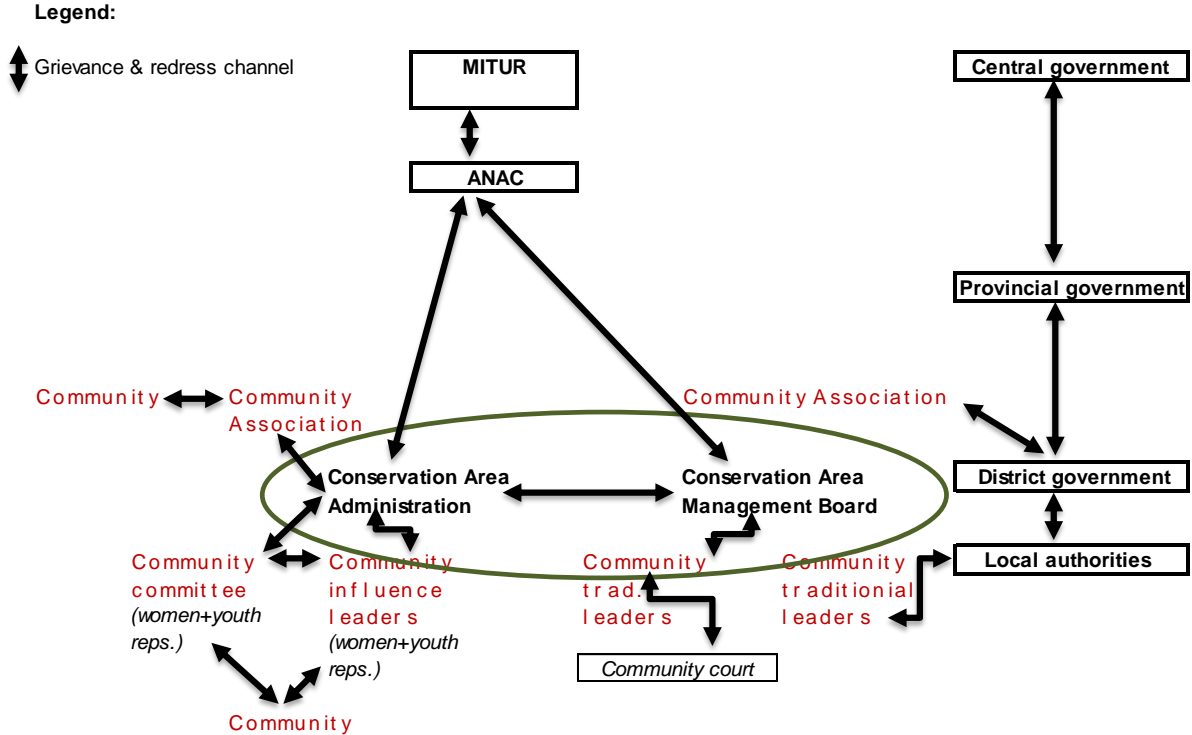


Figure 1. Grievance and conflict resolution routes

4.1.5.2 Administrative and Legal Procedures

Administrative processes related to communities will be led by the Project’s Social and Environmental Focal Points (SEFP) from the newly created Social and Environmental Unit in ANAC; however, Government ministries represented by respective national and provincial directorates or departments will be called on to participate in planning and implementing CDAPs, community conservation agreements, community / private / public partnerships for development activities. These will include:

Institution	Roles and Responsibilities
Council of Ministers	Creates, modifies or extinguishes national parks and reserves, establishes buffer zones around these according to their management plans, approves the criteria for declaring historical-cultural use zones, authorises certain activities in CAs, fixes taxes and defines the percentages attributed to different parties of collected monies, guarantees wildlife and forest policing.

MITUR (DNAC/ANAC) / S&E Unit	Will enter into legally binding agreements with communities to provide funding for development projects in exchange for commitments to observe stipulated and agreed to sustainable uses of natural resources. These will have clear indications of validity period (at least three years) and conditions, and identify mechanisms for their enforcement on all parties. The Social and Environmental Focal Points from a newly created Social and Environmental Safeguards Unit.
MITUR	Approves management plans for CAs and their buffer zones and is responsible for ensuring compliance.
MINAG	Approves forestry and wildlife management plans outside of CAs.
MP	Approves marine protected area management plans and is responsible for compliance.
Provincial Governor	Authorises historical-cultural use zones.
MITUR (DINATUR)	Is responsible for ensuring that tourism planning and development is integrated with other sectoral agendas at the provincial, district and local levels, and for supervising NGOs contracted for community capacity building and mobilisation.
MITUR / DNAC / ANAC / Mozbio Unit	Shall be responsible for providing technical assistance to affected persons during their adjustment period. Such assistance will include administering training, support with material grants where necessary, and providing guidance on identification and development of alternative livelihood strategies. This may be outsourced. Where land use is required for infrastructural development or tourist investments inside CAs, MITUR / ANAC will designate the licensing process for use of an area. The Social and Environmental Focal Points (SEFP) will lead and facilitate the process with communities to acquire the needed licences.
MAE.	District Governments through local authority chiefs and traditional leaders will provide land where compensation shall include land, or where land use rights shall be acquired for infrastructural development or tourist investments outside of CAs. The DA will also take a lead role, usually with assistance from a consultant or NGO in planning and implementing the physical relocation of affected people.
MPD/DPPF + MAE/DA + MINAG/DPA	Are responsible together for implementation of participatory decentralised district development planning and financing.
MINAG. (DNTF and DPA/SPGC)	Has the authority to delimit community land and authority to gazette it. The SPGC processes land use rights acquisition and transfers of title deeds.
DPA/SPER	Provides extension services and technical services for identification and evaluation of assets lost by Project affected people, demarcation of plots, and other technical assistance.
MOPH/DNA + DPOPH/DAS	Shall be responsible for the development of potable water and together with DPA/SPER, small-scale irrigation works.
MINEC+ MISAU	Teachers and health workers, respectively, shall be provided by these

Ministries.

The Mozbio Unit shall be responsible for coordinating these intersectoral activities, in collaboration with CA Management Boards.

MICOA approves full ESIA's; simple EAs are approved by the DPCA. All ESIA require a report of public consultation carried out and the full integration of local issues and recommendations into the Environmental Management Plan. Full ESIA's are obligatory for activities that imply potential conflicts concerning people's use of natural resources.

Government ministries have the legal authority to grant concessions in and outside of protected areas, without local consultation. Provisions in the EIA regulations, land use law and land law are the principle tools for ensuring that projects are screened for their potential impacts on local populations and obligate public consultation if people are found to be affected.

Legal procedures for restricting access to natural resources shall be observed as provided for in the Constitution and laws of Mozambique, and supplemented by this Process Framework. Land use plan compliance is monitored by MICOA through DNAPOT.

Particular attention during planning and implementation must be paid to the following principles outlined in the Constitution, and environmental, tourism, forestry and wildlife, land and land use laws and regulations:

- Consultations with local authorities and affected people must occur before and during project implementation.
- Notification of intentions or plans to restrict access to natural resource must be made public as required by the laws and this Framework.
- Determination of alternative livelihood measures will be made together with the affected people, with the assistance of the Mozbio Unit, DPTUR, DPCA, DPA, DPP and NGOs with proven expertise in the initiative.
- Although very unlikely, should MozBio activities inadvertently cause damage to community property, alternative livelihood measures must be offered and a full compensation must be paid to project affected people.
- Lost assets and other losses must be valued. Determination of compensation will be guided by Mozambican law, MICOA, MINAG and MOPH sector norms and World Bank's O.P/B.P 4.12 on involuntary resettlement.

5 Monitoring and Evaluation Arrangements

MICOA is responsible for external monitoring of environmental management and land use plans compliance.

The CA adaptive management model uses monitoring and evaluation as tools to ensure the continued relevance of project direction and activities. Participatory tools will be used wherever feasible so that communities take responsibility for verifying

the impact of the project and alternative livelihoods activities on affected communities and individuals.

Community consultation and participation in all CA and buffer zone planning processes will build community capacity to identify indicators and together with planning facilitators they will develop participatory monitoring tools. These will be used to formulate project proposals, and for participatory monitoring and feedback to external monitors during the implementation of these plans. Communities will also participate in external evaluation of outcomes of implemented plans.

At community level, the co-management committees will be the main *fora* involved in participatory monitoring. They will identify indicators for Action Plans developed with their participation, and will be trained on how to manage the information for the project's and committee use. All community management structures linked to local authorities and the CA Management Boards should listen to, verify and respond to grievances as entitlements are understood and taken up or as they change over time.

The co-management committees and CA Management Boards will be responsible for coordinating their members for monitoring, regulating and supervising CDAP preparation and ensuring coherence with the district planning process and outputs. Development Information Centres will contain monitoring information managed by the CA technical teams and co-management committees. Technical teams will regularly monitor status of vulnerable groups through consultation, and where necessary follow-up work with communities and individuals will identify activities and sources of income that can improve their well-being.

CA management will devise and undertake such social research and monitoring as is required to understand the aspirations and livelihood strategies of local affected communities in order to design practical, acceptable and mutually beneficial conservation and development interventions.

Written agreements between DNAC/ANAC and community representatives will be jointly monitored and where possible community organizations will be responsible for ensuring the compliance of community members.

The Project Implementation Unit and ANAC's Department of Planning and Monitoring jointly with the SEFP in the newly created Social and Environmental Safeguards Unit will be responsible for the development and oversight of all Project related monitoring and evaluation activities. At AC level, the AC Management Boards must have the capacity, both technically and financially, to carry these tasks out within each province in coordination with the CA Community Liaison personnel.

Via the adaptive management model the quality of monitoring processes should be regularly reviewed and improved. Issues such as leadership, representation, equity, and treatment of individuals vulnerable to specific hardships must be adequately addressed through identifying sensitive indicators and their monitoring. Training of all participants in how to use monitoring and evaluation for adaptive management

decisions and how to use it as a basis for good communication flow will be essential for good project management

6 Implementation Schedule and Costs

Costs have been estimated by activity and annually by in the distribution of activities per year. Provision has been made for key consultative and facilitation activities to be carried out by a service provider together with communities in section A of Table 2 in the realization of:

- Community capacity development in years 1-3;
- CA Strategic Development Plan in years 1-2;
- Community Development Action Plan or its update in years 1-3.

The estimates in Section B cover costs associated with the risk of needing to provide compensation for resource use restrictions and for conflict resolution activities, with particular attention to resources for affected vulnerable groups in order to reduce their suffering.

