

**MINISTRY FOR THE COORDINATION OF
ENVIRONMENTAL AFFAIRS**

Maputo, Mozambique

**MOZAMBIQUE NATIONAL REPORT ON THE
IMPLEMENTATION OF THE UNITED NATIONS
CONVENTION TO COMBAT
DESERTIFICATION
1999**

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1. EXECUTIVE SUMMARY

Mozambique signed the United Nations Convention to Combat Desertification (UNCCD) in 1994 and in November 1996 the CCD was ratified by the Parliament.

The implementation of the CCD activities is coordinated by the Ministry for Coordination of Environmental Affairs (MICOA) created in 1994 which has the mandate to coordinate, supervise and monitor environmental management in Mozambique and encourage and support other sectors in the proper planning and utilization of the country's natural resources. MICOA is the national focal point for the implementation of the Convention.

A National Coordinating Body (NCB) comprising representatives of the main institutions dealing with issues related to drought and/or desertification has been set:

- The Ministry for Coordination of Environmental Affairs (the CCD focal point),
- The National Directorate of Forestry and Wildlife (Ministry of Agriculture and Fisheries)
- The National Directorate of Agriculture (Ministry of Agriculture and Fisheries)
- The National Directorate of Waters (Ministry of Public Works and Housing)
- The National Institute of Meteorology (the Ministry of Transport and Communications).

The private sector and University Departments have nominated contact persons who participate on an *ad hoc* basis on their activities related to CCD.

The NCB is coordinating the preparation of the National Action Plan (NAP) and the establishment of the National Desertification Fund (NDF) in collaboration with relevant institutions.

The NCB is not yet formalized and is currently preparing a draft proposal in order to become an official body with relative autonomy, responding directly to the Permanent Secretary or Minister for Coordination of Environmental Affairs.

The NCB has established a network with its core at MICOA meeting monthly to evaluate and/or review program of activities. The NCB is creating an inventory of all the databases existent in the country relevant for drought and desertification matters.

The NCB members would greatly benefit from capacity building aimed at making them more effective in their activities and/or roles. This assistance is required for capacity building.

For the preparation of the NAP members of the NCB travelled to drought prone areas in the country to raise awareness and collect views at both the local community level and the level of authorities or decision-makers.

The current stage of the NAP process comprises the dissemination of information and the creation of awareness of the different stakeholders (decision-making bodies, local communities, NGOs, etc) for the 1st National Forum on CCD planned for the last quarter of 1999. During the NAP preparation process meetings were organized with local communities and representatives of relevant institutions (Agriculture, Health, NGOs, etc) at the local and district levels for selected provinces only. The main objective of the meetings is to collect information regarding:

- Role of women regarding natural resources use and management
- Projects considered a priority by the local stakeholders
- Indigenous knowledge on drought and desertification combat

Constraints to more complete participatory process include:

- Lack of capacity for NCB members
- Lack of resources (cars, human resources, funds, communications, etc)
- Existence of remote areas with poor access;
- Land mines limit the access to some rural areas
- Poor communications in many rural areas.

At higher government level the awareness-building programme is in process.

The main constraints for the formulation of the NAP are:

- Lack of technical capacity
- Lack of human and material resources
- Lack of financial resources
- Weak inter-institutional co-ordination
- The NCB is not a formalized body. Its members can only allocate 5% to 10% of their time to carry out NAP activities, due to other responsibilities at their places of work.
- Weak communication etc., in Mozambique

The Government of Mozambique has formulated and adopted a National Environmental Management Programme (NEMP) in 1995 which is the master-plan for the environment in Mozambique. The NEMP contains the Environmental Policy of Mozambique, the framework Environmental Laws and the strategy to address the environmental problems of the country.

The overall objective of the NEMP is to address environmental management as an important component of the government's five-year programme for poverty eradication and sustainable development.

With regards to the CCD key targets NEMP include:

- Ensuring adherence to and implementation of International Conventions
- Establishment of comprehensive information system to analyse and monitor status of natural resources

The Framework Environmental Law was passed by the Parliament in October 1997. Relevant to the United Nations Convention to Combat Desertification (UNCCD), the framework Law provides for the creation of a National Council of Sustainable Development to pronounce on sectoral policies related to the natural resources management and proposals on international conventions dealing with environmental aspects.

Other recently approved policies and legislation which will be taken into account in the formulation of the NAP are the following:

Land Policy (1995) and Land Law (1995) which guarantees customary or traditional land access rights of rural population;

Forest and Wildlife Policy and Strategy (1997) aims at improving the management and conservation of forest resources in order to contribute to sustainable national and local development, proper use of the land and conservation of the biological diversity.

Based on the NEMP the Ministry for the Co-ordination of Environmental Affairs (MICOA) drew up a **Programme Support Document** (1996) which identified priority activities and management areas for donor funding.

The **Programme Support Document** was presented to a donor meeting in 1996. Funds to support the implementation of NEMP activities are provided by several donors administered by the UNDP's in the form of a **Programme Support Implementation Arrangement (PSIA)** initially drawn up in 1996.

In this rolling programme, it is incumbent upon MICOA to prepare and submit an annual work plan to UNDP indicating the activities to be carried for each year. For 1999 several activities relevant to the CCD are identified for funding most notably through Objective B3: "**Convention to Combat Drought and Desertification implemented and disseminated**"

Specifically with regards to the Convention, there are currently several donors interested in supporting CCD activities in Mozambique and a better co-ordination in order to avoid duplication of efforts is required. Finland, through its Embassy in Mozambique has shown interest in being the lead

donor to support CCD activities. The Government of Mozambique also contributes through the state Budget for the CCD activities. It also pays salaries for the NCB members at their places of work. In quantitative and qualitative terms this support does not meet the needs required for the efficient implementation of CCD-related activities.

