

The World Bank Group
**Norwegian Trust Fund Proposal for the
Technology fosters Tradition (TFT) Initiative**

Region: West-Africa; Country: Mauritania (AFC15);

TTL: Hans W. Wabnitz (LEGAF) and Amadou Oumar BA, Agricultural Specialist in the Resident Mission Nouakchott.

Partners: the Bank's Rainfed Natural Resource Management Project (Cr. 2965-MAU), GtZ, Nouakchott and the Global Legal Information Network (GLIN), an international foundation.

Amount: US\$184,480

This Trust Fund would support the TFT Initiative, a Mauritanian initiative fostering effective sustainable resource management and environmental protection through participatory law making and Global Information Systems (GIS) which are based on rural use-rights registries. The Grant would be used for the preparation of this Initiative.

Background:

In the last decade Nearly half of Mauritania's approximately 3 million inhabitants have been forced to urbanize due to deteriorating climatic conditions. Poverty in the countryside – mostly desert – is widespread.ⁱ Economically exploitable areas such as: (i) oases (dates); (ii) grazing lands (herding); (iii) coastal areas (artisanal fishing); (iv) irrigated agriculture (rice and other crops); (v) recognized natural reserves (tourism), must be enhanced to halt urbanization. Degradation and rising demographic pressure causes competition leading to violent conflicts, notably between farmers and herders. However attempts at responsible land use are hampered by legal insecurity, reflected in mistrust of investment stability. All these factors impede the development process in rural areas, result in land degradation (desertification) and increase the rate of migration into urban areas.

The economic and the cultural survival of the Mauritanian people depend on the prudent, deliberate use of their scarce natural resources. The TFT 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. It 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. The TFT Initiative intends to strengthen local independence through indigenous rule making, use-right registries and community co-management of the environment.

Environmental and legal reform efforts undertaken in the past have not had lasting success. Environmental laws and the National Environment Assessment Plan (NEAP) have led a paper life only. Bank financed legal reform projects have initiated the bridging of Mauritania's two distinct legal systems: the Islamic Shari'a and the French civil law, however much remains unfinished and 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 World Banks' project, "Rainfed Natural Resource Management (PGRN) operating in the same area as GtZ's natural resource project GIRNEM, and GtZ's project to implement the Desertification and the Biodiversity Conventions ("Synergy CCD/CBD,") co-sponsor this Initiative. GLIN (Global Legal Information Networkⁱⁱ), an international

foundation facilitating the insertion and retrieval of legal text on the internet, participates. All donors (UNDP, EU, France and NGOs) would gradually be drawn into the approach, and their ongoing projects would serve for scaling-up the pilot activities financed under this grant.

Activities:

The Norwegian Grant would finance preparational activities to be carried out in the field to test the feasibility of the TFT Initiative's approach in selected villages and herder's zones. The activities to be carried out are:

(a) An area assessment to: (i) assess and evaluate the various ecological zones in the country and the various ethnic zones in the country and their overlap; and (ii) identification of suitable localities to test the design of the Initiative in a limited number of villages / herders areas;

(b) Identification of 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;

(c) Identification of optimal land use patterns and definition of regulations, which will empower local communities to implement such usage, (formulated in the vernacular languages of the region);

(d) Establishment of co-management institutions;

(e) Registration of said regulations on the existing central digitized GIS centered map and the internet (GLIN system), and

(f) Establishment of a rural registry based on the land-use patterns and user rights in the selected areas.

Project Summary:

Focus areas: The activities would "increase access of the poor to the environment and social assets" through the establishment of user-right rural registryⁱⁱⁱ, empowerment of local populations through the implementation of strategies recommended in WDR 2200/2001.^{iv}

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.^v Expertise needed comprises sociological, anthropological, agricultural and legal skills. Advances and results would be constantly recording on-line on a website^{vi}, making the process transparent and retrievable at all times.

Staffing: Staff required would be comprised of: (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. NGOs would be invited to join.

