COASTAL AND MARINE BIODIVERSITY MANAGEMENT PROJECT

MOZAMBIQUE

Resettlement Policy Framework

May, 2005
List of Abbreviations

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<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tr>
<td>BP</td>
<td>Bank Policy</td>
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<tr>
<td>CBNRM</td>
<td>Community based natural resource management</td>
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<tr>
<td>CC</td>
<td>Consultative Council</td>
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<tr>
<td>CDS-ZC</td>
<td>Centre for Sustainable Development-Coastal Zone</td>
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<td>COGEP</td>
<td>Participatory Management Council</td>
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<tr>
<td>DA</td>
<td>District Administration</td>
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<tr>
<td>DAS</td>
<td>Water and Sanitation Department (DPOPH)</td>
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<tr>
<td>DINAGECA</td>
<td>National Directorate of Geography and Cadastre</td>
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<tr>
<td>DINAPOT</td>
<td>National Directorate for Territorial Planning</td>
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<td>DINATUR</td>
<td>National Tourism Directorate</td>
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<tr>
<td>DIPTUR</td>
<td>Provincial Directorate of Tourism</td>
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<td>DNA</td>
<td>National Directorate of Water</td>
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<td>DNAC</td>
<td>National Directorate of Conservation Areas</td>
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<td>DNAIA</td>
<td>National Directorate of Environmental Assessment</td>
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<td>DNFBB</td>
<td>National Directorate of Forestry and Wildlife</td>
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<td>DNGA</td>
<td>National Directorate for Environmental Management</td>
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<td>DPA</td>
<td>Provincial Directorate of Agriculture</td>
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<td>DPCA</td>
<td>Provincial Directorate for Coordination of Environmental Affairs</td>
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<td>DPOPH</td>
<td>Provincial Directorate of Public Works and Housing</td>
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<td>DPP</td>
<td>Provincial Directorate of Fisheries</td>
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<td>DPPF</td>
<td>Provincial Directorate of Planning and Finance</td>
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<td>DTT</td>
<td>District Technical Team</td>
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<td>EA</td>
<td>Environmental Assessment</td>
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<td>EIA</td>
<td>Environmental Impact Assessment</td>
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<td>GEF</td>
<td>Global Environment Fund</td>
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<td>GOM</td>
<td>Government of Mozambique</td>
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<td>ICM</td>
<td>Integrated Coastal Management (plan)</td>
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<td>IDA</td>
<td>International Development Association</td>
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<td>IDP</td>
<td>Integrated Development Plan</td>
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<td>IDPPE</td>
<td>Institute for Development of Small Scale Fishing</td>
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<td>IFC</td>
<td>International Finance Corporation</td>
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<td>IIP</td>
<td>Fishing Research Institute</td>
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<td>MADER</td>
<td>Ministry of Agriculture and Rural Development</td>
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<td>MAE</td>
<td>Ministry of State Administration</td>
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<td>MICOA</td>
<td>Ministry for Coordination of Environmental Affairs</td>
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<td>MINAG</td>
<td>Ministry of Agriculture</td>
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<td>MISAU</td>
<td>Ministry of Health</td>
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<td>MITUR</td>
<td>Ministry of Tourism</td>
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<td>MOPH</td>
<td>Ministry of Public Works and Housing</td>
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<td>MPF</td>
<td>Ministry of Planning and Finance</td>
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<tr>
<td>MPD</td>
<td>Ministry of Planning and Development (created February 2005)</td>
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<tr>
<td>NGO</td>
<td>Non governmental organisation</td>
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<td>NP</td>
<td>National Park</td>
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<td>NRM</td>
<td>Natural resources management</td>
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<td>OP</td>
<td>Operational Policy</td>
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<td>P/DTC</td>
<td>Provincial / District Technical Committee</td>
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<td>PA</td>
<td>Protected Area</td>
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<td>PAP</td>
<td>Project affected person</td>
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<tr>
<td>Abbreviation</td>
<td>Description</td>
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<tr>
<td>PIU</td>
<td>Project Implementation Unit (MICOA)</td>
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<td>PRA</td>
<td>Participatory rural appraisal</td>
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<td>PTT</td>
<td>Provincial Technical Team</td>
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<td>RAP</td>
<td>Resettlement Action Plan</td>
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<td>RUG</td>
<td>Resource User Group</td>
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<td>SAFMAR</td>
<td>National Maritime Administration and Inspection Services</td>
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<td>SEA</td>
<td>Strategic Environmental Assessment</td>
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<td>SMME</td>
<td>Small and Medium Enterprise</td>
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<td>SPAP</td>
<td>Provincial Services for Fishing Administration</td>
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<td>SPER</td>
<td>Provincial Rural Extension Services (DPADER)</td>
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<td>SPFFB</td>
<td>Provincial Forestry and Wildlife Services (DPADER)</td>
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<td>SPGC</td>
<td>Provincial Geography and Cadastre Services (DPADER)</td>
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COASTAL AND MARINE BIODIVERSITY MANAGEMENT
PROJECT
MOZAMBIQUE

Resettlement Policy Framework

I. Executive Summary

The Government of Mozambique with financing from IDA and the GEF is proposing to extend the Coastal and Marine Biodiversity Management Project for a period of two years. The project supports the conservation of biodiversity while improving the livelihood of the local communities through application of participatory planning and zoning initiatives and promoting economic development, in particular sustainable tourism in four districts. The spatial development and participatory planning processes will define new conservation areas which include core protected areas and multiple use (buffer and interstitial) areas. Local communities are to play an important role in a sustainable management of the natural resources and the development of economic activities in these areas.

Main project activities will include legal designation of new protected areas, the preparation and implementation of a participatory Integrated Development Plan (IDP) in each district to provide an environmentally sustainable framework for land use planning, natural resource management and development investment that is the product of harmonizing collaborative Integrated Coastal Management (ICM) / Action Plans and the District Development Plan. The development of environmentally sound and socially progressive nature tourism and improving effective protected areas (PAs) through linkages along the richly biodiverse coastlines of four northern districts of Nampula and Cabo Delgado Provinces will be achieved by the improvement of management capacity and supporting the creation of new formal and informal PAs.

Key issues relating to community well-being implied in the design, development and implementation of the CMBMP extension include clarifying the status and rights of people currently residing inside core PAs; the role of the IDP with regard to the position of communities living in and around protected areas and other key stakeholders; the poor socio-economic status of communities and importance of the Biodiversity Conservation and Community Development, and Private Sector Development components to stimulate local livelihoods development; and, ensuring successful community-based conservation and participation of local NGOs.

The development of community-managed nature tourism may acquire land to build and develop access infrastructure, and buildings. The CMBMP may also cause displacement of people from their homes and habitual resource use areas as a result of the level of restrictions placed on resource use on and in the coral filled areas around some isolated islands, coastal and riverine (Rovuma river) habitats scheduled to be protected. The location, nature and scope of land acquisition and displacement are not yet known. When, the details of land acquisition and involuntary resettlement are not fully known, a Resettlement Policy Framework (RPF) that establishes the policy principles for the development of specific Resettlement Action Plans (RAPs)
is developed for public information and discussion. As, subsequent to the RPF, outlines of different initiatives are known in sufficient detail, a RAP will be developed for each one based on the framework agreed upon in this RPF.

Resettlement covers physical displacement and economic displacement. Thus the need for resettlement and compensation refers to the impact of the development causing the loss of, or loss of access to, any assets growing on or permanently affixed to the land, such as shelters, buildings and crops and also to the impact causing loss of or access to an economic resource base or local communities’ means of livelihood. Losses may be total or partial. The absence of legal title to use and usufruct of the land does not limit rights to compensation. Preference should be given to land based resettlement strategies for displaced people whose livelihoods are land-based. If sufficient alternative land is not available, non-land-based options built around opportunities for employment or self-employment should be provided in addition to cash compensation for land and other assets lost. People affected by PAs should be assisted to improve or restore their livelihoods in a manner that maintains the sustainability of the protected areas.

Mitigation actions
When an activity entailing land acquisition or/and displacement is identified, alternative designs should be prepared that seek to minimize the impact wherever possible. If the nature and scope of the undertaking demand that an Environmental Impact Assessment (EIA) is undertaken, a scoping phase prior to the EIA will identify the scope and impact of land acquisition required by project. It will also identify likely socio-economic impacts on affected populations, probable impacts related to associated facilities such as work camps, pipelines, electric power lines, etc. that are necessary for its construction or operation, and probable induced impacts, including likelihood of in-migration to the project area.

The EIA itself will include a social impact assessment (SIA) that will identify and quantify impacts and the numbers of people affected by the project (PAPs). A socio-economic baseline survey should include a census of all PAPs and provide the basis for estimation of impacts on the population. EIAs require extensive and reported public consultation during preparation. Mitigating action plans are also required to be prepared as part of the EIA.