National Strategy and Action Plan for the Conservation of Biological Diversity in Mozambique (currently in the final phases of formulation) the overall goal of which is the conservation of biological diversity and the maintenance of the ecological systems and processes taking into account the need for sustainable development and a fair and equitable distribution of the benefits arising from the use of biological diversity.

An additional study being carried out is related to the vulnerability and adaptation of Mozambique to climate change in the context of the UNFCCC. This study is being conducted with the assistance from the USA and UNDP through GEF.

The overall objective of the NEMP is to address environmental management as an important component of the **five-year governmental programme** towards poverty eradication and promotion of sustainable development. The programme will also address capacity building issues primarily for the new Ministry of Environment, which has the mandate to co-ordinate national policies towards sustainable development, and to implement the national objectives formulated in the NEMP.

2. THE STRATEGIES AND PRIORITIES ESTABLISHED WITHIN THE FRAMEWORK OF SUSTAINABLE DEVELOPMENT PLANS AND/OR POLICIES

2.1. The Five-year Government Programme

The 1995-1999 Governmental Programme (GP), is the national economic development programme for Mozambique which contains the objectives and priorities for the government with regards to economic development, social development and reduction of poverty.

The National Environmental Management Programme (NEMP) formulated in 1995 (see 2.1.2. below) seeks to promote and implement sound environmental policy and represents a practical response to the Mozambican government's five-year Programme (1995-1999), the main objective of which is the eradication of poverty through the sustainable use of Mozambique's natural resources.

2.2. National Environmental Management Programme and Framework Environmental Law

In June 1995 the Government approved the National Environmental Management Programme (NEMP), which is being revised to reflect recent institutional restructuring. The NEMP is the master plan for the Environment in Mozambique. It contains a national environment policy, environmental umbrella legislation, and environmental strategy.

The NEMP is also a programme of sectoral plans, containing projections for the medium and the long term, aiming to lead the country to sustainable socio-economic development.

The NEMP strategy is to set out a clear environmental policy, establish a legal framework that support the policy, and provide the institutional base to implement the policy and apply and enforce the laws. Ultimately, the goal of the NEMP is the introduction of sustainable development in Mozambique. The NEMP proposes to achieve this goal by introducing an environmental culture into the Mozambican society, with particular emphasis on sustainable production and consumption process. The approach adopted under the NEMP will be to decentralise existing vertical governmental structure, democratise and introduce participatory process, that involve all sectors of society.

The components of NEMP include the following:

- Institutional capacity building and empowerment within the Ministry for Co-ordination of Environmental Affairs (MICOA);
- Policy analysis, review, and development
- Law implementation through the revision of existing sectoral laws and regulations, and the drafting of new legal instruments;
- Research and information: ongoing data collection and monitoring, and the organisation and publication of findings;

- Priority issues immediate concerns, such as Coastal Zone Management, Urban Environmental Management and natural resources management.

Within the NEMP, other relevant sectors dealing with environmental management in Mozambique, including governmental departments, NGO's civic groups and the community in general, will be involved in this programme through their active participation.

Specific outputs and activities related to UNCCD as identified in the NEMP are shown in Table 1.

Table 1. Policy Development

<i>Target: Ensuring adherence to and implementation of International Conventions</i>	
Outputs	Activities
<ul style="list-style-type: none"> • International Conventions ratified and required measures implemented 	<ul style="list-style-type: none"> • complete a comprehensive review of the status of • acceptance and ratification of global, regional and sub-regional environmental conventions and agreements, with recommendations for appropriate reforms and national implementing legislation.
<i>Target: Establishment of comprehensive information system to analyse and monitor status of natural resources</i>	
Outputs	Activities
<ul style="list-style-type: none"> • database on status of natural resources established • internal capacity in drought relief and the reduction of desertification strengthened 	<ul style="list-style-type: none"> • assess the status of natural resources, water systems, forests, protected areas, soil erosion, in collaboration with other line ministries and institution • analyse desertification and drought cycles, and historical and theoretical approaches to resolution of these problems to develop and implement desertification and drought mitigation strategies

Environmental Policy

The National Environmental Management Programme (NEMP) includes the Environmental Policy the main objectives of which are:

- To ensure an adequate quality of life to all citizens;
- To ensure environment and natural resources management in such a way that they maintain their functional and productive capacity for the present and future generations;
- To ensure environmental considerations in the process of socio-economic planning;
- To promote local community participation in the planning and decision making process on the use of natural resources;
- To protect the ecosystems and the fundamental ecological process;
- To integrate the global and regional efforts in the search for solutions to environmental problems.

Framework Environmental Law

The Framework Environmental Law was passed by the parliament in October 1997.

Relevant to the United Nations Convention to Combat Desertification (UNCCD), the Law provides for the creation of a National Council of Sustainable Development to pronounce on sectoral policies related to the natural resources management and proposals on international conventions dealing with environmental aspects. Order to implement the Law, the Government has recently approved (1999) the EIA regulations and is preparing other as Environmental Crimes, Environmental Auditing and Inspections, Protected Areas, Waste Management etc.

2.3 Agrarian policy

For poverty reduction in Mozambique the over-riding policy is the agrarian policy of 1995. The main goal of the agrarian policy is to develop agrarian activities to achieve food security for the country, based on sustainable use of the natural resources.

From the range of strategies enforced by the Agrarian policy, at least three are linked to the soil conservation, natural resources management and food security, namely:

- soils and biodiversity conservation
- the involvement of the communities in the management of natural resources to promote sustainable use of natural resources;
- The expansion of the production capacity both in terms of natural resources of cultivated area and increase in yield.

To achieve these goals security of tenure and access to land has to be improved, especially for the local smallholders and communities.

2.4 Land Policy and Land Law

The Government, recognising that the old Land Law was out of step with new developments in national economic and political life charged the Land Commission (Ministry of Agriculture and Fisheries), set up in 1992, to develop a programme to revise the Land Law and implement measures to modernise and upgrade all institutions and services required to implement the new policy and law when it is passed.