Table 2: Estimated Costs by Activity and by Year of Implementation

Activities	Level II Support under Mozbio						Level I Support under Mozbio					TOTAL USD
	Limpopo National Park	Quirimbas National Park	Maputo Special Reserve	Ponta d'Ouro Partial Marine Reserve	Bazaruto National Park	Pomene Reserve	Marromeu Reserve + Coutadas 10, 11, 12 & 14	Gile Reserve	(TFCA II): Chimanimani National Reserve	(TFCA II): Zinave National Park	(TFCA II): Banhine National Park	
A. Service provider contracts + community consultation												
Community capacity development	45,000	45,000	45,000	45,000	45,000	45,000	45,000	45,000				360,000
CA Strategic Development Plan	50,000	50,000	50,000	40,000	50,000	50,000	50,000	50,000				390,000
Community Development Action Plan		70,000			70,000	70,000	70,000	70,000				350,000
CDAP updates	50,000		50,000	40,000					50,000	50,000	50,000	290,000
B. Provide minimal support to risk management												
Compensation for resource use restriction	21,000	21,000	10,500	5,250	5,250	5,250	5,250	5,250	2,625	2,625	2,625	86,625
Conflict resolution	18,000	18,000	9,000	9,000	9,000	9,000	9,000	9,000	4,500	4,500	4,500	103,500
TOTAL	184,000	204,000	164,500	139,250	179,250	179,250	179,250	179,250	57,125	57,125	57,125	1,580,125

Annual distribution per CA / CA cluster	Level II Support under Mozbio						Level I Support under Mozbio					TOTAL USD
	Limpopo National Park	Quirimbas National Park	Maputo Special Reserve	Ponta d'Ouro Partial Marine Reserve	Bazaruto National Park	Pomene Reserve	Marroneu Reserve + Coutadas 10, 11, 12 & 14	Gile Reserve	(TFCA II): Chimanimani National Reserve	(TFCA II): Zinave National Park	(TFCA II): Banhine National Park	
1	46,500	46,500	43,250	37,375	42,375	42,375	42,375	42,375	1,188	1,188	1,188	346,688
2	96,500	81,500	93,250	57,375	77,375	77,375	77,375	77,375	51,188	51,188	51,188	791,688
3	21,500	56,500	18,250	37,375	52,375	52,375	52,375	52,375	1,188	1,188	1,188	346,688
4	6,500	6,500	3,250	2,375	2,375	2,375	2,375	2,375	1,188	1,188	1,188	31,688
5	6,500	6,500	3,250	2,375	2,375	2,375	2,375	2,375	1,188	1,188	1,188	31,688
6	6,500	6,500	3,250	2,375	2,375	2,375	2,375	2,375	1,188	1,188	1,188	31,688
TOTAL	184,000	204,000	164,500	139,250	179,250	179,250	179,250	179,250	57,125	57,125	57,125	1,580,125

Estimated costs may be updated during appraisal.

7 Inter-Agency and Public/NGO Consultation

The Process Framework has been developed in consultation with key officials of the World Bank and consultants developing the Project Appraisal Document in order to understand the institutional and implementation organisation of the Project. Each CA Administrator was contacted and detailed information requested concerning management planning, community status and involvement in development projects, key issues, capacity development, financing and development agencies working with the CA, and historical experience of conflicts with wildlife and among local communities, and how these were addressed. Although not all responded, other staff members were included and a matrix of their responses was drawn up to provide basic data to complement available secondary information on the CAs for the elaboration of the Process Framework.

Visits were made to Maputo Special Reserve and Quirimbas National Park where the CA Administrators, their management team and those responsible for community issues were interviewed. Visits were made to community projects and to meet the District Administrators of Ancuabe and Meluco involved in integrated zoning and land use planning with the CAs in Cabo Delgado. NGOs such as WWF, Associação do Meio-Ambiente, Amigos da Terra, the Aga Khan Foundation, and the Technical Group of QNP's partners in Pemba. Key stakeholders such as IDDPE, SPFFB and GPOT were met in Cabo Delgado to verify progress with integrated planning and zoning, as well as community organization and performance in natural resources management.

In Maputo Special Reserve Administration was met and representatives of Association AhiZameni Chemucane and the Bell Foundation were visited as well as community joint venture and community development initiatives carried out under TFCA II. The District Administration of Matutuine (Maputo Province) was also interviewed to provide details of relations with the Reserve and planning processes.

Representatives of Peace Parks Foundation, KfW, and LVIA were met and interviewed in Maputo.

A presentation of the draft Process Framework for consultation and feedback was made at a meeting with invited stakeholders from WWF, Livanningo, IUCN, LUPA and the World Bank together with the Mozbio Coordinator. Feedback included comments on the complexity of implementing the Process Framework and the need for continuous capacity development at community level to secure their more integrated and empowered participation in management of natural resources and eco-tourism enterprises. A suggestion to focus on capacity building in a first phase followed by implementation of the result of this – communities organised, legalised, with strengthened knowledge before implementing projects or co-management.

The draft Process Framework was provided to World Bank Senior Social Safeguards Specialist for Mozbio, and the Portuguese Executive Summaries to the

Administrators and partners in LNP, CNR, QNP and REM for consultation and feedback was incorporated in the final draft.

Records of Inter-Agency and Public/NGO Consultations, Communications, Meetings can be seen summarised in the table below:

Date	People met	Content of meetings
October / November 2013	Coordinator Mozbio and TTL and Resettlement Specialist	Discussion of TORs for social safeguards carried out in various meetings noting concerns about the scope concerning inclusion of RAPs. It was resolved to divide the TORs in two parts, PF and RPF first and RAPs at a later date.
27.11.2013	District Planning and Infrastructure Services - Matutuine District	Issues discussed focused on the management of resources for and of the social infrastructure in the CA.
27.11.2013	Meeting with Community official from PPF (REM)	Community organization, activities developed with communities and progress in the CA and buffer zone.
27.11.2013	Meeting with association working with Chemucane – REM (informal meeting)	Community organization, benefits from the Chemucane initiative and their involvement.
27.11.2013	Meeting with community liaison officers of PNZ, REM, and PNB	Community and management activities with association in CAs. Details of successes and challenges in each CA and collection of data on population, boundaries and experiences with zoning.
28.11.2013	Meeting with Katia Ferrari, LVIA	Community and management activities in Zinave. Management of the community tourism project.
28.11.2013	District Economic Activities service – Matutuine and ecologist (Rodolfo Cumbane, representative of REM)	Community and management activities with association in CA and buffer zone. Community organization, progress and threats to conservation, involvement of local government with CA.
29.11.2013	Meeting with African Safari Lodge – Matutuine Milibangalala	Relation with communities in management of the project.
02.12.2013	Stakeholder and some technical team members team from WWF, SPFFB, Administrator and Community staff from PNQ,	Community and management activities in Quirimbas National Park. History of technical assistance to the Park for community related activities. New initiatives to address HWC. Community organization, progress and threats to conservation, zoning and involvement of local government.

Date	People met	Content of meetings
04.12.2013	Team of seven members from Associação do Meio Ambiente, Amigos da Terra, Pemba	Role and activities with PNQ, organization and capacity of NGO in province, food security, creation of CDLs, advocacy, natural resources management, education and awareness raising, delimitation and association creation, lack of community preparation to use 20%, potential conflicts CCP and CGRN, experiences throughout Park and in preparation of Plano de Maneio. Especial usefulness of the Park platform COMDEQ for all stakeholders in guiding collaborative work forward.
03.12.2013	Administrator Ancuabe District	Relationship with PNQ, collaborative work and planning. Role of and information about NGOs in the district. Creation of associations, community conservation initiatives and management committees. Success of the PUT as a collaborative output. Role of COMDEQ to harmonize plans related to PNQ and its success. Identification of staff numbers in district government.
03.12.2013	Coordinator GPOT	PDUTs and PUTs of the PNQ area collected.
05.12.2013	IDPPE Delegate	Activities in PNQ and the creation and success of CCPs. Areas of conflict and their resolution related to fishers' rights and receipt of benefits.
05.12.2013	Permanent Secretary of Meluco District	Conservation issues in the district, hunting and uncontrolled fires. Producers in PNQ cultivating in blocks together to avoid conflicts with animals, participation in COMDEQ. Information about participation of Macomia where was last posted until one month ago. Envirotrade working in Macomia in conservation activities. Land use plans in both Meluco and Macomia integrated with PNQ.
February 2014	Coordinator Mozbio and TTL and resettlement specialist	Discussion of TORs for social safeguards still with concerns about the scope and contract.
04.04.2014	TTL and consultant team tourism, M&E, DNDR/MAE representative	Briefing on the past experience of DNDR in managing and implementing the Market Led Smallholders Project.

Date	People met	Content of meetings
07.05.2014	Coordinator Mozbio	Verifying the progress of the Component 4 study and other results, updating on PF and ESMF queries, particularly institutional issues.
08/09.05.14	Component 1 consultant	Concerning financing channels and where social development support would be in the institutions.
20.06.2014	Administrators and partners in LNP, CNR, QNP and REM.	The draft Process Framework was provided for consultation and feedback.
20.06.2014	World Bank Senior Social Safeguards Specialist - Mozbio.	The draft Process Framework was provided for consultation and feedback was incorporated in the final version.
04.07.2014	Representatives of WWF, Livaningo, IUCN, LUPA and the World Bank together with the Mozbio Coordinator	Presentation of the draft Process Framework for consultation and feedback at a meeting with invited stakeholders. Feedback included comments on the complexity of implementing the Process Framework and the need for continuous capacity development at community level to secure their more integrated and empowered participation in management of natural resources and eco-tourism enterprises. A suggestion to focus on capacity building in a first phase followed by implementation of the result of this – communities organised, legalised, with strengthened knowledge before implementing projects or co-management. It was underlined by one participant that in cases where compensation or resettlement is necessary, if Mozbio is not financing this, then it is legally the government's responsibility.

The participatory processes provide the key link for articulating social safeguard and social development policies between the Government, affected communities and other key stakeholders, and the World Bank.