EIA / SIA mitigation plans should outline the procedures used to minimize the negative impacts on the community as whole or on part of it or on single households. Where these require resettlement, these procedures will be defined in detail in a Resettlement Action Plan.

If activities carried out by the project cause unavoidable impacts requiring land acquisition the CMBMP Project Implementation Unit (PIU) will ensure the realization of a concise Land Acquisition Assessment (LAA).

Likewise, in the case of awarded concessions; once a concession has been demarcated, it should be subject to a Land Acquisition Assessment. The Land Acquisition Assessment is a simple profile of use of the land to be acquired or awarded as a concession.
An abbreviated RAP describes the project activity and actions to minimise resettlement; it provides an officially certified survey of displaced persons, an asset inventory and valuation and, if appropriate, socio-economic survey. It describes in detail the compensation and other resettlement assistance including entitlement to participation in alternative livelihoods development activities to be provided. It also describes the results of consultations with displaced people about acceptable alternatives. It must identify institutional responsibility for implementation and procedures for grievance redress, as well as arrangements for implementation and monitoring. An implementation schedule and detailed budget are required.

In cases were an activity or sub-project will cause involuntary resettlement or negative impacts on people’s livelihoods of a significant scale, the agency responsible will prepare a full RAP for that particular sub-project or activity. The scope and level of detail of the RAP will vary with the magnitude and complexity of the resettlement involved. The organisation and minimum of information required for a RAP should conform to requirements in the World Bank’s policies on Involuntary Resettlement OP/BP 4.12 and this Framework.

Institutional organisation

RAPs will be developed for sub-projects and activities identified for implementation in the IDPs. These cover PAs (MITUR and MINPESC responsibility), buffer zones and the interstitial areas where DNFFB (MINAG) and MINPESC is responsible for conservation and sustainable community management of natural resources. At provincial level DPA is responsible for land-use delimitation and demarcation (SPGC), and sustainable resource management in interstitial areas (SPFFB).

Responsibility for producing the RAP lies with the Project Component lead agency and the PIU in MICOA – the Project Authority. A consultant may be contracted to carry out socio-economic studies and an SIA. When contracted the consultant would also be responsible for stakeholder consultation, facilitating and supervising compensation negotiations and agreements and producing the RAP document.

Responsibility for resettlement implementation lies with the Project Authority, and it is this that will organise technical support from the district government for site demarcation and land acquisition for resettlement among other things. The Project Authority may contract additional assistance to facilitate resettlement such as contractors for house design and/or construction, consultants to oversee the process and NGOs to facilitate the process with the PAPs.

It may be useful to contract a resettlement advisor who can be called upon to assist the Project Authority in monitoring and preventing negative outcomes during resettlement implementation.

A specific government officer from the Project Authority should be attributed no less than 75% of his/her time to organising and directly supervising resettlement implementation at any given project site, and provided with field facilitators. If this is not possible, an NGO active in the CMBMP district should be contracted to facilitate

1 See Annex A.
the social and organisational aspects of resettlement. The participation of this NGO in the consultation process required to prepare the RAP would be advantageous.

At community level a RAP working group will be set up by each affected Resource Users Group (RUG) at zone level with community and local leader membership, while an interzonal RAP working group will be formed from members of the interzonal RUG, and will include local government representatives of the territorial areas covered. RUGs will be the key forum for linking community issues, including resettlement and grievances with local government and the provincial CMBMP Coordinator and Provincial / District Technical Committee (P/DTC). RUGs and RAP working groups should be trained and supported by NGOs where possible. At district level the district governments, led by the District Administrator will be responsible for leading a District Resettlement Committee which will report to a Provincial Resettlement Management Group – a working group of the P/DTC. The provincial CMBMP Coordinator as a member of the District Resettlement Committee will be the first level link with the Project Authority.

Public consultation and grievances
A local communication strategy stressing awareness-raising activities about the sub-project and resettlement procedures and entitlements should be planned to be continued throughout preparation and implementation of resettlement in order to reduce misunderstanding and grievances. Communities 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. Training for technical teams, RUGs and local leaders in conflict management will also assist in minimizing the negative impact of conflicts.

The RAP preparation process is participatory and through consultation during the socio-economic studies and impact assessments potential conflicts and communication channels for grievances should be identified. The consultation process must involve all potentially affected people. During and after implementation individual and group consultation should continue to verify progress in taking up new livelihoods activities and in restoring their lives to the levels they were prior to resettlement.

Grievances concerning proposed or actual resettlement arrangements can initially be presented for local customary redress or placed before recognised community courts. Failing resolution, issues may be presented to the local RAP working group for transmission through to the District Resettlement Committee and the provincial CMBMP Coordinator on behalf of the Project Authority for redress. If this route is not appropriate or the issue is not resolved, it may be formally taken to the P/DTC working group – the Provincial Resettlement Management Group and/or the Provincial Governor.

If a community is in conflict with a private-sector developer, the issue will be taken first to the local authorities – the State Administration and where relevant the Protected Area (PA) Administration. Failing resolution there, it will be taken to the Ministry or agency with titular responsibility for the investment. Provisions to appeal with sectoral grievances to higher levels of government such as National Directors
and Ministers exist in most legislation. Should any party be dissatisfied, the grieved party may take the complaint to court where it will be dealt with under Mozambican law.

The full costs of resettlement including compensation and mitigating activities are approximately US $299,527. This figure will be revised during project implementation.

The CMBMP adaptive management model uses monitoring and evaluation tools to ensure the continued relevance of project direction and activities. Community consultation and participation in the RAP planning process will identify progress and impact indicators. These will be used to formulate the RAP, for participatory monitoring and providing feedback to external monitors during the implementation of the RAP. Communities will also participate in external evaluation of outcomes of resettlement.

The activities implied in any written agreements between the Project Authority and community representatives will be jointly monitored and where possible community organizations will be responsible for ensuring the compliance of community members.
1. Project Description and Background

The Government of Mozambique with financing from IDA and the GEF is funding a Coastal and Marine Biodiversity Management Project (CMBMP) that is piloting an integrated approach to achieving sustainable and equitable use and conservation of Mozambique’s coastal and marine resources focusing on two project areas in northern Mozambique – Mocimboa da Praia and Palma Districts in Cabo Delgado Province, and Nacala-Porto and Mossuril Districts in Nampula province.

Mozambique’s coastal zone is unique in terms of quality, diversity and species richness of its habitats. The two pilot project areas include sites recognized as having globally significant biodiversity including corals, mangroves, sea grass beds, all five species of endangered turtles and dugongs. They are also characterised by strong local government commitment to integrate biodiversity protection into local socio-economic development. It is also a reality that a significant proportion of the country’s population is concentrated in coastal areas, placing significant pressure on the natural resources.

The CMBMP is a key pilot initiative that will provide lessons and best practices in integrated planning approaches to be replicated more widely in the government’s longer term overarching National Coastal Zone Management Programme.

With the goal of effectively protecting regionally and globally significant coastal and marine habitats and species the main development objective of CMBMP is to test and consolidate an approach to achieve sustainable economic development of coastal zone resources through a strategic development planning process that integrates ecological, social, economic, and physical values and balances the varying interests involved. A number of activities have been taking place within the two pilot areas through four main components which aim to:

1. Produce integrated development plans developed via strategic spatial planning, coastal conservation management plans and district development planning.
2. Protect areas of globally and regionally significant biodiversity while piloting community development initiatives.
3. Create an enabling environment for private sector investment and ensure continuity of conservation area management and community development activities through sustainable financing mechanisms.
4. Facilitate and consolidate sustainable use of coastal and marine resources through training to increase awareness and capacity, participatory monitoring, institutional coordination and arrangements for devolving coastal and marine resource planning to the provincial and local levels.

After a mid-term review in April/May 2003 the project shifted its focus slightly; the integrated development planning (IDP) process was clarified insofar the initial spatial or strategic development planning (SDP) component using a consultative approach was augmented by the inclusion of a participatory strategic environmental assessment (SEA) and macro-zoning to identify key issues, environmentally sensitive areas, community land-use areas and potential conservation areas. Micro-zoning will then be used as the tool for producing land-use plans and through a structured participatory
process produce Integrated Coastal zone Management (ICM) plans and Protected Area (PA) plans that identify concrete community development interventions that can be piloted and opportunities for engaging the private sector in partnerships that promote conservation management. The project placed a new emphasis on decentralization and devolution of responsibilities for coastal zone planning to provincial and district levels through institutional capacity development. By shifting integrated development planning to the lowest possible level it was hoped that environmental issues would be integrated into issues-based ICM plans, and the harmonization of ICM plans and DDPs would systematise integrated development management, policy and programming through District IDPs.