The work of the Land Commission resulted in the National Land Policy. It was approved in 1995. The Land Policy has the following overall objectives:

- To create a modern legal and administrative system which can secure the diverse rights of the Mozambican people over land and other natural resources, while promoting new investment and the sustainable and equitable use of these resources to achieve broader goals of social and economic development;
- To restore the national agricultural production to a level which can reduce the present dependence upon food aid imports, by raising production at a rate above the prevailing annual rate of population growth;
- To guarantee the conditions needed by family sector agriculture to grow and develop into a modern and productive form of agriculture;
- To stimulate private investment by offering secure land rights, provided that these rights do not threaten local interests;
- To guarantee customary or traditional land access rights of rural population;
- To conserve areas of major ecological importance and other high non-agricultural economic potential, as well as all species of flora and fauna;
- To create an affective land tax system, based in land occupation and use.

The Land Policy is meant to create favourable conditions for the development and growth of the local small-holders and community activities, on one hand and to promote investments by the commercial sector, on the other hand. It is recognised that the commercial investment must be made in such a way that the local communities are not prejudiced but rather, that they benefit directly from such investments.

One of the main activities of the National Land Policy has been the revision of the Land Legislation.

After more than five years of public debate the new Land Law for Mozambique was finally adopted in 1997. From the point of view of desertification, drought and land degradation, the new law has the following key elements:

1. The land is the property of the State and cannot be sold, alienated or mortgaged

2. The right of occupancy can be granted, with an appropriate title, for an individual, group or association, both national or international, for maximum of 50 years;
3. The holder of the land title may, following established procedures, use and gain benefits from the land as well as, sell and mortgage assets and improvements made on the land.

2.5 Forest and Wildlife Policy and Strategy

The Forest and Wildlife Policy and Strategy has been adopted in April 1997. The document takes its lead from the overall Agricultural Policy which states in its primary declaration that all agricultural activities will have as its basis:

- The sustainable use of natural resources and the guarantee of social equity;
- To conserve, utilise and develop forest and wildlife resources for the social, ecological and economic benefit of the present and future generations of the Mozambican people.

In order to achieve these goals, four immediate strategic objectives have been identified, namely institutional, economic, ecological, and social objectives. Related to desertification, drought and land degradation, the **economic objective** aims at realising the full potential of forest and wildlife resource in economic development, satisfying the needs of people for forest products, as well as generating and collecting revenues efficiently to contribute to the national finances. The objective seeks to enable the private sector both formal and informal, to co-operate in the sustainable management and use of the forest resources.

The **ecological objective** aims at improving the management and conservation of forest resources in order to contribute to sustainable national and local development, proper use of the land and conservation of the biological diversity. The objective highlights the contribution of forest resources to the maintenance of soil and water resources, and other benefits.

The **Social objective** addresses the role of forest and wildlife resources in alleviating poverty and will enable local communities to assume greater responsibility for management and sustainable use of the resources.

The development of forest objectives also reflects the priorities of Chapter 11 of Agenda 21 and associated Forests Principles, specifically in regard to the provision of economic and social benefits to dependent peoples, and conserving the resource base including its biological diversity. Besides Agenda 21, the policy documents take into account the principles of several international conventions and agreements on resource management, conversion and trade of forest products, such as (i) Biodiversity Convention, (ii) Climate Changes, (iii) Desertification Convention, and (iv) Convention on International Trade of Endangered Species of Flora and Fauna.

2.6. Water Policy

The National Water Policy was adopted in August 1995, with the objective to regulate water usage and guarantee the integrated management of hydrological resources.

The following are the main components of the policy:

- Water supply to disadvantaged communities (rural water supply), urban and semi-urban areas.
- Normalisation of water prices and to encourage the private sector to invest in public water supply.
- Integrated management of hydrological resources.

Regarding drought, rural water supply is one of the objectives of this policy that must be taken into account in the preparation of the National Action Programme.

The objective will be fulfilled through the implementation of basic infrastructures for water supply to low income groups in rural areas. It is estimated that the population has to travel between 30-60 km to find water.

2.7 National Strategy and Action Plan for the Conservation of Biological Diversity in Mozambique.

As stated earlier the Ministry for the Co-ordination of Environmental Affairs (MICOA) is the body responsible for the Co-ordination of the implementation of the Biodiversity Convention in Mozambique. To this end a provisional Biodiversity Unit has been established within the Ministry to co-ordinate all implementation activities.

A National Strategy and Action Plan for the Conservation of Biological Diversity in Mozambique was drawn up in 1998 in accordance with Article 6 of the Convention which calls upon all parties to develop national strategies which reflect the measures set out in the Convention. Financial support was provided by GEF, UNEP and DANIDA. The National Strategy and Action Plan is in the final stages of preparation and is due to be submitted to the Council of Ministers for approval this year.

The overall goal of the National Strategy is:

"The conservation of biological diversity and the maintenance of the ecological systems and processes taking into account the need for sustainable development and a fair and equitable distribution of the benefits arising from the use of biological diversity".

Mozambique's National Strategy has identified a series of strategic objectives and associated areas for action to achieve these objectives. The objectives and associated areas for action related to the CCD include:

OBJECTIVE 1.3: To establish and manage a representative system of areas for the protection of natural habitats and maintenance of viable populations of species in natural surroundings

ACTIONS

1. Promote the rehabilitation and redefinition of existing protected areas.
2. Promote the involvement of local communities and other stakeholders in the management of protected areas.
3. Assess the need for additional measures for the protection of natural habitats, both inside, adjacent to, and outside of protected areas.
4. Review and where necessary update existing legislation, especially related to the rights of local communities to acquire rights over their land and resources.
5. Promote the identification of sensitive ecosystems, with a view to appointing additional conservation areas if necessary, including TFCA's.