8 Appendices

A. List of References

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B. Community Development Action Planning Process

Issue	Screening tools	When is a CDAP necessary?	How to identify PAPs	What information is needed?	Participatory Action Planning
Description	CA Management Plan, Strategic Development Planning process, ESIA for specific activities	- Total or partial restriction on resource use for livelihoods, - Partial restriction on resource use for livelihoods, Partial restriction of access to cultural or social assets, - Partial loss of livelihood resources.	Baseline socio-economic studies in and outside of CA - participatory rural appraisal (PRA) + quantitative data from aerial surveys on land use to measure changes, monitoring reports on hunting and HWC and illegal extraction of natural resources.	Assessment must gain a good understanding of at least: <ul style="list-style-type: none"> • Mapping of locations of natural resources used (season, volume, scarcity, distance, in or out of CA, who collects, prepares, benefits) • Levels of dependency on natural resources as well as the fragility of their use of these • Customary or recent community organization to manage natural resources (aquatic, land, forests, wildlife) • Strength and influence of local traditional leadership • The socio-economic position of youth, women and the elderly or disabled (involvement in activities, income sources, leadership or cooperative potential) • Existing systems of savings and credit (customary, in-kind as well as in cash) • Prior experience with community change / development initiatives - endogenous vs. exogenous • Functionality and effectiveness of community courts • Preferred trusted sources of information and preferred channels for delivering complaints • History of participation in local economic and community development initiatives, capacities developed, targeted groups • Existing skills in the community, education levels (men, women), experience of employment, aspirations 	Communicate opportunities, eligibility criteria, potential roles and responsibilities to all PAPs. Assist to identify existing activities to support, or new ones to be proposed. Identify, assess feasibility and prioritise jointly with communities to produce an action oriented road map for community development and conservation opportunities.
Responsible	CA Management	CA Management	CA Community liaison officer + contracted service provider	CA Community liaison officer + contracted service provider	CA Community liaison officer + contracted service provider

C. Identification of stakeholders and Project Affected People

It is estimated that the total population using resources in the eight selected CAs and clusters of *coutadas* and forest reserves around two of these is approximately 167,020. Estimates of the population in the nine CAs and CA clusters may be seen below:

Conservation Area Name	Area of District in CA (km ²) (Source: GIS)	Area of buffer zone (km ²)	Estimated population in CA	Estimated families in CA	Estimated population in Buffer Zones
(Maputo Special Reserve and Ponta de Ouro Partial Marine Reserve; Quirimbas National Park; Limpopo National Park; Marromeu National Reserve and four neighbouring <i>coutadas</i> ; Bazaruto Archipelago National Park and Pomene National Reserve; Gilé National Reserve; Chimanimani Reserve; and Zinave and Banhine National Parks)	45,308	15,123	152,120	28,949	152,324

The primary stakeholders are the rural communities partly or wholly affected by the implementation of MozBio activities and who are considered highly important to project outcomes but who still have little real influence over these. They are the main social focus of CA management plans, current CAPs, Strategic District Development Plans, the land use plans covering CAs as well as the sub-project proposals for community development in the buffer zones and multiple use areas to be financed under Component Four of the MozBio Project. Secondary and external stakeholders such as government departments, financing agencies, brokers, private and NGO sector agents all have greater influence over the outcomes of the Project, and over what primary stakeholders will gain or lose as a result of planning and implementing Project components. MozBio will support secondary stakeholders to increase primary stakeholder participation in natural resources management and conservation and in achieving benefits from these and tourism activities.

Communities

At community level, in almost all the CAs' resident communities have historical relationships to the land and other natural resources that in many places define their identities and have been strong enough to draw them back to these areas after Peace from civil strife was declared in 1992.

Traditional leadership in all areas is integrated into a complex system of influence that also includes CA management implementers, local government authorities and political party leaders. The relationships between the territorial leaders (*regulos*, *muenes*), their subordinates and the local government structure, political party secretaries and village presidents varies from location to location. All ethnic groups in the southern and central CAs are patrilineal (Ronga, Changana, Matswa, Ndau, Nsenga and Shona), offering little sanctioned autonomy to women. In the north, the Islamic Yao and the Macua provide more rights to women through their matrilineal inheritance and property ownership systems and matrilocal marriage and residential

arrangements. Local influence leaders including religious leaders, teachers, interest group leaders, community health practitioners and local extension workers must be consulted during planning processes. Women must be consulted as a social group with particular needs and areas of influence but with limitations of public expression.

Almost no health services, few schools, and limited public communications exist in CAs and over approximately 70% of the people living in the CAs are illiterate. Some CAs have railway lines and power lines passing through that serve other people living outside of them. In common with most of the poorest rural areas, people's health and nutrition status is poor, longevity low (approximately <38 years) and under-fives mortality rate is reportedly high, especially in the more arid areas, where people frequently suffer the consequences of cyclical droughts. Commercial infrastructure and public transport are minimal in the CAs. In many CAs people still depend on barter arrangements and local communities struggle to participate in the cash economy. Household income is low, for example, values for all products including agriculture and livestock has been calculated in Zinave NP at around \$79 per household per year¹⁰ and in the PNL approximately \$85 a month and the overall direct value of the exploitation of wild resources in Gilé NR was estimated at around \$52 per household per year¹¹. Communities and particularly the groups most vulnerable to changes in resource use such as the elderly, women, orphans and families with many dependents will merit special attention during conservation and development planning.

A profile of livelihoods related factors characterising communities living in the CAs can be seen in Appendix K.

The isolation and poor access to and in most of the CAs encourages dependence of communities on the local natural resources on which they base their livelihoods and the relationship is cemented by rituals to maintain such continuity. Dependence on medicinal plants and practitioners of traditional medicine is also enhanced due to the absence of health facilities in the CAs and in buffer zones. Despite these dependencies traditional management control of access and use of natural resources such as forests and water bodies are only still used at a few specific sites, and most of these have eroded due to social and cultural disruptions over many decades.

On the whole, natural resources in most of the CAs (except in the arid areas of Limpopo (PNL), Banhine (PNB) and Zinave (PNZ) national parks and the coastal and marine areas of Bazaruto Archipelago), are not yet being threatened by overexploitation by customary users, residents in and outside of the CAs. Where the land is too marginal to sustainably support livelihoods based on livestock and agriculture in the PNL, PNB and PNZ or the sea has been over-fished around the Bazaruto Archipelago (PNAB) (and some parts of the marine areas of the Quirimbas National Park (PNQ)), local traditional users are much more motivated to protect the scarce remains from use by outsiders.

¹⁰ A socio-economic study by DAI (Simons 2003) cited in Appendix C of Zinave Management Plan, 2010.

¹¹ Gallego, J. (2002). Caterpillars, Traps and Bees: Livelihood Dependence on Wild Resources in the Natural Reserve of Gilé. PRPGRG.Movimondo, Rome.

Wildlife depletion is mainly due to organised poaching and hunting for commercial reasons and significant extraction of minerals - much of this carried out by non-residents of CAs has caused the mobilization of military forces together with rangers (poaching in PNL, PNQ, Niassa National Reserve (RNN) and gold mining in Chimanimani RNC) This has tended in general to generate a fearful mistrust of the authorities by the communities who are often implicated by these forces, of collaborating with poachers.

Where community charcoal production and timber cutting linked to demanding markets in and around CAs closer to urban centres such as Maputo for example, is there a serious threat to forest and bushland resources. Community access to good quality water is very poor throughout the CAs. Very often they and their livestock must share unprotected surface water sources.

The Maputo Special reserve (REM), PNL, PNQ, RNN and occasionally, PNZ and Banhine have populations of elephants as well as other game (hippopotami, crocodiles, bush pigs, baboons and other monkeys etc.) that cause conflicts with local communities due to crop destruction and occasionally the threat to people's lives. In almost all cases communities seek solutions from CA management and Forestry and Wildlife staff depending on if they are resident in CAs or not. In almost all cases the solutions involve community preferences to continue practicing agriculture and permanent occupation of the land rather than moving to another area. However, in and around the PNQ for example, communities encouraged by the PNQ have abandoned many of their isolated fields to join fields together in blocks where vigilance is easier and more effective.

Restrictions established by CA Administrations and local governments on uncontrolled burning of vegetation, and on use of natural resources in CAs have also caused friction between communities and CA management.

Actions taken to promote conservation through zoning, natural resource use regulations per zoned management unit, and efforts to off-set or compensate for communities' loss of access were initiated in the three TFCAs targeted in Phase II as well as in most other CAs over the past five years. In order to protect core areas of the TFCAs voluntary resettlement was recommended in PNZ, PNB and RNC management plans and was initiated in PNL. Resettlement in PNL had been planned and implemented by KfW who followed the Bank's OP4.12. Resettled communities' livelihoods restitution and development opportunities are weak due to harsh agricultural and livestock raising conditions (rainfall, social and economic capital, community cooperation and management skills, infrastructure and poor access to markets for the goods). Already resettled communities and the remaining communities due to be resettled in the buffer zone of PNL, may be eligible for support through MozBio.

D. Community organisation to date

Many communities in TFCA II areas became involved in the creation of mechanisms to facilitate co-management together with the CA authority to secure access to and negotiate, define and guarantee a fair sharing of the management functions, entitlements and responsibilities. These include a) informal community *fora*, b) formally constituted Co-Management Committees (COGEPs) in practice these are the Natural Resource Management Committees (CGRN) and along the coast, artisanal Fisheries Co-Management Committees (CCP) and c) registered legalised community organisations that can make contracts and agreements with the private sector.

The need to channel the 20% of CA income to communities to offset losses of use of natural resources in CAs encouraged the creation of *fora* and CGRN. Payments could only be made to bank accounts in the name of a community, which have with some difficulty, been achieved with higher level CGRN in all CAs.

A key tool for involving communities in legal partnerships in the buffer zones has been the process of delimiting community lands so that they can be used as the basis for legalising the communities. Legalised representation of communities may enter into agreements with partners for co-management, co-ownership, development initiatives and benefit sharing.

In order for communities to be able to make sustainable business proposals with the private sector the Community Enterprise Fund (CEF) was developed to finance grants for small scale activities and also to finance community shares in equity based agreements. Community associations, usually created and legalised following the delimitation of their community land area have been able to leverage finance for equity to secure private sector partnership arrangements, especially joint ventures.

Communities living in most CAs in the country have some experience of natural resources management through committees. CA management worked with communities in participatory zoning processes and developing management plans and CAPs to encourage communities to take up livelihoods improvement activities in the buffer zones and outside of the CAs. In the Libombos, Limpopo and Chimanimani TFCAs, contracted community brokers (PPF, AWF, MICAIA Foundation and LVIA) organised the capacity development of communities to create structures to facilitate tourism development and conservation through joint venture partnerships with private sector partners or directly. Communities in CA buffer zones were targeted.

Community brokers were variously successful in facilitating community partnerships for tourism and natural resources based economically productive projects that would benefit the local communities as a compensation for loss of access to natural resources. Eco-camps and lodges in the buffer zones of all three TFCAs were financed through the CEF but were variably successful as businesses – mostly due to the continued isolation of the TFCAs and the low numbers of visitors that could sustain viable income levels. Other community initiatives with honey production,

artisanal products and services were also dependent on local markets based on visitors to the CAs and tourism enterprises. It was evident that coastal and marine based tourism is still the major attraction in Mozambique and is where there is more potential for more sustainable undertakings.