At the end of 2004 the project implementation period was extended to June 2007 after the World Bank judged progress to be satisfactory and implementation much more effective. The case for extension is based on the opportunity to continue to influence coastal development in Mozambique to better support poverty alleviation, sustainable economic development, and decentralization of decision-making whilst safeguarding and protecting the biodiversity of the coastal environment. The Mozambican Government has demonstrated its increasing demand for and commitment to the Integrated Coastal zone Management (ICM) process in the participation of Tourism, Agricultural and State Administration sectors together with the project leader the Ministry for Coordination of Environmental Action (MICOA).

Over the next two years the CMBMP expects to achieve four component objectives concerning a) the IDP process, b) biodiversity conservation and community development, c) private sector development, and d) training, public awareness, project monitoring and coordination and reach the following strategic targets:

- Development of integrated planning guidelines that incorporate conservation requirements and will assist in the formulation of regulations to govern integrated territorial planning processes.
- Harmonising the guidelines with the District Development Planning guidelines being formulated by the National Directorate of Planning in the Ministry of Planning and Rural Development.
- Development of an Integrated Coastal Management policy and strategy.
- Demarcation and gazetting of the first transfrontier coastal conservation area in the Africa region.
- Community land demarcation and implementation of micro-projects identified through the integrated development planning process.
- Promotion of private sector investments (i.e. tourism operations involving communities) stimulated through the strategic development planning process.
- Contingency plan and a training programme in marine hazards and oil spills.
- Sustainable operationalization of a field station in Pemba for biological monitoring, research and monitoring.
- Implementation of a public awareness strategy to promote behaviour changes.
- Further testing and implementation of the monitoring and evaluation programme.
- Implementation of the training plan including Masters degree courses in the different disciplines of coastal zone management.

Key issues relating to community well-being implied in the design, development and implementation of the extension phase of the CMBMP include:
The controversial issue of the status and rights of people currently residing inside areas identified as actual and potential conservation areas and planned to be officially gazetted protected areas (PAs).

Role of ICM and PA management plans in relation to the position of people living in and around future protected areas. The importance of a structured, participatory, spatial planning process to develop an agreed-upon common framework for the many different actors and interests.

Socio-economic status of communities and importance of the Biodiversity Conservation and Community Development, and Private Sector Development components to stimulate local livelihoods development.

Community-based conservation opportunities and participation of local NGOs.

2. Principles and Objectives Governing Resettlement Preparation and Implementation

The CMBMP endorses and will promote the development of further policies and their implementation to minimize to the extent possible land acquisition for public interest, and land-use changes that cause adverse socio-economic impacts. It is designed to mitigate as effectively as possible the adverse impacts of unavoidable land acquisition and involuntary resettlement. A key mitigating tool is the project’s central focus on a participatory planning and implementation approach supported by an adaptive management model.

The CMBMP is to be implemented in four coastal districts of the two most northern provinces in Mozambique. The CMBMP concept and project design promote the development of different sustainable resource use activities in buffer and interstitial zones created around PAs. Through the many project components, implemented via different government sector agencies, the project also explicitly links conservation and tourism development activities to community participation and access to direct and indirect benefits, as well as encourages community land delimitation to strengthen their rights bases. The development of community managed nature tourism may require land acquisition to build and develop infrastructure, and buildings. The project may also cause displacement of people from their homes and habitual resource use areas as a result of the level of restrictions placed on resource use on and in the coral filled areas around some isolated islands, coastal and riverine (Rovuma river) habitats scheduled to be protected. Presently the location, nature and scope of land acquisition and displacement are not yet known.

Concessions awarded with land demarcated will be subject to a Land Acquisition Assessment to verify if communities are to be displaced or goods lost as a result of proposed development. This short document will identify the land, communities, land uses and attitudes of the communities towards the concession. Their signed agreement is necessary to assure World Bank agreement to their undertaking resettlement activities.

When the details of land acquisition and involuntary resettlement are fully known, a Resettlement Action Plan (RAP) can be defined to provide an implementation guide for the operation. When, however, the details of land acquisition and involuntary
resettlement are not fully known, a Resettlement Policy Framework (RPF) that establishes the policy principles for the development of specific RAPs is developed for public information and discussion. As, subsequent to the RPF, outlines of different initiatives are known in sufficient detail, a RAP will be developed for each one based on the framework agreed upon in this RPF.

The principles outlined in the World Bank’s Operational Policy OP/BP 4.12 are used in preparing the Policy Framework. These principles and the resettlement measures stemming from them will apply to all sub projects of the CMBMP, whether or not the scale and complexity of resettlement issues require preparation of a RAP.

It is widely understood that involuntary resettlement may cause severe long-term hardship, impoverishment, and environmental damage unless appropriate measures are carefully planned and carried out. The Bank’s overall policy objectives on involuntary resettlement are the following:

1. Involuntary resettlement and land acquisition should be minimized or avoided where possible. Where land acquisition is unavoidable, the project will be designed to minimize adverse impacts.
2. Resettlement activities should be conceived and executed as sustainable development programmes. Sufficient investment resources should be provided to enable the persons displaced by the project to share in project benefits.
3. Displaced people should be meaningfully consulted and should have opportunities to participate in planning and implementing resettlement programs.
4. Displaced persons should be assisted in their efforts to improve their livelihoods and standards of living or at least to restore them, in real terms, to pre-displacement levels or to levels prevailing prior to the beginning of project implementation, whichever is higher.

The OP 4.12 on Involuntary Resettlement ensures that the population displaced by a project receives benefits from it. This covers those with usufruct or customary rights to the land or other resources taken for the project. The OP is inclusive, ensuring that all those affected both directly and indirectly by project developments are compensated as part of the project.

Resettlement covers physical displacement and economic displacement. Thus the need for resettlement and compensation refers to the impact of the development causing the loss of, or loss of access to, any assets growing on or permanently affixed to the land, such as shelters, buildings and crops and also to the impact causing loss of or access to an economic resource base or local communities’ means of livelihood. Losses may be total or partial. The absence of legal title to use and usufruct of the land does not limit rights to compensation. Preference should be given to land based resettlement strategies for displaced people whose livelihoods are land-based. If sufficient alternative land is not available, non-land-based options built around opportunities for employment or self-employment should be provided in addition to cash compensation for land and other assets lost. The lack of adequate land must be demonstrated and documented.
The policy is specific about resettlement in the case of the involuntary restriction of access to legally designated parks and protected areas resulting in adverse impacts on the livelihoods of the displaced persons. These restrictions include restrictions on the use of resources imposed on people living outside the park or protected area, or on those who continue living inside the park or protected area during and after project implementation. People affected by PAs should be assisted to improve or restore their livelihoods in a manner that maintains the sustainability of the parks and protected areas.

It should be noted that OP 4.12 does not apply to restrictions of access to natural resources under community-based projects. Thus where the community using the resources decides to restrict access to these resources, provided the community decision-making process is deemed adequate by the Bank, and that it provides for identification of appropriate measures to mitigate any adverse impacts on the vulnerable members of the community these restrictions are not considered involuntary.

The need to involve communities in the planning and implementation of interventions that result from these policies is stressed. Conflict resolution mechanisms should be identified as part of the above planning and implementation. Particular attention must be paid to the needs of vulnerable groups, especially those living below the poverty line, the landless, the elderly, women and children, indigenous peoples and ethnic minorities.

Implementation of resettlement activities must be linked to the implementation of the investment component of the project to ensure that displacement or restriction of access does not occur before necessary measures for resettlement are in place. Measures required prior to displacement include provision of compensation and of other assistance required for relocation, and preparation and provision of resettlement sites with adequate facilities. The taking of land and related assets may take place only after compensation has been paid and, where applicable, resettlement sites and moving allowances have been provided to the displaced persons.

Cash compensation for lost assets should be paid for livelihood sources that are not land-based. Compensation levels should be sufficient to replace the assets at full replacement cost in local markets.

Displaced persons and their communities, and host communities receiving them, should be provided timely and relevant information, consulted on resettlement options, and offered opportunities to participate in planning, implementing, and monitoring resettlement. Appropriate and accessible grievance mechanisms must be established for these groups.

Infrastructure and public services must be provided as necessary to improve, restore, or maintain accessibility and levels of service for the displaced persons and host communities. Alternative or similar resources should be provided to compensate for the loss of access to community resources such as fishing areas and fuel resource areas.
Patterns of community organization appropriate to the new circumstances should be based on choices made by the displaced persons.

Resettlement programs will include adequate institutional arrangements to ensure effective and timely design, planning and implementation of resettlement and rehabilitation measures. Adequate arrangements for effective and timely internal and external monitoring will be made on implementation of all resettlement measures. The total cost of resettling approximately 57 families is US $ 299,527, the details of which may be seen in section 9 below.

