Natural Resource Management Committees in Sofala

- Governance, Rights and Climate Change

Programme 2017-2019

SustainableEnergy

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Abbreviations and acronyms

ADEL-SOFALA	Agência de Desenvolvimento Económico Local de Sofala (ADEL)
ASCA	Saving and Credit Group
CAEA	Commission of Agriculture, Economy and Environment of the Assembly of the Republic
CIP	Centro de Integridade Pública de Moçambique
CSO	Civil Society Organisation
DPASA	Direção provincial da Agricultura e Segurança alimentar
FEDESMO	The Sustainable Energy and Development Forum of Mozambique,
FOPROSA	Provincial Forum of Civil Society Organizations of Sofala
GiZ	German International Cooperation
INGC	National Authority for Disaster Management
INGO	International Non-Governmental Organisation
IPAJ	Institute for Legal Assistance and Representation
Livaningo	Maputo based environmental SCO,
MASA	Ministry of Agriculture, Food Security and Nutrition
MITADER	Ministry of Land Environment and Rural Development
Muleide	Women's Association for Law and Development
NNV	Naturvernforbundet/ Friends of the Earth Norway
NRM	Natural Resource Management
NRMC	Natural Resource Management Committee
ProDEL	Programme for Local Economic Development (EU)
SDAE	District Services of Economic Activities
SE	SustainableEnergy Denmark
SPFFB	Serviços provincial de florestas e fauna bravia
ToC	Theory of Change
WWF	World Wildlife Fund

1 INTRODUCTION

SustainableEnergy (SE) has collaborated with Adel Sofala and Livaningo during more than ten years. The first period centred on relatively large Danida financed development projects dealing with local and sustainable energy solutions combined with strengthening of communities' Natural Resources Management capacity (in the case of ADEL) and Urban Governance and environment (in the case of Livaningo). In both cases building linkage to local authorities (LAs) was integral part of the interventions. The collaboration modality with the two partners changed in 2014 when SE signed the new frame agreement with Danida. In the new collaboration modality SE is encouraging partners into more collaborative and complementary approaches with other stakeholders. The modality is expected to provide for a more efficient advocacy platform for participating partners towards a variety of duty bearers and decision makers.

Furthermore, SE has taken the strategic decision to no longer support partners activities in capital urban areas. Especially for Livaningo this is an opportunity to have their work in the provinces strengthened while maintaining the advantages of their activist network in Maputo.

Both Adel and Livaningo have Natural Resource Management as an important element of their strategic plans. SE sees a potential to not only continue the work Adel is carrying out with Natural Resource Management Committees (NRMC) in Sofala but also to have experiences collected, analysed and used in lobby and advocacy at provincial and national level. Here there is an obvious role for Livaningo to play.

With this program the two partners will join forces in a coalition together with other CSOs and parastatal stakeholders with the aspiration to establishing an operational unit of complementing competences. In spite of relative limited resources, it is the expectation that the consortium will be able to contribute to getting the question of National Resource Management on the provincial and even national political agenda.

2 CONTEXT ANALYSIS

2.1 Natural resources in Sofala Province

Mozambique has an area of 799,380 square kilometres, and an estimated population of 26.4 million inhabitants, constituting 45% population under 15 years and 32% urban population and Human Development Ranking 180 of 185 countries (UNDP). This programme is situated in the province of Sofala inhabited by 2,099,152 inhabitants.

In general, the Mozambican government's economic policies have focused on the country's vast natural resources including hydro-power, coal, forestry, fisheries and more recently oil and gas – partly to attract massive inflow of capital from abroad – together accounting for an annual economic growth rate of 7.5 per cent over the past decade.

Mozambique's forests extend over 51 per cent of the country's land, with four northern provinces providing the largest share. Total timber production areas cover 26.9 million hectares (ha). The 1999 Forest and Wildlife Law establishes two types of license for legal timber production: forest concessions and simple licences. Concessions are granted to national or non-national operators for areas larger that 20,000 hectares with an

approved management plan, while simple licences offer harvesting quotas of 500 cubic metres or less annually over five years and exclusively to national operators. 22 different "1st class" species are banned from export in log form, and require processing within Mozambique before they can leave the country.

However, Mozambique only has 1,069 forest law enforcement officers: one for each 83,000 ha of forest, far lower than the one per 5,000 ha recommended to make forest crime control effective. The consequence of this worrying situation is that the scale of illegal logging and smuggling is staggering. A recent study shows that 48% of Chinese import of timber from Mozambique steams from illegal logging[1].
The tax revenue lost to this trade harms Mozambique's capacity to fund improved forest management and law enforcement, as well as community poverty alleviation schemes and the value of the 20 per cent of the concession tax that is to be provided to local communities (more about this under 2.3).

The livelihoods of small-holding subsistence farmers is characterized by a strong dependency on natural resources. It is estimated that about 80% of the farming population is directly dependent on the exploitation of forest resources including timber harvesting, firewood, charcoal making and hunting. Exploitation of natural resources therefore contributes significantly to reducing food insecurity and poverty.

On-going climate changes has more recently made subsistence based agriculture more difficult and more unpredictable. This has put the target group of the programme in a situation of further risk and vulnerability – and where harvests fail or disappoints contributing to a further pressure on already locally available natural resources.

The weak organisational capacity of communities reduces local negotiation skills with potential investors, local government, and sustainable management of natural resources, creating a vicious circle of poverty.

Administratively the country is divided up into 10 provinces that again are subdivided into districts. The 140 districts of Mozambique are further subdivided into 405 *postos administrativos* (administrative posts). The *Postos administrativos* are the main subdivisions of districts. This name, in use during colonial times, was abolished after independence and was replaced by localidades (localities). However, it was re-established in 1986. Administrative posts are headed by a Secretário (secretary) or still known by the post-independence name *Chefes de Posto* (post chief). Administrative posts can be further subdivided into localities, also headed by secretaries and these constitutes the lowest governmental representation in the country but still each locality encompasses several communities or villages
As a consequence of the Peace Accords (1992) and the 1994 electoral process, Frelimo approached the Traditional Authorities, which resulted in the recognition of the former rulers, as well as their adjuncts, and in some cases the secretaries, as mediators in conflict resolution on land issues, family disputes, witchcraft cases, public consultations, liaison with government authorities, and in the performance of other powers, drafted in Decree-Law 11/2005 (Article 62).
The Sofala Province is made up of 13 districts, 5 municipalities and 44 *postos administrativos*. The 15 targeted communities are listed in annex 13.

[1] This section builds on: FIRST CLASS CONNECTIONS Log Smuggling, Illegal Logging, and Corruption in Mozambique, EIA - Environmental Investigation Agency 2013, https://eia-international.org/wp-content/uploads/EIA-First-Class-Connections.pdf

2.2 Civil society presence in Sofala Province

In Sofala Province there is a high degree of competition between Frelimo and the main opposition Renamo. Indeed, Renamo holds strong influence throughout the province, and the MDM (Democratic Movement of Mozambique) presently runs the municipality of Beira City. The civil society of the province has not demonstrated great dynamism, and there are only few active organizations, particularly in the area of human rights. As in other provinces, the largest number of organizations was established as a result of the availability of funds for support to activities of preventing and combating HIV/AIDS. In Sofala today nearly all of these organizations face serious problems of sustainability and adaptation to other fields of intervention. Many organizations continue to prevail, specialized in the provision of services. In recent years some organizations have diversified, operating in economic development, agriculture and social protection, with integration of HIV/AIDS activities and advocacy for change. The CSOs in Sofala face difficulties for access to funds, a lack of specialized staff and a lack of capacity to address, dialogue and advocate policies.