In PNQ and PNAB in particular, where tourism and a strong local basis of traditional management practices, especially with fisheries, provided a fertile ground for community capacity development, Fisheries Co-management Committees have been significantly involved in natural resources management and small investment projects.

Eco-camps in Chimanimani were developed through successful community joint ventures with TFCA II financed equity (Ndzou Camp is a joint venture between EcoMICAIA Ltd and the Associação Kubatana Moribane and Binga Camp and activity centre in partnership with Nhyabawa Community Association), and lodge development in REM (Chemucane) and Limpopo TFCA (Covane).

Of interest for the future are the positive results of the Plan Vivo community carbon projects implemented by communities and the private sector company Envirotrade in a pilot phase in two of the *coutadas* of the Marromeu CA cluster. These results indicate a need for greater sharing of experience and expansion of this activity in other buffer zones, if the international markets remain conducive.

The level of understanding of the resource use and access rights within the marine and coastal areas of the PNAB is better than most other CAs as co-management was initiated in Mozambique in this area. Around PNAB and PNQ fishers have shown their capacity to reduce their fishing activity around tourism locations and a willingness to trust tourism to diversify economic opportunities. Today however, acute competition for use of scarce resources has forced people to flout many resource use regulations. In the south, in Ponta do Ouro Marine Partial Reserve awareness is still low and rights and responsibilities remain unclear as many agencies ignore the new marine CA's management plan. Where tourism and other investors are forcing fishers to concentrate their activities in increasingly smaller areas conflicts are easier to trigger. The creation of sanctuaries to help increase fisheries populations has been carried out successfully with community collaboration in PNQ.

Development resources such as access to credit and business training to fishers¹² and land based natural resource users must be pursued as well as more emphasis put on the study of the value chains and opportunities for strategic support to market development to better ensure economically and environmentally sustainable enterprises.

The main weaknesses of co-management of fisheries and terrestrial natural resources is one of communication and shared understanding of the value of conservation and development strategies that encourage the longer term health of the artisanal fisheries and other natural resources services.

¹²Gareth Johnstone – IDPPE / September 2002, An Initial Investigation into the Perceptions of Artisanal Fishers on Tourism and Resource Management in Vilanculos and Bazaruto Archipelago (unpubl.).

To date, safari hunting operators have been responsible for infrastructure and protection in CA hunting blocks. Management of Buffer Zone hunting areas in RNN is shared between the CA management and the concessionaires, and occasionally a community association partnership. Operators with MITUR concession contracts in Coutadas 9 and 13 have used *de facto* zoning plans to manage the presence of people in the *Coutadas*, to create a core area for hunting and multi-resource use areas where community development and conservation activities can be promoted. These operators have made formal agreements and have delivered on their commitments with the result that their relationships with communities are collaborative.

The Marromeu Complex includes a core PA, three *coutadas*, two forest reserves, a development zone that includes a municipality and a buffer zone which are all included in the CA's Management Plan. The Plan¹³ focuses on the benefits of a large spatial area from a Ramsar Wetland in the Zambezi Delta to the boundaries with PNG in the south. It aims for synergies and managed trade-offs in the community development and conservation of the CA cluster.

¹³ The Marromeu Complex Management Plan was developed under the Ramsar Site requirements by MICOA.

E. Potential Criteria, Management and Mitigation Mechanisms

Elegibility Criteria of Project Affected People	Type of Impact	Management Mechanism	Potential Mitigating Activities
People living inside CAs	Total or partial restriction on resource use for livelihoods	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans.	Co-management of CA, employment by CA management, formation of legal community entities, community capacity development, partnerships with private sector for eco-tourism, and other public and private partnership tourism concessions. Conservation agriculture, sustainable natural resources use, conservation of indigenous species of trees as part of sustainable forest management.
People living outside CAs but who use resources inside the CAs for their livelihoods	Partial restriction on resource use for livelihoods	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans.	Formation of legal community entities, community capacity development for business and conservation, partnerships with private sector for eco-tourism, and other public and private partnership tourism concessions. Identification of alternative resource-use options, secondary SMME activities, community lodges, community conservation areas, photographic and cultural tourism experiences.
People who live outside CAs but who belong to social groups with cultural or social assets inside a CA which require observation of certain ritual commitments	Partial restriction of access to cultural or social assets	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans.	Joint planning to ensure safe access and realization of necessary rituals, protection of sites, and respect of cultural values.
People living outside CAs who are involved in turning their areas into partial CAs for tourism purposes	Partial restriction on resource use for livelihoods	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans.	Formation of legal community entities, community capacity development, partnerships with private sector for eco-tourism, and other public and private partnership tourism concessions. Identification of alternative resource-use options, conservation of indigenous species of trees as part of sustainable forest management, resource use rights identification, secondary SMME activities, community lodges, photographic and cultural tourism experiences.
People living outside CAs who may be subject to influx of local resource users restricted from access to these in the CA to seek benefits from development activities	Partial restriction on resource use for livelihoods	CA Strategic Development Plan, Community Development Action Plans, Strategic District Development Plans.	Formation of legal community entities, community capacity development, partnerships with private sector for eco-tourism, and other public and private partnership tourism concessions. Identification of alternative resource-use options, conservation of indigenous species of trees as part of sustainable forest management, resource use rights identification, secondary SMME activities, community lodges, photographic and cultural tourism experiences.
People who suffer damage or loss of property as a result of wildlife activities in and outside of CAs	Partial loss of livelihood resources	CA Management Plan, CA Strategic Development Plan, Community Development Action Plans, Strategic District Development Plans.	Participating in macro and micro-zoning, in local area development planning and resource management. Integration of awareness and protective actions with sustainable livelihoods initiatives.
Illicit or unsustainable users of natural resources in CAs	Partial restriction on resource use for livelihoods	CA Management Plan.	Community involvement in resource management and use and capacity development of community courts to redress local issues.

F. Institutional responsibilities

At national level the Ministries of Tourism (MITUR), Agriculture (MINAG), Environment (MICOA), Fisheries (MP) Public Works and Housing (MOPH) and Planning and Development (MPD) are the main sectors involved in decision-making and implementation of MozBio. The Ministry of Culture and specific municipalities may also be involved depending on Project site selection.

National Directorate of Planning under the Ministry of Planning and Development and four institutions under MICOA are involved in developing and implementing integrated development plans: the National Directorate for Territorial Planning (DINAPOT/MICOA), the National Directorate for Environmental Management (DNGA/MICOA) and the Centre for Sustainable Development-Coastal Zone (CDS-ZC/MICOA), based in Xai-Xai. The National Directorate of Environmental Assessment (DNAIA/MICOA) also plays an important role through its responsibility for environmental licensing.

MITUR is responsible for tourism development in all CAs. The TFCA/MozBio Unit in DNAC as the lead agency for implementing Mozbio will be substituted by ANAC as soon as these responsibilities are formally transferred, facilitating the process with implementation partners involved in each component (MICOA, MINAG, Fisheries and the National Directorate of Water - DNA/MOPH) and taking the lead regarding conservation policy and regulation with respect to tourism and conservation aspects of integrated planning at national level. ANAC will host a two person team of Social and Environmental Focal Points (SEFP) in a Social and Environmental Safeguards Unit to oversee and lead grievance redress management, environmental licensing, development and implementation of Strategic Development Plans for Conservation Areas and Community Development Action Plans and relevant Project related monitoring and evaluation (See TOR for Social Focal Point in Appendix J).

The National Tourism Directorate (DINATUR) will be responsible for ensuring that tourism planning and development is integrated with other sectoral agendas at the provincial, district and local levels. NGOs and private sector will be engaged as service providers under the supervision of the Mozbio Unit and ANAC, for activities such as community mobilization, awareness raising skills training. Aside from the integrated basis for CA management plans (MITUR responsibility) and District Development Plans (MPD responsibility) being District Land Use Planning (MICOA responsibility), buffer zones and the multiple use areas ANAC through CA Management Boards in coordination with SPFFB (DPA) and the Fisheries sector will be responsible for conservation and sustainable community management of land and natural resources will lead an integrated process towards community livelihoods development.

At provincial level the DPPF and DPCA will be responsible for the policy and regulatory aspects of licensing, plan implementation and DPCA will coordinate the development of environmental aspects of the management and development plans in

the provinces with designated CAs targeted for MozBio support. DIPTUR the provincial tourism directorates will facilitate the development and implementation of CA policy and regulatory aspects in coordination with DPA and DPCA. DPA is responsible for land-use delimitation and demarcation (SPGC), and sustainable resource management outside of CAs (SPFFB).

Each CA and CA cluster will be in the future be the responsibility of integrated Conservation Area Management Boards (CGAC) superintended by ANAC. These Boards will be responsible for MozBio implementation at CA or CA cluster level nominating a Coordinator for the purpose. Until the establishment of the Boards, DPTUR will initiate and sustain planning and implementation processes in CAs and facilitate the establishment and operation of a provincial Tourism Development Forum. The DPTUR Coordinator will report to the MozBio Coordinator in the Mozbio Unit and work closely with a provincial technical team drawn from DPTUR, DPCA and DPA (SPFFB and SPGC) to build capacity at district level, secure stakeholder participation, and support the CA Management Boards' supervision of CDAP formulation and implementation.

At district level the district governments will participate in and coordinate with the new CA Management Boards. Each Management Board will coordinate its members for monitoring, regulating and supervising CDAP preparation and ensuring coherence with the CA's strategic development and management plans, the district planning process and outputs. With support from the ANAC SEFP technical team, a technical team identified by the CA Management Board will prepare and update CDAPs. Team members may be CA community liaison personnel or contracted and coastal areas should consider advice from the Coastal Zone Sustainable Development Centre (CDS-ZC) and inland areas from the Natural Resources Sustainable Development Centre (CDS-RN). The team will be supervised by the CA Administrator and SEFP technical staff throughout its work. Capacity will be developed through the Project to formulate integrated CDAPs, monitor, evaluate and update these, regulate implementation, report to the CA Administrator and inform the District Administrator and Provincial Government, and to establish Development Information and Coordination Centres.

In line with the national decentralization principles it is probable that the demand based sub-project proposals presented for financing would be managed via private sector and community partnerships or co-management arrangements with the public sector. Proposals will be screened, evaluated, supervised and monitored by designated or contracted agencies and financing be channelled from the Biofund.

