

A biodiversity, natural resource management & ecosystem services literature review for the Olifants river catchment

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USAID: RESILIENCE IN THE LIMPOPO BASIN PROGRAM (RESILIM) - OLIFANTS



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1 Spatial area & features of Olifants/Limpopo Catchment covered

This report covers the Mozambique portion of the Olifants catchment.

Temperature gradients are generally north-south (latitudinal influence) and east-west (coastal influence).

2 Key focus areas/research question(s)

Many of the key areas that require investigation or correction are associated with governance. Mozambique requires the formulation and adoption of outstanding legislation in order to avoid legal non-compliance or conflict due to raised but as of yet unfulfilled community expectations (Norfolk & Cosijn 2013).

Other areas requiring adjustment are:

- The need to formulate in accordance with the principles and practice of the broader decentralisation the processes of co-management structures and related statutes of Local Participatory Management Councils (Conselhos Locais de Gestão Participativa, COGEPS) including small & medium natural resource enterprises (Comité de Gestão Comunitária CGCs) .
- Mozambique needs to link the process of community land delimitation and community empowerment and effective participation in the co-management of the forestry sector.
- There is a need for the implementation of financial systems - separation of the earmarked 20% from general revenue basket by opening of separate accounts and accumulation of this revenue stream until mechanisms for distribution and use are put in place and made operational (channelling the 20% - must be clear in regards to the process of identification of communities entitled to benefit, as well as identify conflict resolution mechanisms).
- Transparent and publicly available information that provides clear and assessable data regarding the state of natural resource exploitation and provides regular and uniform information flows between provincial and national levels.
- Concession allocation through open competitive process based on set criteria with independent review.
- Human resource development - both public sector and community levels in order to adequately implement community benefits related provisions and be able to proactively secure those benefits.
- Mozambique require monitoring and evaluation systems to be functional and aimed at securing the envisaged benefits.
- An investor screening strategy as part of measures targeting compliance and securing benefits for forest/woodland dependent poor.

The present trend of deforestation, especially around urban areas, is a worry and is likely to result in a change in the ecosystem services, for the worse. Given the lack of; strong governance systems, the capacity to enforce the existing legislation, and a strategic perspective on the use, management and conservation of the country's natural resources, the pressures on them are likely to increase. With the right political and donor backing, it is clear good applied research and monitoring is required. This will provide clear direction to the necessary interventions.



In addition, capacity will need to be developed at all levels of society and government, with a focus on the rights of communities to have access to natural resources. Systems of adaptive co-management should be promoted wherever possible.

Laws and legal recognition can achieve only so much. The legal framework for the protection and management of forest ecosystem services in Mozambique is comprehensive and fully protects the rights of the communities which depend on the forests for their livelihoods. However, governance is relatively weak with respect to the existing institutions and regulations at local and national levels which are meant to mediate access to and the use of these ecosystem services. The high reliance on forest resources for the livelihoods of over 80% of the population means that the government resolve to enforce the legislation is often weakened, as there are limited alternative sources of income generation in the rural areas. (It requires the development of alternative products).

3 Drivers / threats affecting biodiversity, natural resource management & ecosystem services (informed by literature review)

State of the ecosystem services in Mozambique and human induced drivers of change.

Around high density areas, transport corridors and the coastal zone there is predicted to be up to 80% loss in biodiversity by 2025 (MICOA 2008).

