

The World Bank Group  
**Norwegian Trust Fund (NTF<sup>1</sup>) Proposal**

Region: West-Africa; Country: Mauritania (AFC15); TTL: Hans W. Wabnitz  
(LEGAF)

Amount: US\$ 86,000

This Trust Fund would support a Mauritania *Initiative* fostering effective sustainable resource management and environmental protection through participatory law making and GIS based rural use-rights registries – “Technology fosters Tradition” (TFT).

The Grant would prepare this *Initiative*. The economic and the cultural survival of the Mauritanian people depends on the prudent, deliberate use of their scarce natural resources, as Mauritania is largely desert. The *Initiative* would empower the rural population to take responsibility for their natural environment, hence their survival, thereby reducing their poverty and aid-dependence in the long term. The *Initiative* bridges several sectors: the social, agricultural, economic and the judicial sector. Past efforts of the government and donors have not succeeded in diminishing poverty, but raised expectations. This *Initiative* intends to strengthen local independence through autochthon rule making, use-right registries and community co-management of the environment.

Of Mauritania’s about 3 million people almost half have been forced to urbanize due to deteriorating climatic conditions. Poverty in the countryside is widespread (Poverty Report, 1996; HIPC documentation; PRSP 2000). Economically exploitable areas are: (i) oases (dates); (ii) grazing lands (herding); (iii) coastal areas (artisanal fishing); (iv) irrigated agriculture (rice and other crops); (v) recognized natural reserves (tourism). Degradation and rising demographic pressure cause hardship which leads to violent conflicts, notably between farmers and herders. Responsible land use is hampered by legal insecurity – i.e. mistrust of investment stability.

Environmental and legal reform efforts undertaken in the past have not had lasting success. Environmental laws and the NEAP lead a paper life. The bridging of Mauritania’s two distinct legal systems: the Islamic Shari’a and the French civil law remains unfinished, despite a Bank financed legal reform operation closed in May. The judicial system is still dysfunctional.

The Mauritania TFT *Initiative* is based on the following assumptions: (i) local people know the traditionally recognized land-use patterns, (ii) certain behavior needs to be changed in light of recent environmental degradation, (iii) traditional management has been corrupted by government intervention, and (iv) change in culturally embedded behavior will be achieved only voluntarily, by devolution of responsibility through participation.

The operating GtZ project "Synergy CCD/CBD" co-sponsors this Initiative. All donors (UNDP, EU, France) would gradually be drawn into the approach, their ongoing projects would serve for scaling-up the pilot activities financed under this grant.

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<sup>1</sup> Acronyms following in the text are explained at the end of this application

The Norwegian Grant would finance Activities to be carried out in the field to tests the feasibility of the *Initiative's* approach in selected villages and herder's zones. In particular the Activities to be carried out would comprise to:

1. assess and evaluate the various ecological zones in the country and the various ethnic zones in the country and their overlap (desk study to help identify 2. and 3.);
2. identify suitable localities to test the design of the Initiative in a limited number of villages / herders areas;
3. identify suitable local partners to interact with the local population in the identified pilot area(s) to initiate the formulation of use-right regulations by the local population;
4. assist the local population in the selected area in identifying their optimal land use patterns, formulate (in their dialect) regulations and empower them to implement such usage;
5. interact with the local, regional and central administrations to have said regulations recognized and establish co-management institutions;
6. record said regulations on the existing central digitized GIS centered map and the internet (GLIN system).
7. establish a rural registry based on the land-use patterns and user rights in the selected areas.

Focus areas: The Activities would “increase access of the poor to the environment and social assets” (point 3 of the “call for proposals”) through the establishment of user-right rural registry (H. de Soto), empowerment of local populations through the implementation of strategies recommended in WDR 2200/2001: chapters 4 & 5: (markets, synergies) 6 : (institutions: co-management and registry) and 11: reform of development cooperation.

Methods used: The Activities depend on the cooperation of the government and all donors active in the rural area. Subsidiary principles will prevail on government level Participatory demonstrations will convince donors of results. The local populations would be engaged through demonstration of how the “land-use map they have in the head” forms the basis for a modern internet based registry (G. Lazarev, tested in Mauritania (Maghama). Expertise needed comprises sociological, anthropological, agricultural and legal skills.

Staffing: staff required comprise: (i) MDRE staff; (ii) GtZ project teams (Project Synergy CDD/CBD; GIRNEM); (iii) the Bank project teams (PGRMP, PDIAM); and (iv) three local and two international consultants.