At local level, in and around each CA, CGRN (COGEP) constituted according to Forestry and Wildlife regulations will work in parallel to fisheries Co-management Committees (CCG) at District, Administrative Post and Locality levels to coordinate and represent the interests of coastal CCP, and hinterland village councils and community committees, being the main consultative *fora* in which plans for activities in the multiple use and buffer zones will be developed. In prioritised CAs and/or buffer zones, these institutions will be the foci for facilitating local community development planning and for sub-project supervision and monitoring.

Community brokers or specialist consultants may be contracted to deal with specific action planning tasks such as sub-project design and development. The co-management committees will be supported in marine and coastal areas via the fisheries sector institutions and in the hinterland via the CA management institution. As they operate at all levels of governance and are broadly inclusive of all relevant stakeholders in the coastal and hinterland areas, they are ideal *fora* for conservation and integrated development planning. The co-management committees coordinate with and send representatives to Consultative Council meetings for district development planning to ensure their priorities are heard and the action plans are taken into account. The co-management committees will be the key forum for linking community issues, including grievances with local government through the lowest level Locality Consultative Councils through to the district and provincial governments (DPTUR) to the Mozbio Unit.

It is recommended that for Mozbio implementation, and subsequently in order to maintain the role CA management, that community liaison staff are employed by each CA to attend to the processes of developing the Strategic Development Plans and the Community Development Action Plans and their implementation. This position will need to be replicated in ANAC and the BioFund to supervise and coordinate actions and financing at AC level.

Co-management committees should continue to be trained and supported by NGOs.

G. Available data on people in CAs

Conservation Area Name	Province	Districts in Conservation Area	Area of District in CA (km2) (Source: GIS)	Area of buffer zone (km2)	Estimated population in CA	Estimated families in CA	Estimated population in Buffer Zones
Limpopo National Park	Gaza	Massingir	3,285	2,349	4,200	840	-
		Chicualacuala	6,752		485	60	1,168
		Mabalane	744		632	120	962
SUB-TOTAL			10,781	2,349	5,317	1,020	2,130
Banhine National Park	Gaza	Chigubo			2,696	74	6,365
		Chicualacuala					
		Mabalane					
SUB-TOTAL			6,433		2,696	74	6,365
Zinave National Park	Inhambane	Govuro			5,485	302	6,079
	Inhambane	Mabote					
	Gaza	Massangena					
SUB-TOTAL			5,507		5,485	302	6,079
Maputo Reserve	Maputo	Matutuine	890		5,000	1,000	3,000
Futi Corridor + Sanctuary		Matutuine,	30				
Partial Marine Reserve Ponta de Ouro	Maputo Maputo City	Matutuine, Kanyaka	678				
SUB-TOTAL CLUSTER			1,598		5,000	1,000	3,000
Chimanimani Reserve	Manica	Sussundenga	656	2,300	2,470	494	30,928
SUB-TOTAL			656	2,300	2,470	494	30,928
Quirimbas National Park	Cabo Delgado	Meluco	2,985	1,284	20,767	4,153	3,476
		Pemba-Metuge	386	589	2,202	440	
		Ancuabe	1,086	919	6,742	1,348	26,069
		Macomia	1,265	920	13,784	2,757	23,827
		Ibo	68	-	10,415	2,083	-
		Montepuez	10	700	-	-	4,989
		Quissanga	2,094	48	41,452	8,290	1,855
SUB-TOTAL			6,028	5,916	95,362	19,072	71,823
Bazaruto National Park	Inhambane	Vilanculos	28		1,300	260	
		Inhassoro	100		2,200	440	
		Mar	1,337		-	-	
SUB-TOTAL			1,466		3,500	700	
Pomene Reserve	Inhambane	Massinga	200		514	103	
SUB-TOTAL CLUSTER			1,666		514	103	
Marromeu Reserve	Sofala	Marromeu	1,450	1,383	4,376	510	
		Cheringoma	103				
SUB-TOTAL			1,553	1,383	4,376	510	
Coutada 10	Sofala	Cheringoma	1,438				
		Marromeu	80				
		Muanza	1,089				
SUB-TOTAL			2,607				
Coutada 11	Sofala	Cheringoma	1,842				
		Marromeu	86				
SUB-TOTAL			1,928		1,100	310	
Coutada 12	Sofala	Cheringoma	1,865				
		Marromeu	852				
SUB-TOTAL			2,717		1,300	364	
Coutada 14		Marromeu	972		28,500	5,700	
SUB-TOTAL CLUSTER			9,777	1,383	35,276	6,884	
Gilé Reserve	Zambézia	Gilé	2,861	3,175			12,000
		Pebane			-		20,000
SUB-TOTAL			2,861	3,175	0	-	32,000
TOTAL			45,308	15,123	152,120	28,949	152,324

H. *List of Consultants preparing process framework*

Gaye Thompson – Lead social safeguards specialist.

Felizarda Machel – Assistant social researcher.

With assistance from the TFCAU and AC Administrators and community development staff of PNQ, REM, LNP, RNN and RNC among others.

I. Policy

The policy framework guiding community participation and benefits from conservation areas and their buffer zones cover the tourism, agriculture and environmental sectors through their policies and strategies.

Mozambique is also signatory to various environmental treaties and protocols, including the African Convention on the Conservation of Nature and Natural Resources, the UN Framework Convention on Climate Change, the UN Convention for the Combat of Desertification, the Convention on International Trade in Endangered Species of Wild Flora and Fauna, the Convention on Biological Diversity, the UN Declaration on Human Settlements, the Millennium Declaration, the Action Plan for Sustainable Development, and the Treaty of Cross-border Conservation Areas.

The **National Environment Policy** (Resolution n° 5/95, 3rd August) aims to lead the country towards sustainable socio-economic development. The main strategy documents outlining local communities' role in relation to the environment are the Strategic Plan for the Environment Sector 2005-2015 and the Environmental Strategy for Sustainable Development 2007-2017 (EADS).

The environment sector's policy framework provides for the participation of local communities, among others, in development of policy and laws for natural resource, management of CAs, and policing to ensure compliance with environmental norms and regulations. The sector promotes the view that communities in protected areas retain their rights, and can use them to negotiate returns on income generated.

The **Forestry and Wildlife Policy** (Resolution 8 / 1997 of April 1st) encourages (i) the creation of autonomous development societies to administer and manage conservation areas with the involvement of private sector and local communities; (ii) revision of the boundaries of parks and reserves, and creation of Transfrontier Conservation Areas through demarcation and development of existing National Parks and Reserves with the involvement of private sector and communities.

The **Territorial Planning Policy** (Resolution n° 18/2007) promotes planning with project affected people, information sharing and consultation with them, consensus and coordination of actions and strategies between sectors and hierarchical levels so that equitable and sustainable use of the land and natural resources will contribute to socio-economic development while respecting existing spatial organization of settlement.

The National **Tourism Policy** and Implementation Strategy (Resolution no. 14 of 4th of April 2003), sets the direction for future tourism growth and development. The Tourism Policy endorses finding innovative and pragmatic ways of addressing how people live inside the national parks and reserves. Communities associated with a

conservation area have a right to participate in decision making that affects them, their livelihoods and well-being.

The **Conservation Policy** (2010- 2015), (Resolution n° 63/2009) promotes accountability for environmental services through the involvement of all stakeholders, particularly communities using natural resources as a means of basic livelihood. It aims to ensure the sustainable use of natural resources while at the same time providing the necessary benefits and services for sustainable development and to local communities.

The policy emphasizes the need for participative management of CAs, awareness raising about conservation, and to define strategies for biodiversity management at country level, in order to guarantee reaching ecological, social and economic objectives.

Where conservation and the presence of people in conservation areas are incompatible other solutions are not possible, resettlement may be necessary. This may occur in fully protected areas and other areas of national interest. The policy outlines resettlement principles that protect the rights and interests of affected people.

8.9.1 Institutional

The Ministry of Tourism is responsible for tourism in conservation areas, tourism development projects of various types in and outside of these areas including ecotourism and community conservation programs.

Protected areas management in Mozambique falls within three government institutions. The Ministry of Tourism for all National Parks and their buffer zones, Reserves and Hunting Areas and the Ministry of Agriculture for Forest Reserves the Ministry of Tourism for buffer zones. Protected areas can also be proclaimed under the Historical and Cultural Heritage Law (Ministry of Education) and under the Fisheries Law (Marine Reserves).

The National Authority for Conservation Areas (ANAC) has autonomous financial, administrative and property responsibility under the Ministry of Tourism. Under ANAC, Conservation Area Management Boards (CGAC) will be set up as collegiate organs that implement management plans and that may include private and community partnerships, whose exact size and form depend on the areas under their responsibility.

ANAC is expected to act as an autonomous agency for the management and development of conservation areas. This new authority together with the new BioFund are expected to improve the sustainable financing of the CAs and their communities.

The co-management and co-financing model with the private sector and financing intermediaries adopted by the Tourism sector has not yet permitted most protected

areas to receive enough financing to be self-sufficient and all except for Gorongosa National Park are struggling to maintain basic operations.

Most forest reserves have no management structure. Although some are partially managed by local communities this is not a permanent feature. Organizational coordination between national interests and local associations are being initiated to consider ways of transforming some forest locations into tourism destinations.

The Ministry of Agriculture is responsible for the protection, conservation and rational and sustainable use of forest resources and wildlife outside of CAs. The focus for this sector is on controlling the acceleration of deforestation, exploitation of timber, biomass and building materials, forest fires, poaching and marginalization of rural communities.

The National Directorate of Lands and Forests (DNLF) is responsible for surveying, registration and maintenance of the national land registry and the management of the use of forest resources and wildlife in areas outside of CAs. In practice would cover buffer zones that are not legally part of CAs. The functions of this Directorate are mostly actions related to conservation and sustainability of land resources, forest and wildlife and in practice the control of unlicensed resource extraction and trade, as well as responding to human: animal conflicts take up much of its effort.

All income from wildlife and forests exploitation, tourism concessions and visitors to CAs is passed to the national level and for the Tourism sector, 80% redistributed for conservation management - 20% of this portion, for the benefit of communities in CAs. The flow of funds is slow and accountability difficult, rendering a good policy difficult to implement. Communities are required to be legally represented with a bank account to benefit from funds due to them. Formalised legal recognition of a community is a slow process in which members must organize in an association or as formal land use rights owners and pass through many bureaucratic hurdles, which even when finalized does not necessarily result in a functional long term institution.

The establishment of ANAC together with the Biofund is expected to direct the flow of income and benefits much more effectively.