OBJECTIVE 2.1: To ensure that biodiversity considerations are an integral part of the agricultural sector legislation, policies and strategies and of agricultural practises

ACTIONS

1. Review and evaluate legislation, policies and programmes related to the agricultural sector with regards to conservation and sustainable use of agricultural biodiversity.
2. Promote and encourage activities and incentives aimed at developing and implementing agricultural practices supporting the conservation of biodiversity.
3. Promote on-farm conservation of genetic resources, especially land-races in areas where they evolved.
4. Identify and promote technologies with minimal adverse impacts on biodiversity.
5. Strengthen and refocus agricultural extension services to promote farming practices and techniques which contribute to the conservation and sustainable use of biodiversity.

OBJECTIVE 2.2: To ensure that biodiversity considerations are an integral part of the forestry sector legislation, policies and strategies and of forest management practices

ACTIONS

1. Ensure that biodiversity considerations are fully reflected in the implementation of existing forestry legislation, policies and programmes.
2. Support and encourage activities aimed at developing and implementing forest management practices securing conservation of biodiversity. Activities could include development of methods for natural regeneration of indigenous forests.
3. Develop procedures and methods for incorporating biodiversity considerations in Environmental Impact Assessments of forestry related activities.
4. Develop criteria and indicators for sustainable forest management, including criteria and indicators for the conservation of biodiversity.
5. Support and encourage activities related to inter-sectoral dialogues on biodiversity conservation and sustainable use of forest resources.
6. Ensure, through legislation, policies and land-use planning, that sufficient land is destined for permanent forest cover, especially in areas of high diversity.
7. Develop mechanisms and incentives for the involvement of rural communities, NGO's and private sector in forest use, management and conservation.
8. Establish a fire management plan for each forest management unit.

OBJECTIVE 2.5: Promote community-based sustainable use of biodiversity, and recognise, document and promote the use of traditional knowledge systems of importance to the conservation of biodiversity.

ACTIONS

1. Promote and establish community-based natural resource management schemes in accordance with existing national strategies and policies.
2. Monitor and audit the socio-economic and biodiversity impacts of community-based management schemes, and where necessary, adjust the activities and approaches of these schemes.
3. Promote the documentation and use of traditional knowledge systems relevant to the conservation of Mozambique's biodiversity.
4. Promote the integration of traditional knowledge concerning

5. biodiversity into scientific research programmes and the as well as projects and activities that involve the use and management of biological resources.
6. Promote the integration of traditional knowledge and management practices into conservation and sustainable use policies, plans and initiatives.

OBJECTIVE 2.6: Promote integrated management planning, where necessary on a regional basis, for the conservation and sustainable use of Mozambique's biodiversity.

ACTIONS

1. Promote the use of Integrated Management Planning, including co-ordination and support to on-going integrated management planning activities in relation to the conservation of biodiversity.
2. Promote the integrated Use of Shared Catchment Resources, in accordance with regional protocols

3. INSTITUTIONAL MEASURES TAKEN TO IMPLEMENT THE CONVENTION ESTABLISHED AND FUNCTIONAL NATIONAL CO-ORDINATING BODY (NCB)

Mozambique signed the United Nations Convention to Combat Desertification (UNCCD) in 1994 and in November 1996 the CCD was ratified by the Parliament.

The implementation of the Convention is co-ordinated by the Ministry for Co-ordination of Environmental Affairs (MICOA). This institution was created in 1994 and has the mandate to co-ordinate, supervise and monitor environmental management in Mozambique and encourage and support other sectors in the proper planning and utilisation of the country's natural resources. MICOA was designated a focal point for the implementation of the Convention in 1996.

A National Co-ordinating Body (NCB) comprising representatives of the main institutions in the country whose activities relate to drought and/or desertification has been set up comprising:

- The Ministry for Co-ordination of Environmental Affairs (the CCD focal point),
- The National Directorate of Forestry and Wildlife (Ministry of Agriculture and Fisheries)
- The National Directorate of Agriculture (Ministry of Agriculture and Fisheries)

- The National Directorate of Waters (Ministry of Public Works and Housing)
- The National Institute of Meteorology (Ministry of Transport and Communications).

The private sector, University Departments and NGO's dealing with matters related to drought and desertification have indicated contact persons to ensure that decision-makers and stakeholders at their institutions are fully briefed on the developments related to the NAP process in general. The contact persons are not full members of the NCB: they are invited on an *ad hoc* basis to report on their activities related to CCD at national or regional meetings as required and they receive information about on-going activities on CCD from the NCB.

The NCB was created to prepare the ground and oversee the implementation of the UNCCD in Mozambique. To that effect it is the NCB that is co-ordinating the preparation of the NAP and National Desertification Fund (NDF) processes in collaboration with relevant entities and institutions.

The NCB is not an official body. It is currently preparing the draft proposal to discuss the possibility of becoming an official body with relative autonomy, responding directly to the Permanent Secretary or Minister for the Co-ordination of Environmental Affairs.

In the past the administrative and financial procedures that the NCB had to go through to implement any activity regardless of the dimension however have proved very cumbersome.

The NCB has been working as a network with its core at MICOA meeting regularly once a month to evaluate and/or review program of activities. For its activities the NCB relies on resources made available by MICOA and institutional contributions in the form of equipment and consumables used by their staff members doing work for the NCB and/or CCD. The network ensures that information about areas affected by drought and land degradation from each relevant sector be immediately available for the work of the NCB through the Internet, reports available on libraries, e-mail fax and seminars and workshops, thus avoiding the need to develop specialised databases, which are often demanding, expensive and difficult to maintain. The NCB is creating an inventory of all the databases existent in the country relevant for drought and desertification matters. Most of the participating institutions have computer systems, Internet, e-mail, fax etc.).

The NCB members would greatly benefit from capacity building aimed at making them more effective in their activities and/or roles. In this regard assistance is required for capacity building.

The means of communication among members of the NCB is e-mail, Fax and telephone. The meetings represent an opportunity for members to discuss relevant issues related to the work of the NCB and the CCD in general.

