Manual for the Application of the Conservation Act

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1. INTRODUCTION

The increase in economic activities with a direct and indirect impact on ecosystems in Mozambique poses increasing challenges to the protection of biodiversity, thus justifying the dissemination of available legal instruments concerning the conservation of nature and the environment.

This manual is intended as a dissemination instrument and as a guide for the implementation of Law Nr. 16/2004 of 16 June (“Conservation Act”). It falls within the scope of activities essentially aimed at supporting nature preservation activities and at encouraging investment in the tourism sector by means of training on issues related to conservation and the dissemination of relevant legal instruments.

The focus is on aspects concerning the practical application of the Conservation Act and on some legal procedures to be observed in carrying out activities in conservation areas. In addition, the manual seeks to offer a general illustration of the main concepts and concerns related to conservation areas, and in so doing it refers to other legal instruments dealing with the same issues.

This manual must be read in conjunction with the report attached to it, which offers an analysis and survey of the relevant issues in the Conservation Act.

Not only is the Conservation Act new and little tested to date, it poses additional constraints in that it remits its recipient for regulation. The fact that the law has not yet been regulated may influence the implementation of some of its provisions until the regulations are approved, which is expected to take place within 180 days after the entry into force of the Conservation Law, i.e. on 24 October 2014.¹

This Manual is intended for all users of the Conservation Act, in particular public administrators and officials linked to sustainable development and the protection of biodiversity, investors and local communities in general.

2. Definitions

The definitions can be found in Annex 1 (together with the Conservation Law’s glossary) and are an integral part of this manual.

3. Conservation áreas in Mozambique - General observations

   a. Background

   The background to the legal regime of biodiversity conservation consists of a series of political and legal instruments mentioned throughout the manual.

¹ It should be noted that in general the Government has failed to regulate the laws within the period established by law. There are cases of regulations that were only approved years after the entry into force of the law to which they relate.
Before the approval of the Conservation Act, the matter of conservation was already addressed in the Constitution\(^2\) itself and in various individual instruments, especially in the policies and legislation on the environment\(^3\), land-use planning\(^4\), land\(^5\), forests and wildlife\(^6\), fisheries\(^7\), tourism\(^8\), etc.

In 2009, taking into account the need to create an integrated instrument on biodiversity conservation, the Government approved the Conservation Policy and Implementation Strategy by means of Resolution Nr. 63/2009 of 2 November, which offers proposals for a strategy geared towards the reforms to be made in the area of conservation, which resulted in the adoption of the Conservation Act in June 2014.

b. Applicable legislation

Conservation is a cross-cutting issue because it is dealt with in various legal instruments, as alluded to above. Thus, in addition to the Conservation Act, the following legal instruments may be applied to conservation issues:

- The current Constitution of the Republic of Mozambique was approved by Parliament on 16 November 2004 ("CRM"). The CRM contains the foundations of the Mozambican state organization, among which one finds references to the mechanisms for defending and protecting the environment.

- Law Nr. 20/97 of 1 October, which approves the Environmental Law ("Environmental Law") establishes the general basic principles of environmental policy, among other things the rational use and management of environmental components in order to encourage improvements in the quality of life of citizens and to appreciate the traditions and knowledge of local communities.

- The Environmental Law establishes the National Council for Sustainable Development ("CONDES"), which is a body involved in making decisions and conceiving principles, policies, strategies and legislation related to the measures for the protection of the environment and the prevention of environmental damages, to the rights and duties of citizens concerning environmental matters, while also touching upon conservation issues.

- Law Nr. 19/97 of 1 October, called. the Land Law ("Land Law" or "LT"), taking recourse to the principle of the public domain enshrined in the CRM, classifies certain areas as total and partial protection areas, while integrating them within the public domain of the State. This law also indicates which areas are total and partial protection zones.