The Ministry of Fisheries defines and establishes fisheries resources conservation measures including prescribing conservation and management measures including fishing areas designed exclusively for artisanal fisheries. It has responsibility for the management of the protected marine areas and can propose new CAs to be approved by the Council of Ministers. Marine CAs are zoned and regulated through management plans as their terrestrial counterparts are, and marine protected areas may be created inside existing national CAs. Marine resource use is controlled by the sector to the extent that it can, through regulated conservation areas and fish catches and inventories / stock takes to determine licensing and permissions. The Mozambique navy, INAMAR and MICOA have compliance roles in fisheries management supporting the monitoring role of the Fisheries Research Institute (IIP) and the integrated development approach of the Artisanal Fisheries Development Institute (IDPPE).

The artisanal fisheries sector has operational co-management arrangements as the basis for managing competitive resource use closer to shore and for resolving associated conflicts. Increasing coastal and inland human populations is causing overfishing in certain areas and catch monitoring and management does not have very even coverage through the country.

National policies in all sectors include decentralization of governance processes as key element. The Ministry of State Administration and Ministry for Planning and Development are the important drivers for the country's decentralized district planning and financing policy implementation. Provincial and local authorities are charged with promoting conservation actions for natural resources and biodiversity at the level of communities, localities, administrative posts districts and provinces. However, the theme of environment and conservation of natural resources and biodiversity is only slowly gaining a place in the political agendas used in the exercise of governance.

Most significant for the operation of CAs and their buffer zones has been the attribution of development planning, financial and budget responsibilities to districts to help them become more autonomous units. Since 2006 community development projects have been financed by the District Development Fund (FDD) which provides resources for financing projects that are locally defined as priorities through a participatory mechanism. Although eligible areas of spending were initially meant to be diverse, central guidelines called for approximately half of the funds to be allocated for agricultural development or food production (World Bank, 2011¹⁴) especially where employment is created.

The National Council for Sustainable Development (CONDES) is Cabinet's consultative body on environmental issues, and was formally established by the 1997 Environment Law. It is subordinated to the Prime Minister's Office and is comprised of Ministers and Vice-ministers from related sectors (agriculture, tourism, energy, mineral resources, planning and development, health, etc.) and chaired by the Minister of Environment. It is at the top of the government's environmental policy management and monitoring hierarchy.

The Ministry for Coordination of Environmental Action (MICOA) plays an important role in ensuring environmental standards compliance and where necessary licensing of a project. Environmental licensing follows a consultative assessment process that identifies environmental impacts and recommends mitigating actions to be undertaken by the project. At central level, National Directorates that fall under MICOA include the National Directorate of Environmental Management (DNGA), the National Directorate of Spatial / Territorial Planning (DNAPOT), the National Directorate of Environmental Impact Assessment (DNAIA), and the National Directorate of Environmental Promotion (DNPA).

¹⁴World Bank. 2011. Mozambique: Analysis of Public Expenditure in Agriculture, Volume 1: Core Analysis. Report No. 59918-MZ. World Bank, Washington, DC

Many government institutions have environmental units to permit more effective coordination and implementation of compliant projects with more sustainable approaches.

A protected area may be proclaimed under the Ministry of Education should this be based on its historical and cultural heritage.

The Ministry of Public Works and Housing is responsible for public infrastructure construction including roads, bridges and water supplies. Although not formal the Environmental Guidelines for Road Works in Mozambique have since 2002 provided comprehensive assistance to sector development. Policies of the roads and water sectors require community involvement in decision-making concerning infrastructure improvement and to secure local economic benefit, their involvement in construction works.

Inter-institutional coordination is weak overall, leading to overlaps and gaps in the application of policies.

8.9.2 *Legal*

The Mozambican **Constitution** (2004) is the overall guide for all application of the legal framework. One of the fundamental principles of the Constitution is that natural resources and means of production are public property of collective interest. The Constitution provides the safeguards to any loss or violation of rights through the principle of compensation and of the right to present complaints to the appropriate authority to redress the situation for the benefit of the general interest.

The **Land Law** (Law N° 17/1997 of 1 October) specifies that land belongs to the State, and only use rights can be awarded by the State. Art. 111 clarifies that title to use rights of the land may be acquired or exist as hereditary or occupation rights. However exception is when an area is a legal reserve (i.e. a Protected Zone) or where the land has been legally attributed to another person or entity.

The regulations under this law define areas designated as “*Total Protection Zones*” and “*Partial Protection Zones*”. The Total Protection Zones includes areas designated for nature conservation activities. The Law specifies that no land use and benefit rights can be acquired in total and partial protection zones which are considered public domain, however special licences for specific activities may be issued.

The Land Law provides the details of rights based on customary claims and the procedures for acquisition of title for use and benefits by communities and individuals. In rural areas local communities participate in the management of natural resources and the resolution of conflicts, the process of obtaining title and in identification and definition of the boundaries of the land they occupy (Art 24).

The Law defines that the right to use and benefit of the land may be acquired through occupation by Mozambican individuals who have been using the land in

good faith for at least ten years, and by local communities whose right to use and benefit of the land will comply with the principles of co-titularity. Existing rights to use and benefit of the land may be terminated through revocation of such right for reasons of public interest and after the payment of fair compensation; in which case all non-removable improvements will revert to the State.

The land law is clear that a community land use rights certificate or the title received after demarcation cannot be used as collateral in contracts with third parties. Decree 15/2000 describes the articulation of **local state authorities and community leadership** mainly in rural areas through local councils and legitimises community leaders - traditional leaders and neighbourhood secretaries. The decree (15/2000) gives them powers under Article 24 of the Land Law to participate in conflict resolution, represent community opinions on applications for land, and identify and delimit community land.

Forestry and Wildlife Law n° 10/1999 – identifies the principles of local community participation in sustainable natural resources management in and outside of protected areas. It also emphasises that actions for the conservation and sustainable use of resources should harmonise with those of the local authorities within the framework of decentralization.

Article 10 of the Forest and Wildlife Law defines national parks, reserves and areas of historical or cultural value as Protected Zones. These protected areas are allocated buffer zones for multiple resource use around them by the Council of Ministers and their use is regulated by the protected area management plan. The Forestry and Wildlife Law points out that agriculture and livestock rearing are prohibited in national parks unless otherwise stipulated in a management plan.

The Regulations for Forestry and Wildlife (Decree n° 12/2002), determine communities as having have an inalienable right to draw benefit from conservation that uses land and resources over which they have tenure or hold rights of access and use.

- It proposes 20% of concession fees should go to local communities resident in the concession area.
- Communities associated with a conservation area have a right to participate in decision making that affects them, their livelihood and wellbeing.
- Local Participatory Management Councils (COGEPs) constituted as associations with representation of all stakeholders with interests in the use of natural resources in a given area may be created as a mechanism for articulating and defend participants' interests.

The mechanisms for channelling and utilizing the 20% of taxes to benefit local communities was created in 2005 through Ministerial Diploma n.º 93/2005 of May 4th. This stipulates that funds can only be received by a community organised in a legalized association with a bank account prior to distribution to beneficiaries. Associations may be related to the use of marine or terrestrial resources as are local Fisheries Community Councils (CCP) and management *fora* at local, district and

provincial levels - Co-Management Committees (Fisheries legislation) and Natural Resource Management Committees (CGRN) (Forestry and wildlife legislation).

In relation to community benefits from wildlife, Legal Diploma n.º 2629, of August 7th 1965 that approves the *Coutadas* regulation also notes that the meat of sport hunted wildlife be provided to the local population after trophies are removed by the hunters.

The **Tourism Law** nº 4/2004 emphasises that social and economic development must respect forests, wildlife, mineral archaeological and historic heritage and preserve values, marine and land biodiversity and ecosystems. It sees tourism contributing to economic growth, employment creation and alleviation of poverty. The specific improvement of the standard of living of local communities is expected as a result of their active participation in tourism activities. Private sector participation in promotion and development of tourism resources and the establishment of inter-institutional communication and participation mechanisms are key sector responsibilities.

The new **Conservation Areas Law** nº 16/2014 provides for the legal establishment of Conservation Area Management Boards (CGAC), advisory bodies covering one or more CA composed of representatives of local communities, the private sector, associations and local state bodies for the protection, conservation and promotion of sustainable development and use of biological diversity. It legalizes public-private partnerships for CA management and for concession contracts.

The Law also presents new categories for the classification of protected areas into a) total conservation areas and b) sustainable use conservation areas. CA management plans must cohere with spatial planning instruments at all levels and special land use plans will be required for the ecological zoning of single or clusters of CAs and their buffer zones, ecological corridors and other areas critical to the preservation of the ecological balance and spatial continuity elements. The interests and involvement of communities legally inside CAs and their buffer zones, in income generating activities that promote biodiversity conservation will be considered in new CA Strategic Development Plans. Community conservation areas with land use rights will provide communities with area management options of partnerships and concessions to third parties. Buffer zones will be managed by the CAs jointly with the Agriculture sector or Fisheries sector as relevant, through CA Management Plans - instruments with the same level of juridical obligation as Land Use Plans and Environmental (and Social) Management Plans. The Law also provides the possibility for the State to resettle people to outside of a CA if their presence is incompatible with the legal status of the conservation area or impedes its good management.

Environmental Law nº 20/1997 – defines responsibilities for establishing Environmental Protection Areas to safeguard socio-economic, biodiversity and ecosystems interests. It stipulates that local communities and to a certain extent NGOs and the private sector shall have ‘considerable and indispensable participation in the management of such areas’, that will be subject to monitoring and inspection by government. It also prohibits activities therein that may threaten conservation, reproduction, quality and quantity of biological resources.

The regulations on **Environmental Impact Evaluation** (Decree n° 45/2004) oblige a project proponent to carry out consultation and public participation with project affected people whose use of natural resources is restricted by a project or physical displacement is implied through the project preparation process. The EIA regulations omit discussion of environmental management plan requirements.

MICOA's Directive for the **Public Participation** Process published as Ministerial Diploma 130/2006 of 19 July provides details on the public participation process during an environmental impact assessment, the permanent or temporary relocation of people or communities, and the displacement of goods or assets or restrictions on the use of or access to natural resources.

The **Cultural Heritage** Protection Law (Law N.° 10/1988) aims to protect all national antiquities, historical and cultural heritage.

The **Territorial Planning Law** (Law N.° 19/2007 of 18 July), recognising the rights of occupation of local communities requires a broad consultation and disclosure process for comment, complaint and if unavoidable, dispute settlement during planning. Regional, provincial and district plans are created through a consultative process led by an intersectoral technical group and approved only after full disclosure through at least two public hearings and consultation with all stakeholders prior to publication legalizing the instruments in the Government Gazette.