The problem of Land Degradation has been present in Mozambique for many years and various institutions have been dealing with the problems but with little inter-institutional co-ordination. The immediate result is that there are presently a variety of activities being carried out by different sectors with little or no integration. The role of the NCB and MICOA is to ensure complementarity and co-ordination among the different institutions as well as supporting new activities deemed relevant and urgent.

Land Degradation is reflected in national policies, legislation and programmes, such as the National Environmental Management Programme (NEMP), National Strategy and Policy for Forestry and Wildlife, National Strategy and Action Plan for the Conservation of Biodiversity in Mozambique, National Water Policy, the Land Law and Environmental Law. These sectoral policies, laws and programmes constitute the foundations for the work being co-ordinated by the NCB in the preparation of the NAP and implementation of the CCD.

A review of sectoral policies and legislation will be made in order for these to be taken into account in the formulation of the NAP

As the NAP has not been finalised strategies are not yet reflected in existing plans and strategies at the national and local levels.

The NCB has assigned a lawyer whose responsibilities are to ensure that the NAP is in accordance with the current legislation of the country. Once finalised the NAP proposal will have to follow all proper procedures in order to be approved as a legal and binding document.

For the preparation of the NAP members of the NCB travelled to drought prone areas in the country to raise awareness and collect views at both the local community level and the level of authorities or decision-makers.

At the central level, meetings were conducted with various stakeholders. Radio and TV debates and press conferences were held. Importantly, a meeting with parliamentarians was held to raise their awareness and seek their support to the NAP process and the CCD in the country.

To further the awareness raising campaign, articles written in simple language were published in a national newspaper. It is planned to have radio programmes in local languages in all the 10 provinces of Mozambique.

4. PARTICIPATORY PROCESS IN SUPPORT OF THE PREPARATION AND IMPLEMENTATION OF THE ACTION PROGRAMME

The current stage of the NAP process comprises the dissemination of information and the creation of awareness of the different stakeholders (decision bodies, local communities, NGOs, etc) for the 1st National Forum on CCD planned for the last quarter of 1999. The efficiency of this process is being assessed by an evaluation of the response capacity of the different stakeholders to issues/problems related to drought and desertification.

In some of the affected areas, namely Manica, Tete and Maputo Provinces, local representatives have been nominated to participate in all the activities related to drought and desertification. In some areas of Manica Province "Women and Drought" nuclei were created.

In the NAP process, members of NCB, COTERRA (an association of NGOs) and Provincial MICOA representatives have visited affected areas (some districts in Tete Province, Manica, Sofala, Inhambane, Gaza and Maputo Provinces) to organise meetings with local communities, decision making bodies and representatives of relevant institutions (Agriculture, Health, NGOs, etc). The main objective of the meetings is (among others) to collect information and the opinion of the stakeholders about the NAP, including:

- Role of women regarding natural resources use and management (specifically land and forest resources)
- Projects considered a priority by the local stakeholders
- Indigenous knowledge on drought and desertification combat

The traditional authorities appointed by the local community's members represent the communities in the above-mentioned meetings.

Several factors contribute to the lack of fuller participatory process, namely:

- Lack of capacity of NCB members;
- Lack of resources (cars, human resources, funds, etc);
- Remote areas with poor access;
- Land mines limit the access to some rural areas

The main communication resources used between cities are the telephone, telefax and mail. At district level sometimes only the mail can be used as in some of the affected districts telephone lines are not installed or are out of order. At central and international level the communication network is good, several means being used (e-mail, telephone, fax, Internet, express mail, etc).

The feedback is being received out but the efficiency varies greatly from one region to another due to the different conditions.

At top level, the awareness process started with the invitation of several decision making bodies (namely, national directors and heads of central departments) to attend the 1st workshop on information and awareness in May, 1996. The information at this level is available through radio, TV and newspapers. A Programme for awareness of parliament members was implemented at the time of the ratification of CCD. At the 2nd Conference of the Parties two Mozambican parliament members were invited for the Inter-Parliamentary debate.

For an effective participation of the parliament members in the NAP process a Joint Working Plan is being planned.

An awareness building plan is presented in Annex. The awareness process is only partially effective because the allocated resources are not sufficient to cover the existent needs. However, the participation in the awareness process can be considered satisfactory taking into account the lack of resources.

The information dissemination process on the development of the NAP is being carried out through field visits by NCB, NGOs and provincial MICOA representatives. The implementation of a quarterly desertification bulletin is being planned. However, due to the low level of education this bulletin will not reach all of the rural population (the main targets of the project).

The civil society has also an important role regarding the priorities to be set for the NAP process.

The main constraints to this process are:

- Lack of technical capacity
- Lack of human and material resources
- Lack of financial resources
- Weak inter-institutional co-ordination
- The NCB is not a formalized body. Its members can only allocate 5% to 10% of their time to carry out NAP activities, due to other responsibilities at their places of work.
- Weak communication etc., in Mozambique

Current membership of the NCB is shown in Table 2 below.

Table 2: Institutional Composition of the NCB

Category	Area of Expertise	Sector/Organization
Technical Assistant (CCD focal point)	Geography	MICOA/DPE/DE
Director	Agro-meteorologist	MTC/INAM
Technical Assistant	Agro-meteorologist	MAP/DINA
Provincial Head of Forestry and Wildlife	Forestry Engineer	MAP/DNFFB
Technical Assistant	Medium Level Hydraulic Technical	MOPH/DNA

The rural areas are the targets of CCD in Mozambique. At the moment the local language radio station has been the only mean used to communicate with the illiterate population.

After the SADC Regional Workshop on the Role of Women in CCD, some project proposals were prepared. However, financing could not be found for these proposals.

At the moment a pilot project for "Women and the CCD" rural nucleus is being implemented in Manica province.

The participation of the youth in the process will be guaranteed through the Government (NCB) and NGOs. The Focal Point NGO is working with youth-education and training regarding the role of youth in drought and desertification awareness.