Created in 1997, FOPROSA – the Provincial Forum of Civil Society Organizations of Sofala – has not had a space of its own to operate in, and in recent years has faced difficulties to hold onto staff and implement its coordination activities. Due to the problems that FOPROSA faces, there has also been poor articulation between civil society organizations and government. The Forum has the following thematic networks: (i) education and children; (ii) health; (iii) development, land and environment; (iv) democracy, elections and good governance; (v) human rights, legislation and gender; and (vi) culture, disability and sport. There is a need to strengthen the thematic networks, since they do not operate properly. FOPROSA has 176 CSO members (2016).

The Sustainable Energy and Development Forum of Mozambique, FEDESMO has several members in Sofala Province and ADEL is coordinating one of three national sections of the forum (the center section). The forum aims to become a prominent national facilitator of best practice and policy development regarding pro-poor, adapted energy solutions.

At the very local level Natural Resource Management Committees (the NRMC's) represent a civil society organisation form at community level constituted in the form of democratic associations. Each "locality" can hold more than one NRMC and in Sofala Province more than 70 committees have been constituted and more than half of them have benefitted from the so-called 20 % mechanism which is closely related to original purpose and origin of this type of entities (see more below under legislative framework).

There are no specific funds for support to civil society exclusively for Sofala. The local organizations implement projects funded by INGOs, and some of them are funded by the AGIR Programme and by MASC. Another opportunity is the *District Development Fund* which are investment funds for District Governments, designed to create local jobs, including self-employment, from locally-conceived project proposals. The fund is part of the operationalization of a national process of decentralization and deconcentrating. However, due to political interference, there are few cases of success in using the funds.

The main areas of intervention of most civil society organisations are as follows: health; education and children; governance and human rights; and rural development, with emphasis on agriculture, particularly in the areas of right to land and environment.

2.3 The legislative framework supporting NRM and actual status

One of the great advances of the NRM sector in the last decades was the adoption of a legal framework that meets the needs of forest and wildlife resources sustainable exploration namely, the *Policy and Strategy of Forestry and Wildlife Development (Resolution of the Council of Ministers No. 8/97 of April 1); the Forest and Wildlife Law (Law 10/99 of 7 July); Forest and Wildlife Law Regulation (Decree 12/2002 of 6 June); and the Ministerial Diploma 93/2005 of 4th May*. The sector also takes advantage of the complementary legislation from other areas such as the *Land Law (Law 19/97 of 1 October)* and the *Environmental Law (Law 20/97 of 1 October)* and related regulations. The existing legislation is convergent with respect to sustainable use and exploration of resources, participatory and inclusive management, the importance of State's, Local Authorities' and communities' role in the monitoring of resources exploration and law enforcement.

The way communities are supposed to benefit from the *Forest & Wildlife Law* is that it ensures communities a share of the tax revenue the government collects from the concession of natural resources. This includes fees collected from simple licenses, concession contracts, hunting, commercial production of charcoal, and harvesting of bamboo, among others. The Ministerial Diploma 93/2005 outlines the 20% channelling mechanism, where communities are entitled to a 20% share of the government licensing fees collected.

However, the implementation process of this legislation is confronted with some bottlenecks, including lack of knowledge of the legislation by main stakeholders; systematic violations; lack of access to information regarding contracts between the State and the concessionaires, by the stakeholders (particularly the communities); lack of transparency in the channelling of 20% revenues; practice of corruption; among others. On communities' side, apart from the weak capacity of the NRMC's there are recurring problems of deviations in the use of the 20% funds, mismanagement, lack of transparency and accountability, and poor inclusion of community members in the management and decision making. The planning of projects is mainly carried out by members of the NRMC's and community leaders, and the involvement of other community members is rather weak, with women being the social group that is most neglected in this process, associated to its weak presence in the NRMC's and decision-making positions.

A study from 2012[2] showed found that there is difference of knowledge and perception of the Diploma among the different levels of intervention, and that at local level (Administrative Posts and community) the knowledge is weakest. The study also showed that in spite that the Diploma states that the government should deposit the 20% in communities' account every three months so far funds are only challenged ones a year and that information about the transfer and origin of the revenue to the respective communities and the District Administrations, is deficient.

According to the study by CIP – *A Transparencia*, of May 2015[3], covering the period from 2010 to 2014 – the lack of access to information, the existence of bureaucracy and the weakness in the 20% allocation process creates opportunities for corruption. The study points out signs of corruption in the timber business in Sofala, which shows that forest operators have been paying the exploitation taxes complying with their fiscal

[2] *Study of the Impact of the Ministerial Diploma n° 93/2005" on the mechanisms that regulate the channelling of 20% taxes of forestry and wildlife to the communities* by the National Directorate of Land and Forests:
http://cebem.org/cmsfiles/publicaciones/Estudo_do_impacto_do_Diploma_Ministerial.pdf
[3] http://www.cip.org.mz/cipdoc/371_CIP-a_transparencia_20.pdf

obligations, however the transferred amounts were not channelled to the respective communities. According to the cited study, during the period from 2010 to 2014 forest less than 50 % of the revenue belonging to the communities was transferred[4].

The exploitation of forest resources is also characterized by weak oversight which opens space to illegal logging which has a direct impact on the acceleration of deforestation in addition to other environmental impacts such as depletion of forests, ecological imbalance, leakage issues, reduction of wildlife species, erosion, etc. According to the *Regulation of Forestry and Wildlife*, in the oversight process various actors are involved (forests and wildlife inspectors, worn inspectors, community agents among others) but the role and mechanisms for participation, coordination and collaboration between the different actors are not defined. This limits their action to only being able to control the transport of forest products on the roads, and to impose fines to operators and the citizens caught without a license or transit permit. At the local level, the participation of local authorities in monitoring is also limited, and communities' involvement is a new experience that in most communities is not yet formalized and is further weakened by these not having access to relevant information on the exploitation contracts.

However, recent multi-sectoral monitoring initiatives, involving the media, forest and wildlife services, and NGOs have awakened the Sofala provincial government's need to improve oversight functions. The reports of visits to the port of Beira, logging companies and tribal authority, are published in the press, positively influencing the decision-making of the leaders to stop the tax evasion, illegal cutting and smuggling of timber.

2.4 Climate change

Mozambique is extremely vulnerable to climate change occurring through alterations in the precipitation and temperature patterns and increased intensity and frequency of the occurrence of extreme weather events like floods, droughts, wind storms, including cyclones, and a rising sea level. According to Germanwatch's most recent yearly report, Mozambique was the African country most affected by the impacts of weather-related loss events (storms, floods, heat waves etc.) in 2015[5].

In 2012 the Mozambique Government formulated the National Climate Change Adaptation and Mitigation Strategy (NCCAMS)[6]. The national priority is defined in its mission "to increase resilience in the communities and the national economy including the reduction of climate risks, and promote a low- carbon development and the green economy through the integration of adaptation and mitigation in sectorial and local planning".

The government has put in place a legal and institutional framework in support of the strategy, and it is working on the first action plan which, however, has been prolonged from ending in 2014 until 2019. As described in the NDC document of Mozambique[7], funding is a challenge and could be one of the reasons why the first action plan worth USD 142 mill. has been prolonged.

[4] According to the study Mt 42,844,664 out of Mt 89,708,625

[5] See http://germanwatch.org/en/download/16411.pdf, from 1996 to 2015 Mozambique was the second most affected (and number 22 worldwide).

[6] Ministry of Coordination of Environmental Affairs (MICOA), 2012

[7] Nationally Determined Contribution of Mozambique to the United Nations Framework Convention on Climate Change

Sofala province is densely populated and low-lying coastal and river area in central Mozambique and as such highly susceptible to multiple climate risks of cyclone, storms and floods. In the rural communities, the effects of climate change are felt (see more below), but as they represent gradual and unpredictable changes they are difficult to define in precise terms. Moreover, local environmental degradation due to unsustainable resource exploitation blends in with similar effects felt on poor farmers.