This very much applies to the area surrounding Maputo. Norfolk & Cosijn (2013) provide numerous reasons for the rapid deforestation and habitat fragmentation, throughout Mozambique, these are summarized below:

- Wood extraction and logging, both legal and illegal.
- The clearance of land for commercial agriculture (and forestry).
- Exploitation of mineral resources (mining development/industry), resulting in forest and woodland clearance, increased sedimentation, changes in water levels.
- Urbanisation.
 - Figures at moment not available, but these are increasingly substantial contributors to ecosystem changes in Mozambique
- Subsistence agriculture is a key driver of deforestation in Mozambique. An average Mozambican household cultivates 1 to 5ha of land annually for subsistence crops such as cassava, maize, sorghum, millet and groundnuts. Due to poor agricultural practices, new areas are cleared every 2 to 5 years, increasing deforestation. In most cases, fire is used as a mechanism of clearance. It is estimated that 39.6% of land is affected by fire annually (73% of the northwest being burned annually, INGC 2009). The slash and burn agriculture results in low agricultural productivity and an increase in child malnutrition.
- Hunting with fire (often illegal) resulting in damage or destruction to forests.



- Over-exploitation of fuel resources for charcoal and firewood, especially surrounding urban areas and along main transport corridors (Maputo and corridor from Komatipoort to Maputo. Siteo (2007) has indicated an average consumption of wood fuel of 2m³/person/year. Although a renewable resource this high consumption is still of concern and is a notable driver of change. This figure is greater than the annual regeneration rates of the woodlands per hectare. MICOA (2008) estimates, under these conditions, that along key transport corridors, around urban settlements and most of the coastal zone, over 80% of the forest biodiversity could be lost by 2025 (i.e. population growth to 28 million people, largely rural with limited economic development and livelihoods alternatives, and a large reliance on subsistence agriculture and forest/woodland products for energy).
- The deforestation, above, causing changes in water flows and sedimentation.
- Soil degradation from many of the above (reducing production).
- Rainfall variability, causing both droughts and floods. Water supply, purification and regulation problems (increasing floods but at the same time surface waters drying up for longer periods. INGC (2009) predicts major water scarcity across Mozambique starting in 2025.
- Livestock diseases are resulting in diminishing herds and is a suggestion that alternatives such as wildlife need to be put in place.
- Plant diseases (e.g. cassava brown-streaking disease, coconut yellow wilting disease, cashew (oidio), impacting on food production, food security and income generating opportunities. Again suggests importance of other natural resources (which at the moment are being lost).
- Industrial development, causing pollution from chemical discharges.
- Lack of sanitary facilities causing soil, surface and ground water contamination.
- Clearance of wetlands for urbanisation and agriculture, causing water quality declines and increased flooding downstream.
- Over-extraction of water upstream, for the area of study, mainly from South Africa, causing reduction of flows in Mozambique.

4 Challenges

In light of the above, the main challenge Government faces is too successfully implement and enforce existing legal provisions. They need to close the gap between legal intent and reality.

The following priorities have been suggested (Norfolk & Cosijn 2013):

- i. Community consultation must be defined as part of a process of establishing a working relationship between government, private sector and the community.
- ii. Better definition of roles in monitoring and evaluation, encompassing social development aspects and mechanisms for effective conflict resolution.
- iii. Capacity-building of local government, community organisations and private investors on issues of social consultation and sustainable multi stakeholder cooperation.
- iv. Co-management structures and related statutes should be formulated in accordance with the principles and practice of the broader decentralisation process.



- v. Transparent and publicly available information that provides clear and assessable data regarding the state of natural resource exploitation.
- vi. Provide regular and uniform information flows between provincial and national levels;
- vii. Financial systems - separation of the earmarked 20% community tax return from the general revenue basket by opening of separate accounts and accumulation of this revenue stream until mechanisms for distribution and use are put in place and made operational. A good example of this is the pilot project that took place with the GEF small grants project. In this project when dealing with the community neighbouring Sabi Game Reserve they were found to be unaware of the 20% remuneration they should be getting from the Reserves hunting fees. Unfortunately this remains a stumbling block in the process and the ability of the community to obtain an income from the use of their natural resources.
- viii. Concession allocation through open competitive process based on set criteria with independent review.
- ix. Investor screening strategy as part of measures targeting compliance and securing benefits for the natural resource dependent poor.

