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ILRG MOZAMBIQUE FINAL REPORT

EXPERIENCE WITH COMMUNITY LAND RIGHTS, PRIVATE SECTOR PARTNERSHIPS, AND CLIMATE CHANGE VULNERABILITY

INTEGRATED LAND AND RESOURCE GOVERNANCE TASK ORDER UNDER THE STRENGTHENING TENURE AND RESOURCE RIGHTS II (STARR II) IDIQ

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LIST OF ACRONYMS

AMDER	Associação Rural de Ajuda Mutua
CaVaTeCo	Cadeia de Valor de Terra Comunitaria, Community Land Value Chain Platform
CBO	Community-Based Organization
CTV	Centro Terra Viva
DELCOM	Delimitação de Áreas Ocupadas pelas Comunidades
DNDT	National Directorate of Land and Development Territorial
DUAT	Direito de Uso e Aproveitamento de Terra
ERC	Evidence, Research and Communications program
FAO	Food and Agriculture Organization
FNDS	National Sustainable Development Fund
GESI	Gender Equality and Social Inclusion
GRAS	Green Resources AS
Ha	Hectare
IDIQ	Indefinite Delivery/Indefinite Quantity
IIAM	Instituto de Investigação Agraria de Moçambique
ILRG	Integrated Land and Resource Governance
LAMADI	Land Administration for Managing Displacement
MADICO	Mapeamento de Direitos Comunitários
MAST	Mapping Approaches for Securing Tenure
MCDA	Multi Criteria Decision Analysis/Aid
MHC	Mocuba Honey Company
MoU	Memorandum of Understanding
NGO	Non-Governmental Organization
NORC	National Opinion Research Center
ORAM	Associação Rural de Ajuda Mutua
RDUAT	Registo e Regularização do Direito de Uso e Aproveitamento da Terra
RFPs	Requests for Proposal
RVO	Rijksdienst voor Ondernemend
SIDICA	Sistema Digital de Cadastro

SPEED	Supporting the Policy Environment for Economic Development
STARR II	Strengthening Tenure and Resource Rights II
ToR	Terms of Reference
UN-Habitat	United Nations Human Settlements Program
USAID	United States Agency for International Development
WUA	Water Users Associations

I.0 INTRODUCTION

From 2018 – 2023, the United States Agency for International Development (USAID) supported efforts to document and strengthen community land use rights in Mozambique under the Integrated Land and Resource Governance (ILRG) program. This work was built on the earlier USAID-funded Responsible Land-Based Investment pilot project implemented from 2017-2018.

The work in Mozambique, led by consulting firm Terra Firma and implemented by a series of local community-based organizations (CBOs) and non-governmental organizations (NGOs), was grounded in a strong political economy approach that identified existing opportunities for progress within Mozambique’s complicated land and resource governance space. At the national level, ILRG provided inputs to the national level land policy discussions, helping to ensure the National Land Policy published in 2022 maintained protections for community land use rights. At the local level, ILRG worked with a number of private sector partners to address land-based disputes and constraints within their supply chains. These included:

- **ILLOVO SUGAR:** ILRG worked with Illovo Sugar Africa Ltd., a multinational agricultural commodity producer, to scale approaches tested under a previous pilot under the USAID Evidence, Research and Communication (ERC) program to improve local tenure security in areas surrounding Illovo’s 6,500-hectare Maragra Sugar Estate in Mozambique to mitigate operational, financial and reputational risks, while at the same time fostering resilience and increasing opportunities for social and economic empowerment in the communities.
- **PORTUCEL:** ILRG worked with a multinational forestry company Portucel on two pilots, first to support community preparation and land negotiations for a proposed set of small dams. Secondly, ILRG carried out work related to demonstrating the viability of a community outgrower scheme to increase the company’s access to timber in Zambézia Province, primarily in communities where communal and family lands have already been delimited and registered. The goal of the partnership was to enable a small number of farmers to begin to produce eucalyptus as a cash crop while providing evidence to Portucel that this is a viable production model.
- **GRUPO MADAL:** In Zambézia Province, increasing land pressure over many years led some 50,000 people to move onto land owned by the agribusiness company Grupo Madal for subsistence farming. After a change in company ownership in 2016, Madal aimed to develop a more inclusive business model that can benefit people who encroached on the company’s land and communities adjacent to its 30,000 hectares. Instead of evicting encroachers, Madal agreed to work with encroachers to implement innovative and inclusive approaches to solve land conflict, increase land security for smallholder farmers, and promote economic partnerships to benefit both rural families and the company.
- **GREEN RESOURCES AS (GRAS):** After working in Mozambique for the last decade, GRAS decided to consolidate its land holdings and divest itself of land in a responsible manner in the provinces of Nampula, Niassa, and Zambézia. ILRG supported GRAS to implement a disinvestment approach that benefits local communities in an inclusive manner, helping communities to register their land rights as well as acquire rights over timber and other assets. As a result, the company avoided elite capture, associated with their relinquishment of these properties.

Land Administration for Managing Displacement (LAMADI): In addition to work with the private sector, ILRG also worked with communities and district government in Sofala province to

address long term land use needs and disaster risk reduction mechanisms among host and displaced communities in flood prone areas impacted by yearly cyclones. In 2019, two cyclones hit Mozambique – Idai in March and Kenneth in April – which caused extensive property damage, loss of life, and long-term food and livelihoods security issues. Almost 100,000 people were displaced by these events, many permanently, who are now trying to rebuild their lives in new resettlement locations. ILRG worked to increase the capacity of decentralized authorities, primarily at the district level, to plan for, manage, facilitate, and/or mitigate land-related issues that commonly arise in contexts in which either temporary or permanent involuntary displacements are caused by external drivers such as natural disasters.

The following sections summarize each of these activities in turn, highlighting implementation approaches, success, and challenges faced. Section 8 outlines ILRG’s gender equality and social inclusion approach, which was a cross-cutting theme across activities, and Section 9 provides an overview of ILRG’s overarching policy engagement at the national level. Section 10 lays out plans for activity sustainability and continuity now that USAID support for the work has ended. Section 11 highlights implementation challenges faced during the course of the activities, which spanned COVID-19 and multiple deadly cyclones in the country. Finally, Section 12 summarizes lessons learned and directions for future work. Sections on the [Grupo Madal](#), Green Resources, and the [LAMADI Sofala](#) disaster risk reduction work are also available as their own standalone reports.

2.0 ILLOVO: DELIMITATION FOR SUGARCANE OUTGROWERS

This activity built upon the USAID-funded [Responsible Land-Based Investment Pilot](#), implemented from 2017-2018, which partnered with Illovo Sugar Africa, a multinational commodity producer and Africa's biggest sugar producer, to improve local tenure security in areas surrounding Illovo's 6,500 hectare Maragra Sugar Estate in Maputo Province. Under ILRG, USAID helped the company and its suppliers to adopt global best practices by implementing elements of the [Analytical Framework for Land-Based Investments in African Agriculture](#) to address land tenure risks. The project supported participatory mapping of farmland near Maragra and the development of a local grievance mechanism for Illovo to address land-related and other concerns amongst community members and growers.



Margarida Dimande, Illovo outgrower and Hluvukani Vice President shows off her 3.4 ha plot delimited under the project.
CREDIT: SANDRA COBURN

ILRG worked directly with the Hluvukani Cooperative, a membership body of hundreds of smallholders and some farmer associations in areas around the Maragra Estate, many of whom supply cane to the company. Hluvukani helped design the detailed approach to support land delimitation in several farming blocks around the Illovo estate. This resulted in mapping and community declarations for 1,184 parcels for 710 distinct title holders, 441 women and 269 men.

While the project was greeted enthusiastically by Hluvukani and Illovo, fieldwork was obstructed for some time by local level cadastral technicians from Manhica Municipality, who would normally charge significant fees to beneficiaries for the

surveying of their parcels as part of the land titling process. ILRG obtained significant political and technical support for the implementation of its participatory [Mapping Approaches for Securing Tenure \(MAST\)](#) process from the Maputo Provincial Director of Land, Environment and Rural Development in the face of this resistance, and work was allowed to proceed.

From 2022 – 2023, National Opinion Research Center (NORC) at the University of Chicago conducted a follow-on performance evaluation of the Responsible Land-Based Investment Pilot in Mozambique, involving interviews with Maragra company representatives, leadership of the Hluvukani Cooperative, and members of the cooperative who delimited their fields. The [study](#), published in May 2023, had largely positive feedback on the activities, noting that the work effectively addressed two key underlying barriers to outgrowing: farmers' tenure security over their land and ability to provide documented proof of their land rights. Many women beneficiaries self-reported that the certificates of land rights they received from Hluvukani during the activity provided immediate economic and social benefits from improved tenure.

Land tenure security alone is not the only obstacle to outgrowing; the study noted other substantial barriers that farmers face, including underlying technical and financial capacity, labor, information uncertainty and risk, as well as tradeoffs with their food production needs and reliance on regular income flows. The capacity of the farmer cooperative to provide on-going land administration services

of good quality is another key concern, as many participants in the Illovo activity remain mistrustful of sugarcane outgrowing via Maragra, due to historical relationships and conflicts with the sugarcane estate.

The pilot generated important lessons for working with private sector companies, many of which were captured in project reports. While the program benefited from initially strong company engagement, management changed during the course of the work, and the program struggled to gain the internal enthusiasm and commitment for the documentation process and long-term partnership on local land administration. ILRG also faced barriers in terms of supporting the long-term registration and titling of land use rights, referred to as DUAT, the Portuguese acronym for *Direito de Uso e Aproveitamento de Terra* DUAT; the provincial cadastral authorities were unable to accept the data generated through the project and demanded high fees and payments for the titling of the rights.

“Mapping with the cooperative and Maragra was really important. Maragra buys our cane from those fields. Before, we couldn’t sell to them; now that we have the Declarations, we show Maragra so that they are sure that we are the actual owners and we can sign a contract. I was able to put in my cane, even as an old lady, I planted and was successful. I bought a car with the money.”

Margarida Dimande, Illovo farmer and vice president of Hluvukani Cooperative

3.0 PORTUCEL: COMMUNITY DELIMITATIONS AND SUPPORT FOR SMALLHOLDER EUCALYPTUS PRODUCTION

3.1 ILE DISTRICT SMALLHOLDER EUCALYPTUS PRODUCTION ACTIVITY

The activity, which was implemented by local partner Majol from November 2020 through November 2021, was designed to stimulate production of eucalyptus trees by smallholder farmers in Ile District, Zambézia Province, where the international timber company Portucel has a large base of operations. Portucel had expressed interest in purchasing timber from smallholders but had not developed an outgrower model that could provide benefits to local communities, especially women, while also being profitable for the investors. The emphasis of the ILRG activity was to enable a small group of farmers, a majority of whom were women, to begin to produce eucalyptus trees as a cash crop, while providing evidence to Portucel and other companies that an outgrower model can be a viable business model for smallholders and the private sector. In addition to Portucel, there are a large range of potential buyers of eucalyptus to whom farmers should be able to sell their products in the area, expanding their income earning potential beyond one producer supply chain.