3. Legal Framework

The Mozambican Constitution (2004) - One of the fundamental principles of the Constitution is that natural resources and means of production are public property of collective interest. Specifically, land belongs to the State, and use rights can only be awarded by the State. Art. 111 clarifies that with insofar as the State awards title to use rights of the land, it also recognises and protects acquired hereditary and 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.

Land Law, nº 19/1997 provides the basis for defining people’s land use rights, providing the details of rights based on customary claims and the procedures for acquisition of title for use and benefits by communities and individuals. The law recommends a consultation-based process that recognizes customary rights as the means for identifying the claims of communities and individual members of communities without title. Art 24 identifies that in rural areas local communities participate in: a) the management of natural resources, b) the resolution of conflicts, c) the process of obtaining title as established in nº. 3, of Art. 13 of this law, and d) in the identification and definition of the boundaries of the land they occupy. In the first two activities (…) local communities use among others, customary practices.

It defines that the right to use and usufruct 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.

It 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. Zones of total protection are to be used for nature conservation and protection activities or be areas of State defence and security.

Indeed, existing rights to use and usufruct of the land may be terminated through revocation of such right for reasons of public interest, after the payment of fair compensation, in which case the non-removable improvements will revert to the State.

Compensation for losses incurred as a result of relocation is recommended in the Land Law Regulations 66/1998. Basic compensation guidelines are provided in the
form of tables produced and updated by the Provincial Directorate of Agriculture and Rural Development covering the minimum values attributed at the current market value to various annual and tree crops. The guideline for assessing values of houses produced by the Provincial Directorate of Public Works and Housing is based on the Ministerial Diploma 119/1994 of 14th September.

**Forestry and Wildlife Law nº 10/1997** – identifies the principles of local community participation in sustainable natural resources management inside as well as outside of PAs. The Forestry and Wildlife Law prohibits hunting, agriculture and livestock rearing in national parks which are protected areas, unless otherwise stipulated in a management plan. The law recognises the presence of people in PAs when it stipulates that management plans for PAs must be formulated with the collaboration of the local communities. It also emphasises that conservation and sustainable use resources should harmonise with actions of the local authorities within the framework of decentralization.

The Regulations for **Forestry and Wildlife (Decree nº 12/2002)**, determine communities as having 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 forestry or wildlife 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 and for the delegation of powers in the management of forest and wildlife resources have not yet been created. Until they are, local communities will have difficulties negotiating equitable and optimal agreements regarding alternatives to resource-use restrictions and resettlement considerations.

With the view of improving the protection and management of Forest and Wildlife Conservation Areas outside of protected areas, the **Forestry and Wildlife policy** 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.

**Tourism** - The Presidential Decree 1/2000, creates the Ministry of Tourism and Decree 9/2000 identifies the National Directorate for Conservation Areas (DNAC) as the institution responsible for the overall management of all conservation areas in Mozambique with the main purpose of developing tourism. Decree 17/2001 transfers four national parks and five reserves as well as any other PAs created in the future to the Ministry of Tourism. The sector is also responsible for eco-tourism development areas and projects, community conservation and eco-tourism projects as well as the
The attributes and competencies of the Ministry of Agriculture to ensure the sustainable and rational management, administration and control of natural resource use inside and outside of CAs are safeguarded in this decree.

The Tourism Law nº 4/2004 underlines the principles 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.

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 participate in the management of such areas, and will be subject to monitoring and inspection by government. It also identifies prohibited activities as those that may threaten conservation, reproduction, quality and quantity of biological resources.

The regulations on Environmental Impact Evaluation (Decree nº 45/2004) obligate a project proponent to carry out consultation and public participation particularly in the case of PAPs who’s 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.

In 2000 the Ministry for Coordination of Environmental Affairs (MICOA) produced extensive guidelines on the Criteria for Resettlement of Populations in Rural Areas that were aimed to facilitate the process of resettlement after the floods.

The Maritime Fisheries Decree, nº 43/2003 which updates the regulations for Maritime Fisheries (Decree 16/1996) defines the responsibility for creation of three types of marine protected areas for conservation reasons: marine parks (total protection), marine reserves (total or partial depending on the interests of protection) and marine protected areas (time delimited protection when fishing is prohibited for certain periods for certain species / sizes etc.) – all of which may be located within the marine areas of National Parks. Marine parks and reserves are created by the Council of Ministers following recommendation of the Ministry of Fisheries.

The Fisheries Law 3/1990 notes that the fishing resources of the marine waters are of public domain and the State is responsible for regulating the conditions under which fishing and related activities are performed and benefited from. A Ministerial Despatch of 23 April 2002 declares a moratorium on coral and ornamental fish collection and trade. The Mozambique navy, SAFMAR and MICOA have compliance roles in fisheries management.
While there are no specific legal guidelines for the social aspects of resettlement Mozambique’s ratification of the International Conventions of the Rights of the Child and Human Rights, Elimination of All Forms of Discrimination Against Women, Mozambique’s agenda on Human Settlement and the Labour law define specific rights based on equity and equal opportunity without discrimination to the benefits of private enterprise and investments.

All Mozambican guidelines point out the importance of involving the Local Administration (District level and below) in the process of resettlement to ensure it is locally appropriate, and so that government personnel may learn and apply similar procedures to other instances of resettlement in their territory.

World Bank policy on involuntary resettlement covers the direct economic and social impacts of the expropriation of land or the restriction of access to natural resources. OP 4.12 describes the coverage of the policy as direct economic and social impacts that result from Bank-assisted investment projects, and are caused by the involuntary restriction of access to legally designated parks and protected areas resulting in adverse impacts on the livelihoods of the displaced persons.

People may lose their ownership, occupancy, or use rights, because of land acquisition or restriction of access in the creation of legally designated parks and protected areas. Restriction of traditional access to resources in legally designated parks and protected areas is an OP 4.12 issue.

OP 4.12 is also concerned with conservation schemes (for example, wildlife reserves, national parks, classified forests) that may not acquire land through eminent domain, insofar as their declaration limits access to resources in the protected area but may directly affect livelihoods and incomes.

Sustainability requirements may mean that local residents stop or reduce their activities, OP 4.12 requires that these residents must be confident that they can find alternative sources of food or livelihoods. The Mozambican Tourism Policy and Strategy endorse the Environmental legal framework in supporting this approach to sustainable human development and environmental management.

For sector investment operations or sub-projects that may involve involuntary resettlement and where the exact scale of impacts and affected people is not known, the project implementing agency must screen sub-projects through the submission of a resettlement policy framework prior to appraisal that conforms to OP 4.12. The framework estimates, to the extent feasible, the total population to be displaced and the overall resettlement costs. If financial intermediary operations involve involuntary resettlement a RPF should also be submitted prior to appraisal. The RPF includes an assessment of the institutional capacity and procedures of each of the financial institutions that will be responsible for subproject financing.

If resettlement is not foreseen prior to appraisal, but during design or implementation is found to be necessary, the legal agreements specify the obligation of the financial intermediaries to obtain from the potential project proponents a resettlement plan consistent with OP/BP 4.12.
Mozambican legislation concerning resettlement is minimal, however it does require payment of compensation and it also automatically triggers the realization of an EIA and thus the production of an environmental management plan. However it makes no distinct reference to a resettlement planning process. In the absence of such guidance, the principles and procedures stipulated in the Bank’s OP/BP 4.12 will prevail and supplement all the gaps.

For all sub-projects involving resettlement, a draft RAP must be provided to the Bank for approval before the sub-project is accepted for Bank financing.

Mozambican Law is unclear as to the status and rights of people living in PAs. People who have spent more than 10 years there do not in fact have rights to use and benefit of the land safeguarded by their period of residence as might be implied by the Land Law. To the contrary, it clearly prohibits any legal rights to use of this land other than those of the State, unless a special license is granted. However local communities can secure a platform for benefit from the Wildlife and Forestry legislation entitling them to benefits from concession fees for use of land in PAs where they are ‘local communities’, possibilities to participate in the creation of management plans, and the possibility to include certain uses of resources in PAs in the management plans that are prohibited by the Land Law. The nature of the ‘special license’ identified in the Land Law that permits use of land in PAs is not clear.

The Bank’s OP/BP 4.12 focus on access restrictions to resources and their use in PAs. They require that all negative impacts on the livelihoods of people affected by existence of a PA be addressed and treated as ‘resettlement’. As such, regardless of legal land tenure status, the Bank considers their losses sufficient entitlement for compensation and where necessary, resettlement as a development-oriented activity is an important mitigation action. While the Mozambican legal framework also requires compensation to be awarded to all people who lose assets to a development project, the loss of access to natural resources is not identified as an entitlement category for compensation in Mozambican legislation. Entitlement assessments should in all areas not mentioned by Mozambican law be guided by the World Bank’s OP/BP 4.12.