Timing: The carrying out of all seven points is expected to take about one year, with activities starting about July 2002. In the second year trainers would be trained to spread the approach to about three villages, taken lessons' learned into account. The third year would deepen and consolidate the results, survey adherence to the self-established land use rules and compare results by repeating the baseline studies. Results would be fed into the Bank's PGRN II project, currently in preparation. (Expected effectiveness 2004).

Outcome: 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; and (v) other donors have been engaged in a serious discussion of the approach.

Relevance : The results would be relevant for the entire territory of Mauritania and the Sahel in two areas:

(1) environmental sustainability: the approach would be applicable to other natural and sociological environmental areas. Recommendations would be communicated to and incorporated in Bank' and other donor projects (GEF projects) active in environmental preservation and agricultural improvement in the Sahel. As the results have been developed in participatory fashion with these donors, the rate of acceptance should be high. Adherence to the rules would be monitored through remote sensing.

(2) law making so that the rules are adhered to: writing laws on grassroots level from the bottom up guarantees authenticity and relevance. The process would be gradually replicated and consolidated to other larger geographical areas and entire fields, such as "forestry", "grazing", "irrigation", "oasis agriculture" and "fisheries" to establish a coherent environmental legal framework. Expansion of the methodology into other fields, such as family law, would be feasible.

Project Design Summary

<i>Narrative Summary</i>	<i>Key Performance Indicators</i>	<i>Monitoring and Evaluation</i>	<i>Critical Assumptions</i>
1. NTFESSD Strategy-related Goal	1A	1B	1C (From Goal to Bank Mission)
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
2. Project Development Objective	2A Outcome/Impact Indicators:	2B Project reports/Process involved:	2C (From Objective to Goal)
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

3. Expected Outputs	3A Output indicators:	3B Various project reports, supervision missions and evaluation reports:	3C (From Outputs to Objective)
<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; Semi-annual comprehensive progress reports; Work-shop / ateliers 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>
4. Project Components/ Activities	4A Inputs (budget for each component):	4B	4C (From Components to Outputs)
<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>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>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 use-right map established; first draft of regulation written by locals</p> <p>5. Local regulation(s) clad in appropriate legal format to be recognized as legal text.</p> <p>6. Regulation retrievable on the Internet and from the electronic map</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 identification</p> <p>5. Draft regulation, translation, comments reported</p> <p>6. Manual explaining access, use written</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 –centered data recording program (central satellite mapping).</p> <p>* Cooperation of government ministries responsible for land registries and court clerks.</p>

<p>7. Rural registry based on the land-use patterns and user rights established.</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>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>	
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April 15, 2002

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ACTIVITY	DISCRIPTION OF ACTIVITIES	EXPECTED OUTPUTS	INPUT	UNIT COST	GRANT	WORLD BANK	GTZ/ DONOR	TOTAL Project Cost s
Year One								
Preparational Activities								
A) Identification of Pilot Village	A(i). Assess and evaluate the various ecological zones in the country and the various ethnic zones in the country and their overlap; A(ii). Identification of suitable localities to test the design of the Initiative in a limited number of villages/herders areas.	<ul style="list-style-type: none"> • TOR of suitable characteristics • Proposals by partners GTZ and PGRN • Visit of three choice villages • Discussions with locals • Workshop explaining to a Selection Agreement • Identification of local sponsor and suppleant 	Regional consultant (1) Local workshop	300 3500	300 3500	1000	1000	2000
B) Baseline Studies	Comparator studies for use within three years	<ul style="list-style-type: none"> • Identification of existing environmental features • Identification of past and present conflicts and conflict potential • Identification of household assets/income/well being • Identification of remote sensing recognition of environment 	International consultants (4) - Travel	500x30days 3500	15000 3500			15000 3500
C) Identification of existing land use patterns	Discussions with all locals, including herders Workshop explaining to all Fixation of existing pattern on paper/sand/words Agreement among all on <what is>	<ul style="list-style-type: none"> • Workshop • Fixation of existing pattern • Definition 	Local consultant (1) Regional consultant (1) International consultant (1) Local workshop	150x15days 300x15days 500x15days 3500	2250 4500 7500 3500	1500	1500	3000 2250 4500 7500 3500
D) Establishment of glossary of local terms	Translation from vernacular into French and Arabic		Local consultant (1)	150x15days	2250			2250
E) Evaluation of existing land use patterns	Assessment whether use is optimal	<ul style="list-style-type: none"> • Proposals • Workshop • Agreement/changes 	Regional consultant (1) International consultant (1) Local workshop	300x10days 500x10days 3500	3000 5000 3500	1500	1500	3000 3000 5000 3500
F) Establishment of definite land use rights and drafting of geographical	Map and Text (local language) of land use rights	<ul style="list-style-type: none"> • Acceptance of a national /central land use rights' • Digitized map and inclusion in internet • Inclusion of land use Map and Text in (existing) satellite map and GLIN 	Regional consultant International consultant Regional Workshop - Rental of workshop facilities - Printing costs of materials for working sessions	300x20days 500x20days 500 10/participant	6000 10000 500	3000	3000	6000 6000 10000 500
G) Establishment of local land use registry	Based on map and text		Legal consultant Publication costs for Training Module Printing costs	300x15days 3500 2000	4500 3500 2000			4500 3500 2000
Year One Sub Total					80,300	7,000	7,000	94,300