The Land Law provides legal recognition and protection of traditional rights to habitation and subsistence. It creates a mechanism for transforming them into real rights, thus also creating the potential for local communities and commercial entities to negotiate agreements. These agreements could produce tangible benefits for communities resulting from the third party use of their natural capital (WRI Millennium Ecosystem Assessment Synthesis Report). The ability of local community groups to acquire a real right for the use and benefit from the land (known as a 'DUAT'), effectively gives them private ownership rights, despite the fact that root title to the land remains in the hands of the state. The Forest and Wildlife Law, while creating the mechanisms and environment for local communities to participate in the co-management of the resource, maintains stronger *de jure* state ownership of the resources. It grants only subsistence level user rights to the community. In addition, the Law is heavily reliant on various regulations, annexes and diplomas to clarify the issue of community benefits and how these are to be brought into practice. Hence, there are significant disparities in the treatment of local community rights and in the approach to resource access and use. On the one hand Land Law enables the transfer of real rights to land while on the other the Forest Law erodes this by restricting resource use to non-commercial subsistence levels. The potential for commercial gains from forest resources (including wildlife) remains dependent on the successful application for a concession or a simple licence, thus effectively putting communities on the same playing field as the private sector. The definition of subsistence resource use in the law allows merely for the immediate consumption or use of those materials, without the right to benefit commercially from them. This allows for survival but not development.

Due to the lack of ownership rights over forest resources, the benefits intended for the forest dependent poor remain indirect and mainly based on the generation and distribution of related tax revenue, as well as the establishment of mechanisms for community participation in the co-management of the resources. The continuing lack of clarity on the role of CGCs, as well as the provision of benefits, constitutes an important gap in the legislation, resulting in the widespread failure to date to secure community-level benefits.

In relation to conservation and in particular natural resource use there are a number of weaknesses, at the present, in the different sectors of society (Table 1). These can be seen as challenges facing Mozambique, and many other African countries, and hence potential solutions can be put forward (Table 1).



Table 1. Weaknesses in the present system which hamper efficient and beneficial use of natural resources. The reason, effect and possible solutions are also listed (modified from Norfolk & Cosijn 2013).

	State	Private Sector	Community
Weakness	Disregard for legal requirements in user rights allocation process. Failure to ensure adequate community consultation and fulfilment of community rights. Lack of enforcement.	No community engagement. Failure to honour consultation promises. Excessive exploitation. Disregard for labour laws. Failure to deliver the benefits described in the management plan.	Tax evasion. Illicit association with third parties. Resource use beyond the definition of subsistence use.
Reason	Lack of technical capacity & clear mechanisms. Lack of financial and technical resources. No guidelines on framework & process of consultation. No direct accountability. No clear division of responsibilities between local government departments. Corruption	No clear mechanisms to implement legal provisions regarding local community benefits. Lack of experience in community consultation. Overbearing bureaucracy. Corruption. Lack of effective state control. Not the role of business to promote sustainable rural development.	Lack of understanding of legislation. Lack of confidence in state ability to protect community interests. Need for immediate gains. Lack of alternatives. Corruption. No conflict resolution mechanisms.
Effect	Disenfranchisement of communities by denying the possibility of benefiting through effective negotiation. Weakening of trust between the community and government. Lack of support to communities in benefiting from and applying legislation. Postponement of community benefits has overall negative effect on poverty reduction.	Non-fulfilment of consultation promises. Few community benefits. No guaranteed payment for labour. Social conflicts. No infrastructure development. Depletion of resources.	Internal conflicts. Weakening of local social and management structures. Depletion of resources. General disregard for the law. Mistrust of government officials.
Potential solutions	Creation of clear guidelines for the implementation of the consultation process. Capacity building for Government, private sector & communities. Establishment of formal cooperation with independent technical assistance bodies. Establishment of mechanisms of accountability. System of checks and balances in implementation process.	Clear mechanisms for consultation. Clear definition of responsibilities. Technical assistance on establishing community relations. Introduction of business incentives linked to tax and certification (rytkonen 2003). Effective state control on social & labour benefits.	Legal information dissemination. Cbos capacity-building. Simplification and implementation mechanisms for benefits.