In Beira, GiZ[8] is collaborating with National Authority for Disaster Management (INGC) and Ministry of the Environment (MICOA) with the objective of strengthening the resilience of the population in the face of the adverse effects of climate change. A network of diverse actors in Beira has agreed a plan of action including the establishment of rural local disaster risk management committees and the adaptation of the city of Beira to the changing climatic conditions.

2.5 Political and conflict realities of the Sofala Province

Following independence from Portugal in 1975, a long and crippling civil war between the ruling party Frelimo and Renamo lasted from 1977 to 1992. Since then, Mozambique has been a multi-party democracy with Frelimo winning all five national elections – sometimes with narrow margins. Opposition parties (Renamo and the Democratic Movement of Mozambique) have held several provincial assemblies/municipalities in the central and northern provinces where they have their strongest following. Albeit currently weakened by resumed hostilities with Renamo in parts of the country (central and northern), the Frelimo government (and party) maintains hegemony with control of the state apparatus and the economy. RENAMO claims the governance of six provinces (Sofala, Manica, Nampula, Zambezia, Tete and Cabo Delgado).
This conflict is contributing negatively to the circulation of goods and security of people in the central zone of Mozambique, directly affecting the actions of NGOs in the communities, as it limits the movement to the interior of the districts, such as Gorongosa and Cheringoma in Sofala. In some districts CSO actions are limited only to the District Headquarters (the case of Gorongosa).

2.6 Preparation of the program and findings from the program area

In May 2016, the ADEL, Livaningo and SE met during three days in Maputo to start the joint planning. A preliminary Theory of Change (ToC) was developed (see 3.2) with preconditions and assumptions.

The idea developed was to centre the work around a new phase of the initiative which Adel Sofala has been driving for the last years with Natural Resource Management Committees (NRMC's) in several districts of Sofala province. However, the ambition was furthermore to thoroughly document and disseminate shortcomings as well as good practices and have the experiences discussed and reflected upon by a wider audience. In other words, the intention was to establish a "NRMC Laboratory" coupled with a system for registration and dissemination of effects, constraints and opportunities. Whereas ADEL is envisaged to continue its efforts in a modified form within the project, Livaningo will have a future role as 'an observer, communicator and disseminator of findings coming out of the project.

[8] Deutsche Gesellschaft für Internationale Zusammenarbeit (GiZ)

However, some of the assumptions of the ToC, pointed to the need to establish more concrete knowledge about the results of the NRMC project and the realities of the communities and also to update and systematize available knowledge in relation to the sector including legislation and literature of different nature.

Findings from evaluation and baseline survey

Two important decisions were taken to address the above: One, it was decided to carry out an external evaluation of the NRMC project, and two to let Livaningo embark on a pilot project with two major outputs one being to carry out a desk study on existing literature and documents about the 20 % mechanism and the other to carry out a baseline study in a sample of the communities reach by the project.

The external evaluation was carried out in August 2016 and 8 communities were visited in combination with the baseline study exercise. Findings are similar to some of the challenges mentioned above under the legislative framework review. Six of the visited communities have received funds as part of the 20 % mechanism during the last 7 years.

Table x: 20% funds channeled to visited NRMC´s[9]

Value (in MZN) obtained per year / per committee	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*Total*
Mucumbeze	900	-	-	-	166.000,00	-	130.000	296.900,00
Estaquinha	-	92.000,00	32.000,00	-	-	-	81.000,00	205.000,00
Maguacua	586.000,00	-	-	-	-	258.000,00	-	844.000,00
Bandua	-	-	-	-	-	-	90.800	90.800,00
Mutindire	-	-	-	-	-	560.000,00		560.000,00
Guara Guara	-	-	-	-	-	-	85.119,00	85.119,00
								2.081.819,00

During the period the relation between DKK and the Metical has been between 1:4 and 1:6, meaning that the 2,1 mio. MZN is comparable to around 0,5 mio. DKK. ADEL has established the total figures of disbursements to the 35 NRMC's in Sofala that was part of the previous project and beginning from 2006. The disbursements sum up to a total of 21,9 mill. MZN which is roughly 0,6 mill pr. community[10]. Considering that the communities have probably not even received the full amount which they are entitled to these funds is to be regarded an asset for the development of the communities.

The funds received by the visited communities have been used for projects like the construction of two classrooms in one community; construction or rehabilitation of river bridges; improving school roofing and furnishing, goats restocking for community members and provision of transport facilities (motorbikes) to some community leaders; rehabilitation of seven water sources, construction of NRMC office, establishment of 2 ha horticulture production field and revitalization of a forestry nursery. These examples have the potential to

[9] The figures are presented as given to the baseline team

[10] A ministerial study shows similar figures: between 2005-2011 the amount of MZN 103,908,364.00 was transferred to a total of 861 communities in Mozambique. The Sofala Province received 20 % of this amount. However, the same study continues to mention different types of irregularities and weaknesses that characterize the function of the mechanism; Estudo sobre a Análise de Instrumentos Económicos Ambientais para a Redução da Pobreza em Moçambique 06 de Outubro de 2014 P 50.

benefit the communities at large, but other projects were mainly under the control of the one or more of the committee members. In most of the cases the community members had not been involved in taking decisions about the use of the funds and social audit and accountability sessions were rarely hold just as General Assemblies were often not held in accordance with the statutes. Communities in general, including majority of NRMC's members, are often not clear about the roles, responsibilities and mandates of the NRMC's governance structures.

Gender and representativeness

The 8 committees visited have a total of 196 members[11] of which 88 are women. Where this gender distribution might seem better than maybe expected only 4 of 28 directive posts are occupied by women all being treasury positions.

The baseline study carried out by Livaningo showed that the participation of women (and young people) in the committees is weak. Even where the committee include some women or young people, these are not very expressive and their interaction during the meetings and debates is low. During the visits of the study it was possible to note that they have a certain fear of expressing themselves, contributing, giving ideas and giving their opinions to the elders and especially in the presence of the community leaders, due to the cultural habits inculcated in the communities. Hence, it became clear that gender issues are still a very critical factor in these communities[12].

The evaluation of the previous NRMC project concurs with the above and showed that the involvement of other community members in decision making is rather weak, with women being the social group that is most neglected in this process, associated to its weak presence in the NRMC's and decision-making positions. However, it also showed that the introduction of MULEIDE in some committees influenced women participation and gender mainstreaming in decision making. Nevertheless, the participation of MULEIDE is to be regarded a test case since their involvement was limited and furthermore the training approach should be changed to include both women and men.

Local authorities

Because of the political situation, in some occasions and by some authorities, the committees are seen to be opposing the government for questioning or claiming their rights over resources. And in the act of taking decisions, the committees end up accepting the decisions or proposals of the local authorities, for fear of contradicting them and afterwards suffering reprisal. Sometimes decisions not benefitting the community are taken in form of an undesirable alliance between committee leaders and local authorities. However, it varies and the limited sample showed that in most cases the local authorities had played a role in the process of deciding how to make use of the funds. The involvement varied in a continuum from objective unbiased advices to deciding for the committee or to even benefit as individuals from the funds.

Climate change effects and adaptation

[11] The number of committee members vary from 7 to 26

[12] Relatório do estudo de base sobre CGRN e mecanismo de canalização dos 20% realizado na Província de Sofala. P. 15

The main problem currently faced by the communities is the reduction of rainfall and subsequent drought that aggravates food insecurity in several localities, forcing communities to be dependent on external aid to minimize the food shortages. Cases of erosion and uncontrolled fires caused by wind are also mentioned and have made people more vulnerable to climate change.
In some extreme cases, communities have been obliged to migrate to the city in search of better living conditions, increasing the likelihood of economic social problems such as marginalization and prostitution.
Although communities do not understand the concepts of climate change, they are aware of the problems that have occurred around them in recent years and have sought local mechanisms to better adapt to the phenomena using empirical knowledge, such as the use of drought resistant seeds and to move their agriculture production to lower areas.