Timing: Following Ramadan H.1422 (mid December 2001), the carrying out of all seven points is expected to take about twelve months – with first results to be presented at the June 2002 IASCP Conference in Zimbabwe.

The expected outcome consists in: (i) at least three pilot sites have land-use maps on digitalized GIS referenced internet based support, developed from first sketches made by the villagers; (ii) the same sites have land-use regulations established in their dialect through consensus building; (iii) these regulations respect sustainable resource use and current technical knowledge as well as the Desertification and Biodiversity Conventions; (iv) local people are seen following these rules; (v) other donors have been engaged in a serious discussion of the approach.

## Project Design Summary

<i>Narrative Summary</i>	<i>Key Performance Indicators</i>	<i>Monitoring and Evaluation</i>	<i>Critical Assumptions</i>
<b>1. NTFESSD Strategy-related Goal</b>	<b>1A</b>	<b>1B</b>	<b>1C (From Goal to Bank Mission)</b>
Poverty reduction in rural areas	1. Indigenous natural resource knowledge expressed in vernacular and official languages and accessible through new technologies  2. Rural population manages their natural environment according to traditional values and modern technical insights	1. GLIN country website and/or CD-ROM  2. Final report's results included in PRSP update report	* PRSP recommendations and policy objectives continue to be implemented  * Absence of major natural disasters  * Absence of civil war
<b>2. Project Development Objective</b>	<b>2A Outcome/Impact Indicators:</b>	<b>2B Project reports/Process involved:</b>	<b>2C (From Objective to Goal)</b>
Ecologically and economically sustainable natural resource management and reduced conflicts among target population	1. In-kind an/or pecuniary assets of target population improved 2. Physical environment stabilized	1. Representative household asset report  2. Remote sensing report focusing on (a) conservation of humid zones (Tamurt) (b) stabilization of river forest coverage  3. Report on / or absence of – violent	* Political support to foster sustainable natural environment prevails  * Political support to strengthen decentralization prevails  * Policy <i>du desengagement de l'Etat</i> prevails  * Implementation Decrees for the <i>Code Pastoral</i> in effect  * Amendment to <i>Code Forestier</i> published in Official Gazette
<b>3. Expected Outputs</b>	<b>3A</b>	<b>3B</b>	<b>3C</b>

	<b>Output indicators:</b>	<b>various project reports, supervision missions and evaluation reports:</b>	<b>(From Outputs to Objective)</b>
<p>1. Local populations versed in formulating and implementing own land-use regulations</p> <p>2. Government recognized subsidiary principles for resource management</p> <p>3. Local regulations publicly accessible – Internet and electronic map</p> <p>4. Rural registry based on user rights established.</p>	<p>1. Regulations written in local dialects and adhered</p> <p>2. Local regulations acknowledged as binding by government</p> <p>3. GLIN internet site and GIS-map show local regulations</p> <p>4. Registry functions in one jurisdiction</p>	<p>Monthly summary progress reports;</p> <p>Semi-annual comprehensive progress reports;</p> <p>Work-shop / <i>ateliers</i> summary reports</p>	<p>* Continued policy and financial support given to new technologies by President of Republic</p> <p>* SENT, ONS and line ministries cooperate in the field of data sharing and technology development</p> <p>* Donor coordination and cooperation in the country in general improved</p>
<b>4. Project Components/ Activities</b>	<b>4A Inputs (budget for each component):</b>	<b>4B</b>	<b>4C (From Components to Outputs)</b>
<p>1. Overview of ecological zones and ethnic population patterns</p> <p>2. Three test sites identified</p> <p>3. Local partners (representatives in community and three trainers) identified</p> <p>4. Land use patterns identified in test site and use-rights formulated</p>	<p>A summary budget is attached. A detailed budget shall be provided – Coordination with partners (donors and projects) in respect to manpower availability needs to be finalized</p> <p>1. Study finalized</p> <p>2. Agreement among partners on sites</p> <p>3. Three local consultants/trainers and representatives of selected sites agree to cooperate</p> <p>4. Drawing on paper of</p>	<p>1. Final draft submitted</p> <p>2. <i>Proces-Verbal</i> of understanding</p> <p>3. (a) consultants contract signed; (b) understanding with local –de facto- authority reached</p> <p>4. <i>Aide-memoire</i> of team working on</p>	<p>* Flexibility of other donor financed operations to join the Initiative (GtZ and World Bank on board)</p> <p>* Technical Support from ongoing donor financed operations (World Bank financed PDIAM, PGRMP and GtZ financed GIRNEM on board)</p> <p>* Advance in the government's geo-relevant , GIS –</p>

