

2009—2013

# Technical Assistance to the Millennium Challenge account (MCA): Mozambique Land Project Component

Towards Sustainable Development Goals:

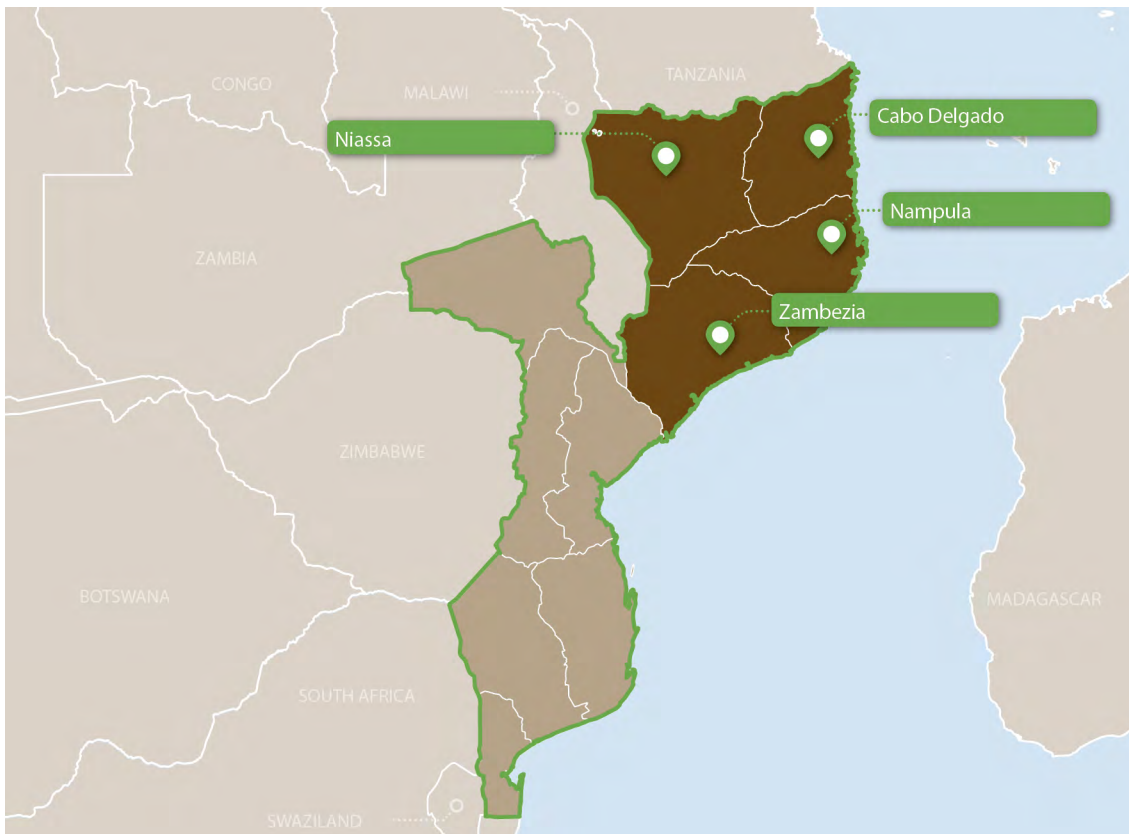
**1** NO POVERTY



**2** ZERO HUNGER



**5** GENDER EQUALITY



Equal access to land is an important focus of Sustainable Development Goal 2, End hunger, achieve food security and improved nutrition and promote sustainable agriculture. Sustainable Development Goals 1 and 5 include specific indicators on security of tenure and equal access to land. Our land sector work in Mozambique showcases how DAI has contributed to these goals.

# Context

**Mozambique is widely regarded as having a modern and progressive land law, the 1997 Land Law, and related regulations. Its implementation has not always met the expectations of the original law.**

In Mozambique, all land is owned by the state in trust for the people. However, citizens (as well as foreign and corporate entities) can acquire land use rights which are commonly referred to as a DUAT, *Direito de Uso e Aproveitamento de Terras*, or “land use and benefits right”. DUATs are essentially long-term leases granted and/or recognised by the state and are issued for varying periods of time.