Summing up, the findings from the evaluation and the baseline study show that the communities are in a fragile situation which is aggravated by changes in climate. Although benefitting from the 20 % mechanism, the system is fragile and not transparent and the committees worked with by ADEL are not yet fully empowered to manage on their own and interact with external stakeholders, hence they are subject to be manipulated by e.g. local authorities. Internally they need to be more transparent, accountable and participatory in their governance style.

2.7 Key stakeholders in NRM

Stakeholder name and type	Main undertaking	Stake in the program
National Level		
Ministry of Land Environment and Rural Development (MITADER)	Issues licences, regulates logging companies, evokes laws and punishes law breakers.	Plays an oversight role in the program. Through collaboration with Provincial staff. Potential advocacy target group.
Eduardo Mondlane University	Produces graduates in the field of forestry, etc. Carries out research in natural resources management	Program will make use of their Research findings.
Ministry of Agriculture, Food Security and Nutrition (MASA)[13]	Employs Extension workers who train agriculturists in conservation agriculture	Plays an oversight role. Disseminating policies, laws, etc to communities. Through collaboration with Extension staff to conduct relevant trainings. Potential advocacy target group.
Alliance of NGOs working in the area of natural resources (Alinança)	To influence the application of existing natural resource legislation in alliance with deputies.	Making use of their experience and building on it for a better program
Commission of Agriculture, Economy and Environment of the Assembly of the Republic (CAEA)[14]	Makes suggestions to amend land use related laws	Through keeping updated with which policies or laws are being amended or being adopted, etc. Potential advocacy target group.

[13] MASA - Ministério da Agricultura e Segurança Alimentar
[14] Comissão de Agricultura Economia e Ambiente

Provincial level		
Provincial Government of Sofala represented by SPFFB[15] and DPASA[16]	Implements and monitors land related laws	Ensuring that there is a conducive environment for program success. Through participation in meetings, exhibitions, etc organized at provincial level. Promote the program as much as possible. Potential advocacy target groups.
Forum of Journalists Friends of the Environment	Educates the population through newspaper articles	Educate the population about the program through newspaper articles, Radios and TV reports. Continue to engage them through their Forum.
IPAJ	Defends the vulnerable people in courts of law, simplifies the laws and explains them to the population	To explain the land, forestry related laws to the communities. A C-partner of the consortium.
MULEIDE	Defends the rights of both men and women, fights for gender equality	To ensure gender aspects are considered in the communities e.g. in the selection of new leaders on committees. A B-partner of the consortium.
Provincial Group of Community Management	Joint monitoring of NRMCs actions; Joint discussions on the governance of natural resources.	ADEL is a member of the multi-representative group and will be kept updated on the interventions of each institution in the area of strengthening communities in the management of natural resources.
FOPROSA - Forum of national and international NGOs working in the Sofala Province	Unites all NGOs in the Sofala Province to ensure a common voice/objective	ADEL is a member of FOPROSA and therefore will report about the program. FOPROSA will promote the program in other forums where it participates.
Tributary authority	Issues documents to vulnerable people without or with limited access to services	To register and issue documents to rural populations so they can open bank accounts, and access other government services
Forum of timber companies	Share information and discuss topics of their interest and that of the forest e.g. to ensure the obligations of reforestation	They operate where there are committees. Can be engaged through NRMC's in the area
District level		
Districts Administrations	Regulate activities related to land, forestry and other resources use	Through keeping them updated on the activities of the program through regular reports, participation in meetings, lobby and advocacy etc.
District NGO Forums	Advocate and lobby on behalf of the vulnerable communities. Assist to link communities with government services, banks, etc	They know the district well. Through regular meetings and sharing of reports. Planning together to avoid duplication.
Timber companies	Cut down trees and ferry the logs to Beira	They pay the tax. Can be engaged through working with office of SDAE and the NRMC's of the area.

[15] SPFFB - Serviços provincial de florestas e fauna bravia
[16] DPASA - Direção provincial da Agricultura e Segurança alimentar

District Services of Economic Activities (SDAE)[17]	Responsible for all activities related to land use	Supervise the activities of the NRMC. Potential advocacy target group.
Traditional authorities	Control access to land, forests, etc. sell forests to Timber companies	Through co-opting them in the tailor-made trainings
Local level		
Régulo	Control over people. Knows the history of the community, etc	Through co-opting them in the tailor-made trainings; keeping them updated about program activities.
Natural Resource Management Committees	Manage 20% fund; plan and implement community projects.	Through tailor made capacity building trainings in the program

3 PROGRAMME OUTLINE

3.1 Operational Strategy

The program builds on previous project experiences of ADEL who carried out a project in 6 districts in the Sofala province directed towards 35 NRMC's. The objective of the 3 years' project was: "***35 NRMC's (25 existing and 10 new) to practice inclusive sustainable natural resources management projects in the target areas***". As the project came to its ending it went through an external evaluation carried out in the month of August 2016. The findings of the evaluation, a baseline study carried out by Livaningo, and the joint development of a Theory of Change (ToC) led to the program strategy described below.

Establishment of a consortium

Only by having several organisations with complementary competences will it be possible to address the complexity of problems and challenges in relation to pro-community Natural Resource Management (NRM) in Mozambique. And when the ambition of the program is to not only empower a certain number of communities in their NRM, but to establish a learning environment with the potential of influencing decision makers and other duty bearers, the demand for a strong consortium is even higher. The consortium members have been selected to secure relevant sector experience, geographic coverage and a solid blend of development approaches – refer to the table below for facts about each partner.

The consortium setup can be divided into A, B, and C partners[18] where A partners are directly answerable to the project programme document combined with direct budgetary responsibilities. B and C partners are answerable according to the specific agreements with each of them. The B partners is permanent member of the Joint Program Meetings and the role of this partner is envisaged to mature during the program period e.g. by involvement in advocacy efforts. The C partners are invited to participate in the Joint Programme Meetings when deemed relevant.

[17] SDAE- Serviços distritais de atividades económicas;
[18] In the Danida Frame Document we operate with "Implementing partners" and "Strategic partners". A-partners are similar to implementing partners and C partners to strategic partners and the B partner is in this case in between the two categories.

Livaningo is new in the consortium, whereas the B and C partners were already part of the previous project but their role will be stronger in the program than previously since they will be part of a multilateral partnership and hence bound together by agreed mutual goals and commitments, rather than by bilateral agreements with only Adel as was the case before.

Brief overview of partners in the consortium

Partner	Type of organisation and complementary capacities	Specific roles and tasks in the program[19]
Adel Sofala *(A-partner)*	**Facts:** • Based in Beira and one of the most influential environmental CSO's in Sofala • ADEL is implementing projects in eight of the twelve Districts in Sofala. • ADEL was established in 1999 and has 25 employees. • Member base consisting of local CSO's. **Core value to the program:** • High legitimacy in the communities all over Sofala and with authorities at provincial and district levels. Networker organisation with skilled community and development workers.	• Training of communities and committees in topics like internal governance of committees (accountability, transparency), NRM, associativism, community development plans, ASCA groups. Trainings to be carried out together with other consortium members or alone. • Follow up meetings, coaching of committees in their operations. • Dissemination and networking primarily at local, district and provincial levels • Documentation of progress, facts and findings, track of changes, monitoring from the field • Facilitation of legalization of NRMC's • Carry out the ProDEL honey value chain project Specific administrative role in consortium: To secure coordination among consortium partners
Muleide – *Women's Association for Law and Development* *(B-partner)*	**Facts:** • Provincial chapter of national women's organisation • Founded in 1991 and consists of 172 individual members • Provides assistance to disadvantaged women **Core Value to the program:** • Focus on gender mainstreaming in all aspects of the program. • Potential address national agendas through national branch in Maputo	• Training of communities and committees in gender aspects (both women and men) – together with other consortium members or alone. • Empowerment of women in decisions making in the committees through coaching and follow up meetings. • Take part in research on gender in communities. • Link up to provincial or national gender organisations and agendas • Participate in Joint Partner Review meetings
Ipaj *Institute for Legal Assistance and Representation* *(C-partner)*	**Facts:** • Semi-public institution • Was created in 1994 to provide the constitutional right to legal assistance and legal aid to economically disadvantaged. **Core Value to the program:** • Secure expertise on relevant legal matters, laws and regulations in the consortium and the communities	• Train paralegals in laws and regulation concerning NRM • Follow up meetings in communities and coaching committees in their challenges • Participate in Joint Partner Review meetings • Follow-up through regular monitoring visits to NRMC's
Journalist Network *(C-partner)*	**Facts:** • Established approx. 10 years ago, worked with ADEL since 2014 • Constituted by public and private sector journalists, involving written press, TV and Radio • Search and disseminate evidence on sustainable or unsustainable exploitation of natural resources on the local level to national **Core Value to the program:** • Ability to reach provincial and national agendas through mass medias	• To document and disseminate problems that the natural resource sector face through medias that individual members work for • Can be brought into focussed advocacy efforts • Promote community environmental education through the publication of articles and debates in the information agencies • Participate in Joint Partner Review meetings when deemed relevant