<p>5. Local, regional and central administrations recognize use-right regulations and co-management institutions established</p> <p>6. Regulations transferred to central digitized GIS centered map and the internet (GLIN system)</p> <p>7. Rural registry based on the land-use patterns and user rights established.</p>	<p>use-right map established; first draft of regulation written by locals</p> <p>5. (a) Local regulation(s) clad in appropriate legal format to be recognized as legal text , (b) presentation of 1st results on IASCP conference</p> <p>6. Regulation retrievable on the Internet and from the electronic map</p> <p>7. (a) Overview of amendments needed to establish country wide rural registry; (b) model registry for one site written (c) understanding of administration responsible reached (Greffier du tribunal d'Instance for example)</p>	<p>identification</p> <p>5. Draft regulation, translation, comments reported</p> <p>6. Manual explaining access, use written</p> <p>7. (a) legal study submitted; (b) Manual commenting draft registry written; (c) terms of reference for study establishing equivalence of legal notions in French, Arabic and local dialect(s) written</p>	<p>centered data recording program (central satellite mapping).</p> <p>* Cooperation of government ministries responsible for land registries and court clerks.</p>
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Proposed Budget:

<u>Item</u>	<u>#</u>	<u>Units/\$</u>	<u>Amount</u>	<u>\$</u>	<u>%</u>
Int. Consultant Services	2	500/d	30 days	30,000	34.8
Local Consultant Services	3	150/d	66 days	30,000	34.8
Training/Workshops	5			25,000	29.1
Equipment				1,000	1.3
<b>Total</b>				<b>86,000</b>	100

Time Line:

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|-----|---|---------------|
| 1.  | desk study of ecological zones and ethnic zones   | week 1 to 4   |
| 2.  | identification of one suitable locality to test the design of the Initiative  | week 3 to 6   |
| 3.  | identify suitable local partners to interact with the local population in the locality (consultant and representatives) | week 5 to 7   |
| 4.  | assist the local population in the selected area in identifying their optimal land use patterns                         | week 7 to 13  |
| 5.  | establish a computer based resource use map from villagers own drawing  | week 7 to 13  |
| 6.  | assess the appropriateness of use pattern (efficiency, sustainability)  | week 12 to 15 |
| 7.  | negotiate use-right / pattern changes   | week 14 to 20 |
| 8.  | formulate (in their dialect) regulations and empower them to implement such usage                                       | week 16 to 24 |
| 9.  | interact with the local, regional and central administrations to have said regulations recognized                       | week 22 to 48 |
| 10. | establish co-management institutions  | week 16 to 30 |
| 11. | record regulations on the existing central digitized GIS centered map   | week 48 to 52 |
| 12. | record regulations on the internet (GLIN system)  | week 30 to 48 |
| 13. | establish a rural registry based on the land-use patterns and user rights in the selected areas                         | week 30 to 52 |

Same process for two other selected areas starting at week 12 – with shortage of following phases due to pioneering experience so that all three would be completed by end of week 52.

List of Acronyms:

AFC	Africa country (team) in the World Bank
CCD	Desertification Convention
CBD	Biodiversity Convention
EU	European Union
GIS	Geographic Information System
GIRNEM	Gestion Intégrée des Ressources Naturelles dans l'Est Mauritanien
GLIN	Global Legal Information Network
GtZ	Gesellschaft fuer Technische Zusammenarbeit – the German technical assistance entity
H	Hegira, the Islamic calendar year
HIPC	Heavily Indebted Poor Country
IASCP	International Association for the Study of Common Property
LEGAf	Africa Division of the Legal Department in the World Bank
MDRE	Ministère de Développement Rural et de l'Environnement
NEAP	National Environment Assessment Plan
ONS	Office National de la Statistique
PDIAM	Integrated Development Project for Irrigated Agriculture (Credit 3272-MAU)
PGRMP	Rainfed Natural Resource Management Project (Credit 2965- MAU)
PRSP	Poverty Reduction Strategy Paper (a joint government – Bank report)
RIM	République Islamique de Mauritanie
SENT	Sécrtariat d'Etat des Nouvelles Technologies
UNDP	United Nations Development Program

End/hww