4. Planning Procedures and Identification of Impacts

Minimizing impacts
A Process Framework has been prepared for the CMBMP since it involves involuntary restriction of access to natural resources in legally designated parks and protected areas. This describes the nature of restrictions, as well as the type of measures necessary to mitigate adverse impacts during implementation of the project.

The project focuses in large part on the preparation and implementation of zoning plans which will restrict community use and access to resources in different marine and terrestrial areas. These will result on the one hand in progressive nature tourism initiatives and other related economic activities carried out by communities in partnership with private sector entities. On the other hand, potential conflicts over resource use as the marine and land areas where these may be carried out are restricted in and around PAs, and the possible loss of property and need for local
people to relocate as a result of new concessions for tourism development enterprises and potential influxes of people to provide formal and informal services for these.

The CMBMP foresees the rehabilitation or provision of priority infrastructure such as roads and lodges in the buffer zones and interstitial areas surrounding PAs which will require the acquisition of land and possibly involuntary displacement. At this stage it is not possible to estimate the scope or even if the activities resulting from these partnerships or infrastructure construction will require relocation or loss of people’s assets.

When an activity entailing land acquisition or/and displacement is identified, alternative designs should be prepared that seek to minimize the impact wherever possible. All activities implying people’s resettlement, large industry, large infrastructure including tourism infrastructure in rural areas without land use planning for 150 beds or more or covering an area of more than 10 ha.; camp sites in areas larger than five hectares; marinas or docks with over 50 moorings; the creation of national parks, reserves, coastal marine and wildlife management areas and buffer zones, commercial use of wildlife, forests and plants and the introduction of exotic species of these; and particularly, activities planned in environmentally sensitive areas with coral reefs, mangroves, small islands, erosion zones, native forests, areas that contain endangered species, wetlands, or where there are conflicts of resource use, are required by Mozambican law to have an EIA performed.

A scoping phase prior to the EIA will identify the scope and impact of land acquisition required by project. It will also identify other likely impacts on affected populations, probable impacts related to associated facilities such as work camps, pipelines, transmission lines, etc. that are necessary for its construction or operation, and probable induced impacts, including likelihood of in-migration to the project area.

The EIA itself will include a social impact component that will identify and quantify impacts and the numbers of people affected by the project (PAPs). A socio-economic baseline survey should include a census of all PAPs and provide the basis for estimation of impacts on the population. EIAs require extensive and reported public consultation during preparation. Mitigating action plans are also required to be prepared as part of the EIA.

EIA mitigation plans should outline the procedures used to minimize the negative impacts on the community as whole or on part of it or on single households. Where these require resettlement, these procedures will be defined in detail in a Resettlement Action Plan.

A social impact assessment with a socio-economic baseline study, and detailed inventory of assets (with photographic records where possible) are also required for the subsequent preparation of a RAP. OP/BP 4.12 specifies that a full RAP is required if over 200 people must be relocated or if the affected people are not physically displaced but lose over 10% of their assets due to the project. If the impact is less than this an abbreviated resettlement plan should be prepared instead.
Land Acquisition Assessment

If activities carried out by the project cause unavoidable impacts requiring land acquisition the CMBMP Project Implementation Unit (PIU) will ensure a concise Land Acquisition Assessment (LAA) is carried out.

Likewise, in the case of awarded concessions, once a concession has been demarcated, it should be subject to a LAA. The LAA is a simple profile of the land to be acquired or awarded as a concession.

In case of land acquisition, the LAA will identify: (i) the location of the land being acquired; (ii) its size; Its status (public, private, communal, legally protected etc..); (iii) its current use(s) (agriculture, grazing, residential etc…); (iv) the current beneficiary (ies); and (v) how this land is being or planned to be acquired (exchange, donated by the government, voluntarily donated by the communities or individual(s), purchased, etc..).

In case of awarded concessions in PAs and buffer zones, in addition to the five points mentioned above, (If local communities are or were among the users of the land, then it is important to record the following:

- The attitude of communities vis-à-vis the concession and record whether they have been consulted and informed about it (information and Awareness campaigns);
- Whether the communities’ land has been delimited;
- Whether a certificate of land use was issued to the communities; and
- Whether they agree to the use of the land for the purposes of the concession and why they do so. If they agree to the use of the land by a concessionaire, their expectations, their perceptions of their roles in the development and the conditions which they see as pre-requisites to their continuing or improved livelihood status as a result of the concession. If the communities do not agree to the concession, then it will be necessary to return to the concessionaire to redefine its boundaries and/or objectives with relation to the land area. It will be necessary that the Assessment document is signed by all parties involved in the concession implementation including representatives of the communities – whether they have agreed or not to the concession.

An independent agent (NGO for instance), or experts from the CMBMP supervision sectors should carry out the Land Acquisition Assessment. The author’s own comments and observations about the situation will comprise part of a report submitted to the PMU and World Bank. It is necessary for the LAA to be signed by the author and the representative of the concerned stakeholders (local authorities, representatives of the communities, including NGOs, CMBMP PMU, etc..). The LAA should be approved by the World Bank before resettlement and concession development are initiated.

On the basis of the Land Acquisition Assessment the Bank will also advise MICOA if a full or abbreviated RAP should be prepared or not, and if other remedial actions need to be taken. The submission of the Assessment and approval by the Bank is a condition that must be met prior to approval of the activity / project and the initiation of any works.
5. Mitigation Instruments

Whenever a CMBMP component investment unavoidably entails land acquisition or change in land use that results in adverse effects on residents or users, the responsible agency will develop for public information, discussion and agreement, a full draft or an abbreviated draft RAP to guide implementation of the resettlement operation. Each RAP will accord with the principles and procedures of this Policy Framework.

An abbreviated RAP will present:

- A description of the project activity and actions to minimise resettlement;
- An officially certified survey of displaced persons (census), asset inventory and valuation and, if appropriate, socio-economic survey;
- A detailed description of compensation and other resettlement assistance including entitlement to participation in alternative livelihoods development activities to be provided;
- Results of consultations with displaced people about acceptable alternatives;
- A description of institutional responsibility for implementation and procedures for grievance redress;
- Arrangements for implementation and monitoring; and
- A timetable and budget detailing all costs, including relocation, compensation, administrative costs and monitoring fees.

In cases were an activity or sub-project will cause involuntary resettlement or negative impacts on people’s livelihoods of a significant scale, the agency responsible will prepare a full RAP for that particular sub-project or activity. The scope and level of detail of the RAP will vary with the magnitude and complexity of the resettlement involved. The organisation and minimum of information required for a RAP should conform to requirements in OP/BP 4.12 (refer to the policy for full details and requirements), the most important issues that must be covered are the following:

(a) The findings of the socio-economic studies carried out as part of the EIA / social impact assessment (SIA) and RAP preparation with the involvement of potentially displaced people. These must include the results of a census of current occupants of the affected area to establish a basis for the eligibility criteria and to exclude subsequent inflows of people from eligibility for compensation and resettlement assistance.

Study results should present the socio-economic and cultural characteristics, livelihoods sources and quantified income from formal and informal activities and health of displaced households. Of particular interest in the CMBMP districts are people’s land tenure and transfer systems, an inventory of common property natural resources from which people derive their livelihoods and sustenance, non-title-based usufruct systems (including fishing, use of forest areas or grazing areas) governed by local recognized land allocation mechanisms, and any issues raised by different tenure systems in the project area. Patterns of social interaction in the affected communities, including social networks and social support systems, and how they will be affected by the project should be shown, and the formal and informal institutions that may be relevant to the consultation and resettlement strategies.
Details of the scale and extent of partial and total physical and economic losses expected for all affected people and vulnerable groups in particular. Since the preparatory process may take a fairly long period, provision must be made to update information on displaced people’s livelihoods and standards of living so that the latest information is available at the time of their displacement.

(b) Also required is an analysis of the legal framework including relevant laws (land, environment, social welfare, public administration) and steps necessary to recognize legal claims to land-use rights; analysis of the power of eminent domain and the nature of compensation, applicable legal and administrative procedures available to displaced persons in the judicial process, any available alternative dispute resolution mechanisms that may be relevant to resettlement under the project. Gaps between local laws and the Bank’s resettlement policy, and the mechanisms to bridge such gaps must be demonstrated.

The RAP is a tool to guide implementation of resettlement and to protect the interests of project affected people. It should strive to be as clear and useful as possible. Its elaboration also requires descriptions and operationally oriented analyses of:

i. The institutional framework for resettlement implementation: agencies responsible, the role and capacity of NGOs and agencies potentially involved, and steps to enhance capacity where necessary.

ii. Eligibility criteria for compensation and other resettlement assistance and relevant cut-off dates.

iii. Valuation methodology for assessing losses and description of compensation for losses.

iv. Resettlement measures presented as the packages of compensation and other resettlement measures that will assist each category of eligible displaced persons to achieve the objectives of the policy. Resettlement packages should be compatible with the cultural preferences of the displaced persons, and prepared in consultation with them.

v. Alternative relocation sites considered and justification for selection. A description of the institutional and technical arrangements for identifying and preparing relocation sites comparable to the old sites, with an estimate of the time needed to acquire and transfer land and ancillary resources.