In questionnaires in affected areas youth issues are taken into account:

- What role does youth have in the combat to drought and land degradation
- What power of decision does youth have (it is concluded that, due to cultural traditions, the decision-making by youth in rural communities is often very low).

Links of NEMP with regional and sub-regional action programmes

Mozambique is an active member of the Environment and Land Management Sector (ELMS), Southern African Development Community (SADC). SADC comprises of fourteen southern African countries who are involved in Sub-regional Action Plan (SRAP). Currently, SRAP activities include participation in the Kalahari-Namib Action Plan, Integrating Gender into the NAP, Strengthening the Role of Early Warning Systems in the Context of the CCD and serving on the Multidisciplinary Scientific and Technical Consultative Committee (MSTCC) on the CCD. The NAP is still in the process of being formulated in Mozambique. The linkages between the NAP, SRAP and RAP not are yet identified but these will be incorporated into the final document.

5. CONSULTATIVE PROCESS IN SUPPORT OF THE PREPARATION AND IMPLEMENTATION OF THE NATIONAL ACTION PROGRAMME AND THE PARTNERSHIP AGREEMENTS WITH DEVELOPED COUNTRY PARTIES AND OTHER INTERESTED ENTITIES.

Ministry for Coordination of Environmental Affairs is the Focal Point Institution of CCD and in this role to co-ordinates inter-institutional arrangements between donors and other stakeholders for implementation of CCD-related activities in Mozambique.

As described in Section 3 above the GOM has formulated and adopted a National Environmental Management Programme (NEMP) which is the master plan for the environment in Mozambique. The overall objective of the NEMP is to address environmental management as an important component of the government's five-year Programme for poverty eradication and sustainable development.

Based on the NEMP the Ministry for the Co-ordination of Environmental Affairs (MICOA) drew up **Programme Support Document** (1996) which identified priority activities and management areas for donor funding.

The broad capacity building targets for funding (listed in order of MICOA's priority list) are:

- A.1 Internal organisation and capacity strengthening of MICOA
- G.1 Develop capacity to contribute substantially to national environmental policy
- B.1 Establishment of EIA regulations as a policy instrument for environmental management
- B.2 Creation and improvement of environmental legislation and capacity building in the institutions that develop administer and enforce such laws
- A.3 Technical capacity in pollution control and legislation monitoring concentrated in a Centre of Environmental Monitoring
- F.3 Raising public environmental awareness through informal channels
- G.2 Support training of line ministry staff in sustainability and environment issues
- C.2 Establishment of a comprehensive information system to analyse and monitor status of natural resources
- C.3 successful natural resource management experience gathered
- F.4 Promote the introduction of environmental aspects in the school curricula
- B.3 Ensuring adherence to and implementation of international conventions
- F.1 Increased negotiation and dialogue with business community
- F.2 Formal links with NGOs and CBOs

The Programme Support Document was presented to a donor meeting in 1996. Funds to support the implementation of NEMP activities are provided by several donors administered by the UNDP's Programme

Support Implementation Arrangement (PSIA) initially drawn up in 1996. The total Programme support is earmarked at US\$ 38 million (over a five-year period). The major donors are the Netherlands Government, Norwegian Government and Danish Government

UNDP's support focuses on the continuity and sustainability of the NEMP programme and its strategic components and follows the top priorities presented by MICOA in the Programme Support Document.

In this rolling programme, it is incumbent upon MICOA to prepare and submit an annual work plan to UNDP indicating the activities to be carried for each year. For 1999 activities relevant to the CCD are provided in the Table 3 below.

Table 3. Activities relevant to the CCD in 1999

Objective	Activities	01/99	02/99	03/99	04/99	05/99	06/99	07/99	08/99	09/99	10/99	11/99	12/99	
B3	Convention to combat drought and desertification implemented and disseminated	[REDACTED]												
	One study on drought affected areas carried out Responsibility: MICOA/DPE											08/99		
	Transfrontier project Zimbabwe/Mozambique/Zambia on degraded lands continued Responsibility: MICOA/DPE	12/99												
	World desertification day celebration supported Responsibility: MICOA/DPE								06/99					
	1 workshop held for the divulgation of convention Responsibility: MICOA/DPE	?												

B3	Montreal Protocol, Vienna Convention and Climate Change Convention Implemented	
	1 study on the emissions of CFC's completed Responsibility: MICOA/DPE	12/99
	1 study on emissions of GHG's completed Responsibility: MICOA/DPE	10/99
	Annual brochure on GHG emission published Responsibility: MICOA/DPE	12/99
	1 Workshop held for the divulgation of convention Responsibility: MICOA/DPE	?

B3	Convention on biodiversity implemented	
	Sectoral legislation revised to harmonise with the convention Responsibility: MICOA/DPE	12/99
	One workshop held for the divulgation of convention Responsibility: MICOA/DNGRN	?
C1	Data base on natural resources established Responsibility: MICOA/DNGRN	
	Env management plans for selected areas drafted	12/99
C2	Erosion Control Program Produced	
	Report on main causes and current status of soil erosion in Mozambique produced Responsibility: MICOA/DNGRN	08/99
	Strategy proposal submitted approval Responsibility: MICOA/DNGRN	09/99
	Alternations to MICOA's and sector programs drafted Responsibility: MICOA/DNGRN	10/99

C2	Bushfire Control Program Produced	
	Report on main causes and current status of bushfires in Mozambique produced Strategy proposal submitted for approval Responsibility: MICOA/DNGRN	08/99
	Alternative to MICOA's and sector programs drafted Responsibility: MICOA/DNGRN	10/99
C3	River basins Management Programs Produced	
	Participation of MICOA in national and international events related to watershed management Responsibility: MICOA/DNGRN	12/99
F3	Environmental days celebrated	
	World Environment day events prepared and celebrated Responsibility: MICOA/DNPA	05/99 06/99
	Celebrations of other environmental related days supported Responsibility: MICOA/DNPA	06/99