April 15, 2002

ACTIVITY	DISCRIPTION OF ACTIVITIES	EXPECTED OUTPUTS	INPUT	UNIT COST	GRANT	WORLD BANK	GTZ/ DONOR	TOTAL
Year Two								
Project Assessment and Local Training	<ul style="list-style-type: none"> • End of year Assessment • Ongoing observation and assistance of respect of land use patterns agreed upon in pilot village • Selection of local trainer and training of trainers in selected villages • Repeat of first year in pilot village 	<ul style="list-style-type: none"> • Three new training sites • Training of trainers at local level • Project assessment and adjustment 	<ul style="list-style-type: none"> • Consultation fees for trainers x 3 Zones x 5 day training sessions, x2 training sessions • Per diem for trainers • Publication costs for Training Module • Publication of informational leaflets • Publication costs for training materials (i.e. Posters and image boxes) • Printing cots • Regional Consultant 	20000 156x30days 2000 3500 3500 1000 300x15days	20,000 4,680 2,000 3,500 3,500 1,000 4,500	7,000	7,000	14,000 20,000 4,680 2,000 3,500 3,500 1,000 4,500
Year Two Subtotal					39,180	7,000	7,000	53,180
Year Three								
Project Evaluation and Local Training	<ul style="list-style-type: none"> • End of year assessment report for each village • Ongoing observation and assistance of respect of land use patterns agreed upon in pilot village and additional year two villages • Ongoing training of trainers and selection of more villages forming a regional cluster • End of test assessment/comparator for baseline studies (issue3-four studies) year three plus • Villagers/ participants evaluation summary of subjective impression • Comparator overview of CDD activities/results in-country and in-region with TFT • Final report on feasibility of approach 	<ul style="list-style-type: none"> • Six new training sites • Start of hand over program to local partner (to be determined in year one, but most likely with the Regional Governor-Wali level) for co-management • Continued maintenance and review • Overall Project Assessment and Evaluation. 	<ul style="list-style-type: none"> • International consultant • Consultation fees for trainers x 3 Zones x 5 day training sessions, x2 training sessions 	500x90days 20000	45,000 20,000	7,000	7,000	14,000 45,000 20,000
Year Three Subtotal					65,000	7,000	7,000	79,000
Overall Total					184,480	21,000	21,000	226,480

ⁱ [Poverty Report, 1996: HIPC documentation: PRSP 2000](#) and update report 2001, draft CAS 2002

ⁱⁱ <http://www.loc.gov/law/glin/GLINv1/GLIN.html>

ⁱⁱⁱ H. de Soto

^{iv} WDR 2200/2001: chapters 4 & 5: (markets, synergies) 6 : (institutions: co-management and registry) and 11: reform of development cooperation.

^v G. Lazarev, tested in Mauritania (Maghama)

^{vi} <http://www.cbnrm.net/resources/special/>