Discussion of measures necessary to prevent land speculation or influx of ineligible persons at the selected sites, should be accompanied by procedures for physical relocation under the project, including timetables for site preparation and transfer; and the legal arrangements for regularizing tenure and transferring titles to resettlers.

vi. Plans to provide adequate housing, infrastructure, and social services to resettlers and host populations.
vii. An assessment of the environmental impacts of the proposed resettlement and measures to mitigate and manage these impacts within and around specific site boundaries.

viii. Involvement of resettlers and host communities in preparing the RAP, a summary of their views and choices made regarding resettlement sites and organization of settlement, compensation and assistance, access to cultural property, and a description of the strategy for consultation with and participation of resettlers and hosts in the design and implementation of the resettlement activities.

ix. Measures to mitigate the impact of resettlement on host communities, including consultations with host communities and local governments; arrangements for prompt tendering of any payment due the hosts for land or other assets provided to resettlers; arrangements for addressing conflicts that may arise between resettlers and host communities; and measures necessary to augment services in host communities to make them at least comparable to services available to resettlers.

x. The organizational framework for implementing resettlement, including identification of agencies responsible for delivery of resettlement measures and provision of services; coordination arrangements, measures needed to strengthen the implementing agencies’ capacity to carry out resettlement activities; provisions for the transfer to local authorities or resettlers themselves of responsibility for managing facilities and services provided under the project and for transferring other such responsibilities from the resettlement implementing agencies, when appropriate.

xi. Affordable and accessible grievance procedures for third-party settlement of disputes arising from resettlement should be described taking into account the availability of judicial recourse and community and traditional dispute settlement mechanisms. Displaced people should also be able to communicate their concerns to project authorities throughout planning and implementation, and institutionalized measures to ensure this must be devised. It must be shown how vulnerable groups such as indigenous people, ethnic minorities, the landless, and women will be adequately represented.

xii. An implementation schedule covering all resettlement activities from preparation through implementation and indicating how the resettlement activities are linked to the implementation of the overall project.

xiii. Costs and budget tables showing itemized cost estimates for all resettlement activities.

xiv. Arrangements for monitoring of resettlement activities by the implementing agency, supplemented by independent monitors as considered appropriate by the Bank. Performance monitoring indicators to measure inputs, outputs, and outcomes for resettlement activities; involvement of the displaced persons in the monitoring process; evaluation of the impact of resettlement for a
reasonable period after all resettlement and related development activities have been completed.

6. Institutional and Implementation Arrangements

Planning and Implementing agencies

MIICOA is responsible for coordinating the component leaders in facilitating the process of project implementation. MITUR is responsible for tourism development in all PAs and through DNAC for taking the lead regarding conservation policy and regulation. The MINPESC leads conservation policy and regulation regarding marine natural resources. Local NGOs engaged, under the supervision of the P/DTC for activities such as community mobilization, awareness raising skills training may also be involved in resettlement facilitation.

RAPs will be developed for projects and activities identified for implementation in ICM plans and eventually, district IDPs. The plans will cover PAs (MITUR and MINPESC responsibility), buffer zones and the interstitial areas where DNFFB (MINAG) will be responsible for conservation and sustainable community management of land and natural resources and MINPESC for marine protected areas and management of marine resources. At provincial level the DPA is responsible for land-use delimitation and demarcation (SPGC), and sustainable resource management in interstitial areas (SPFFB).

Responsibility for producing the RAP lies with the Project Component lead agency and the PIU in MICOA – the Project Authority. A consultant may be contracted to carry out socio-economic studies and an SIA. When contracted the consultant would also be responsible for stakeholder consultation, facilitating and supervising compensation negotiations and agreements and producing the RAP document.

Responsibility for resettlement implementation lies with the Project Authority, and it is this that will organise technical support from the district government for site demarcation and land acquisition for resettlement among other things. The Project Authority may contract additional assistance to facilitate resettlement such as contractors for house design and/or construction, consultants to oversee the process and NGOs to facilitate the participatory development and livelihoods recuperation process with the PAPs.

It may be useful to contract a resettlement advisor who can be called upon to assist the Project Authority in monitoring and preventing negative outcomes during resettlement implementation.

A specific government officer from the Project Authority should be assigned to spend no less than 75% of his/her time to organising and directly supervising resettlement implementation at a given project site, and provided with field facilitators. If this is not possible, an NGO active in the CMBMP district should be contracted to facilitate the social and organisational aspects of resettlement. The participation of this NGO in the consultation process required to prepare the RAP would be advantageous.
Implementation arrangements
Participation in resettlement planning begins at local level. For projects located in or around each PA, zone RUGs constituted so that representatives from village councils or committees are included will be the main consultative forums. The consultation process in a given zone will be ratified by interzonal meetings. In this way PA RUGs will meet and arrive at consensus concerning affected people, resettlement sites and entitlements in a single forum together with buffer zone RUGs and interstitial zone RUGs.

Working groups set up by this interzonal forum will include RAP working groups. RUGs at zone level will also create RAP working groups with community and local leader membership, while the interzonal RAP working groups will include local government representatives of the territorial areas covered. Membership of zone RUGs should aim to have a core of elected members who will be active over a specified period, and regular elections to ensure adequate representativity. Other members and participants should be invited to meetings on an as-needed basis. Invited participants may be specialist technicians, government members, or even representatives of other communities with experiences to share. RUGs will be the key forum for linking community issues, including resettlement and grievances with local government and through the P/DTC, the provincial CMBMP Coordinator. RUGs and RAP working groups should be trained and supported by NGOs where possible.

At district level the district governments, led by the District Administrator will be responsible for leading a District Resettlement Committee, a sub-group of the district Stakeholder Group established for coordinating, monitoring, regulating and supervising ICM plan preparation. At best, rural extension and civil construction technicians from district level will be responsible for assisting in the inventory and evaluation of PAP assets. Where not available at district level, the provincial technical team involved in spatial and participatory planning and selected from provincial government and civil society members based in the relevant district, will provide technicians from SPER and from DPOPH to carry out PAP assets assessments. SPGC technicians will assist with implementation by demarcating resettlement sites and formalising local territorial plans in consultation with SPFFB and DPP technicians responsible for ensuring sustainable resource use.

Training and capacity development of district technical teams to carry out activities to support RAP preparation will be integral to the process. Their involvement in implementation, monitoring and evaluation of resettlement together with the project authority will assist in maintaining objectivity. If not directly involved in implementation, the district team involved in RAP preparation may be responsible for ensuring compliance with the principles and procedures required for implementation. They will report to the provincial level, and will ensure a copy of all information collected locally is also deposited at a district centre where development planning and monitoring information is managed.

RAP preparation and implementation will be made in coordination with the P/DTC the provincial CMBMP Coordinator, the DPCA and the Tourism Development Forum. The P/DTC may create a Provincial Resettlement Management Group to supervise and assist with strategic decisions concerning resettlement sites, and implementation resources and procedures. Resettlement technical expertise that is not
available from district level may need to be drawn from the provincial technical team for planning which includes DPCA, DIPTUR and DPA (SPFFB and SPGC). Intra- and inter-provincial coordination will be led by the P/DTC and provincial CMBMP Coordinators. The Provincial Governor as leader of the provincial government may require direct accountability from the Provincial Resettlement Management Group and will be responsible for ensuring compliance concerning public consultation and disclosure.

7. Public Consultation and Grievance Mechanisms

Conflicts or grievances arising from the resettlement planning and implementation process generally arise from poor communication, inadequate or lack of consultation, inadequate flow of accurate information, or restrictions that may be imposed on PAPs.

A local communication strategy stressing awareness-raising activities about the sub-project(s) and resettlement procedures and entitlements should be planned to be continued throughout preparation and implementation of resettlement in order to reduce misunderstanding and grievances. 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. Training for technical teams, RUGs and local leaders in conflict management will also assist in minimizing the negative impact of conflicts.

The RAP preparation process is participatory and through consultation during the socio-economic studies and impact assessments potential conflicts and communication channels for grievances should be identified. The consultation process must involve all potentially affected people. Consultations and negotiations will be carried out with all PAPs who will partially or wholly lose assets as a result of project activities to determine their eligibility and preferences for compensation and participation in alternative livelihood development opportunities. During and after implementation individual and group consultation should continue to verify progress in taking up new livelihoods activities and in restoring their lives to at least the levels they were prior to resettlement.