[19] The A partners' specific roles and tasks are stipulated in a contract with VE and the B and C partners in ToR/MoU with ADEL

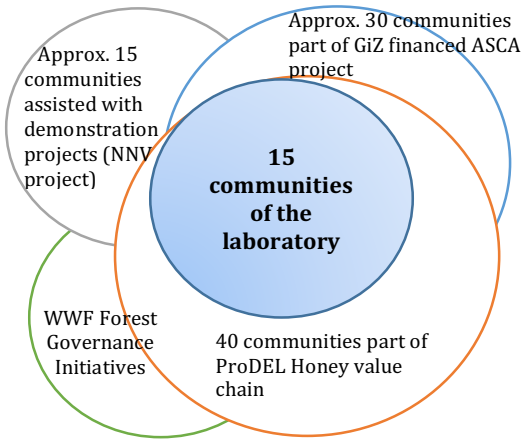
Livaningo *(A-partner)*	**Facts:** • Based in Maputo but engaged in various initiatives in other provinces. • Is regarded as one of the leading environmental watchdogs in Mozambique. • Livaningo was established in 1998 and has 28 employees. **Core Value to the program:** • Ability to target national networks and agendas through communication and advocacy	• Responsible for registration and dissemination of effects, constraints and opportunities from community level • Dissemination at national level through forums and networks • Carry out thematic investigations to gain knowledge on specific topics • Plan and coordinate national advocacy efforts • To collaborate with external knowledge institution to boost analytical capacity of consortium Specific administrative role in consortium: Responsible for joint reporting to SustainableEnergy
Knowledge Institution *(C-partner)*	**Facts:** The partner is still to be attached **Core Value to the program:**	• To bring extra analytical capacity into the consortium • To secure contextual relevance by having up-to date sector knowledge
SustainableEnergy *(A-partner)*	**Facts:** • Based in Denmark • Strong competences on development • Internationally active on Climate Change and Energy **Core Value to the program:** • SE has a unique role to play in facilitating cooperation among partners and stakeholders	• Overall responsible for the monitoring setup • Dissemination of findings in Denmark and within available international fora • Documentation to donors

The NRMC laboratory

The NRMC laboratory refers to the detailed and structured work with 15 selected NRMC's in 2 districts of Sofala. The label "laboratory" is used to stress that the work with these communities is to be understood as a workroom where findings are analysed and scrutinised for reasons for malfunction or well-function. The need for a laboratory steams from the overall objective to establish knowledge which can be used to influence duty bearers at various levels to improve the practices within natural resource exploitation and management in relation to existing legislation that governs the area with a huge impact on poor and fragile communities. Hence, it would not make sense to work this concentrated with a relatively small number of communities if the lessons learned were not extracted and put into play in a wider context with the ambition to contribute to some structural changes. (*refer to description of Output 1 under 3.3 for more about the NRMC laboratory*)

Complementing projects and synergies

The Laboratory plays a specific role in the program as described above but simultaneously ADEL will work with other complementing programs that also assist many of the same 15 communities but also more communities.



The complementing projects offer concrete activities to improve the livelihood situation and they present a tangible reason for the communities to organize. Hence the complementing projects have strong synergies with the laboratory activities that do not offer direct support to livelihood. On the other hand, the methods used in, and the lessons learnt from the laboratory do also spill over into Adel's and other coalition partners work with the communities of these projects and they will thereby receive a low-key version of some of the laboratory elements.

ProDEL, honey value chain project

The ProDEL project is a EU funded project aiming at connecting 40 beekeeper associations in 4 district with a total of 600 beekeepers with the honey market through a value chain approach. In terms of outcomes there is an overlap with the programme's aspirations for livelihood improvements. Most of the 15 communities in the programme will also take part in the ProDEL project and there will often be an overlap of members in NRM committees and beekeepers associations bringing about good possibilities for synergies and efficiency in terms of trainings and meetings with programme staff.

The project is implemented during 30 month from 2016 throughout 2018 and has a budget of EUR 500.000 of which the SE program contributes with EUR 100.000. The project is integrated into this program and represents one of four outputs.

GiZ ASCA

ASCA- Accumulating Savings and credit methodology is one of the innovations within the microfinance world that has been promoted in Africa. It is promoted through different forms and approaches and evolved from the ROSCAs (Rotating and Savings and Credit Associations) concept. Despite the different approaches in promoting the methodology highlighted by the administrative, group formation procedures and time taken to initiate the savings and credit process all the approaches have maintained the following basis:

- The promotion of a savings culture
- The provision of an alternative source for micro-credits.
- Developed within a group framework to overcome risks related to asymmetric information.

Over the last five years GIZ ProEcon has supported the agency in promoting savings groups and financial links, benefiting natural resource management committees. Under the program, GIZ will continue to support saving and credit actions, with an approximate budget of 25,000.00 USD per year. The GiZ modality of contracting will be changed from 2017 to be based on consultancy, for this purpose there will be launched a public call for tenders.

NNV, demonstration project

The NNV program will contribute to realization of the UN Sustainable Developments Goals (SDGs) no 7 on access to affordable, reliable, sustainable and modern energy, focus and cooperate with local leaders and schools in mobilizing artisans and entrepreneurs to develop small scale energy businesses that offer affordable energy solutions to lower-income groups in rural and urban areas, as improved cook stoves, good light for work and reading and a minimum of electricity for use of information and communication technologies, like cell phones and tablets. The budget estimated at approximately 120 000,00 USD per year, will contribute to demonstration projects in natural resource management committees benefiting about 30,000 people, and about 15 communities. The project was submitted to NORAD. Waiting for the reply in March 2017.

WWF Forest Governance Initiatives (Sofala Province)

The project is financed by WWF at 80,000.00 USD (January-December 2017) aims to achieve the following results:

1. Advocacy against illegal logging.

2. Creation of legal conditions for the development of community management initiatives on natural resources, and forestry in the buffer zone of conservation areas.
3. Capacity building of local communities in matters of forestry legislation, with emphasis on the licensing and control of forest resources management
4. Community monitoring of forest resources.
5. Monitoring of timber exports in major ports

The project will benefit the media, members of the committees of management of natural resources, provincial government and local authorities

Target groups

	Primary target groups	Secondary target groups
Rights holders directly involved and benefitting (and local duty bearers in the case of the committee members)	• Approximately 300 committee members in 15 committees (women/men)	• 600 honey producers and association members (women/men) • Community members of 15 "laboratory" communities, total of 1.200 • 1.300 members of ASCAs (women/men), in and outside the laboratory
Duty bearers reached through advocacy and networking *(for institution behind abbreviation refer to stakeholder analysis)*	• Private companies and forest concessions • Local authorities: o SDAE o District Government • Provincial government: o SPFFB; • National Level: o MITADER	• Provincial government: o DPASA • National Level: o MASA o CAEA

Climate Change

Effects of climate change and local adaptation models is an integrated part in the programme. Training will be given on adaptation possibilities combined with general environmental trainings, but it should also be clear that the programme is explorative in relation to facts on the ground and perceptions of climate change by community people. The programme has the aspiration to document and systematise these facts and present them to relevant provincial and national duty bearers.