Majol registered 74 participants, 65 percent of whom were women, in six adjacent communities in southern Ile District, all of which are overlapped by some of Portucel's DUAT rights. Participants planted a total of 5,400 eucalyptus saplings and the Majol extension staff provided on-going support to ensure proper land preparation, planting, and watering of the trees. Within six months of planting, the largest trees had already grown from 20 centimeters to over 2 meters in height. Most farmers planted trees as windbreaks or as rows to demarcate their property to serve additional benefits while they mature; a small number planted stands of up to one hectare.



Couple shows off medicinal products they make from the leaves of their eucalyptus trees planted under the Portucel activity.

CREDIT: RICARDO FRANCO

Majol sourced eucalyptus saplings from a company in neighboring Gurue District. This company, which also buys timber, visited participants several times to monitor production and growth. Their technical specialist trained participants from each of the six communities in how to prune lower branches, which speeds up growth and improves quality of the trees. Farmers were also happy to be able to use the leaves for medicinal purposes at home.

With support from ILRG's Global Gender Specialist, the ILRG Mozambique Gender Advisor provided training to Majol, as well as community members who had been trained as REFLECT¹ advisors, on gender challenges in

¹ REFLECT is an approach that aims to involve everyone, including the least literate, in discussion, analysis and decision-making regarding important issues in their lives. It was born from a fusion between Paulo Freire's theory and techniques from Participatory Action Research. ILRG adapted this methodology to the context as the local partners were most comfortable with the approach from their previous work.

agricultural extension and in the use of the REFLECT approach. This included the introduction of the two new Gender Manuals produced by ILRG, entitled “Women’s Empowerment in the Context of Land Rights and Agricultural Value Chains” and “Domestic Dialogues on Gender Norms.” Six of the community members, three women and three men, were given additional in-service training in the REFLECT methodology. They then ran sessions with their fellow participants and other interested community members.

Majol hired a consultant to review Portucel’s policies and procedures, with an eye towards recommending ways of making them more gender responsive. The ILRG Global Gender Advisor reviewed the Terms of Reference and report and provided inputs.

Unfortunately, a change in Portucel’s management just before the start of the activity resulted in a loss of interest by the company in establishing outgrower schemes and continuing this work. The project was able to pivot when the Mocuba Honey Company (MHC), based in neighboring Mocuba District, submitted a Letter of Interest to ILRG. The company works with smallholder growers in several districts to guide farmers in management of eucalyptus trees and buys several products that offer cash income throughout the life cycle of the trees. While ILRG did not provide funding for this, MHC did eventually establish a relationship with the growers.

Though it was implemented only for a single year, the activity was able to demonstrate that smallholder farmers are willing and able to produce eucalyptus as a cash crop; this could potentially be scaled up, with hundreds of farmers earning money by growing numbers for large buyers. Only six farmers planted entire fields with trees; most farmers planted around the property as windbreaks, so there was little to no displacement of food crops. Within the first year of growth, eucalyptus leaves were being used for medicinal purposes at home or sold to MHC to produce essential oil for sale to hotels and other clients. As the trees grow, they contribute to honey production; MHC noted that they were actively supporting the growers in honey production and through purchasing leaves. With another year or two, the trees will be able to be sold for local construction purposes and as building posts. During the life of the project, ILRG faced some challenges managing the performance of Majol, which had not completed all of its contractual payments to farmers prior to the end of their work. These payments were ultimately completed before the end of ILRG, but the challenges encountered demonstrated the risks of remote management of field activities, as well as to some extent the importance of ensuring that timelines are not too rushed.

3.2 ILE DISTRICT COMMUNITY DELIMITATION AND DAMS

In addition to direct work with smallholders, ILRG supported community land delimitation in five communities in Ile District, which was supported by NGO ORAM (Associação Rural de Ajuda Mutua) between February and October 2019. The primary goal of this activity was to pilot a methodology to help institute a balance between the likely “benefits and burdens” of a proposed investment by the global timber company Portucel, which has large areas for timber concessions across Ile and in neighboring districts. These concessions overlap community land and once awarded, access to land is based on negotiations between the communities and countries. Portucel had proposed to build a series of earthen dams for communities using money from the World Bank’s Catalytic Fund, with a guarantee that the water would be used solely by community-managed Water Users Associations (WUA).

The ILRG activity was designed to provide the foundation for a transparent and equitable process to regulate access to these newly irrigated plots from the Portcel dams’ construction, while enabling families who lost land due to the placement of the dams and the new areas for irrigation to be properly compensated. Without this intervention, the dam initiative ran the risk of benefiting a few community members who would receive newly irrigable land, while harming those who lost land to the dam and irrigation scheme, and completely by-passing others.



Couple displays their DUAT certificates in Ile District, documented with support from the ILRG activity, CREDIT: RICARDO FRANCO

During this activity, ORAM helped the five communities to establish community land associations and to delimit their boundaries, covering a total of 13,113 hectares for 4,711 resident adults. Following this, the associations delimited parcels for all interested households, as well as other existing uses of land, resulting in 2,915 parcels covering 6,701 hectares, which provided confirmation of rights to 1,601 women and 685 men who delimited their land.

During the activity, the importance of trust and relationship building became clear. There had been an atmosphere of distrust between communities and Portucel for some years, with many people accusing the company of stealing land or taking land from families without making

agreed payments. In this context, several actors actively spread rumors that land delimited under the ILRG project would be forcibly passed over to Portucel. A sixth community that was originally scheduled to participate in the ILRG activity opted out of the project as a result. Additionally, participation in the delimitation of family parcels was impacted in some participating communities; for example, while nearly two-thirds of all land was delimited in Hamela and Sugue communities, only 31 percent of land in Muelamassi community was delimited. To address these concerns, ORAM worked closely with the district government and Portucel to counter these claims and make it clear that the delimitation was not planned or managed by Portucel. ORAM brought in a senior traditional leader from a community where delimitation work was already completed to explain that rather than leading to loss of land, the process resulted in significant improvements in security and major reductions in conflict. By the end of the activity, after titleholders received certificates and it was clear that the process resulted in improved tenure and no theft of land, many of the formerly dubious residents of Muelamassi asked to participate. Unfortunately, the activity closed before this was possible.

Following delimitations, the ORAM team helped communities understand the impact of the proposed dams using maps showing new delimitations overlaid with estimates from Portucel's engineers on the areas to be flooded by the dam, buffer areas, and projected areas for irrigation. These were used to facilitate internal discussions and agreements among community members on who would be affected in which way, and to design land readjustment plans that included identification of new land for those who would be displaced, as well as equitable access to the irrigation schemes. The Ile District government was supportive of the work and actively engaged in the entire project. Towards the end, the government decided to take over responsibility for facilitating discussions on adjustment of land parcels from ORAM in the areas where two community dams would be built and where WUAs would assume responsibility. While it is good for the government to assume leadership, this also meant that control over the process and timeline was now outside of the control of the ILRG team. In this case, the government's strong engagement in providing encouragement and clarity on the process was extremely helpful to the project's goals; however, when government decided to take the leading role in implementing elements of the work, ILRG lost the ability to steer the process forward towards an outcome. Due to community distrust of Portucel, three of the communities that accepted delimitation decided to decline Portucel's offer of building dams. As a result, some of the expected benefits of the project were more muted than anticipated. The ILRG activity completed its work: the communities and family parcels were delimited, reports of conflict over land tenure fell dramatically, and communities developed plans to compensate the families that would have been negatively affected by the dams. However, Portucel never built the dams, so the internal resettlement plan was not implemented.

4.0 GRUPO MADAL: ESTABLISHING AN INGROWER AND OUTGROWER MODEL IN QUELIMANE DISTRICT

Grupo Madal, a Mozambique-based agroforestry commodity firm specializing in coconut production, holds land use rights over 30,000 hectares in several coastal districts of Mozambique which date back to the colonial era. Over the last few years, a growing population and a lack of available farmland led thousands of people, mostly women, to start to informally grow crops on unused areas of much of the company's farmland. By 2021, Madal estimated that over 50,000 people were informally using the company's land. Those using the land know that Madal holds the rights to the farms, so while they have grown crops for their own use, they have not built permanent structures.

The company was purchased by new owners in 2016, who shifted it away from a model reliant entirely on estate-based production to a more inclusive business model that is designed to intentionally integrate and benefit neighboring communities, including through the aggregation and resale of commodities produced by local farmers. One of the most innovative features of the new approach is to recognize and respond to the need for secure access to land of those who were informally using company land. Rather than trying to forcibly remove these smallholders (which the old owners had done), Madal designed an approach to bring them into the system. This combines three elements:

- **Core estate production:** Crop production by the company on some central areas of its farms, as well as use of company land for test plots and experimentation;
- **Outgrowers:** Madal contracting members of neighboring communities to grow crops on their own land, which they sell to Madal; and
- **Ingrowers:** Madal introduced an innovative approach designed to turn thousands of people who were informally using company land into formally accepted farmers, called "ingrowers" because they worked within the company farms. This is a modified version of the outgrower scheme, Madal agreed that many families had insufficient land of their own, especially women-headed households. The company further agreed that some of these families could use some company land based on long-term contracts to grow food as well as cash crops that the company would purchase.

This combination of outgrowers with the innovation of "ingrowers" was designed to provide community members reliable sources of food and income and a reliable supply of commodities for Madal.

Documentation of land rights is a foundational activity underpinning improvements in agricultural productivity. ILRG developed a series of activities with Madal and 19 communities that are adjacent to the company's farms in rural areas of Quelimane District. These included documentation of the overall boundaries of the 19 neighboring communities and of Madal farms; clarification of land rights already allocated to community members; delimitation of parcels for 'ingrowers;' and development of a new gender-sensitive extension system through which Madal would provide technical support to smallholders with ingrower and outgrower contracts.

4.1 QUELIMANE COMMUNITY DELIMITATION

During the ILRG project in Mozambique, there were two phases of activities addressing community delimitation in areas on or adjacent to Grupo Madal landholdings in Quelimane District. The first phase was implemented by NGO NANA from November 2020 to October 2021, and a second phase

involving a follow-up activity to expand on this work implemented by NGO Cooperativa Avante from July 2022 to September 2023.