Under the Territorial Planning Law **the Regulation for Resettlement Arising from Economic Activities** (Decree N.° 31/2012 of 08 August) determines the resettlement rights for people affected by a project. Resettlement plans require socio-economic study, spatial planning and replacement housing, facilities, and utilities designed so to restore affected people's conditions to the same or a higher level than before. Regular consultation and four public meetings are required during the resettlement planning process and the minutes of meetings must be certified by affected people and different levels of government.

The **Fisheries Law** (n° 3/90) endorses the involvement of communities in management of artisanal fisheries. The fish resources are propriety of the State. Their management requires a participatory approach to conservation and appropriate use of aquatic biologic resources and ecosystems, the precautionary and polluter pays principles. The area of territorial waters up to three nautical miles from the coast is exclusively for small-scale and subsistence fisheries, scientific research and sport fisheries.

The **Marine Fisheries Regulation** (Decree, N.° 43/2003) stipulates that the Ministry of Fisheries adopts participatory management of fisheries resources. Participatory management pursues the following objectives (Art. 15): ensure responsible management of fisheries; ensure the access rights to fisheries by fishing communities; promote the participation of fishing communities in the planning and implementation of fishery management measures; promote training activities through fishery extension work; create a favorable environment for a peaceful coexistence between artisanal fishers and other industrial operators.

The Commission for Fisheries Administration (CAP) and the Co-Management Committees (CCG) are the participatory management *fora* for representation of all key stakeholders. The Co-Management Committee is responsible for participatory management at local, district and provincial level and includes the local Fisheries Administration Authority, Community Fisheries Councils, fisheries operators, processors, research and extension workers, maritime authority and local fisheries related product traders.

CCPs are legal entities recognised by the Minister of Fisheries that contribute to the participative management of fisheries and to developing activities to promote resource sustainability and improvement of living conditions, incorporating the interests of the community in development action plans.

The regulation defines the responsibility for creation of four types of areas reserved for preservation and protection of marine species and provides for the establishment of marine parks, marine reserves and marine protected areas.

Additional fishery-related regulations relevant to the protection of marine resources include the Ministerial Decree of 23 April 2002 declaring a Moratorium on coral and ornamental fish collection and trade.

Decree N.º 15/2000 on **Local Authorities** establishes the ways local state organs link with community authorities viz., traditional chiefs, village secretaries, and other legitimated leaders (which would include a wide variety of potential leaders). The main mandates of these authorities are: (a) Disseminate government laws and policies among community members; (b) Collaborate with government in keeping peace and fighting crime, especially over the exploitation of natural resources; (c) Mobilise and organise communities for local development activities, including the building and maintenance of certain social and economic facilities; (d) Participate in the civic education about sustainable natural resource management; and (e) Mobilise and organise people to pay taxes.

The decree is regulated through Ministerial Diploma 107-A/2000 which identifies community authorities and local councils as the two means of communicating with communities. A joint Ministerial dispatch of the Ministries of State Administration, Planning and Finance and Agriculture and Rural Development (13th of October 2003) approved the “Guidelines for Community Participation and Consultation in District Planning”. These guide installing consultative councils at the lowest local government levels, identifying participatory mechanisms for their operation, and include recommendations for operation of representative community forums at village / community level.

Law on Local State Administration (n.º 8/2003, 19th May) provides the space for community participation based on a model of “integrated administration” emphasising the territorial dimension of public management - the law gives the District government authority and a budget. Decentralized participatory planning is a key vehicle for public sector reform and rural development promotion at district level.

J. Terms of Reference for ANAC Social Focal Point

ANAC will host a two person team of Social and Environmental Focal Points (SEFP) in a Social and Environmental Safeguards Unit to oversee and lead grievance redress management, environmental licensing, development and implementation of Strategic Development Plans for Conservation Areas and Community Development Action Plans and relevant Project related monitoring and evaluation.

Responsibilities of the Social Focal Point include but will not be limited to:

Strategic Development Planning for Conservation Areas

- Provide support to development of the regulation of the Conservation Areas Law n° 16/2014 especially to the process and stakeholder involvement required for strategic development planning for Conservation Areas.
- Supervise strategic development planning for Conservation Areas and Conservation Area clusters as resources for this are made available.
- Ensure Strategic Development Plans cover all areas requiring subsequent community development action planning.

Community Development Action Planning

- Support the CA Management Board / CA Administration to identify a technical team to prepare and update the CDAP.
 - Team members may be CA community liaison personnel or contracted and coastal areas should consider advice from the Coastal Zone Sustainable Development Centre (CDS-ZC) and inland areas from the Natural Resources Sustainable Development Centre (CDS-RN).
- Ensure capacity development is in place to effectively support the technical team and communities to formulate integrated CDAPs, monitor, evaluate and update them.
- Supervise the CDAP technical team together with the CA Administrator particularly in relation to developing participatory monitoring processes.
- Monitor CDAP implementation and ensure reports are provided to the CA Administrator and the District Administrator and Provincial Government.

Grievance redress management

- Oversee and lead grievances redress management ensuring access to register complaints is freely available for the elderly and vulnerable, women and youth.
- Lead the administrative and legal recourse procedures for grievances redress ensuring the process is timely.

Community Development

- Support awareness-raising on resource use rights and restrictions by ensuring the supply of materials and training of CA Community Liaison personnel and supervise their subsequent performance.
- Ensure community participation in zoning and land use planning by ensuring linkages between CA Community Liaison personnel, Agricultural sector extension staff, territorial planning specialists, and District planning teams.

- Ensure community land delimitation and certification is supported by coordinating and facilitating linkages with legal advisors and CA Community Liaison personnel.
- Support CA Community Liaison personnel to facilitate community planning and guide them through the licensing processes for creating conservation areas, rights-based use of aquatic and terrestrial territories and other initiatives.
- Support the development of community capacity development needs assessments, plans for coherent training and support with resources that are screened for sustainability and long term community and conservation benefits.
- Supervise and monitor community capacity development from service providers contracted by Mozbio to ensure the communities' maximum benefit, and that any shortcomings are followed up.

Monitoring and evaluation

- Together and in coordination with the Project Implementation Unit and ANAC's Department of Planning and Monitoring develop and oversee all Project related monitoring and evaluation activities.
- Support AC Management Boards to ensure participatory monitoring and evaluation is operational in coordination with the CA Community Liaison personnel.
- Assist CA Community Liaison personnel to establish Development Information and Coordination Centres on an as-needed basis.

K. Socio-economic summary of selected CAs

MozBio	Main livelihoods sources (& Accessibility of CA)	Estimated resident population	Social service facilities	Social & economic data	Public Infrastructure	Social organization	Natural resource use & management	NGOs	Financing agencies	TFCM Brokers
Maputo Special Reserve	Very productive agriculture in the low lying valleys, fishing in rivers, wetlands, and sea, small animal production, hunting. Subsistence agriculture practiced by 5 community in CA (Buingane, Lihundo, Tsolombane, Mvukuza e Madjedjane). Agriculture along the Maputo River, on alluvial soils, cattle rearing. Production and collecting honey.	5,000	1 school, 1 health unit	The density population of Matutue is 7.5/km2, more than 50% of population are female. The majority of population are active, it means that the age of 52% are between 15 and 64. The index of masculinity is 94.9, the gross rate of fecundity is 3.9.	Is rundown: parts of the main camp, outposts, roads, bridges, culverts and boundary fence.	Traditional leadership structures have survived, and there are strong allegiances to the Tembe traditional leadership in the south. Created the following associations in 2009 Ahi Zamani Chemucane and in 2010: Ass. Phuka Guengo, Matchia Community Ass., Massuane Development Ass., Phuzu Development Ass., and Mabuluko Development Association.	Use of sacred sites for ceremonies & burials in PA. Problems with burning grassland. Subsistence use of natural resources considered sustainable, and localised close to settlements. Perceive little participation in CBNRM.	Maputo Corridor Development Agency, Helvetas, IUCN, LUPA, local NGOs	Government, World Bank, PPF, Ford Foundation, Bell Foundation	PPF
Futi Corridor	Agriculture, fishing in rivers and sea, charcoal production, small animal production, hunting.	n/a	5 schools, 1 health unit	The average age within the proposed Futi Corridor is 47, eight years older than people in adjoining areas; 22% of children in the corridor are under the age of 15 years, compared to 77% in areas to the east and west (Els, 2001). Area settled for centuries by Ronga. Changana are now most numerous inhabitants. Most settlement is along the edges of Maputo river floodplain at Salamanga, Chia, Mussongue & Gueveza. Palm wine harvesters live in Puza. Returning miners are settling near Ponta D'Ouro & Ponta Malongane.	Roads are in poor condition but passable with four wheel drive. Electricity installed to Salamanga. Railway through the corridor.	Traditional leadership structures have survived, and there are strong allegiances to the Tembe traditional leadership in the south.	Resources are being depleted in the Licuati Forest Reserve by charcoal burners and timber cutters. Population dependent on natural resource use to complement slash and burn agriculture. Sale of fish is an important source of income.	LUPA	Government, World Bank, PPF	PPF
Partial Marine Reserve Ponta de Ouro	Smallholder and subsistence fishers, emigrants from South Africa use this area.	n/a	1 school, 1 health unit	Marine Reserve is a part of Matutue District (see above).	Some shops, a fuel pump, hotel, a resort with cottages and campsites.	Ronga people, traditional leaders are influential, though local government attributed official authority.	Tourism and migrants from South Africa as well as population increases locally put pressure on fisheries. Poor conservation of coastal areas by tourists and investors. Local Government is not upholding urban planning norms.	LUPA	Government, World Bank, PPF	PPF
Limpopo NP	Cattle rearing, subsistence and small commercial agriculture around dam and along rivers (over 60% cultivate under 4ha), fishing in dam and rivers. CA in south is accessible but river is natural boundary to east and border with South Africa is partly fenced.	6,192 in CA and 21,000 in buffer zone along west bank of Limpopo River.	In Shingwedzi Basin: 7 primary schools, 2 health units.	Approximately 70% illiterate. Over 50% of population <20 years old. No employment opportunities.	6 boreholes, 4 operational. Fairly saline groundwater. Over 1 hour to water for majority. No electricity. Poor roads though maintenance is improving. Cell phone coverage good. Fences, dip tanks or troughs for livestock.	Changana people. Traditional leaders are influential, though local government attributed official authority. Most people left area during war. Few community activities except church groups. Created Mapai Ngala Association in 2010.	Most use water from river. Woodfuel used for cooking & lighting. Many artisans. Heavily dependent on local resources in semi-arid NP for basic livelihoods. Use of wood for charcoal and fuel is a threat to buffer areas. Poaching and cross border permeability are important issues. Animal/human conflicts affect many. Fenced southern buffer zone.	PPF, LUPA, Technoserve IUCN, COWI, CEDES, ORAM, LUPA (irrigation); CARITAS; ORAM; HLUVUKA -PNL (Advocacy & products)	AFD, KFW, PPF	LUPA
Banhine NP	Cattle rearing and small animals, agriculture in Banhine wetlands. Fishing, collecting wild fruits and plants, brewing alcohol. Work in miners in RSA. Most dependence on Banhine wetlands and would like to continue to extract them. 70% of the villages in the park use poles for construction (mainly Mopani & ironwood in southern part of the park), firewood and grass. 60% of villages use fruits, mud (for house construction), and traditional medicine. 50% of villages, tree roots and amarula. 30% of villages, palm wine, timber especially in the southern part of the park. Around 20% fish, water lily and land. Nearly 93% rely on traditional medicines to treat various ailments, including enhancing fertility.	2,696 in CA and about 6,365 more living outside but using resources inside NP.	5 primary schools. No health units close by.	About 95% of the communities engage in subsistence agriculture based on drought tolerant crops, such as sorghum, millet, beans, water melon, cowpeas and cassava. The majority (52.74%) earns less than MT500/month. Virtually cashless economy, exchanges based on barter. 54.8% have no alternative coping mechanisms to earn a living or offset famine. High u-5s mortality rate. Some families receive remittances. Regular droughts makes high dependence on the Banhine wetlands. At least 65% of the community members have never attended school, around 46% of the community members have no household assets.	Poor roads, no electricity nor cell phone coverage.	Changana in Banhine. Strong hierarchical leadership - regulo (ritual interventions to ensure productivity & social harmony, tax collection), cabos and traditional chiefs in parallel and sometimes overlapping local authority locality presidents and village secretaries. Conflict resolution through community courts and elders moots for social and natural resource use misdemeanours. Created Avestruz Association in 2009 and Banamana Community Ass. in 2011.	Strong sense of ownership of local resources. Access/use is only possible based on agreements via traditional ceremonies and village chiefs. Overlapping use of common resources except fisheries, spiritual and heritage which are specific and exclusive. High use of NR during 7 months of year when are food insecure. Access is recognized is to sacred sites. About 84% of communities believe in ancestral spirits. Sacred sites in the park are either burial sites or trees, mostly baobab or marula.	African Wildlife Foundation,	USAID	AWF, TFCADP
Zinave NP	Wild fruits & plants from CA. Cattle & small animal rearing. River fishing is important. Brewing and some sales of brew.	5485 in CA and 6079 in Buffer zone.	1 first level primary and 2 second level primary schools. 3 hand pumps and one health unit Type II.	Estimated value of products & farming = US\$185 / household or \$30/capita per year in 1999.	Poor roads, no electricity.	Most of families in Zinave are Matswa. They have strong hierarchical leadership - regulo (ritual interventions to ensure productivity & social harmony, tax collection), cabos and traditional chiefs in parallel and sometimes overlapping local authority. Conflict resolution through community leaders, courts and elders councils for social and natural resource use misdemeanours. Created Vuka Zinave Ass. in 2009	River Save is over-fished and timber is illegally cut. CBNRM was tried but unclear objectives, roles & responsibilities (30 village committees created). Failed. Village chiefs govern local resource use traditionally.	None	World Bank	LVIA, SNV