5 Human well being

Mozambique is one of the ten poorest countries in the world, with 59.6% of the population living below USD1.25 per day, and 81.8% living on less than USD2 per day, based on the 2008 national census.

Literacy levels are very low (44.5% in persons over 15 years of age), infant mortality is high (76.9 per1000 infant births) and life expectancy low (49 years) and declining with increasing levels of HIV/AIDS which are > 20%of population (UN World Statistics Pocketbook).



Over 53% of the population is undernourished and in certain provinces 56% of children are malnourished (Wong, Roy and Duraipah Connecting Poverty and Ecosystem Services).

Income distribution is skewed in favour of urban populations, and geographically to the south around Maputo. The majority of the gains in income are going to the top 20% of the population (Hanlon Poverty Decreasing in Mozambique?)

6 Key institutional/governance matters identified (including political economy):

Forestry and Wildlife Law of 1999: the main rights and benefits of the forest & wildlife dependent communities envisaged under Law 10/99 are the following: subsistence level use of the resources; participation in co-management; community consultation and approval prior to allocation of exploitation rights to third parties; development benefits derived from exploitation under a concession regime; return of earmarked 20% of tax revenue (fees) to the communities; and 50% of the value of fines received by the individual contributing to law enforcement.

The introduction and establishment of private concessions is one of the few tangible results of the 10/99 Law that has an everyday impact on the life of the forest and wildlife dependent populations. While other legal provisions aimed at benefiting communities are yet to be put into practice, the granting and management of concession areas is now an important element of the development of this sector and one which can already be examined from the point of view of the actual success of legal implementation and the security of legally provided community rights and benefits.

The formulation of Law 10/99 on Forestry and Wildlife must be examined in conjunction with the 1997 Land Law and the state decentralization reform currently underway. Local government and community structures need to have clearly defined powers, responsibilities and institutional context within which to function. Therefore, clear relationships must be established between the proposed institutional developments at community level and the newly defined decentralised district level state organs.

7 Literature review

This is a partial literature review as it focuses on the environmental and biological subjects. Many other important documents, for instance those involved in governance, are partially covered in other sections of this report.

Coastal pollution, overfishing (inappropriate methods) and coastal erosion has taken place (ENVISION 2006). In the Maputo province mangroves are being depleted at a rate of 15.2 %/annum. One of the main contributors to this is the growth of populations associated with developing tourism (Chemane *et al.* 1997).

There is the increase or development of health hazards for instance faecal coliform, faecal streptococci and *E. coli* are present both in marine waters and shellfish tissues within Maputo Bay (REF). Most industries in Maputo do not treat or do not have adequate treating mechanism for their effluents and in most cases contain toxic elements. Agricultural activity takes place along or close to the main river basins & coastal region.



The rivers, in particular the Inkomati, Elefantes, Limpopo and Changane, are the main pathways through which agrochemicals enter the coastal and marine environments (Hatton 1996).

In the marine system phytoplankton are concentrated in the vicinity of the rivers, including Delagoa Bight and these are therefore important marine production areas.

The Ministry for Environmental Affairs (MICOA) is struggling to produce a platform that will regulate the occupation and use of coastal areas. They are also working on agreements with the countries crossed by the international rivers, so that the negative impacts (sedimentation, accretion, salt intrusion) of their water usage on Mozambique can be reduced.

There are a number of impacts such degradation on a marine system has a few are provided here.

Marine mammals are vulnerable to destruction of habitat, accidental and intentional catches and pollution (Guissamulo 1993). Turtle mortality is widespread. Studies conducted by de Boer and Longamane (1996) and de Boer (2000) demonstrated that human activities in the intertidal habitats may have a serious impact on shorebirds.