4.1.1 PHASE 1: NANA

The first phase was designed to support the implementation of gender-responsive ingrower and outgrower schemes that enabled smallholders to partner with Grupo Madal, targeting 14 communities that lay adjacent to four of Grupo Madal's farms in Quelimane District. The three objectives were:

1. Create small parcels out of 1,000 hectares on four Madal farms for subsequent long-term allocation to “ingrowers”;
2. Delimit 14 communities encompassing about 8,000 hectares adjacent to the four Madal farms; and
3. Delimit and certify family/household parcels by these communities.

The activity supported the establishment and training of 14 community land associations, starting with 143 founder members, 48 percent women. All 14 communities received official Certificates of Delimitation from the provincial government, formally recognizing their rights over 6,756 hectares of community land. The activity also trained community members as para-surveyors, who mapped all current uses of land and delivered 3,967 community-issued declarations of land rights for families, covering 1,636 hectares; over 52 percent of recipients of the declarations were women. The team also delimited 1,464 parcels of 0.5 hectares each, spread across Madal's four farms.

4.1.2 PHASE 2: COOPERATIVA AVANTE

ILRG supported a second phase of work from July 2022 through August 2023, designed to provide additional support on the gender-responsive and socially inclusive delimitation of community and household land and strengthen the gender-responsive natural resource management capacities in communities adjacent to Grupo Madal's farms. This involved additional capacity-building work and a second opportunity for delimitation of household parcels in the initial 14 communities, while introducing activities in five new communities.

The team supported the establishment of five new community land associations, based on the work of 57 founder members, 63 percent women. The project trained all the new associations, as well as the 14



Leaders from Mussuluga community, which neighbors Grupo Madal land in Quelimane district, hold up their community DUAT certificates, obtained with support from ILRG.

CREDIT: RICARDO FRANCO

previously supported by NANA. The five new communities were delimited and received their Certificates of Delimitation from the provincial government, covering 6,701 hectares with a total of 11,700 residents.

Cyclone Freddy, which struck Mozambique in February 2023, temporarily halted work under the second phase. The Avante team estimated that 90 percent of project area families suffered either destruction or severe damage to their homes. Work resumed after a month.

The team, including para-surveyors drawn from the communities, documented current land uses involving 4,108 parcels covering 1,395 hectares in the 19 communities. The parcels ranged in

size from 0.002 hectares up to 4.9 hectares, with a median of 0.225 hectares. Most families had more than one parcel.

This process included 135 awareness-raising meetings with over 5,800 participants and 85 training meetings for the associations. The ILRG Mozambique Gender Specialist supported Avante staff in how to facilitate the meaningful participation of women, youth, and the elderly, with significant awareness raising focus on gender equality and social inclusion (GESI) topics. Capacity development sessions included GESI topics and used ILRG's gender norms dialogue training materials, as well as technical topics such as land rights and the land law, procedures in delimitation processes, and development of land use plans.

4.2 GRUPO MADAL AGRICULTURAL EXTENSION

Grupo Madal developed its capacity for inclusive engagement with smallholder farmers through the “Inclusive and Gender-Responsive Agricultural Extension Support Services” activity, which ran from May 2022 through June 2023. This involved extending and deepening the company's gender-responsive agricultural extension services focused on agroforestry systems based on coconut and intercropping with various food and cash crops.

One of the most interesting innovations in this work involved efforts to help Madal develop its concept of ‘ingrowers,’ through which land-poor farmers, mostly women, were provided with plots and contracts that gave them security to legally use company lands. This process enabled farmers to produce both food for home consumption and cash crops, with Madal providing inputs, technical support, and a guaranteed market. Madal in turn benefited by building trust with the community, reducing levels of community conflict and being able to make better use of formerly under-utilized land, while the farmers provided an important source of commodities that could be used to increase Madal's own production on other areas of its farms.



Farm club member weighs the cowpeas she grew to sell to Madal under the extension support scheme for ingrower farmers.

CREDIT: THAIS BESSA

During 2022, the company registered 2,816 members (84 percent women) from 113 farmer clubs as ingrowers, all of whom are using portions of Madal's land on four farms in Quelimane District. However, as the project developed, Madal realized that its initial efforts to work with all of the clubs were too ambitious for a pilot and with inexperienced staff.

Cyclone Freddy brought significant destruction to Madal's infrastructure and wiped out most of the sesame crop that had been initially established. The Madal team reviewed the situation and shifted to vegetables as a crop that provides nutritious food and income. Farmers welcomed this rapid shift and began to benefit in as few as 10 weeks for leaf crops and cowpeas. Madal also used its own resources to replace over three tons of cowpea seed that had been flooded.

During the pivot to support vegetable production after Cyclone Freddy, the company temporarily narrowed its focus to the best 18 ingrower clubs with nearly 400 farmers, 86 percent of whom are women. After consolidating its process and building up the skills and confidence of staff, this number started to expand slowly, with several of the other clubs asking to rejoin the extension network by the end of the activity in June 2023.

Madal, with technical assistance from the government’s national agricultural research body Instituto de Investigação Agrária de Moçambique (IIAM) and the University of Zambeze, updated several technical manuals and trained the company’s extension staff in their use during 10 Training-of-Trainer workshops. These covered, among other topics, gender-aware agricultural extension systems; agroforestry systems based on coconut agricultural marketing; commodity-specific training on cowpea, sesame, sunflower, guar bean and horticulture; and processing involving solar drying and construction of improved crop storage.

Madal focused on establishing agroforestry based on coconut, intercropped with various cash crops and food crops. Seventeen farmer clubs were provided with seed coconuts and technical support in establishing nurseries to produce their own saplings. Madal also provided ingrowers with 9,800 coconut saplings for planting on the 0.5 hectare parcels, along with sesame seed and cowpeas as cash crops. The company signed 1,436 contracts with ingrowers covering nearly 1,000 hectares, providing a new and important sense of tenure security to those ingrowers (over 80 percent women).

As part of the recovery from Freddy, Madal helped the clubs re-establish coconut sapling nurseries for transplanting during the December 2023 – March 2024 rainy season, which will enable about 150 hectares of new plantings. The plan for the next season is to focus on intercropping using cowpea and

“I never grew vegetables before, but today I learned a lot [through the Madal extension training]. I will share everything I learned with my colleagues in the farmers club, and I hope I have good results. We are really in need of some help to be able to get back on our feet after this cyclone that devastated us.”

**Saquina Sacure, Madal ingrower,
Quelimane, Mozambique**

sesame in between half of the rows of coconut, with ingrowers planting food crops for home consumption between the remaining rows.

The Madal extension approach used the Training and Visit system, designed for close supervision and in-service training of extension staff. This involved weekly in-service training for staff, then visits to each club at least once per week. This included sessions on a range of technical agriculture themes as well as GESI.

The activity involved extensive efforts to train Madal’s extension staff as well as farmer clubs in gender equality and social inclusion issues. The ILRG Global Gender Specialist and the ILRG Mozambique Gender Specialist provided material and training in addressing community gender norms and women’s empowerment and leadership. Each club selected a gender focal point. As part of the weekly training, in addition to technical topics, the focal points facilitated discussions on topics related to gender equality and social inclusion. ILRG’s technical staff provided a series of training-of-trainers activities on GESI for staff and lead farmers. These focused on creative ways to explore how issues of gender and inclusion influence specific technical horticultural practices, such as decision-making over what to plant or how to use produce, and on who in the family undertakes which activities.

This approach is still being worked out and there have been challenges related to the amount of time taken to address gender equality and social inclusion vis-à-vis the extension advice in respect to cropping and production; Madal needs to be able to find a balance between these topics that enables the provision of extension services to be sustainable in the long run. However, ILRG support for the delimitation of ingrower parcels, establishment of farmer clubs and development of Madal’s internal agricultural extension system has provided several lessons for the company. The company plans to expand this ingrower system to other farms in the coming years but has not made specific commitments.

Madal noted that the process has helped them to work through initial ideas for the ingrower scheme, identify problems with the design and initial implementation, and start to make changes that should lead to the development of a system that provides mutual benefits for communities and for the company. Overall, the pilot demonstrated that ingrowers can use company land to grow food for themselves and

that they can be a source of commodities for Madal to purchase, aggregate and resell. However, the company needs to continue to tweak its model to ensure that the costs of annual land taxes and costs associated with running the agricultural extension system are more than covered by the value of commodities that can be purchased and resold. Some of this shortfall was due to the scaled back nature of the agricultural extension support, as well as the impact of Cyclone Freddy.

The ingrowers were generally willing to produce commodities desired by Madal, such as coconuts, cowpeas, sesame, and sunflower. One of the main challenges of the cost-benefit analysis involves the fact that Madal is trying to work with many people, each of whom is farming a very small area, resulting in a very small amount of the desired commodities per farmer. The extension system must be designed to reduce the costs of one-to-one interactions with thousands of farmers, aiming instead at targeting groups. Even then, most ingrowers lack experience in commercial production at any scale, so need significant technical support. The costs of providing this support should in theory be offset by a large increase in productivity resulting in increased Madal sales.

The company has also noted the critical role of the senior leadership at both the management and field level within the company to drive work forward. Sound and consistent leadership is essential to support this innovative approach.

In addition, well-trained staff is a key issue. Madal is working with inexperienced field staff, so they themselves need a lot of in-service training. The company chose to use the Training and Visit System exactly for this reason: it entailed frequent meetings with field staff for review of work, training them in technical themes, and support work planning. Staff then went out to support the farmer groups. While this process can work, it is expensive. Madal is still trying to determine how to shape its team.

Indeed, at this early stage, the company was not convinced that social and gender work would result in increased productivity of the company's required commodities, especially in the first years of a new system. It will be important for Madal to see a business case for these kinds of investments. Given these challenges, Madal's initial targets were higher than they could achieve. Within a year, they had registered over 2,600 farmers in 115 clubs. However, the extension team was unable to provide the support needed; by mid-2023, management decided to reduce the scope to about 400 farmers in the best 18 clubs, with a plan to gradually rebuild. By the end of the activity, groups were gradually being reintroduced.

Despite these constraints, the ILRG initiative has resulted in hundreds of farmers, over 80 percent of them resource-poor women, with contracts that provide secure access to land and the opportunity to produce both food and cash crops. At the same time, Madal has been working through these issues, identifying, and addressing problems, and gradually shaping its new system in a way that will bring additional profits while improving relationships with surrounding communities. The company plans to expand the footprint of this extension system with community members around its four pilot farms in Quelimane District and has indicated a desire to replicate the system in farms in other districts, such as Maganja da Costa.