Grievance mechanisms will involve the local community influence leaders in providing a first listening and informal resolution level. These leaders should be involved in the RUG’s RAP working groups and be involved in creating awareness that they may also be used for the transmission of grievances to these fora for informal resolution. Some land and resource-use related conflicts may be resolved by traditional leaders. If they are beyond their scope, they may be passed on to the local community court where it exists, for resolution if appropriate.

If issues and grievances are concerned with relationships with secondary or external stakeholders, and / or are outside the capacity of the community or local authorities to resolve, they should be presented to the RUG RAP working group for transmission to the interzonal RUG RAP working group. If the issues are not resolvable at either of these levels, they should be transmitted via the local authorities to the District Resettlement Committee for redress or mediation, and if necessary, on through the
Provincial Resettlement Management Group and/or CMBMP Coordinator to the Project Authority. Communication with the Project Authority may also be carried out directly via NGO facilitators.

Decisions on grievance redress and communication of these to the complainant should be timely at all levels. This will promote greater trust in the communication system and improve attitudes about the project within the community. Information should normally be returned to the community using the same channels as for its initial transmission. The results should be communicated to all other levels and relevant structures at the same time for coordination and awareness purposes. If the community member/group who lodged the complaint is not satisfied with the decision of one of the formally created resettlement management structures or of the Project Authority, then as an ultimate recourse he/she/they may submit it to the Provincial Governor.

In cases where conflicts or complaints are directed against governmental agencies, project management or private investors, whenever possible, PAPs and communities will be encouraged to resolve conflicts harmoniously through informal mediation by external agencies, such as NGOs or government officers. When disputes cannot be resolved informally, more formal mechanisms will be required. Where one or more communities is in conflict with a private-sector developer, the issue will be taken first to the local authorities – the State Administration and where relevant the PA Administration. Failing resolution there, it will be taken to the Ministry or agency with titular responsibility for the investment. If resolution is not found the issue should be taken to the law courts.

**Administrative and Legal Procedures**

Provisions to appeal with sectoral grievances to higher levels of government such as National Directors and Ministers exist in most legislation. Should any party be dissatisfied, the grieved 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 EIA. 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.

Government ministries represented by respective national and provincial directorates or departments will be called on to participate in planning and implementing resettlement activities. These will include:

- MICOA (PIU) 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 and conditions, and identify mechanisms for their enforcement on all parties.
- MITUR facilitates the creation of new terrestrial PAs, ensures management plans for PAs and is responsible for ensuring compliance.
MINPESC regulates the management of marine natural resources inside and outside of protected areas. It is also responsible for the creation of marine protected areas and approves management plans for PAs and is responsible for ensuring compliance.

Provincial Governor declares historical-cultural use zones.

MICOA / DPCA and the P/DTC is responsible for supervising NGOs contracted for community capacity building and mobilisation.

MICOA / PIU shall be responsible for providing technical assistance to affected persons during the adjustment period. Such assistance will include administering material grants like food and building materials, where necessary, and providing guidance on identification and development of alternative livelihood strategies. This may be outsourced.

MAE. District Administrations through local authority chiefs and traditional leaders will provide land where compensation shall include land, or where land shall be acquired for infrastructural development or tourist investments. 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.

MINAG. (DINAGECA and DPA/SPGC) has the authority to delimit community land and authority to gazette it. The SPGC shall process land acquisition and transfers for title deeds. DPA/SPER shall provide extension services and technical services for identification and evaluation of PAP’s assets, demarcation of plots, and other technical assistance.

MOPH. The DNA and DPOPH/DAS shall be responsible for the development of potable water sources for resettlers and host communities.

Ministry of Education and Culture and MISAU. Teachers and health workers, respectively, shall be provided by these Ministries for infrastructure constructed for resettling and host communities.

The CMBMP PIU shall be responsible for coordinating inter-sectoral activities, in collaboration with the P/DTC, and District Stakeholder Groups.

Legal procedures for acquiring land, for dispossessing people of their land and property for public interest, and for restricting access to natural resources shall be observed as provided for in the Constitution and laws of Mozambique, and supplemented by this Resettlement Policy Framework.

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 resources must be made public as required by the laws and this Framework.

Assets and other losses must be valued. Determination of compensation will be guided by Mozambican law, MINAG and MOPH sector norms and World Bank’s O.P. 4.12 on involuntary resettlement.
Determination of alternative livelihood measures will be made by the affected people, with the assistance of the MICOA PIU, DPCA, P/DTC, DPTUR, DPA, DPP and NGOs with expertise in the initiative.

Full compensation must be paid to the affected people, and alternative livelihood measures initiated, before CMBMP activities begin in the affected area.

The World Bank must approve and abbreviated or full draft RAP document prior to its implementation. The government is responsible for making a draft RAP available at a place accessible to displaced persons and local NGOs, in a form, manner, and language that are understandable to them for consultation. The RAP is also submitted to the Bank, which makes it available to the public through its InfoShop. Following disclosure and incorporation of feedback into the RAP, and after the Bank has approved the final RAP, it and the government are obliged to disclose it again in the same manner. Any RAP that does not provide a report of public consultation carried out or fully integrates local issues and recommendations will not be approved.

8. Monitoring Arrangements

The CMBMP adaptive management model uses monitoring and evaluation as tools to ensure the continued relevance of project direction and activities. Participatory and other monitoring tools will be developed so that communities participate in verifying the impact of resettlement and alternative livelihood activities on affected communities and individuals.

Community consultation and participation in the RAP planning process will identify progress and impact indicators. These will be used to formulate the RAP, for participatory monitoring and providing feedback to external monitors during the implementation of the RAP. Communities will also participate in external evaluation of outcomes of resettlement.

In principle the activities implied in any written agreements between the Project Authority and community representatives will be jointly monitored and where possible community organizations will be responsible for ensuring the compliance of community members.

At community level, RUG resettlement working groups will be the main local structure involved in participatory monitoring, they will also assist in identifying indicators for the RAP that will permit the early identification of vulnerable groups or households so that redress or assistance can be provided. Interzonal RUG resettlement working groups and any other community management structures linked to local authorities, the District Resettlement Committee, through to the P/DTC and the provincial CMBMP Coordinator will be involved in managing monitoring information. Where relevant they will verify and directly respond to local issues revealed through the process or passing the information on to local authorities.

The District Resettlement Committee will be responsible for coordinating its members for monitoring, regulating and supervising RAP implementation. Development planning and monitoring information centres will contain RAP monitoring
information managed by the district technical team. District and provincial technical teams will regularly monitor status of vulnerable groups and households 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.

The CMBMP PIU will be responsible for development and oversight of all monitoring and evaluation activities. The provincial CMBMP Coordinators through the Provincial Resettlement Management Group and the District Resettlement Committee will be responsible for monitoring RAP implementation in each province in coordination with the P/DT.

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 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.

9. Costs

The cost estimate for the implementation of resettlement is based on an approximate cost per family of US $5,230 ($400 core management by the PIU, provinces and districts, $1,500 NGO facilitation contract, $3,130 compensation and mitigation, $200 monitoring).

This calculation is based on consideration of management of the process by the MICOA PIU and management structures in the provinces and districts as well as the costs of NGO facilitators responsible for community liaison, information management and development activities. The figures provided for measures to reduce negative impact include estimated compensation for lost tree and standing crops, replacement of houses and alternative arrangements for lost access to use of natural resources. An estimated amount for external monitoring is also provided.

Of the total estimated number of families that may find themselves residing within new PA boundaries (rough approximation of 115) it is calculated that a total of approximately 50% are likely to require resettlement. The number may be much lower than this at the end of the CMBMP extension, since the resettlement process is somewhat lengthy to formulate and implement, however any families identified within this time that will be affected by the project, should be resettled according to the guidance of this RPF.

The budget table shown below shows the estimated cost per family and the total estimated for the resettlement of approximately 57 families following guidelines in this Resettlement Policy framework.

This budget is estimated on the basis of known planned activities in the CMBMP project districts. When active management of new protected areas is initiated, it is expected that the Process Framework will be applied as the basis of prescribed
participatory processed and the present Resettlement Policy Framework in case families elect to be displaced.