There are a number of conservation initiatives and policies as listed in annexe 1 & 2. There has been the creation of the Ethnobotany Research Center in Namaacha (2009). The government intends to increase the percentage of conservation area from 11% to 16% and will cover both the terrestrial and marine environments. It is also involved in other initiatives for instance in Trans-frontier conservation areas, Reforestation projects in the ministry of environmental affairs. It also intends to dramatically increase the number of people with formal education on biodiversity and resource management. The government's plan is very ambitious and aims to produce almost 7000 academic scientists by 2025, 15% of whom would be qualified in natural resource management. At present there are fewer than 500 of such scientists (Pedersen 2008). There are publications on activities such as census of wildlife, national forest inventory reports and conservation areas and several studies published including universities thesis (see Bibliography).

Environmental Law (Law No 20/97 and others see Annexe2) provides for among others the participation of local communities in the formulation of policies and laws related to natural resource management & management of protected areas. But as indicated above there are major difficulties linked to the understanding & enforcement of laws, education and accountability/corruption

There have been two major periods of information gathering, that of pre-independence in which there was much ecological and descriptive biodiversity studies (e.g. papers by Instituto de Investigaçãode Mozambique including Revista de Entomologia de Mozambique). Many of these publications still housed in Maputo. Then there are post independence publications and studies which are more social and also involve the updating of policies. The conservation focus has been on innovation around governance and institutions, disaster prevention and management, and ethno-botany. UEM coordinated the research for the 1st State of the Environment Report released in May 2011.

There are many limitations which do not favour rigorous scientific research, including a lack of highly trained academic staff (only 14.8% have a PhD); the lack of stable teaching staff, as they are better remunerated in private sector enterprises or externally in the region; the low numbers of students undertaking science studies at tertiary level due to very poor teaching at high-school level (Council of Ministers MOTIS; Pedersen 2008). In addition appointments and promotions within public universities are based more on political affiliation than academic competency (Bussotti 2010 pambazuka.org).



Due to the lack of finances (Council of Ministers, 2006), research tends to occur in proximity to large cities, where access is relatively easy. A large number of studies have been undertaken in the Maputo Province. Finally, grass-root community knowledge is rarely captured adequately, as most research occurs at a courser scale. In addition, environmental sustainability is seen as a crosscutting theme in conjunction with gender and HIV.

8 Key strategic partners / institutions (relevant to your work package & broader):

The institutions undertaking research into natural resource management and ecosystem services include private and public academic institutions, government ministries, donors, and NGOs. At present there are over 29 higher learning institutions in Mozambique, 16 public and 13 private, many of which have faculties throughout the country based on educational priorities established by the government, as well as the priorities of each university itself (Pedersen 2008, 22 of these are listed in Annexe 2). There are three public universities which offer courses in natural resource management, with the University of Eduardo Mondlane (UEM) being the main public university for these studies. Almost all research is undertaken in the public universities. Much of their research is used by government as a basis for policy-making. Some studies are playing a valuable contribution to the understanding of forest ecosystem services and their inter-action with human well-being. However, there is often difficulty with translating this knowledge into action which would increase human resilience and community well-being, and reduce poverty.

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ANNEXE 1: LAWS, POLICIES & REGULATIONS

Register of legislation

- Constitution of Mozambique, 1990
- Environmental Framework Law 20/97
- Environmental Impact Assessment Regulations (Decree 41/2008)
- Forestry and Wildlife Law 10/99
- Forestry and Wildlife Regulations (Decree 12/2002)
- Forestry and Wildlife Policy (Resolution 8/97)
- Land Law 19/97 and related Regulations (Decree 66/98 and Ministerial Diploma 29-A/2000)
- Law and Regulation on Environmental Impact Assessment (Decree 45/2004)
- Law 4/90 of 26th September
- Law 7/98 of 15th June
- Ministerial Diploma (93/2005)
- Ministerial Diploma: Addendum to EIA Process Regulation 45/2004 (198/2005)
- Traditional Medicine Policy (2004)