A system of documentation and dissemination

Livaningo is responsible for collecting data from the communities and the local authorities in the selected districts. The data will be collected through pre-defined methods and questionnaires already used during the

program preparation (baseline). During the periodic meetings in the consortium specific topics for further investigations will be chosen. The approach to carry out these investigations will change from case to case and, as mentioned above, when deemed beneficial external analytical capacity will be brought in.

It is expected to carry out three such investigations, one per year, and the topics will centre around the core of the programme with the aspiration to establish knowledge which to some extend will be regarded as new – or at least evidence based and not value based.

Likely topics to investigate are:

1) Gender and inclusiveness of NRMC's	• Gender realities in the communities and committees • Accountability and transparency in committee management
2) Tracer study of 20 % disbursements in a selected area	• Comparison between exploitation levels by concessions and received 20 %. • Up-stream search for documentation
3) Climate change effects and current adaptation actions in rural Sofala	• Perceived effects of climate change in the communities • Adaptation actions by communities • Potential policy provisions to support the communities

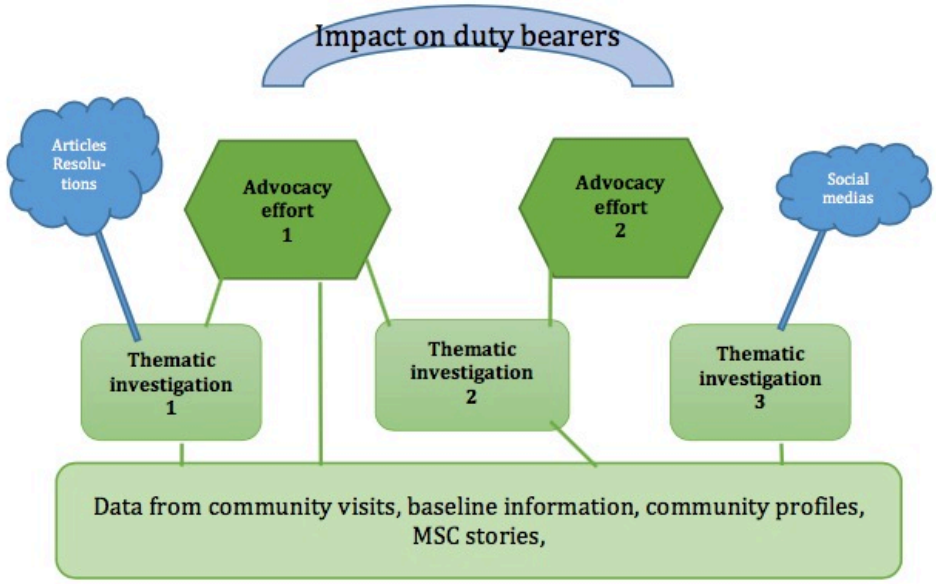
During the first Joint Programme meeting, topics will be further developed and prioritised.

General findings and especially the findings from the investigations will be disseminated through various channels like articles, provincial and national networks and in collaboration with the Network of Journalists.

Advocacy work

Through well planned and focussed advocacy efforts evidence from the community realities, documented and investigated as described above, the program will seek to influence decision makers and duty bearers responsible for implementing policies in relation to NRM that affect the community level. The topics for advocacy will be chosen early in the program implementation by the consortium members after careful analysis of possible impact areas. The topics for advocacy will be based on evidence collected within the laboratory and centred around the existing policy implementation regarding NRM in rural communities like those of Sofala e.g. the (lack of) transparency in the implementation of the 20 % mechanism or similar.

Graph showing system for documentation, dissemination and advocacy



Management and coordination of the program

The programme is managed through a mixture of joint decision making spaces and pre-defined individual competence arears – hierarchy of documents guide implementation, decision making and relations between partners.

Joint decision making spaces

The Joint Programme Review meetings constitute the space for decision making of areas that are not pre-delegated to individual partners. Three meetings are held each year with participation from SE in two of these. As described above, A and B partners are fixed members of this institution, where C partners (and other relevant stakeholders) are invited to participate in relevant sections of the meetings.
The content of the meetings follows ToR described in annex 8 and will be a mixture of joint analytical exercises, information sharing, joint planning, decision making about e.g. advocacy efforts, budgetary issues, joint capacity building.
The Joint Programme Review has the competences to decide about the use of a programme resource of 50.000 DKK sat aside to joint capacity building and upcoming ideas and new opportunities.

Lack of consensus

Where consensus cannot be reached in relation to cross-cutting topics not directly linked to one individual competence area (or maybe linked to two such areas at the same time), SE will take upon the mediator's role. If consensus can still not be reached, a formal voting can take place (A and B partners can vote). SE will have two votes in light of its overall responsibility towards Danida.

Individual competence areas

In relation to A partners (see above) the individual competence areas are as follows:
Adel

- Responsible for output 1 and 4 with a separate budget to cover expenses in relation to these, refers to SE in relation to budget.
- Directly responsible for the quality checking of the work of Muleide, Ipaj and Journalists network
- Receive remuneration vouchers from Muleide, Ipaj and Journalist Network and facilitate their payment from separate budget lines.
- Carry out advocacy and networking activites in Sofala coordinated with Livaningo and other partners.

- Responsible for coordination among consortium partners

Livaningo
- Responsible for output 2 and 3 with a separate budget to cover expenses in relation to these, refers to SE in relation to budget.
- Responsible for joint reporting to SustainableEnergy

SE
- Overall budgetary responsibility
- Coordination of global programme processes
- Monitor (and secure) deliverables are fulfilled according to ToRs of individual (A) partners