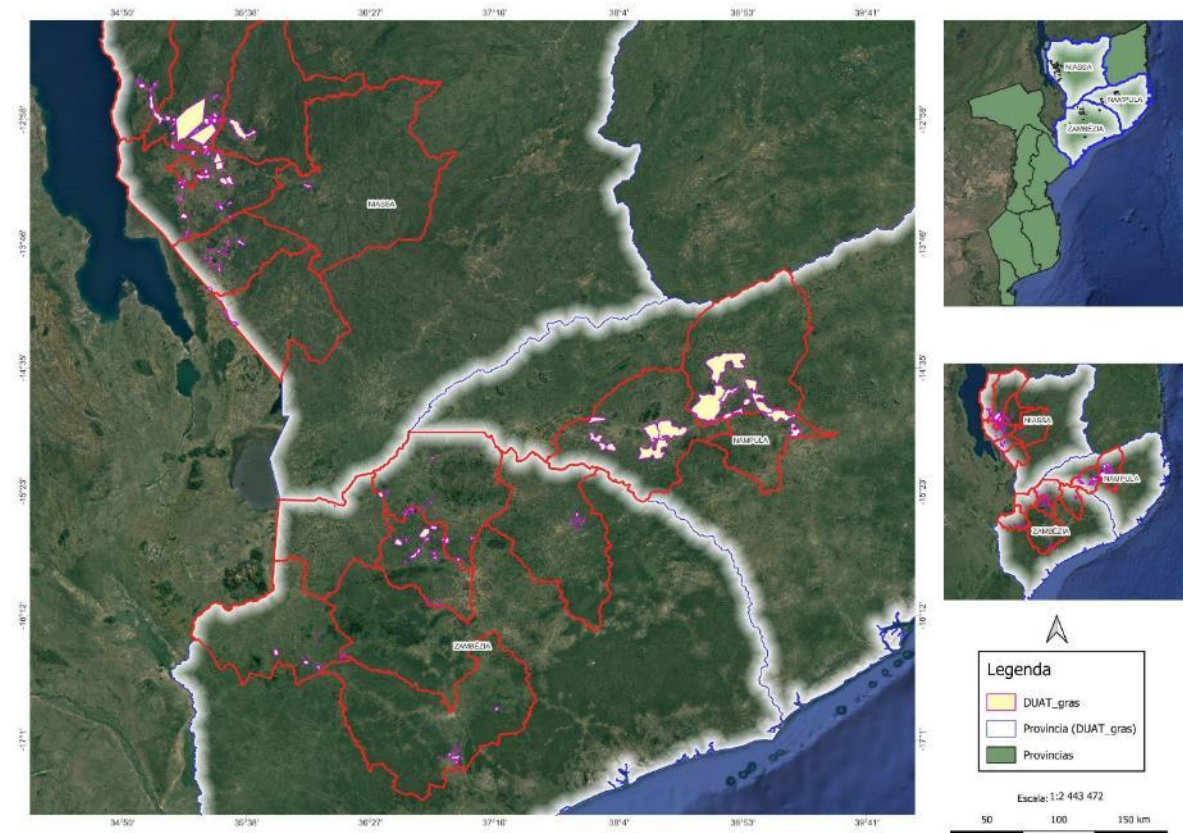
5.0 GREEN RESOURCES

Green Resources AS (GRAS) is a private Norwegian company focused on sustainable forest plantations and paper industries, among the largest tree plantation companies in Africa. In late 2018, GRAS in Mozambique initiated a corporate restructuring process, partly prompted by the realization that it did not have the capacity to develop all the land area that it had acquired, and this lack of capacity contributed to negative relations with some local communities and civil society. Together, these concerns created some reputational risk for GRAS. At that time, the company landholding totaled an estimated 360,000 hectares (ha), but very little of this had been developed or planted. Many of the holdings had been acquired through the purchase of several pre-existing plantation forestry companies; these were often relatively small blocks, many of which had no standing timber or company infrastructure and were scattered across vast areas of the provinces of Nampula, Niassa and Zambézia. Some of the lands contained the remnants of tree plantations that could be used for limited livelihoods purposes, while a small number of parcels had plantations that were still of commercial value. The rest of the lands were a combination of failed plantations, natural vegetation (dense forest, woodland, and savannah) and cultivated fields and villages on which no timber plantations had ever been established. With encouragement from its development finance lenders the restructuring process was to be accompanied by a large-scale disinvestment from underutilized landholdings, through which the group would relinquish its exclusive land use rights that had been concessioned to it by the government. This would allow local communities, who have farmed these lands for generations under good faith occupancy, to register their land use rights over these areas. This created an opportunity for USAID to test and document best practice methodologies for a community rights-based, inclusive, gender-responsive and participatory responsible land divestment process. It aimed to help communities understand their rights vis-à-vis the private sector forest concessions and to support communities to establish local land governance entities to document, manage and administer their land rights, including future potential sustainable business ventures linked to timber resources.

In 2018, before ILRG engagement, the GRAS Board approached international NGO Landesa and Mozambique-based private sector consulting firm Terra Firma to assess the status of its land holdings and help define a responsible exit strategy. The resulting report proposed a range of best practice approaches to land divestment, depending on the extent of GRAS investment activities in each area. In early 2020, GRAS accepted all the main recommendations of the report and agreed to collaborate on a systematic program of strengthening/documenting community land rights in all areas that were to be the focus of disinvestment. GRAS agreed to delay the formal renunciation of its land titles until such time that all affected local communities were able to formally register their collective, underlying DUAT rights over community territories, and to establish a representative community entity. It was agreed that only at that point would the DUAT titles be ceded back to the government.

While GRAS had committed to the basic principle of strengthening community land rights in all the affected areas, they indicated that they did not have the expertise, knowledge, or resources to undertake the work without external support. USAID, via the ILRG program, was approached as a potential partner to conduct community land delimitation exercises in three provinces, including high value parcels with standing timber. ILRG, through partner Terra Firma, recruited local NGO and CSO service providers to carry out the work: *Associação Rural de Ajuda Mutua* (AMDER) Niassa in Niassa Province, *Cooperativa Avante* in Zambezia Province, *Terra Nossa* in Nampula Province, and *Centro Terra Viva* (CTV)/AMDER Nampula on the high value parcels (who were later replaced by AMDER Niassa/Terra Nossa due to performance issues).

FIGURE 1: MAP OF GREEN RESOURCES PROJECT AREAS



5.1 ASSOCIATION ESTABLISHMENT & CAPACITY BUILDING

New community land associations were established in each target community, following the processes of Law 2/2006 (*Associações Agropecuárias*). The associations were established to represent the local communities and guide the subsequent activities related to community land delimitation, zoning, and community land use planning. The GRAS service providers undertook the training of founding association members, covering institutional issues (how to manage a representative association), legal issues (community and individual land and natural resource rights, as laid out in the Land Law and associated legislation), and the process of land delimitation according to the Technical Annex of the Land Law. All these activities were fully contextualized in terms of the impending return of the land rights (and in many cases, physical access to the land) to the communities and the need for the associations, along with local customary leadership, to manage this process. A total of 643 separate meetings were held across the target communities during this phase, with well over 15,000 participants taking part. These processes culminated in the formation of 126 new community land associations of 1,977 founding members, 44 percent women.

5.2 COMMUNITY LAND DELIMITATION EXERCISES

By the end of the activity, 109 communities had been delimited (or had their boundaries redone or reconfirmed), securing the collective land rights of more than 321,402 people (including children and youth) over more than 720,000 hectares.

The community land delimitation exercises involved sensitization activities, participatory mapping and reconstructions of community histories and social structures as required by the Technical Annex to the Land Law. In total, the service providers facilitated 967 different meetings across the 109 communities,



Community members working the land on GRAS relinquished parcels in Arejoane Community, Zambezia Province.
CREDIT: RICARDO FRANCO

with participation reaching over 24,000 individuals. Over 68 percent of these events were attended by a government representative. Throughout the delimitation process the various tools were deployed to ensure that all the important and necessary data were properly collected and archived. This included exercises designed to capture the results of participatory mapping, the development of community historical profiles and monitoring levels of participation and engagement throughout the process. In addition to the mandatory activities set out in the Technical Annex, ILRG required each service provider to deploy additional modules and a grievance mechanism as part of the delimitation process.

5.3 CONFLICT RESOLUTION

When commencing discussions with communities regarding the return of land rights, the field teams would often be confronted with complaints from community members about past promises not having been honored by the companies – sometimes GRAS and sometimes the smaller companies it had acquired. Dealing with perceived historical injustices required considerable time and patience from the field teams.

In some places, work halted as a result. For several months, work on some parcels in N’gauma District, Niassa, was stalled by the district administration, for example. This came about because of community complaints that GRAS had not provided compensation previously agreed for the initial handover of land to the company. GRAS made the payments so that work could resume, but the land documentation work suffered continued blockage by government authorities. In those communities, NGO implementer AMDER Niassa had successfully formed community associations, completed the required training of the association members, and had facilitated all the participatory processes needed for community delimitation. Completion of the delimitation was, however, blocked by district government authorities who refused to participate in meetings to officially confirm boundaries. Despite formal requests for interventions from the provincial ombudsman, the provincial authorities also refused to clarify why they continued to resist the delimitation processes.



Community leaders show abandoned building left by one of the companies GRAS purchased in Wudola community, Zambezia Province. The community hopes to transform this building into a school or warehouse now that GRAS transferred ownership to the community,
CREDIT: RICARDO FRANCO

During the delimitation exercises conflicts often arose in the georeferencing and boundary confirmation phase, as some communities

“consider the delimitation process as a way of increasing their areas” (Final Report, AMDER Niassa, September 2023). On the other hand, the same report notes that there are villages where local leaders see the process as an opportunity to have autonomy/independence from the communities in which they have until then been an integral part. The ILRG approach to respond to disputes of this nature was to only intervene if asked to do so by local authorities and/or community leadership. In all cases, boundary disputes of this nature were resolved through the dispute resolution process, involving discussions between local leadership who negotiated a locally appropriate resolution.

5.4 COMMUNITY LAND USE PLANNING

All communities undertook a land use planning activity at the conclusion of the delimitation processes. These followed the improved Community Land Value Chain Platform, or Cadeia de Valor de Terra Comunitaria (CaVaTeCo), approach of producing much shorter, more visual documents with significantly less technical jargon compared to the 50-to-60-page documents that are normally produced during community land use planning in Mozambique. Short texts to accompany the maps captured the community vision of regulations for resource use and future decision-making over how to allocate or use land.

5.5 CONTRACTS BETWEEN GRAS AND COMMUNITY ASSOCIATIONS

ILRG took direct responsibility for ensuring that the DUAT titles and any related immoveable assets were properly registered in the Real Property Register before drafting contracts for the transfer of existing plantations and assets to communities. These contracts were then signed by GRAS and the community representatives.

The initial activity did not involve taking the next step of helping communities to manage their newly recovered land and resources. However, ILRG mobilized support to carry out a targeted follow-on pilot activity in six neighboring communities in Alto Molócue District, Zambézia, which jointly received several parcels of standing eucalyptus timber in good condition (discussed in detail in Section 6 below).