Register of international instruments

- Convention on Biological Diversity (1992)
- SADC Protocol on Forestry (2002)
- UN Convention to Combat Desertification (1995)
- UN Framework Convention on Climate Change (1995)

ANNEXE 2: NATIONAL PARKS, RESERVES AND TFCA'S IN OR NEAR STUDY ARE, UNIVERSITIES AND NGO'S IN MOZAMBIQUE

TABLE 1: NATIONAL PARKS

Name	Location	Area (km2)
Parque Nacional do Banhine	Gaza	7.000
Parque Nacional do Limpopo	Gaza	10.000
Parque Nacional do Magoe	Gaza	10000

TABLE 2: RESERVES

Name	Location	Area (Km2)
Maputo Special Reserve	Maputo	700
Futi Corridor		
Mozambique Protection Area (Marine Protection Area)		



TABLE 3: TRANSFRONTIER PARKS

Name	Parks Involved
Greater Limpopo Transfrontier Park	Limpopo National Park (moz), Kruger Park (S.A), Gonarezhou National Park (Zim)
Lubombo Transfrontier Conservation Area	Maputo Elephant Reserve and Futi Corridor (Mozambique), Tembe Elephant Park (South Africa) and the Lubombo Conservancy (Swaziland)

TABLE 4: UNIVERSITIES IN MOZAMBIQUE

Universidade Eduardo Mondlane	Universidade Sao Tomas
Universidade Pedagogica	Universidade Zambeze
Universidade Catolica De Mocambique	Universidade Tecnica de Mocambique
Universidade Jean Peaget De Mocambique	Universidade Mussa Bin Bique
Universidade Lurio	Instituto Superior de Ciencias de Saude
Universidade Politecnica	Instituto superior Politecnica de Manica
Instituto Superior De Ciencias E Tecnologias De Mocambique	HEFSIBA - Instituto Superior Cristao
Instituto Superior De Transportes E Comunicacoes	Instituto superior Politecnica de Gaza
Escola Superior De Economia E Gestao	Universidade náutica de moçambique
Universidade Pedagógica Sagrada Família	Universidade Jean Piaget de Moçambique
MUST Institute (Business And Computer College)	

TABLE 5: NGO'S

African Wildlife Foundation	Darwin Project	Project - Mozambique
The Wild Foundation Humble Africa	The Rufford Foundation COMACO	The Lost Mountain KEW Royal Botanical Gardens
Niassa Lion & Carnivore Project in Mozambique	Contour Project Mangers	Manda Wilderness Community Trust
African Wild Dog Conservation Research	National Herbarium and Forestry Research departments	ACCM Zavora Marine Lab. - Research and Conservation in Mozambique
National Agricultural and Natural Resources Research Institute in Mozambique (IIAM)		

The Association for Water & Rural Development [AWARD]

AWARD is a non-profit organisation specializing in participatory, research-based project implementation. Their work addresses issues of sustainability, inequity and poverty by building natural-resource management competence and supporting sustainable livelihoods. One of their current projects, supported by USAID, focuses on the Olifants River and the way in which people living in South Africa and Mozambique depend on the Olifants and its contributing waterways. It aims to improve water security and resource management in support of the healthy ecosystems to sustain livelihoods and resilient economic development in the catchment.

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About USAID RESILIM-O

USAID: RESILIM-O focuses on the Olifants River Basin and the way in which people living in South Africa and Mozambique depend on the Olifants and its contributing waterways. It aims to improve water security and resource management in support of the healthy ecosystems that support livelihoods and resilient economic development in the catchment. The 5-year program, involving the South African and Mozambican portions of the Olifants catchment, is being implemented by the Association for Water and Rural Development (AWARD) and is funded by USAID Southern Africa.



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