G4	NEMP Revised		
	Revise NEMP drafted Responsibility: MICOA/DPE	12/99	
G4	Revision of sectoral policies and programmes	12/99	
	Revision of sectoral policies and programs promoted and supported Responsibility: MICOA		
G5	Databank on the state of environment improved		
	Equipment and technical assistance to improve analysis of data acquired Responsibility: MICOA/DPE		06/99
	Introductory training on GIS held Responsibility: MICOA/DPE		07/99
G5	State of Environment report produced		
	State of environment report produced Responsibility: MICOA/DPE	12/99	

Specifically with regards to the Convention, there are currently several donors interested in supporting CCD activities in Mozambique and a better co-ordination in order to avoid duplication of efforts is required. Finland, through its Embassy in Mozambique has shown interest in being the lead donor to support CCD activities. A meeting between MICOA (NCB) and Finland officials has been arranged to discuss the TOR's of the lead donor ("Chef de File") sent by the Secretariat and the formulation of a working programme.

It is expected that funding from UNDP and Finland will be forthcoming.

Activities and Funding to Date

Within the framework of the NEMP, MICOA has obtained funds for selected activities in the context of the Convention. These funds are administered by the Department of Studies (MICOA) responsible for overseeing the implementation of the CCD.

Activities financed by UNDP through the donor's fund include:

- Case studies for the implementation of a pilot project in NAP process
- Studies in the Transfrontier Conservation Areas Project (TFCA's) for the recuperation of degraded land – initiated with GEF funds but currently funded by UNDP (see BOX 1).
- National meeting to identify links to start a synergy between UNCCC, UNCCD and CBD Conventions.
- Celebrations of the World CCD Day on June 17,

BOX 1

TRANSFRONTIER CONSERVATION AREAS (TFCAs) IN MOZAMBIQUE

In October, 1996 the Government of Mozambique approved the implementation of a Transfrontier Conservation Areas Project. The new concept of Conservation Areas (rather than National Parks) places greater emphasis on multiple resource use and management by local communities living in/adjacent to these areas. The Project is funded by the Global Environmental Facility/World Bank and is being implemented by the Department of Forestry and Wildlife .

The TFCA is envisaged as a relatively large region of mostly communal land incorporating one or more recognised biodiversity conservation or utilisation centres the whole to be developed in an integrated fashion for the economic benefit of indigenous communities without loss of biodiversity. A TFCA is perceived to be the final stage of rural development process based on multiple resource use.

The largest of the conservation areas is the Gaza-Kruger Park TFCA, one of the most arid areas in Mozambique (rainfall > 400 mm per annum)

The activities directly funded by the CCD Secretariat include creating awareness and dissemination of information related to the NAP process.

UNSO is giving support for the establishment of the National Desertification Fund (NDF) and the Preparedness Drought Monitoring Programme (PDM).

The current status of donor funding for CCD activities is outlined in Table 4 below.

Table 4. The current status of donor funding for CCD activities

Donor	Activities	Value (USD)
CCD Secretariat	1 st Workshop on information and awareness	3 000
MICOA	Study for the identification of areas affected or in risk of desertification	5 000
MICOA Secretariat	Awareness raising	50 000 (in use)
UNSO/UNDP	National Desertification Fund	30 000 (in use)
UNSO/UNDP	Tender on the knowledge of indigenous technologies to combat desertification	500
UNDP (NEMP donors)	Studies in areas affected by drought or desertification to identify areas for the implementation of the pilot project	30 000 (20 000 for 1999 and 10 000 for 2000)
UNDP (NEMP donors)	Recuperation of degraded land in Transfrontier Conservation Areas project (Gaza and Tete Provinces)	20 000 for 1999 and 100 000 for 2000
UNDP (Netherlands Government)	Production of "ABC" documentary film on desertification in Mozambique	10 000
CCD Portuguese Secretariat	1 st meeting of Portuguese Speaking Countries Community; meeting to review the status of implementation. Organised by Mozambique held in Cabo Verde.	78 000

Memoranda to implement activities have been signed but have not been utilised (see Table 5):

Table 5. Memoranda to implement activities

Donor	Activity	Value (USD)
CCD Secretariat	NAP process	122 000
UNDP/UNSO	NAP process Drought preparedness and desertification control Programme	100 000

Support is also provided by MS, a Danish non-governmental organisation (NGO) that provides technical and financial assistance to awareness activities.

The donors are in general not involved in the planning process of the NAP, with the exception of UNDP that has a Technical Support Expert, involved in all the activities of CCD financed through UNUDs Programme. A key aspect will be improved co-ordination between the donors financing CCD activities.

6. THE MEASURES TAKEN OR PLANNED WITHIN THE FRAMEWORK OF THE NATIONAL ACTION PROGRAMME INCLUDING MEASURES TO IMPROVE THE ECONOMIC AND ENVIRONMENTAL, CONSERVATION OF NATURAL RESOURCES, TO IMPROVE INSTITUTIONAL ORGANISATION, TO IMPROVE KNOWLEDGE OF DESERTIFICATION AND TO MONITOR AND ASSESS THE EFFECTS OF DROUGHT.

Before the ratification of CCD, institutions such as the Ministry of Agriculture and Fisheries, the Department of Prevention and Combat to Natural Disasters (DPCCN) and the National Institute of Meteorology were responsible for aspects related to land degradation, **early warning systems, food security, etc.**

These institutions were always the most involved in issues related with drought and desertification.

Several studies were carried out by those institutions:

- Studies on areas susceptible to drought occurrence
- Identification of affected areas on the national map (that was later updated by a study carried out by MICOA)
- Compilation of relevant information in the field of drought and land degradation
- Studies on the improvement of pastures for grazing cattle
- Studies for the introduction of drought resistant species in affected areas

Many of the studies are a revision of other studies and in some cases are being updated according to the convention requirements

- Established technical programmes and functional integrated projects to combat desertification.
- Inventory, adaptation and integration of projects underway with the NAP process.