The return of land and any immovable assets was an essential step. However, while some community members may have gained experience working on the plantations while they were under control of the divesting company, virtually no communities have the skills needed to manage a full-scale forestry operation with the requirements of planning and implementing timber management, negotiations with buyers, oversight of large annual sales and significant cash turnovers, and requirements to employ fellow community members to provide the needed labor. In addition to clear support for responsible divestment, communities need the opportunity to develop or contract out the skills needed to use their newly recovered resources in sustainable, economically viable ways. This may require support in technical plantation management (e.g., how to manage a timber plantation from seedlings through to harvest) and in establishing a functional business entity to manage the business aspects. An alternative which the Alto Molócue communities were discussing with Cooperative Avante could involve assessing options and negotiating with a new investor for a joint venture or establishing contractual arrangements through which the community provides the land and timber while an experienced company provides management services.

6.0 ALTO MOLOCUE GRAS NTACUA COMMUNITY FORESTS

This activity focused on developing the capacity of seven communities in Alto Molócue District, Zambézia Province, to manage commercial forest plantations through existing community land associations and the establishment of an umbrella cooperative, in ways that were gender inclusive and socially equitable. Running from August 2022 through September 2023, this included community management of forest production, community roles in commercialization of timber products, and the development of an umbrella cooperative to represent the six existing associations and one new community.

NGO Avante supported six communities to assume control over and begin to manage a set of plantations that they acquired from Green Resources in Alto Molócue District, Zambézia. A seventh neighboring community asked to join the activity; despite having no standing timber, they noted they would like to develop a community plantation in the future.

While all seven participating communities had previously been delimited, they all noted mistakes in the process. Avante worked with the communities to walk the boundaries and provided corrected geo-coordinates that were accepted by the provincial government.

Avante helped the communities to review various potential markets for their timber. Negotiations were undertaken with several potential buyers; discussions with the most likely buyer from Beira were ongoing at the end of September 2023. Communities participated in multiple training sessions, including the establishment and management of a cooperative, gender equality and social inclusion, basic financial management, management of a timber plantation, and negotiation with buyers. They also did hands-on practical work on the plantations, from establishing nurseries from seed to transplanting saplings,



Community members stand in front of their standing timber.

CREDIT: MATT SOMMERVILLE

cleaning undergrowth, and doing protected burns to avoid uncontrolled forest fires. Avante reviewed and updated their technical training and used these to compile a two-day introductory training for use in other communities.

While all seven community land associations had been established previously, Avante and ILRG agreed that it would be best to establish an umbrella cooperative representing the seven communities, due to limitations on handling finances inherent in the law for associations. All communities agreed that their negotiating power with timber buyers would be stronger through an umbrella cooperative. After Avante led several sessions on establishing and managing a cooperative, the communities drafted and approved their constitution and statutes, and submitted these to the national government for final legalization. The new cooperative “Insovane de Caiaia” was legalized in September 2023 to represent the seven community associations. This was a bureaucratically arduous process, requiring multiple interventions with the district government and a field trip by provincial authorities to help them understand the issues. This was followed by repeated submissions of the request to national government, including several rejections based on

unclear criteria that neither district nor provincial government understood. Through perseverance, the cooperative, representing the seven participating communities, can now legally engage in contracts with buyers.

Avante undertook an initial inventory of the types and quantities of timber products in the six communities with standing plantations. These served as the basis for development of a Forest Management Plan to guide each community in understanding the assets they have and how much of each product they could potentially sell each year, based on an average cycle of 9 to 10 years from planting to cutting. Avante facilitated negotiations with different potential buyers; at the end of the activity period, the communities were reviewing a proposal from a furniture manufacturer in Beira.

During the process, the program encountered resistance to the renunciation approach deployed by GRAS. Some within the national government were not in favor of the rights delimitation process, as well as the transfer of GRAS assets to communities, as the GRAS had not delivered on all of the lease conditions for their DUATS. Some within the government would therefore have preferred to re-allocate the concessions. Similarly, some individuals within the district government, former GRAS employees and even within communities themselves may have preferred a situation that did not

“The heads of this community did not ask for the community’s opinion when they wanted to sell the eucalyptus, but with all we have learned today, we cannot be afraid to defend the plantations because they are ours. So we will go to the camp to stop the cutting, or have the leader return money he received for the trees to the community.”

Inácia Estevão, Zambezia, Mozambique

empower the community, so that they could strike deals to provide access to the timber assets on the land. Indeed, at one point, a timber company came through with permission to log, which the community was able to stop through lobbying and advocacy. Building this community ownership and empowerment has been an important outcome of the work; however, it is too early to tell if these communities will be able to sustainably manage large commercial forestry enterprises.

7.0 LAMADI: COMMUNITY DELIMITATION AND VULNERABILITY MAPPING IN SOFALA DISTRICT

The Land Administration for Managing Displacement (LAMADI) activity was conceived to address land tenure issues in the context of displacement. The initial focus was to look at two situations of displacement, arising from different drivers that were manifesting in different parts of Mozambique. Firstly, displacement arising from the conflict in Cabo Delgado, which was assumed to be of a more temporary nature, and secondly, displacement caused through extreme weather events in the center of the country, which in the context of accelerating climate change and the advent of areas of high ongoing risk, could take on a more permanent character.

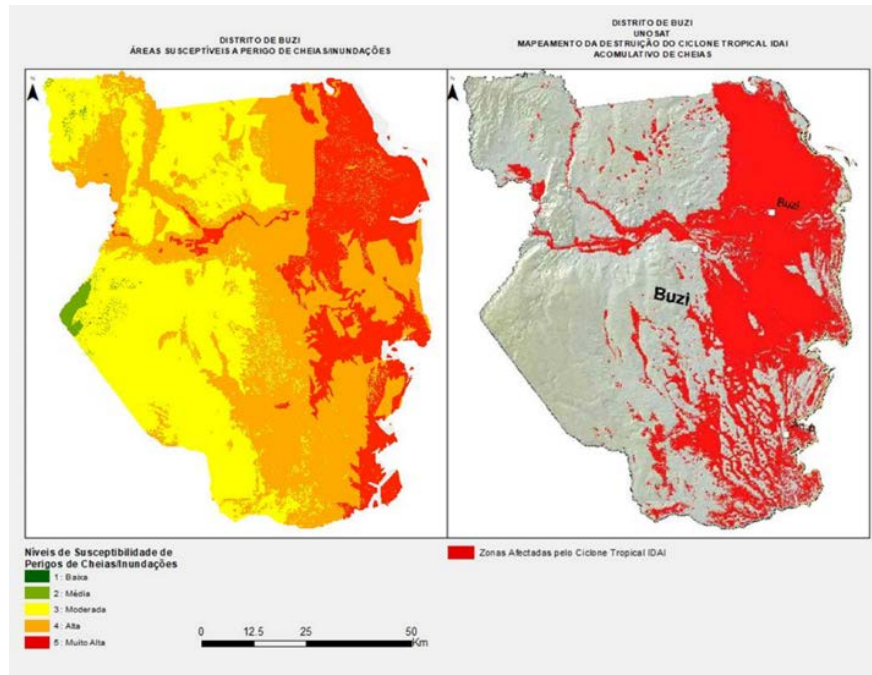
The focus on Cabo Delgado grew out of an engagement with the World Bank and the National Sustainable Development Fund (FNDS) to design safeguards and a methodology for addressing land issues for those displaced by the conflict. On completion of this task, ILRG offered to pilot the implementation of the methodology as part of the LAMADI activity. Unfortunately, because of objections to the scope and strategy of the proposed pilot from the National Directorate of Land and Territorial Development, the FNDS and ILRG decided not to continue with this initiative.

The LAMADI activity therefore focused solely on the displacement that had arisen two years previously in Sofala province. Cyclone Idai made landfall in March 2019 near Beira City, bringing strong winds and torrential rains to Sofala, Zambézia, Tete, and Manica Provinces. It resulted in widespread flooding and caused significant and ongoing displacement. Approximately 94,000 people were displaced from their places of origin to resettlement areas across Nhamatanda, Buzi, and Dondo Districts. The aim in this context was to strengthen local capacities and resilience for dealing with land tenure challenges arising from displacements caused specifically by natural disasters and conflict. In addition to delimiting the land of host communities and addressing access and tenure issues of displaced populations, the activity was designed to pilot a variety of tools for the mapping of risk and vulnerability, as part of increasing local capacities to proactively plan for and respond to these short and long-term challenges. The activity was undertaken from July 2022 to October 2023 in close coordination with local government and local community leadership and included a significant capacity building focus at the local level.

7.1 HAZARD/RISK MAPPING

In the initial phases of the activity, the service provider, Terra Nossa, produced a first draft of an integrated district-level map and database, combining cadastral information as well as hazard and exposure data (with particular attention to climate-based events). Up-to-date data on land rights as recorded at district, provincial and national levels, and current infrastructural and public service data from each district, was hard to come by, but subsequent engagements with local communities helped to refine those limited data sets which were provided. These included: land use and cover, terrain slope, rivers, soil type, hypsometry, and precipitation. The Multicriteria Methodology (MCDA – Multi Criteria Decision Analysis/Aid) was applied based on the weighting of the classes of each variable. Weighted Overlay, an algorithm that brings together all variables and their respective properties with their weightings, was then used to obtain a map of relative risk. As a means of testing the accuracy of the risk identification, these maps were compared against the maps of actual impacts from Cyclone Idai, a process which revealed a high level of coincidence.

FIGURE 2: MAPS COMPARING RISK MAPPING WITH ACTUAL IMPACT OF CYCLONE IDAI



Based on these ‘risk maps’, further layers in respect to infrastructure (hospitals, schools, roads) and demographics (using data from GRID3) were used to show the extent of exposure to risk in each district. These initial integrated risk/exposure maps were subsequently further developed on completion of the vulnerability mapping processes (see below). These exposure maps were designed to stimulate discussion among stakeholders to examine risks and the subsequent impacts of Cyclone Idai. These were used to orient stakeholders at both the district and community levels.

7.2 ASSOCIATION ESTABLISHMENT & CAPACITY BUILDING

New community land associations were established in each target host community, following the processes of Law 2/2006 (Associações Agropecuárias). The associations were established to represent the host communities as entities, and to guide the subsequent activities related to community land delimitation, zoning, and community land use planning. The LAMADI service provider trained founding association members, covering institutional issues (how to manage a representative association), legal issues (community and individual land and natural resource rights, as laid out in the Land Law and associated legislation), and the process of land delimitation according to the Technical Annex of the Land Law. They also underwent training on approaches to integrate gender equality and social inclusion into their field practices. In summary, a total of 223 separate meetings were held across the 19 target communities. These processes culminated in the formation of 16 new community land associations with 306 founding members (49 percent women).