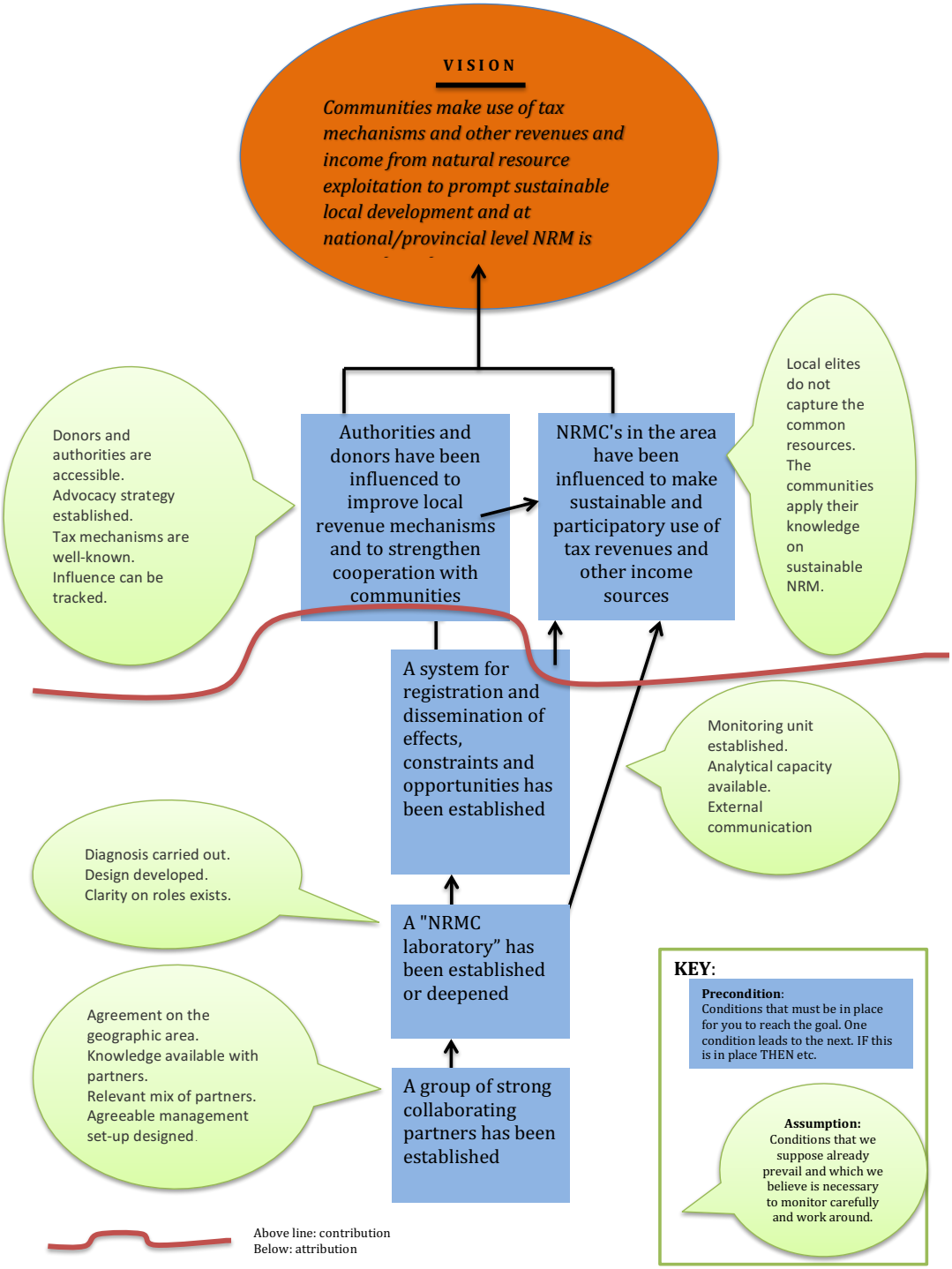
Hierarchy of documents

A hierarchy of documents to guide implementation and relations between partners in the consortium is developed, these are:

1. Program document and annexes
2. Bilateral partner programme contracts between SE and Adel and Livaningo
3. ToR for the Joint Program Review meetings
4. MoU between Adel, Livaningo and Muleide

3.2 Theory of Change

The graph below is a representation of the overall ToC behind the program. A full version with extended assumption clusters is to be found in the annex section together with a separate ToC on the NRM Laboratory.



3.3 Logical Framework analysis

Program objective:

Knowledge is generated about the ability, effectiveness and efficiency of national and local tax and other revenue mechanisms from sustainable natural resource exploitation at community level to strengthen these and their adaptive capacities to ongoing climate changes. The knowledge is used to increase incomes in targeted communities and influence duty bearers to improve accountable and transparent distribution of benefits thereby contributing to higher community resilience

The objective stresses the emphasis on the ability of the coalition and the program to create knowledge from the direct work with communities and subsequently use the knowledge and evidence to ignite interest in decision makers and other stakeholders to work in favour of a more just and transparent implementation of laws and regulations in relation to NRM and communities primarily in Sofala but ultimately in Mozambique as such.

Output 1.
15 NRMC's in 2 districts make 'green' and inclusive use of tax revenues and other income stemming from sustainable use of NR whereby community members experience livelihood improvements and Local Authorities experience more empowered communities and improved interaction with these.

15 communities will be targeted in a focussed and structured way based on separate MoU's with each community. The MoU will stipulate the nature of a time bound assistance by the coalition partners to the community but also highlight areas where especially the NRM committee must improve its internal affairs in order to comply with the MoU. The MoUs will be highly context specific with a number of relevant supported interventions as well as a number of agreed actions to be undertaken by the community.
The communities and the committees are all different but in most cases the internal governance and accountability of the NRM committees has room for improvement just as a focus on gender awareness is relevant in all cases. Adel has given most of the committees some kind of assistance between the last 3 to 10 years (from sporadic to more intensive) and most of them have already some experience with the 20 % revenue but the use of the resources has not always followed transparent and inclusive norms. Most communities will gain from developing simple Community Development Plans to guide priorities within the community but also to link up to opportunities like district development funds or other public or CSO related development programs. The consortium partners will strive to play a facilitator role vis a vis the communities to strengthen them to become sustainable entities that are able to interact convincingly with other stakeholders like the local authorities and private companies of the area.
(*refer to annex x for a list of approaches directed towards the communities as part of the laboratory*)

Output 2.
A well-functioning system to capture change at local and district level (LA's) is established and knowledge and learning is being analysed and packed.

A baseline survey will be carried out in each of the 15 communities during the inception period (already done in some of these during program preparation). Each community will be visited at least once a year either to re-do the baseline questionnaire, to collect Most Significant Change stories or as part of the specific investigations as described above. These visits are carried out by Livaningo staff and are separate from the activities carried out by the "laboratory". This way ample effort is invested in detecting changes at local level and creating knowledge out of this.

Output 3.
Findings and evidence from the NRM laboratory is being disseminated and where relevant used in focussed advocacy efforts.

Analysed data from output 2 feeds into the achievement of output 3. Based on evidence the program will identify suitable and burning advocacy topics, design the campaigns and indicate expected

results. The output will also be concerned with the publishing of field results, articles about the use and misuse of the 20% facility as well as general program progress. Where feasible use of the traditional printed media channels will be substituted with social media platforms as well as radio and televised broadcasts.

Output 4.
The performance of 35 Beekeepers Associations is improved and the current production system and the coordination of the small-scale producers of honey is strengthened.

As mentioned above the ProDEL project constitutes a separate output of the program. The ProDEL activites represents a tangible way to sustainable exploitation of the natural resources in the communities and will function as a motivation factor to organisational strengthen of the committees.

3.4 Monitoring scheme

The program will be monitored in a kind of 'real time monitoring' in order to secure that the creation of knowledge about the potential impact of the program activites as well as unintended impacts can be used to guide the next steps in implementation as well as for evidence in the dissemination efforts. The system is divided in 5 well-defined levels with different consortium partners as main responsible.

1. Monitoring of progress of NRM laboratory

A customized Excel based monitoring framework will be developed to keep track of general progress. The framework will measure the fulfilment of targets set for each community based on the individual MoUs and it will be designed to capture and measure the progress in relation to relevant indicators from the LFA. Besides the factual progress markers, the document will feature a logbook for each community to register more qualitative observations registered during the work with the communities.

ADEL staff will update the framework after each working session with the communities and the document will be kept in a shared online folder to give access for all consortium partners.

Main responsible data collector: ADEL Capacity Building Officer and Assistant Capacity Building Officer
Responsible for analysis and communication: ADEL Programme Manager
Responsible for action: ADEL Programme Manager
Producing information for frame output 1 and 3

2. Monitoring of evidence of changes at local and district level

A whole system will be set up to monitor changes at community and district level. The ambition is not to register the direct effect or the quality of the work in the "laboratory" but rather to detect if and how empowerment of the committees and communities translate into changes in the way decisions are taken, the quality and inclusiveness of decisions, how relationship with other stakeholders evolve, if gender aspects are addressed just to mention a few examples. Furthermore, the system will capture community members' perception of climate change and understanding of relevant laws and regulations.

The system comprises of three different tools:

1) A baseline survey carried out in each community at the beginning of the program with a follow up survey at the end of the second year or beginning of third year.

2) Most Significant Change stories collected in the communities
3) Specific investigations carried out on well-defined topics

As described above these efforts will provide evidence to be used for dissemination and advocacy but they will also provide information in relation to specific indicators of the LFA.