In theory, the legal framework provides both communities and occupants of good faith with strong land tenure security. However, despite public awareness efforts, the majority of rural residents are unaware of their land rights. Perhaps as much as 90 to 95 per cent of land remains unregistered, making it vulnerable to capture by competing claims. Those who are aware of their rights typically lack the financial and technical support necessary to assert those rights effectively. In recent years there has been an increasing demand for land access for agriculture from both national and international investors, as well as local demand from smallholders. This increase in demand suggests that improved land administration, by strengthening land tenure security, has the potential to spur greater investment and productivity in the agriculture sector, which should lead to economic growth and increased household incomes.

Industries outside of the agriculture sector also seek to secure land to build factories and other infrastructure. Strengthened land tenure promises to improve the overall “business enabling environment” for the non-farm-based economy as well. In order to realise improved tenure security, systematic regularisation and registration has started in various parts of the country, mostly under donor-led initiatives.

DAI, then operating as HTSPE, is proud to have implemented the Millennium Challenge Account’s land component between 2009 and 2013. The project achieved considerable success in:

- registering 200,000 parcels;
- establishing a land information management system still in use today and providing land use and cover maps; and
- facilitating a national debate on further needed land policy reforms.



# What we did

**DAI promoted improved land administration and strengthened tenure security, in both rural and urban areas, through the following activities:**

- 1 Assessment** of legal framework, institutional capacity, parcel registration methodology, and existing land records (Inception Phase).
- 2 Land Tenure Regularisation** to formalise and register land rights in both rural and urban areas.
- 3 Development of a Land Information Management Systems (LIMS)** to sustainably maintain land rights records.
- 4 Production of land use and cover maps** for use in planning urban expansion, agricultural development, and other land-based investments.
- 5 Land Policy Reform:** facilitation of the national “Land Consultative Forum” supported by analytical briefs on critical issues; drafting of a legal instrument to simplify rural land use rights transfers.

# Our results

**The programme achieved the following by integrating its own teams with government technicians to build sustainable local capacity:**

- Registration of more than **200,000 parcels** and issuance of over **157,000 DUAT** (leasehold) titles in ten municipalities and seven rural districts (all in the four northern provinces). Issuance of **15,000 occupancy certificates** in informal peri-urban settlements.
- Learning-by-doing capacity-building of **more than 100 cadastre technicians** on the municipal, regional, and national level.
- Production of **20 land use and cover maps**, covering eight municipalities (focused on land use) and 12 rural districts (focused on land cover). The district maps covered more than 8.5 million hectares, and the municipal maps covered approximately 167,000 hectares.
- Design and implementation of a digital “**Land Information Management System**” installed in four regional land cadastre offices and eight municipalities. All regularisation data successfully migrated into a new system.
- Land Policy Reform:** Approval by the National Land and Forestry Directorate of a regulation facilitating and simplifying rural land use right transfers. Consensus-building on an ambitious legal reform agenda.



**157,000**

**DUAT titles issued**



**8.5 million hectares**

**covered by district maps**

# Outcomes and consequences

**The Mozambique MCA Land Project played a crucial role in convincing the Mozambican Government to take concrete action to continue the project's activities.**

The Land Information and Management System (LIMS), designed and implemented by DAI in coordination with an experienced local IT software firm, was installed in four of the country's ten provincial cadastre offices. As the success of the LIMS became evident, the Government of Mozambique obtained additional funds, independent from its contract with DAI, to install the system in the country's remaining six provincial offices. It also launched a separate effort to migrate pre-existing historic data from all ten provinces into the new information system platform. In subsequent years, Mozambique secured yet another round of funding from different sources to maintain the system and implement several new functionalities. New upgrades continue to be implemented as needs arise.



**DUAT award ceremony in Lichinga municipality, Niassa Province, November 2011**

## Follow up

### Land Tenure Regularisation: where to go from here

Although it is exceedingly difficult to estimate the total number of parcels in Mozambique, primarily because of the prevalent informality, land sector experts estimate the number of rural parcels at approximately ten million and urban parcels at 3.5 million. The overall population is roughly 29 million. Projections indicate that fewer than five per cent of all parcels are formally registered with a DUAT title. In other words, there is still much work to be done.

The success of the DAI-implemented programme in northern Mozambique played an important role in demonstrating the feasibility of large-scale regularisation and contributed to a commitment by the Government to continue the momentum. In April 2015, President Nyusi launched the "Terra Segura" (Secure Land) initiative which set a goal of issuing five million new DUAT titles in five years.