7.3 COMMUNITY LAND DELIMITATION

At the start of the activity, a total of 19 communities were identified as suitable targets for land delimitation work. By the end of the activity, 17 of these communities had been delimited, securing the collective land rights of more than 60,000 people over more than 127,000 hectares.

An innovation of the delimitation work undertaken through the LAMADI Activity was that the process was conducted at lower levels of the customary hierarchy, where possible at the third tier *regulo* or *fumos* level, and in some places replacing prior delimitations that had been completed in the early 2000s and which had taken the paramount chieftaincies as their point of entry. This approach was universally accepted as having closed the gap between the community members and the customary land administration authorities. However, a challenge remains for the cadastral authorities, which have not yet completed the removal of the previously delimited areas from the national cadaster and are unsure as to the technical and legal procedures to be followed. Until this happens, the new, smaller community areas cannot be formally registered within the cadaster; while this has little practical impact on the ground, it remains an important step and the service provider Terra Nossa and Terra Firma will be following through with the provincial and national authorities.

Throughout the delimitation process care was taken to ensure that all the important and necessary data were properly collected and archived. This included exercises designed to capture the results of participatory mapping, the development of community historical profiles and the monitoring throughout the process of participation and engagement. Ensuring the informed participation and engagement from women was a particular focus, and the use of satellite imagery was noted as having assisted this process considerably for both men and women. Satellite imagery provided a strong reference point for all stakeholders to identify locations of interest, particularly for those who may not be used to using or seeing traditional district boundary maps. Women were proactively engaged in all steps, for example as a mandatory subgroup of the community delegations chosen to walk the community boundaries.

While the LAMADI activity has been successful in the implementation of a more nuanced and granular application of the community land delimitation process and has provided improved tenure security for the host communities, there are still resettled communities that are in limbo while the government addresses the titling issues in respect to the land they are occupying. In some cases, these are still formally titled to private entities, and in other cases the government wants to issue nothing less than full titles to the resettled persons. Despite continued efforts to engage government, LAMADI was not successful in its ambition to introduce temporary and flexible arrangements for documenting tenure arrangements, which would have addressed the tenure security preoccupations of both host and displaced communities through nuanced dialogue and participatory processes.

Similarly, agricultural lands were not provided to displaced families at the start of the LAMADI activity (three years after displacement), and it was hoped that the interventions at community level would allow for at least temporary agreements regarding increased land access in the local area to be established. However, this has not happened and is therefore a significant limitation to future livelihoods' development. Most families continue to use their old agricultural fields, which lie in many cases more than 20 kilometers from current residences and are still exposed to the risk of flooding and erosion. For many displaced, the predominant crop in their areas of origin is rice and they consistently stated that they preferred to continue cropping in their historical field areas, rather than to try and adapt to the soil conditions at the resettlement site, which are unsuitable for rice. This underscores the importance of understanding the livelihood needs and expectations of displaced populations particularly when planning for long-term or permanent resettlement.

7.4 VULNERABILITY ANALYSIS AND MAPPING

The mapping of household vulnerabilities to shocks from extreme weather events was undertaken through the adaptation of two of the existing data collection tools. The objective was to extend the functionality of these tools, both of which are digital forms for data collection, by adding in a limited number of additional questions or metrics, while maintaining the overall simplicity and time-efficiency of the forms. These are tools designed to be administered by members of the communities who have been trained in their use, and maintaining this ability was an important consideration to promote sustainable

outcomes. Some compromises had to be found, via the use of proxy metrics, to accommodate a prohibition from the National Directorate of Land and Development Territorial (DNDT) on the measurement of the parcel boundaries; instead of using parcel area as a measure, therefore, ILRG used the number of farms and land parcels that people were in possession of.

The digital data collection form usually deployed to register the identities of titleholders was extended through the introduction of six additional questions. These related to the primary materials used for housing and the roofs of residences, whether the household had access to off-farm income in the last 12 months and the total number of parcels available for residential and farming purposes. These questions were in addition to existing metrics regarding the age, gender, and marital status of the landholder/head of household. Additionally, the enumerators were instructed to register the respondents at their place of residence and to capture the geographical coordinates. The data form normally used to register parcel boundaries was repurposed to capture instead a single point in the center of the parcel, whilst also capturing additional data in respect to past climatic events which may have prevented access to, or use of, the parcel.

In all, 11,439 respondents were able to register their households, with a total of 5,052 parcels registered. These provided more than sufficient data for a process of review and fine tuning of the metrics and the weightings according to the different variables. The process also proved the concept that these existing tools could be extended without compromising their simplicity and ease of use and were therefore possible to roll out as a standard feature of future land rights registration processes. The added value of the data by far outweighs the additional time taken to administer the data collection process.

The most immediately added value from this amended data collection process came from the ability to map and measure, for each household, the distance between residence and farm holding. While it is possible to employ statistical analysis to this data, the most impactful means for visualizing the data was found to be via the use of maps, allowing stakeholders to immediately spot patterns between and amongst different communities. In some communities, for example, all the community members were cropping within the area that had been delimited by their community, whilst in others the majority had farms within adjoining community areas. In some communities, residential areas were grouped, and often some distance from the farms, whilst in others the settlement patterns were more dispersed, with farms and houses located in the same parcels of land.

FIGURE 3: LINES JOINING TITLEHOLDER RESIDENCES TO PARCELS



Following the end of the ILRG activity, this approach to the mapping of household vulnerability and juxtaposition with risks (of, in this case, flooding, but extendable to other forms of risk, such as drought) will be refined and is expected form the basis of future work with the FNDS and DNDT aimed at integrating these processes into national methodologies. Through the process of the activity and particularly during the final workshops and training meetings, some members of government have built a broader understanding of the utility of the maps. Their use of the maps and data for future development activities remains a question but is something that ILRG expects partners United Nations Human Settlements Program (UN-Habitat) and the Food and Agriculture Organization of the United Nations (FAO) to build on in the future. Discussions during the final workshop suggested that district officials were finding value in the data, maps and training provided, designed to help these officials to design and use the maps themselves.

7.4 LAND USE PLANS WITH MITIGATION MEASURES

Community land use plans that include measures to enhance the sustainable management and use of land and natural resources and increase resilience in the face of threats and hazards arising from climate change were another innovation which the LAMADI activity was designed to deploy. Prevailing practices for land use planning with communities involve merely a form of zoning based on present land use. The LAMADI process instead took into consideration these land use patterns but also used the vulnerability analysis and mapping outlined above and involved the community in developing measures and rules that they think will enhance sustainable management and use of land and natural resources, while mitigating the vulnerabilities identified. This kind of land use planning process is designed to achieve a shared community vision of future sustainable use of land, natural resources and infrastructure and address the needs and concerns of all residents, including women and youth. The resulting plans consist of a community map (based on all the mapping done so far), maps showing future intended uses, as well as an associated document with supporting information about what the zoned areas are for and associated rules concerning their access and use.

In total, 50 participatory maps were produced by different groups across the LAMADI communities. The selection criteria were comprehensive, involving a certain profile of participant, with emphasis on members of land associations, community groups, community leaders, representatives of the

Administrative Post and Locality and various members of the community in general, drawn from elderly people, people with disabilities, women, and young people. The preparation meetings in some communities also integrated representatives from their neighboring communities; this was designed to open up the analysis of the vulnerability maps, in recognition that some communities have ‘safe areas’ that could serve as reception sites in the event of displacement and can share resources.

7.5 UPDATED DISTRICT VULNERABILITY PLAN

The updating of the District Land Use Plans focused on combining cadastral information, as well as risk and exposure data, with special attention to climate-based events. The vulnerability analysis and mapping were also integrated. Several service provider technicians participated in this on-going exercise in coordination with government staff who at different times collected different information to build the vulnerability and geospatial database used for this activity.

The basis for updating was the initial risk map (resulting from a combination of data on land use and coverage, slope, hydrography, hypsometry, and precipitation) and the vulnerability map of the district. However, these maps were then also used to identify potential sending zones and potential receiving zones for displaced people, and to describe the mitigation plan for the identified risks and dangers and provide a brief analysis of local capabilities.

“Since 2019 and the passing of Cyclone Idai, there must have been about 70 different organizations passing through Buzi, and ILRG is one of the very few that actually left us with a clear instrument with which we could work.”

District Director, District Services of Planning and Infrastructure, Buzi

LAMADI stakeholders at district level noted that the updated vulnerability plan allowed for the analysis of areas that are not only prone to flooding but that have a high concentration of resources at risk, including areas of agricultural use at risk and the most vulnerable households.

8.0 CONSIDERATIONS ON GENDER EQUALITY AND SOCIAL INCLUSION

GESI was a core feature throughout the life of the ILRG program in Mozambique, with significant investments of time and resources to help continually improve the quality and depth of the program's work to help service providers, community members and district government officials better understand and address GESI in meaningful ways. The activity achieved its targets in terms of women's participation in land administration efforts. For example, of 2,493 founder members of 162 community land associations, 45.5 percent were women, while 62 percent of parcel holders were women.

However, having one's name on the title does not necessarily mean that one has equal decision-making power over use or benefits accruing from the land (such as food crops or income). Prevailing gender norms in most communities in project areas see men as the main household and community decision-makers on land. Youth also have limited access to control and decision-making over land. At the same time, although all community land associations had women members in positions of authority, it is not clear whether they could exercise their authority in equal fashion to men members. Older men tend to have greater access to information, knowledge, decision-making and opportunities, so extra efforts must be made to provide opportunities for women and youth to meaningfully participate.

Recognizing these gender norm barriers, the ILRG activity in Mozambique included multiple efforts to address gender equity and social inclusion in ways that went beyond simple participation. ILRG's Global Gender Advisor helped recruit and support her Mozambican counterparts and worked with them and with consultants to design and implement studies to assess program impacts, to guide the design of new activities, to develop training and communications materials, and to provide training to service providers and community members.

In 2019, ILRG conducted a rapid gender assessment in Zambia and Mozambique,² resulting in several recommendations for aligning project activities and objectives with the [ILRG Gender Integration Strategy](#). The ILRG team then designed a field study of Gender Equality and Social Inclusion in Ile District, Zambézia Province.³ This assessment addressed youth and gender relationships and their influence on decision-making related to land and land use within families and community land associations, providing a deeper understanding of how the matrilineal context interacts with women's and men's land use and tenure, and how land delimitation and titling have affected land rights in the area in order to inform future ILRG activities. This led to a detailed technical Learning Note and a Briefing Note on Gender and Social Inclusion, which were translated into Portuguese and English.⁴

ILRG's Global and Mozambique Gender Advisors used findings and lessons from the assessment and the study to help shape the design of subsequent requests for proposal (RFPs) for NGOs/CSOs to implement the activities. These specialists then served on panels to score bids and select implementing partners.