<table>
<thead>
<tr>
<th>DESCRIPTION</th>
<th>Nº families</th>
<th>Total US $</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core management organization, and supervision</td>
<td>1</td>
<td>$400</td>
</tr>
<tr>
<td>NGO contracts for resettlement facilitation and community capacity development</td>
<td>1</td>
<td>$1,500</td>
</tr>
<tr>
<td>Compensation and mitigation measures</td>
<td>1</td>
<td>$3,000</td>
</tr>
<tr>
<td>Conflict resolution solutions (.025 of total)</td>
<td>1</td>
<td>$130</td>
</tr>
<tr>
<td>Monitoring</td>
<td>1</td>
<td>$200</td>
</tr>
<tr>
<td><strong>SUB-TOTAL PER FAMILY</strong></td>
<td></td>
<td><strong>$5,230</strong></td>
</tr>
</tbody>
</table>

Estimated nº families that may require resettlement 57 299,527

The 57 families are distributed as follows:

<table>
<thead>
<tr>
<th>Conservation Area</th>
<th>Nº Families</th>
<th>Total US $</th>
<th>Donor</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Existing CA</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Matibane Forest Reserve</td>
<td>13</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td><strong>Planned CAs</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Palma and Mocimboa da Praia Marine Conservation Areas</td>
<td>0</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Palma Land and Coast Conservation Area</td>
<td>45</td>
<td>232,745</td>
<td></td>
</tr>
<tr>
<td>Matibane Coast and Marine Reserve</td>
<td>13</td>
<td>66,782</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>57</td>
<td>299,527</td>
<td></td>
</tr>
</tbody>
</table>

Estimated costs presented in this Resettlement Policy Framework will be updated and improved during project implementation.
10. Appendices

10.1. A Full RAP Outline

Introduction
③ Brief description of the project with a list of project components including
associated facilities. Description of project components requiring land
acquisition and resettlement with overall estimates of land acquisition and
resettlement necessary.

Minimizing Resettlement
③ Efforts made to minimize displacement, the results expected by these and the
mechanisms used to minimize displacement during implementation.

Census and Socioeconomic Surveys
③ The results of the census, assets inventories, natural resource assessments, and
socioeconomic surveys should be presented. All categories of impacts and
people affected should be identified and a summary of consultations on the
results of the various surveys with affected people. If there is a need for
updates to the census, assets inventories, resource assessments, and
socioeconomic surveys, this should be mentioned and planned for as part of
RAP monitoring and evaluation.

Legal Framework
③ All relevant Mozambican laws and customs that apply to resettlement and the
gaps between the Mozambican laws and World Bank policies should be
identified. Project specific legal mechanisms to address conflicts may be
covered here.

Entitlements
③ Describe entitlement policies for each category of impact and specify that
resettlement implementation will be based on specific provisions of agreed
RAP.
③ Describe method of valuation used for affected structures, land, trees, and
other assets. Prepare entitlement matrix.

Resettlement Measures and Income Restoration
③ Are the compensation entitlements sufficient to restore income streams for
each category of impact? What additional economic rehabilitation measures
are necessary?
③ Briefly spell out the compensation packages and restoration strategies for each
category of impact and describe their institutional, financial, and technical
aspects.
③ Describe the process of consultation with affected populations and their
participation in finalizing strategies for income restoration.
③ How do these strategies vary with the area of impact?
③ Does income restoration require change in livelihoods, development of
alternative farmlands or some other activities that require a substantial amount
of training, time for preparation, and implementation.
③ How are the risks of impoverishment to be addressed?
③ What are the main institutional and other risks for the smooth implementation
of the resettlement programs?
Describe the process for monitoring the effectiveness of the income restoration measures.

Describe any social or community development programs currently operating in or around the project area. If programs exist, do they meet the development priorities of their target communities? Are there opportunities for the project proponent to support new programs or expand existing programs to meet the development priorities of communities in the project area?

**Resettlement Sites**

Does the project require community relocation sites? Have affected people been involved in a participatory process to identify sites, assess advantages and disadvantages of each site, and select preferred sites?

Have the affected people been involved in developing an acceptable strategy for housing replacement? Will new housing be constructed/allocated?

Does the project involve allocation of agricultural land or pasture/rangeland?

Have the individual households that will be allocated lands been involved in identifying potential new sites, and have they explicitly accepted the selected sites?

Describe the specific process of involving affected populations in identifying potential housing sites, assessing advantages and disadvantages, and selecting sites.

Describe the feasibility studies conducted to determine the suitability of the proposed sites, including natural resource assessments (soils and land use capability, vegetation and livestock carrying capacity, water resource surveys) and environmental and social impact assessments of the sites.

Demonstrate that the land quality and area are adequate for allocation to all of the people eligible for allocation of agricultural land. Provide data on land quality and capability, productive potential, and quantity.

Give calculations relating to site requirements and availability.

Describe mechanisms for: 1) procuring, 2) developing and 3) allotting resettlement sites, including the awarding of title or use rights to allotted lands.

Provide detailed description of the arrangements for site development for agriculture, including funding of development costs.

Have the host communities been consulted about the RAP? Have they participated in the identification of likely impacts on their communities, appropriate mitigation measures, and preparation of the RAP? Do the host communities have a share of the resettlement benefits?

**Housing, Infrastructure and Social Services**

Describe plans to provide or to finance resettlers’ provision of housing, water supply and access roads infrastructure, and social services such as schools and health services;

Describe plans to ensure comparable services to host populations;

Provide information about any necessary site development, engineering, and architectural designs for these facilities.

**Environmental protection and management**

Describe the boundaries of the relocation area;

Assess the environmental impacts of the proposed resettlement and measures to mitigate and manage these impacts (coordinated as appropriate with the environmental assessment of the main investment requiring the resettlement).

**Participation and Consultation**

Describe the various stakeholders.
Describe the process of promoting consultation/participation of affected populations and stakeholders in resettlement preparation and planning.

Describe the involvement of resettlers and host communities in preparing the RAP, a summary of their views and choices made regarding resettlement sites and organization of settlement, compensation and assistance, access to cultural property.

Describe the process of involving affected populations and other stakeholders in implementation and monitoring.

Describe the plan for disseminating RAP information to affected populations and stakeholders, including information about compensation for lost assets, eligibility for compensation, resettlement assistance, and grievance redress.

**Measures to mitigate the impact of resettlement on host communities**

Describe and report on consultations with host communities and local governments;

Describe arrangements for prompt tendering of any payment due the hosts for land or other assets provided to resettlers; arrangements for addressing conflicts that may arise between resettlers and host communities; and measures necessary to augment services in host communities to make them at least comparable to services available to resettlers.

**Institutional Arrangements**

Describe the institution(s) responsible for delivery of each item/activity in the entitlement policy; implementation of income restoration programs; and coordination of the activities associated with and described in the resettlement action plan.

State how coordination issues will be addressed in cases where resettlement is spread over a number of jurisdictions or where resettlement will be implemented in stages over a long period of time.

Identify the agency that will coordinate all implementing agencies. Does it have the necessary mandate and resources?

Describe the external (non-project) institutions involved in the process of income restoration (land development, land allocation, credit, training) and the mechanisms to ensure adequate performance of these institutions.

Discuss institutional capacity for and commitment to resettlement.

Describe mechanisms for ensuring independent monitoring, evaluation, and audit of the RAP and for ensuring that corrective measures are carried out in a timely fashion.

**Grievance Redress**

Describe the step-by-step process for registering and addressing grievances and provide specific details regarding a cost-free process for registering complaints, response time, and communication modes.

Describe the mechanism for appeal.

Describe the provisions for approaching civil courts if other options fail.

**Implementation Schedule**

List the chronological steps in implementation of the RAP, including identification of agencies responsible for each activity and with a brief explanation of each activity.

Prepare a month-by-month implementation schedule (using a Gantt chart, for example) of activities to be undertaken as part of resettlement implementation.

Describe the linkage between resettlement implementation and initiation of civil works for each of the project components.
**Costs and Budgets**

1. Provide a clear statement of financial responsibility and authority.
2. List the sources of funds for resettlement and describe the flow of funds.
3. Ensure that the budget for resettlement is sufficient and included in the overall project budget.
4. Identify resettlement costs to be funded by the government and the mechanisms that will be established to ensure coordination of disbursements with the RAP and the project schedule.
5. Prepare an estimated budget, by cost and by item, for all resettlement costs including planning and implementation, management and administration, monitoring and evaluation, and contingencies.
6. Describe the specific mechanisms to adjust cost estimates and compensation payments for inflation and currency fluctuations.
7. Describe the provisions to account for physical and price contingencies.
8. Describe the financial arrangements for external monitoring and evaluation including the process for awarding and maintenance of contracts for the entire duration of resettlement.

**Monitoring and Evaluation**

1. Describe the internal/performance monitoring process.
2. Define key monitoring indicators derived from baseline survey. Provide a list of monitoring indicators that will be used for internal monitoring.
3. Describe institutional (including financial) arrangements.
4. Describe frequency of reporting and content for internal monitoring.
5. Describe process for integrating feedback from internal monitoring into implementation.
7. Define key indicators for external monitoring.
8. Describe frequency of reporting and content for external monitoring.
9. Describe process for integrating feedback from external monitoring into implementation.
10. Describe arrangements for final external evaluation.

**Annexes**

1. Copies of census and survey instruments, interview formats, and any other research tools.
2. Information on all public consultation including announcements and schedules of public meetings, meeting minutes, and lists of attendees.