The goals of Terra Segura to demarcate individual land holdings lends critical weight to the argument that a stable and reliable digital cadastre must be maintained. The registration of 5 million DUATs will mean little, unless the cadaster (held in the LIMS platform) is maintained with up-to-date information, such as changes in DUAT titleholders due to death, marriage, divorce, transfers, expiration, revocation, and other modifications.



# Protecting women's land rights

**The project achieved significant success with respect to gender, perhaps most importantly by popularising the use of co-titling in appropriate circumstances and also ensuring, where co-titling was not used, that land was registered in women's names when they indeed were entitled to land use rights exclusively.**

Overall, more than 12 per cent of DUATs issued were co-titled. As for single titleholder DUATs, more women than men received DUATs in rural areas (47 per cent of titles went to women as compared to 36 per cent for men). In municipal areas men received 52 per cent of titles as compared to 34 per cent for women. The project's achievements in this regard were very much intertwined with public outreach and education efforts, which put a strong emphasis on raising awareness about women's land rights under the legal framework.

Although the law clearly provides for the possibility of co-titling, many of the existing cadastral forms simply did not allow for the possibility because of the lack of space in which to insert co-title information. The project was insistent on re-engineering many of the forms (including the DUAT form itself), which paved the way for co-titling on a significant scale. Interestingly, before the project, some Government officials were not aware that the law clearly allows for this form of titling.



**12%**  
of DUATs in the programme were co-titled



**47%**  
of DUATs in rural areas went to women



"I did not know that I was supposed to register my land and I also did not have the money. I am a widow and I provide for my grandchildren. When this project started, it was a great happiness and relief to know that I could register my land for free. It was very good and I thank the government a lot for having given us this opportunity."

**Emilda Fernando, "Aeroporto" neighborhood, Quelimane municipality, province of Zambézia**



"I thank the project for the work it has been doing, and also thank my husband who had the confidence to register the parcel in my name, because I know there are complicated people in our families. With the title also in my name no one can appear and take my space away. This space belongs to the two of us and to our children, and now we are protected."

**Mónica Anastácia, 49 years old, married for 34 years to Matias Francisco Chiguduli, 54 years old, with 12 children together, residents of Sanjala neighborhood of Metangula Municipality, in Niassa Province**

# Real impact on real people



“I have no words how to say thank you. I will die more safe and secure, knowing that my space will become that of my children and grandchildren. Even though I constructed these houses, I did not have a guarantee of anything, because I had no document to support it. Now I feel more secure.”

**Zaidane Amire, 70-year-old widow, resident of Metangula municipality, province of Niassa**



“I was the first person to be registered in this neighborhood and in the municipality of Mocuba... I liked the this programme because with this DUAT title I am secure and know that no one will kick me out of here. I will assert my rights. The government should do this work for other families and cover more areas of the country.”

**Costa Benedito Majorro, resident of Naverrua neighborhood in Mocuba municipality, province of Zambézia.**



“I was born and grew up here in Muanamambene. I was given this land by my parents, who have passed away, more than 30 years ago. Before this project, I did not know that I could register my parcels. Neither did I have the financial means to pay for the expenses of registration.”

**Moisés Sacur Natuto, resident of Muanamambene, rural district of Nicoadala, province of Zambézia**



**Zambezia Province Cadaster Office, Quelimane**



**Massinger neighborhood of Lichinga Municipality, Niassa Province**



**Measuring urban parcel boundaries with GNSS equipment**

# Building on success



## Extending our Land Portfolio

The Mozambique land project is just one of several land administration, land policy, and land tenure regularisation projects that DAI has implemented throughout the world. Other major land sector programmes have included work in: Rwanda, Ethiopia, Guyana, Tanzania, Malawi, and Cape Verde.

Since the successful completion of the Mozambique project, DAI has continued to deepen and extend its portfolio of work in the land sector.



## Promoting Clarification of Rights and Land Tenure Reform

The lessons learned from the Mozambique project have informed the design parameters for major land initiatives in other countries. DAI continues to promote innovation in approach and delivery and is a world leader in assisting governments in the clarification and promotion of land rights through effective regularisation of land, reform of land administration systems and development of the institutions of land.

# Get in touch with us



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