² Duncan, J. (2019). ILRG Gender Assessment for Zambia and Mozambique: Findings and recommendations for gender integration into activity design and implementation 2019 – 2021. DC: USAID Integrated Land and Resource Governance Task Order under the Strengthening Tenure and Resource Rights II (STARR II) IDIQ.

³ Ugaz-Simonsen, K. (2020). Mozambique gender, youth, and social inclusion assessment. Washington, DC: USAID Integrated Land and Resource Governance Task Order under the Strengthening Tenure and Resource Rights II (STARR II) IDIQ.

⁴ Ugaz-Simonson, K. (2020). Lessons on gender, youth, and social inclusion in Zambézia Province, Mozambique. Washington, DC: USAID Integrated Land and Resource Governance Task Order under the Strengthening Tenure and Resources Rights II (STARR II) IDIQ; Ugaz-Simonson, K. (2020). Gender, youth, and land tenure: Lessons from Zambézia, Mozambique. Washington, DC: USAID Integrated Land and Resource Governance Task Order under the Strengthening Tenure and Resources Rights II (STARR II) IDIQ.

Further, they used findings from the assessment and the study to help shape training materials including two new ILRG Gender Manuals, entitled “Women’s Empowerment in the Context of Land Rights and Agricultural Value Chains” and “Domestic Dialogues on Gender Norms.”

Using these manuals, ILRG’s Global Gender Advisor and Mozambique Gender Advisor designed and implemented a series of virtual and face-to-face workshops to train service providers in basic gender equality and social inclusion issues related to land rights, land delimitation and sustainable use of land. Service providers were then assisted in using the manuals to guide training with communities in the following months.

ILRG’s Global Gender Advisor and Program Officer also ran a workshop in September 2022 on gender, communications, and monitoring, evaluation, and learning in Quelimane with staff from three ILRG partners: Cooperativa Avante (implementing the Madal land administration and GRAS community forests activities), Grupo Madal (agricultural extension activity), and Terra Nossa (land administration and disaster preparedness). As part of this training, the participants conducted practice interviews in a community where Madal’s agricultural extension and commercialization activities and land delimitation activities were being implemented. Using storytelling skills learned from the training, combined with a sensitivity to the different barriers that men and women face to program participation, service providers asked participants about their participation in ILRG activities, including delimitation of community and family parcels; delimitation of ingrower parcels; development of agroforestry demonstration fields; establishment of farmer clubs; production of coconut saplings for transplanting onto ingrower and outgrower parcels; and purchase of cowpeas from farmers. Afterwards, service providers shared learnings from their interviews with the rest of the groups.

The lessons on gender equity and social inclusion gathered during the ILRG project, along with the manuals and other training materials, are now being used in land administration work outside of this activity. This has included land administration projects funded by other donors in various districts (such as the Dutch government via the Land-at-Scale program in Zambézia and Sofala, the Swiss Development Corporation in Niassa and the Millenium Challenge Corporation in Zambézia), as well as a private sector activity that seeks to prepare communities to sustainably manage mangroves as part of a blue carbon project.

9.0 POLICY

ILRG's work in Mozambique was consistent with advancing community rights within the national policy framework. The approaches used – such as the enduring nature of acquired rights even after titling to a third party, the legitimacy of written testimony as proof of acquisition, the validity of general boundary approaches to the delimitation of household parcel boundaries, the extent of administrative discretion in the formalization of acquired rights, and the nature of the concept of 'state reserves' – sought to work with areas where the law had not been adequately implemented or tested. This led to stalemates at various levels as vested interests were not always interested in the approaches that ILRG deployed. However, with careful documentation and collaboration with other USAID projects, the donor community, and broader civil society, ILRG was able to make a strong headway in informing national policy and practical approaches for implementation.

National Land Policy Review: Terra Firma engaged actively with the National Land Commission in drafting of the new Land Policy. To maintain the integrity of this submission as a contribution from a national entity, this was not presented as input from ILRG, but from Terra Firma. Terra Firma held several discussions and provided written inputs to two drafts of the policy, and then presented a summary of the major comments to a meeting comprising staff of USAID/Mozambique and several partners in April 2022. The Land Commission incorporated some of the most crucial comments, designed to recognize the authority of communities in the management of their land, in the [final version](#) that was submitted to the national Council of Ministers on August 30, 2022, and subsequently approved on November 28, 2022. The final approved policy includes language submitted by Terra Firma that affirms communities' rights to administer land under their control.

Revision of Land Law: Following the approval of the new Land Policy, the National Land Commission initiated a process of drafting a new Land Law to replace the existing Law from 1997. Terra Firma provided detailed comments and suggestions on the zero draft and held meetings with the director of the Commission. The draft continues to be refined and may be sent to the National Assembly in early 2024. It is expected to be passed before the 2024 elections.

Comparative Study – CaVaTeCo and R-DUATs: To engage more positively with the National Directorate on documenting tenure using alternative approaches that fit within the law, Terra Firma proposed a study to compare the CaVaTeCo system for land delimitation used under ILRG and the official ministry approach to land titling. ILRG met with the USAID Supporting the Policy Environment for Economic Development (SPEED) project and USAID several times on the issue, receiving support for a draft Terms of Reference (ToR) that was shared with the National Director of Land, who initially indicated he might prefer a broader study. The National Fund for Sustainable Development, which is managing the World Bank's MozLand project, and the National Land Commission were both aware of the proposed study and favored its implementation. However, after several discussions, the National Director subsequently indicated that he was no longer interested in pursuing the study. This was dropped as an activity.

Africa Land Policy Conference: ILRG provided funds for the costs of participation by an official from the Ministry of Land and Environment in the November 2023 conference in Addis Ababa; the Ministry nominated the Head of the Surveys & Titling Department of the National Land Directorate. ILRG contributed a paper on the Community Land Value Chain Platform that was accepted for the November 2023 conference. The meeting had strong representation from the Government of Mozambique. During this time, the ILRG team engaged consistently with the government delegation. Technical discussions on the LAMADI approach and on delimitation processes created momentum and built positive relationships for future collaboration.

10.0 SUSTAINABILITY AND SELF-RELIANCE

Perhaps the single most important way in which the ILRG program has contributed to sustainability in land administration in Mozambique is that the initiative was firmly based on an existing system, [CaVaTeCo](#),⁵ which had previously been designed and set up within the overall context of a long-term vision for sustainability. Rather than developing a new stand-alone, one-off pilot project with no obvious development path after the end of its project life, ILRG chose to support CaVaTeCo, understanding that its activities were part of a larger portfolio with multiple income streams that are constantly being renewed or replaced by additional funding sources. This decision underpinned several other aspects of sustainability.

This included using the existing technology, platform, tools, database, standard operating procedures and process for training service providers and community members. The project continued to support the development of these systems, allowing identification of new opportunities and creative elements, such as the introduction of vulnerability mapping.

The next stage of the land administration system development is the establishment of a long-term maintenance platform and register, with the working title of *Sistema Digital de Cadastro* (SIDICA). This open-source system comprises the establishment of a single, integrated register of DUATs that have been mapped, verified, and documented by the community associations that have applied the CaVaTeCo methodology. The SIDICA - initially hosted and supported by Terra Firma, after which it will be handed over to the responsible administrative entity - will bring together all the current and future data (currently held or to be generated) from the separate CaVaTeCo databases, and will be designed to support the future management, administration, and maintenance of the data by the community land associations, who will remain the owners of this data. Because government systems for managing titles have failed,⁶ the SIDICA may also be deployed to manage at least some of these records.

By enabling use of these systems in additional districts and provinces, ILRG has helped to demonstrate scalability, an essential element for sustainability. ILRG has contributed significantly to the growth of the number of people and areas supported through the CaVaTeCo approach. There are now nearly 250 delimited communities covering about 2 million hectares⁷, and 260 community land associations with over 3,500 founder members (41 percent women). In addition, data now exists on more than 50,000 family parcels covering more than 250,000 hectares.

Scaling up has provided improvements in the cost-benefit ratio. Some donor supported projects in Mozambique have paid as much as \$400 per parcel, and the World Bank MozLand project pays about \$35 per parcel. In contrast, the CaVaTeCo approach, implemented with multiple service providers simultaneously in different locations, has been able to provide a much more comprehensive package involving the establishment and training of community associations, community delimitation, delimitation of parcels and development of community land use plans, all for an average cost of about \$12 per parcel.

⁵ The CaVaTeCo Platform provides a suite of data collection tools and a range of methodological support and materials that are designed to underpin the implementation of the Technical Annex of the Land Law, which allows local communities to establish legal entities and to map and document their collective land rights. It also provides the resulting local community land associations with tools that allow them to independently map and verify the land holdings of households within their delimited areas.

⁶ The government land information management system, known as the SiGIT, was to have been upgraded as part of the World Bank MozLand Project, but subsequent technical assessments of the system led to the abandonment of the upgrade in favor of deploying a new system. With MozLand due to terminate in March 2024, the World Bank decided to drop the activity completely due to lack of time.

⁷ Including LEGEND and other activities not on CaVaTeCo portal, as well as non-ILRG activities.

ILRG also made contributions towards the development of an open-access geoportal that shows all community land delimitations in the country, along with all available documentation to prove these rights and boundaries. This addresses a crucial gap in land administration and is a first step towards greater transparency around land use rights. The Ministry of Land and Environment, with the support of the Directorate, signed a memorandum of understanding (MoU) and launched the *Mapeamento de Direitos Comunitários* (MADICO) Geoportal in November 2023.

The different situations addressed during the ILRG project have enabled CaVaTeCo to be modified for different situations. Some of these include:

- Helping companies to identify smallholders with land rights who could serve as suppliers in outgrower (Illovo, Portucel) or ingrower schemes (Madal);
- Confirming existing land rights as the foundation for ensuring access to public goods like dams, or for proper compensation based on planned resettlement (Portucel);
- Demonstrating how a company can renounce its land rights in ways that benefit the communities who were the original rights holders (GRAS);
- Using confirmed common land rights as the basis for plantation forest management (Ntacula);
- Confirming land rights and analyzing land use patterns in order to influence allocation and future land use, with the intent of reducing future vulnerability to disasters like flooding and cyclones (LAMADI).

To ensure the proper implementation of the CaVaTeCo approach, ILRG contributed to the development of training modules that have been successfully used with several service providers. These modules help ensure consistency across large geographies and are freely available. This training process includes routine pre-tests and post-tests to help service providers identify the strengths and weaknesses of individual team members and provide relevant support.