The monitoring of changes is to be understood as a specific delivery of the program for which reason it is specified in a separate output (#2).

Main responsible data collector: Livaningo Project Coordinator and Project Assistant
Responsible for analysis and communication: Livaningo Project Coordinator and Programme Manager
Responsible for action: Livaningo Programme Manager
Producing information for frame output 2

3. Monitoring of ToC assumptions (achievements)

The assumptions of the Theory of Change behind the Program will be monitored twice a year during Joint Program Reviews (A-meetings). The exercise will assess if the assumptions are still valid and if the pathway of change as described in the sequence of preconditions is still relevant. Where discrepancies are found the Program set-up or strategy will be discussed and possibly changed.

Main responsible data collector: SE Programme Coordinator based on partner inputs
Responsible for analysis and communication: SE Programme Coordinator
Responsible for action: SE Programme Coordinator
Producing information for frame output 1-4

4. Monitoring of creation of (added) value in consortium

During the Joint Programme Reviews (A-meetings) it will be monitored to which extent the combination of organizations in the consortium in fact is the most convenient in terms of complementarity of capacities. Where gaps are encountered, action will be taken in terms of raising the capacity of members of the consortium or alternatively, creating relations to potential new C-partners. The SE Monitoring Wheel will be used as tool in this monitoring effort with the effect to secure the potential added value of SE is attempted to be measured.
Main responsible data collector: SE Programme Coordinator based on partner inputs
Responsible for analysis and communication: SE Programme Coordinator
Responsible for action: SE Programme Coordinator
Producing information for frame output 1-4

5. Financial monitoring

Financial resources are transferred to the two A-partners on a half yearly basis based on forecasts from each organisation. The Primavera accounting system forms the basis of the financial monitoring and on a quarterly basis each organisation will send financial expenditure reports to SE.

During the Joint Programme Reviews (A-meetings) the actual expenditure on each budget line form the basis for a budget monitoring exercise which will eventually look into possible budget changes. The task of the JPR meeting is to constantly secure that resources are used in the most effective and efficient way to meet the Program objectives.
Further details on procedures are found in the Procedures Manual.

Main responsible data collector: Livaningo and ADEL accountants
Responsible for analysis and communication: ADEL and Livaningo Programme Managers
Responsible for action: SE Programme Coordinator
Producing information for frame output 1-4

4 BUDGET

Description	Total	2017	2018	2019	
1. Activites and operational costs 1)	**1.550.164**	481.153	469.155	599.856	**34,3** %
1.1 Activities Adel	**1.177.864**	358.053	354.955	464.856	
1.2 Activities Livaningo	**372.300**	123.100	114.200	135.000	
2. Investments	**20.020**	15.020	5.000	-	**0,4** %
2.1 Investments Adel	**-**	-	-	-	
2.2 Investments Livaningo	**20.020**	15.020	5.000	-	
3. Local Staff	**1.405.296**	468.432	468.432	468.432	**31,1** %
3.1 Staff Adel	**716.076**	238.692	238.692	238.692	
3.2 Staff Livaningo	**689.220**	229.740	229.740	229.740	
4. JPR and external inputs 2)	**502.000**	165.000	172.000	165.000	**11,1** %
5.1 JPR costs Adel	**45.000**	15.000	15.000	15.000	
5.2 JPR costs Livaningo	**7.000**	-	7.000	-	
5.3 Joint capacity building and upcoming ideas	**150.000**	50.000	50.000	50.000	
5.4 External analytical inputs	**300.000**	100.000	100.000	100.000	
5. Audit	**82.500**	24.500	28.000	30.000	**1,8** %
5.1 Audit Adel	**37.500**	9.500	13.000	15.000	
5.2 Audit Livaningo	**45.000**	15.000	15.000	15.000	
4. Local administration 3)	**222.351**	71.487	71.515	79.348	**4,9** %
4.1 Administration Adel	**138.351**	43.487	43.515	51.348	
4.3 Administration Livaningo	**84.000**	28.000	28.000	28.000	
5. ProDEL contribution from budget 4)	**570.000**	285.000	285.000	-	**12,6** %
6. Unallocated sum 5)	**165.000**	-	-	165.000	**3,7** %
Total Danida funds	**4.517.331**	**1.510.592**	**1.499.102**	**1.507.636**	**100,0**
Complimenting funding from other projects in same aera					
WWF Forest Governance Initiatives	**560.000**	560.000			
NNV, demonstration projects (to be confirmed)	**2.550.000**	850.000	850.000	850.000	
GiZ ASCA project (to be confirmed)	**525.000**	175.000	175.000	175.000	
EU ProDEL	**1.940.000**	970.000	970.000		
Total funding complementing funding	**5.575.000**	**2.555.000**	**1.995.000**	**1.025.000**	

1) Operational costs are 18 % of activites and cover fuel, transport, air tickets in Moz and advocacy meeting expenses
2) 5.3 is to be decided under the competences of the JPR meetings, similar with 5.4 but SE is contracting agency
3) To cover overhead costs like rent, water, support staff, internet etc.
4) The Danida Frame Agreement has contributed with 20% of funding to the EU supported project
5) Sum to be allocated in 2019 to cater for new developments

5 ASSUMPTIONS AND RISKS

The program's Theory of Change shown in annex x, has preconditions and assumptions that explain the causal linkages between preconditions and the expected change caused by the interventions of the program's activities.

The preconditions and assumptions will routinely be questioned and monitored during the Joint Programme Review meetings as described above to enable the program to make timely and appropriate adjustments.

The risks listed above are either external to the programme or critical assumptions as defined in the ToC.

Risk	Risk factor	Mitigation measures
Insecurity in target areas As described above the political and military tensions in Sofala during 2016 has reduced the number of districts where CSO's can work freely and without risking the lives of staff or target group members. The potential risk is that the tensions will spread to areas so far not affected.	M	SE and the program partners have no means to bring political and military stability to the affected districts of the Sofala Province. However, SE and the partners in the program will actively work in pro of stability by bringing the political and administrative system and the civil society together. Moreover, it is expected that the peace negotiation process with a group of international mediators will yield a positive result in 2017. The selected areas are not the necessarily the number one priority but have been chosen to secure that implementation in fact can take place and the "laboratory" function of the programme is not dependent of being in specific districts
Capacity and willingness of NRM Committees For the NRM laboratory to deliver results to be used in dissemination and advocacy, it is important to challenges and change elite-capture where needed; that the committees are recognized by the communities and that it is possible to challenge existing gender perceptions.	M	The deliberate strategy of working with MoU's with each community is a means next to capacity building to put timely pressure on the committees to act per good LTA and PANT principles. In rare cases where progress is not seen it is possible to end the collaboration with a specific NRMC and include another.

Breakdown in trust between coalition members affecting the programme's deliverables It is for the first time that these organisations are bound together in a programme with a relative high level of interdependence.	L	Considerable resources have been invested in the preparation of the programme with ample involvement of the coalition partners including a pilot project headed by the most "new" partner. It is therefore expected that joint ownership is established and that the JPR meetings will help maintain this together with the practical collaboration in the field. MoU's and contracts are written between the partners to guide where cases of doubt arise.

H – High, M – Medium, L – Low

6 ANNEXES

(All in separate document except budget and procedures manual)

1. Hierarchy of documents
2. General ToC (extended version),
3. ToC of the NRM Laboratory,
4. Detailed LFA
5. Detailed budget (in separate excel document)
6. Inception period
7. MoU between Livaningo, ADEL and Muleide
8. ToR for Joint Program Review meetings
9. Adherence to SE Frame Agreement outputs
10. Programme Implementation Plan (To be developed during inception period)
11. List of approaches directed towards the communities as part of the laboratory (To be finally drafted during inception period)
12. Procedures manual
13. List of targeted communities