MozBio	Main livelihoods sources (& Accessibility of TFCA)	Estimated resident population	Social service facilities	Social & economic data	Public Infrastructure	Social organization	Natural resource use & management	NGOs	Financing agencies	Brokers
Chimanmani NP	Productive agriculture, use of wild fruits, plants, animals and fish. Agriculture and the use of natural resources is the main economic mainstay of the communities (land, wood, gold trade)	30,900 in buffer zone. In CA 2470	Sussundenga 64 primary schools and 1 secondary, 6 health units.	8 registered and operational shops in Sussundenga District.	6 public telephones in Sussundenga District.	Ndau people with strong traditional relationships with each other and local natural resources. Traditional hierarchy influential with highest leader living in Zimbabwe and spiritual leader in the Mahate area. Community councils organised to manage small development projects.	Traditional conservation practices, sacred sites protected by local community. Have wide experience of CBRNM but programme ran out of funds. 12 associations developed in buffer zone from 2008 to 2011 to manage natural resources and community tourism investments. Gold mining a major risk for social and NRM initiatives.	ORAM? AMBERO, Fundação MICAIA	World Bank	KWAEDZA SIMUCA/ AMBERO, TFCADP, MICAIA
Quinbas National Park	Highly dependent on domesticated and wild natural resources. 95% depend on subsistence agriculture with plots of around 1.2 ha feeding 3-5 people. These activities are regulated by the Community Development Strategy in the multi resource use zone. Hunting and timber are extracted from the AC and occasional employment via illegal operators. Precious stones and other minerals mined in various parts of the CA.	95,362 in CA and 71,823 in buffer zone	11 schools, 3 health units on the islands. Schools in most communities throughout the AC. 5 health units in Meluco district, 9 in Ancuabe, 4 in Macomia, 7 in Montepuez.	Economy is based on agriculture, mining and forestry. Forestry is exclusively based on logging licenses. 42% of population is under 15 years old and 80% of the population is Muslim. Only around 8% concluded primary school (4% women and 13% men) and 83% are illiterate. Only 21% speak Portuguese. In Montepuez the main commercial crop is cotton, which is grown by smallholders. Islands have four tourism facilities that employ islanders and mainlanders. High tourism potential along the coast.	Cell phone coverage of one island, and all district administrative centres. CA is traversed by tarmac roads with bridges that do not sustain flooding and cyclones well. Only other roads are poor quality unmaintained tracks.	Local village leaders and deputy supported by bairro secretaries, block chiefs and the head of the community police. Coastal organisation into fisheries council (CCP). Traditional leadership is through a chief with his lineage elders mostly restricted to the spiritual domain, although has an important role in legitimising state government actions in the community, e.g., tax collection. A queen completes the traditional hierarchy. The queen is superior in rank to the (male) chief. She has an important role in the belief system related to rains.	Zoning has been carried out to better manage natural resources. In marine and land areas resource use is regulated. Timber extraction is licensed outside of the protected areas, and community traditional use of mangroves, for construction and for paths to the sea, stones are extracted for sale and construction. Subsistence hunting is licensed and for ceremonies and traditional medicines. One community lodge on Matemo Island. Agriculture in blocks to avoid conflicts with wildlife.	Aga Khan, AMA, Helvetas and Progresso, KULIMA	Jacobus van Rensburg and Mareja.	
Gilé National Reserve	Agriculture is considered as the main economic and subsistence activity in Gilé and in the interior areas of Pebane. Along all the coastal area of Pebane sea fisheries represents a significant economic resource. Most of the population around NRG are involved in agriculture. Cashew nuts is the main cash crop. Natural resources are the main source of sustenance in times of famine.	No residents in the CA	In the CA no services	The population growth rate of the two districts is 3% however around the Reserve in the 3 Administrative Posts of Gilé District, the population has risen 30% between 1997 and 2007 - implying a rapid increase in pressure on local resources. 85% illiteracy in Gilé and 73% in Pebane in the population over 15 years.	Sand road and small bridges rehabilitated.	Most of families around GNR are Enakua. The local language spoken in this area is Ekomwe.	Wood and forest products are the main resources sought by communities. The cutting of trees for acquisition of honey causes an impact on the wood products.	RADEZA, COSV, ORAM, Movimondo	Government	
PNA Bazaruto	Small scale subsistence agriculture (average plot size on Bazaruto is around .18 ha), fishing in sea, small animal production, hunting. Wild palm tapping for wine, reeds and mangroves used for house construction. Local trade in basic goods and fish. Oysters and other molluscs eaten and sold.	3,500	5 primary schools, 3 in Bazaruto, 1 in Benguerna and 1 in Magaruque. No piped water except people that live around the hotels. Mostly unprotected, traditional wells and a few boreholes. One health unit.	Economy is based on, tourism and fishing. Employment at hotels is promoted but mainlanders have the skilled jobs. Boat transport to the mainland makes goods costly.	Sand roads with weak maintenance. Cell phone coverage in some areas. Aerodromes on two islands with small aircraft flights link with Vilankulo international airport.	Majority of population is Matswas living in this area since the Nguni invasion. Traditional leadership controls land and sea productivity and has since been recognised as the traditional authorities who are also responsible for local conflict resolution. Patrilinear inheritance, of fields and trees as well as other property such as boats.	Two associations created for natural resources management but they do not effectively control this. Over use of sand oysters, fires for clearing for agriculture and management of water supplies on land, as well as weak capacity to maintain mainland fishers out of the Park. Fisheries is depleting as the other areas outside the CA are overfished.	WWF, EWT, CARE	WWF, EWT, FNP and hotels (Rani, Pestana etc.)	
Maromeu	Subsistence farmers who make extensive use of local resources to supplement their diets and Income and to fulfill basic needs for items such as fuel, shelter, household items, and medicines. Income is available from working in the concessions of the coutadas.	4,376	1 health units. Existed until 2005 11 water sources of which 2 are inoperative.	Very low literacy rates under 10% in some areas. Almost 25% employment rates close to urban centres.	No access roads to arrive at the Maromeu Reserve, to arrive there people need boat.	People living in the Zambezi Delta site are ethnically Sena like and this is also the predominant language spoken. Local traditional leadership is still very influential via regulos, sapandas and fumos.	The forest outside the community boundary and within the Reserve is managed by the Provincial Forest Department and the Ministry of Tourism. Various associations created by ORAM to address land use conflicts.	ORAM	Government	No brokers
Hunting concessions (MR buffer zone)	Important food crops grown in the area include maize, sorghum, rice, beans, pumpkins, cassava, sweet potato and pigeon pea. Most households also grow fruits and vegetables, which are as diverse as the food crops. Common fruits and vegetables grown in the area include mangoes, bananas, papayas, lime, guavas, cabbage, tomatoes, onions, and peppers	30,900	1 School	Very low literacy rates under 10% in some areas. Almost 25% employment rates close to urban centres.	Little access to these forested areas.	People living in the Zambezi Delta site are ethnically Sena like and this is also the predominate language spoken. Local traditional leadership is still very influential via regulos, sapandas and fumos.	The forest inside the community boundary is owned by the whole Régulado as a common resource which can be used by community members for subsistence purposes. If members of the community want to utilize forest products for a commercial purpose, e.g. making charcoal or selling timber, then she/he has to acquire a licence from the district administrator.		PROMOTUR; Bahati Lda; Nhathi safaris, Lda;	No brokers