At the moment a National Natural Disasters Management Plan is being designed under the guidance of DPCCN. The participation of 2 members of the NCB guarantees that CCD considerations are included in the Plan.

MAP is the institution, which has more activities and projects being carried out in the field of drought and desertification. It also has the five-year Programme (PROAGRI) that covers several areas and activities related with Drought and desertification combat. Besides, the elaboration of a national strategy for food security is also expected.

INAM is involved in activities of research and capacity building in the fields of drought and desertification, regarding previous alarm systems.

The participation process to ensure consensus and ownership of the National Action Plan in Mozambique is described in Section 3.

MICOA is co-ordinating studies to identify areas for the pilot project of NAP. The study and the project implementation involve MAP (DNFFB, INIA, MOPH and DNA). The project is in its execution phase and includes three areas:

- Recuperation of degraded land
- Improvement of pastures for cattle grazing
- Food security

7. FINANCIAL ALLOCATIONS FROM NATIONAL BUDGETS IN SUPPORT OF THE IMPLEMENTATION AS WELL AS FINANCIAL ASSISTANCE AND TECHNICAL CO-OPERATION RECEIVED AND NEEDED, IDENTIFYING AND PRIORITISING REQUIREMENTS

The Government of Mozambique contributes directly with regards to funding of CCD activities. Through payment of salaries for the NCB members at their places of work, and with the supply of support equipment such as cars, computers, fax machines, telephones, etc. In quantitative and qualitative terms this support does not meet the needs required for the efficient implementation of CCD-related activities.

NGOs are independently financed by a variety of donors. Sometimes MICOA acts as co-ordinator of NGO activities to avoid overlaps between their activities.

The National Desertification Fund is currently being established. The draft proposal for the creation of the Fund envisages the provision of financial support for selected NAP activities. However, the funds from the NDF will not be sufficient to cover all activities that will be identified in the NAP once this is finalised.

The "Chef de File" (Finland) has the task to coordinate the implementation of the Convention among the donors.

At the present, a team from the NDF task force is drawing up a proposal to finance community based activities, which will be included within the NAP.

To date, the private sector has not contributed for the CCD activities. However, The private sector is participating with the task force in the elaboration of proposals for obtaining financial support from this sector.

8. REVIEW OF THE BENCHMARKS AND INDICATORS UTILISED TO MEASURE PROGRESS AND THE ASSESSMENT THEREOF

To date Mozambique has not developed a detailed monitoring and evaluated programme for UNCCD activities in Mozambique. Key indicators for monitoring and evaluated will be identified in the National Action Plan. These will include indicators related to the progress implementation activities as well as the results arising from the implementation of key actions. Which will be prioritized. Indications will include both biophysical and socio-economic indicators.

It is planned to discuss aspects related to key indicators, monitoring and evaluated at the next meeting of the NCB. In June as well as at the first National Forum for the implementation of CCD to be held in September or October 1999.

The following department have mechanisms of observation and monitoring of the environment that will relevant to the CCD and there will be involved in monitoring and evaluation.

- The Ministry of Cooperation and Environmental Affairs: the National Environmental Management Plan
- The National Directorate of Water
- Department of Agriculture
- Department of Forestry and Wildlife
- Zone Unit
- Unit of Mozambique (for implementation of the CBD)
- National Institute for Rural Development (Socio-economic indicators)
- National Institute of Meteorology

A review of existing mechanisms and system from the relevant sectors will be carried to see how the CCD can draw on and elaborate on measures already taken to assess sustainable development . From the outcome of the review a proposal will be put forward on how best to develop impact indicators. This plan has not been adopted by the NCB.

There is no single national information system on desertification in Mozambique. The following department and organizations hold information relevant to desertification:

- NGO Focal Point – Costerra: they are in the process of collecting data on CCD related issues.
- INIA, land use and degradation through GIS mapping
- Department of forestry & Wildlife (forest/woodland cover)

Information is being collected by the CCD Focal Point and for access by other sectors. Each NCB member takes their own minutes at the meetings and reports back to their.

As yet there is no plan or capacity to analyse or harmonise these information systems and to set up a desertification information system which could be accessed and added to by interested parties throughout Mozambique.

LIST OF ABBREVIATIONS

CBO	Community Based Organizations
CBD	Biodiversity Convention
CCD	Convention to Combat Desertification
CFC	Chloro-Fluoro carbons
COTERRA	Association of Non Governmental Organization
DANIDA	Danish Development Agency
DE	Department of Studies
DNA	National Directorate of Water Affairs
DINA	National Directorate of Agriculture
DNGRN	National Directorate for the Management of Natural Resources
DNFFB	National Directorate of Forestry and Wildlife
DNPA	
DPCCN	National Department to Prevent and Combat Natural Disasters
DPE	Provincial Directorate of Education
EIA	Environmental Impact Assessment
FINNIDA	Finnish Development Agency
GEF	Global Environmental Facility
GOM	Government of Mozambique
GIS	Geographic Information System
GP	Governmental Programme
INAM	National Institute of Meteorology
INIA	National Institute for Agricultural Research
MAP	Ministry of Agriculture and Fisheries
MICOA	Ministry for Coordination of Environmental Affairs
MOPH	Ministry of Housing and Public Works
MS	Danish Non Governmental Organization
MTC	Ministry of Transport and Communication
NAP	National Action Plan
NCB	National Coordination Body
NDF	National Desertification Fund
NEMP	National Environmental Management Programme
NGOs	Non-Government Organization
PDM	Drought Monitoring Programme
PROAGRI	Agricultural Development Programme
PSIA	Programme Support Implementation Arrangement
TFCA	Transfrontier Conservation Area
UNCCC	United Nations Convention on Climate Control
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNSO	United Nations Sahel Office