One of the most important features contributing to sustainability is the central role played by community members in all phases of work. While some projects focus entirely on the technical aspects of delimitation performed by external team members, ILRG invested significant time building the capacity of women and men to understand and take ownership over the process. In over 2,800 community awareness-raising meetings and training sessions for community land associations, more than 75,000 participants (some of whom attended more than one meeting) debated the land law and land rights, discussed issues of gender equality and social inclusion, and practiced the technical steps of delimitation. Over 13,000 people, 45 percent women, participated in over 450 meetings during processes of delimiting their communities. Finally, many community members, mostly young women and men, were trained and hired by service providers to delimit family parcels and other uses of land. The widespread and repeated engagements meant that the process was widely understood.

Several innovations were made to CaVaTeCo approach during ILRG, some of which directly stimulated the interest of other actors and make it more likely that the approach will continue to be used more widely. Some of these include:

- Delimitation of parcels on company land for use in contract farming with land-poor farmers, especially women;
- Building community and district level vulnerability maps to show locations of high exposure to climate-related disasters, such as flooding from high rainfall and cyclones;
- Incorporating geopoints of homes while registering titleholders and geopoints to identify location of fields; this can be done even in situations where it is not possible to do full delimitation of family parcels, and can be overlaid on the vulnerability maps; and
- Capturing household data related to vulnerability, using proxy indicators such as type of housing construction and access to salaries.

11.0 IMPLEMENTATION CONSTRAINTS

National Directorate opposition to community recognition of land rights: Terra Firma was involved in several meetings and discussions with the National Directorate of Land regarding CaVaTeCo as a sustainable methodology for strengthening and documenting land rights. These meetings involved other institutions, such as NGO and ILRG service provider CTV and donors in the land sector including USAID/Mozambique, the Swiss Development Corporation, RVO (*Rijksdienst voor Ondernemend Nederland*, the Netherlands Enterprise Agency) and the Dutch Embassy. Terra Firma's interpretation is that CaVaTeCo is aligned with the Land Law and the Technical Annex, although some of the approach, especially the issuance of declarations of land rights by community land associations, is not mentioned in the government's official technical methodology for community delimitation and systematic titling (*Delimitação de Áreas Ocupadas pelas Comunidades / Registo e Regularização do Direito de Uso e Aproveitamento da Terra*, or DELCOM/RDUAT). CTV provided a written analysis stating the same.

Despite these engagements, and almost uniformly positive response by district governments to all aspects of the work in the five provinces where ILRG engaged, the National Directorate did not change its position in respect to the legality of CaVaTeCo. They continue to state informally that local communities lack the legal competency to carry out land administration. Further, the Directorate maintains that the law's explicit acceptance of testimony by community members as proof of the existence of land rights is restricted to verbal testimony, and that communities do not have the authorization to write down such testimony. The Directorate has not provided this analysis in writing.

To enable ILRG to move ahead with various projects, such as the LAMADI activity in Sofala, Terra Firma developed an alternative approach to work with the restrictions of the Directorate. In this modified version of CaVaTeCo, declarations of land rights are not issued by community associations. Instead, the teams documented current uses of land and then used this information as the basis for land use planning. In addition, in the Sofala LAMADI activity, the Directorate agreed to community boundary delimitation and vulnerability mapping as long as the activity did not delimit family parcels – seen as more politically sensitive. The ILRG team introduced further innovations for recording the geo-location of every home and a central point in every field, allowing mapping of these assets, and enabling analysis of the locations and distances between homes and fields. In communities neighboring Madal's farms, the community-authorized Declarations of Land Rights were modified to indicate that they provide information on community members who can, if requested, provide confirmation of acquired land rights in response to push back from the Directorate.

Cyclone Freddy: Mozambique was hit hard in February and March 2023 by Cyclone Freddy (Category 4), which broke global records for the longest-lasting cyclone on record. After crossing Madagascar, it first struck Mozambique's Sofala coast on February 24, moved inland, then turned to backtrack over the same area. Freddy again crossed the Mozambique channel to Madagascar, where it again changed direction and made landfall again over Quelimane city in Zambézia Province on March 11. The storm caused major damage as it made its way into southern Malawi. The cyclone affected several ILRG activities and the staff and families of several ILRG implementing partners. Access to LAMADI project sites was temporarily cut in Sofala province, while the second landfall in Quelimane devastated communities served by Madal's agricultural extension system and by Avante's delimitation work, with up to 90 percent of homes destroyed or severely damaged. There was significant destruction to Madal infrastructure as well as to the homes of Madal staff. The rains fell as far away as Alto Molocue, impeding Avante's support to communities that were learning to manage their forest plantations. All implementing agencies assessed the damage and returned to work in weeks, including some modifications to activities.

COVID-19: In 2020, the pandemic put a stop to all travel for four months, which inhibited field work and meetings that were essential for monitoring implementation and new design processes. ILRG service

providers gradually resumed work in mid-2020, guided by a policy developed by ILRG to ensure safe practices such as a preference for outdoors meetings, required use of masks and provision of hand-washing facilities for all meetings. When possible, teams opted for routine virtual meetings. After re-opening offices, there was a preference for telework and social distancing and safety precautions were taken when at the office.

12.0 LESSONS LEARNED

Beyond tenure rights: The establishment and initial training of a community land association, combined with delimitation of community boundaries, confirmation and delimitation of existing land uses including family parcels, and development of a simple land use plan may take six to eight months in a specific community. However, the same community may require significantly more support and time to develop the skills needed to sustainably manage and benefit from land and natural resources once they have confirmed their tenure rights. Some examples of needs at the community level include:

- Management of associations or cooperatives;
- Technical skills in agricultural/agroforestry production;
- Business management and commercial operations;
- Gender equality and social inclusion; and
- Sustainable use of natural resources.

Many projects that focus on agricultural development, value chains, or development of small businesses include at least four to five years of continuous support for each community and each association. This should be considered and catered for in the design of future land rights programs.

Government buy-in: While local governments were supportive of the ILRG and CaVaTeCo process from the beginning, there was more resistance from higher levels of government. Though these local actors saw the value of the work, they were often restricted by direction from higher levels, where policy support for CaVaTeCo was forthcoming only after significant delays, stoppages, and the eventual engagement of the legal advisor within the Ministry of Land and Environment. It can take time and sustained effort to shift official attitudes in relation to sensitive issues such as land rights, or to counter central level resistance, even when these shifts are supported by local authorities.

Private sector vs. non-profit service providers: ILRG worked with a number of different stakeholders in Mozambique, including government, the private sector, and small NGO service providers. Different organizations have different areas of expertise. Some NGO service providers were technically competent in training communities in the land law and delimiting communities and parcels but were less interested in investing the required time to address 'soft' social issues such as gender equality and social inclusion, and vice versa. In each case, significant work with the partners is necessary to build all the skills required for successful technical and participatory processes, and early assessments of the aptitude and capacity of service providers can help in defining the gaps and capacity-building needs.

Uneven technical capacity of service providers: ILRG provided orientation, initial technical training and repeated in-service training on the CaVaTeCo approach and methodology and on gender equality and social inclusion issues. While several NGO service providers provided good quality services that were implemented in a timely fashion, others had on-going difficulties. This largely involved low quality of work, requiring significant inputs, advice and technical support from ILRG, along with consistent problems correctly uploading all required evidence into the database. Building a cohort of trusted service providers across the country is required and will be carried out through ongoing capacity strengthening and improved vetting criteria over years.

Relationships with companies: Illovo and GRAS were actively supportive of the ILRG activities. However, project relationships with Portucel and Madal faced challenges. Portucel, after having initially proposed the idea of smallholder eucalyptus outgrowers in Ile District, changed priorities when the project champion CEO was replaced. ILRG did find new companies that were interested in buying products from growers, but this points out that even senior company buy-in can be easily overturned.

This illustrates the importance of gaining buy-in and project champions at multiple levels of the company to ensure that the exit of one champion does not jeopardize future progress. Grupo Madal engaged positively with ILRG throughout all activities related to delimitation and the development of its extension network, but there were significant conflicts between Madal and NANA, the first service provider for community delimitation in Quelimane. This was based on a combination of different perspectives about roles and responsibilities. A MoU between them took over eight months to negotiate and sign, and even then, there were different interpretations of responsibilities. This was exacerbated by Madal's impatience with the service provider's technical limitations and by the fact that the service provider's prior history of working with traditional donors had not prepared them to understand some private sector imperatives, such as a strong focus on efficiency and speed. A key lesson here is that organizations that have traditionally been the implementers of donor-funded community land projects with rights-based and social development imperatives, may need additional support and orientation to enable them to adapt to the process of working alongside a private sector partner in the context of an approach more rooted in economic development and commercial partnerships. An additional level of vetting may be required for these types of projects to ensure alignment between private sector and donor needs and service provider orientation and capacity.

Pre- and post-surveys: ILRG conducted attitudinal surveys with community members and leaders before and after project implementation to measure the impact of the land tenure and gender and social inclusion work. The issues addressed are important, but the current approach relies too much on the service providers themselves to implement the surveys. The quality seems to be affected by a combination of a lack of skills, a desire to hurry through the process, a few efforts by one or two enumerators to complete and submit false surveys, and potential bias by enumerators or by institutions that want to produce results that indicate successful program work. A key lesson here is that funding needs to be specifically allocated to support the implementation of these types of surveys by entities or persons that are independent of the organizations that have facilitated and managed the activities, even when these surveys are designed to measure shifts in community attitudes and approaches.

Working politically in the land sector requires resilience and patience, from both implementers and donors: Throughout the first years of implementation of the ILRG program in Mozambique, there was significant central government resistance to the approach. Over time, this resistance has faded, and the general approach has become enshrined in policy and law, which has also addressed many of the specific issues that were highlighted through the various activities. The journey from resistance to acceptance by the government demonstrates the importance of patience in transformative initiatives, both on the part of donors and those responsible for implementation. In addition to patience and resilience, both groups also need a level of political astuteness sufficient to identify and navigate through obstacles, to correctly assess stakeholder motivations, and to consistently address the concerns and doubts that arise through honest and good faith engagement. The initial opposition to ILRG's approaches underscores the significance of navigating political landscapes, understanding the intricacies of stakeholder dynamics, and the need for relentless advocacy. Sustainable change in the land sector demands not only robust methodologies but also a strategic, persistent, and politically savvy approach. It underscores the importance of patiently nurturing alliances, fostering dialogue, and adapting strategies to address evolving political climates. It also requires a focus on transparency and accountability, strengthening the voice of community members and establishing effective feedback loops to elevate these voices to government, private sector, and other national dialogue venues. There is a broader community of practice in the donor and implementer community around best practices with respect to land tenure security and land-based investment, displacement, and community rights that should be used to inform national level policy and implementation.

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