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\(^2\) Cfr. article 117.
\(^3\) Law Nr. 20/97 of 1 October - Environmental Law; Environmental Policy approved by Resolution Nr. 5/95 of 3 August.
\(^5\) Law Nr. 19/97 of 1 October - Land law; Policy approved by Resolution Nr. 10/95 of 17 October.
\(^6\) Law Nr. 10/99 of 7 July - Forests and Wildlife Law; Wildlife Policy approved by Resolution Nr. 68/2009 of 29 December.
\(^7\) Law Nr. 3/90 of 26 September – Fishery Law; Policy on Monitoring, Control and Inspection of Fishery.
\(^8\) Law Nr. 4/2004 of 17 June – Tourism Law.
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- Law Nr. 10/99 of 7 July, called the Forestry and Wildlife Law ("LFFB" or "Law 10/99") states in Article 2 that it defines the principles and basic standards governing the protection, conservation and sustainable use of forest and wildlife resources within the scope of integrated management, with a view to the socioeconomic development of the country.

- Law Nr. 3/90 of 26 September, called the Fisheries Act ("Fisheries Act") states that the fishing resources of Mozambican territorial waters are public domain. This law also establishes measures for the conservation of fishery resources and defines the powers for the adoption of legislation on the matter.

- Law Nr. 16/91 of 3 August, called the Water Law ("Water Law") lays down that inland waters constitute the public water domain of the state. Among its rules the Water Law provides measures for the prevention and control of water pollution, the licensing of activities in protection areas adjacent to water resources and rules for authorizing the discharge of effluents.

- Law Nr. 4/96 of 4 January, called the Law of the Sea ("Law of the Sea") determines the competences of the Mozambican State with regard to the sea, including those relating to the protection and preservation of the marine environment.

  Law 4/2004 of 17 June, called the Tourism Law, establishes the legal framework for the promotion and exercise of tourism activities. This law also determines that the development of tourism activities has to respect the environment and aim at sustainable economic growth.

- Law Nr. 20/2014 of 18 August - the Mining Law - establishes rules governing mining activities, the rights and duties of holders of mining titles with respect to the use and development of mineral resources, including mineral water.

- Decree Nr. 45/2006 of 20 November, which approves the Regulations for the Prevention of Pollution and Protection of the Marine and Coastal Environment: its objective is to prevent and limit pollution from illegal discharges from ships, platforms or by land based sources along the Mozambican coast, as well as the establishment of standards for the protection and conservation of areas that constitute public domains in sea, rivers or lakes, of beaches and fragile ecosystems.

  i. Decree Nr. 11/2006 of 15 July, which approves the Regulations on Environmental Inspection: it regulates the activity of supervision, control and monitoring of compliance with environmental protection standards at national level, and defines the procedural steps to be followed. The environmental inspection, which can be ordinary or extraordinary, is the responsibility of MICOA.

- Decree Nr. 45/2004 of 29 September, as amended by Decree No. 42/2008 of 8 November, which approves the Regulations on the Environmental Impact Assessment Process: it establishes the procedures and conditions for environmental licensing and classifies the activities and impacts that may be caused, depending on the object in question, into...
categories, by subsequently determining the need for an environmental impact study, a simplified environmental study or cases of exemption from environmental licensing, all the while observing basic environmental management standards.

- Decree Nr. 51/99 of 31 August, approves the Regulations on Recreational and Sports Fishing. Among the rules set it also determines the list of species subject to restrictions and a list of protected species. Supervision in this area is attributed to the Public Prosecutor.

- Decree Nr. 77/2009 of 15 December approved the Regulation of Areas of Tourist Value.

- The Regulation of the Land Law, approved by Decree Nr. 66/98 of 8 December, determines that the procedures for issuing licenses in Total Protection Zones will be defined in specific regulations. However, this legislation was never approved.

- The Urban Land Regulations, approved by Decree Nr. 60/2006 of 26 December, refer only to Partial Protection Areas. Note, however, that these Regulations determine that it is the local State and Municipality organs that issue licenses in these areas, contrary to the provisions of the Land Law, which explicitly confers this authority on the Governor of the Province in question.

- Resolution Nr. 68/2009 of 29 December approved the Strategy for the Management of the Human/Wildlife Conflict. This Strategy defines conservation mechanisms and conflict prevention measures, and proposes categories of conservation areas in the public domain and a land use and population resettlement plan.

- Decree Nr. 43/2003 of 10 December (with the amendments introduced by Ministerial Decree Nr. 4/2013 of 7 December, which approves the General Regulations on Marine Fisheries (“REPMAR”)), determines the possibility of creating areas where fishing is restricted and allows for the establishment of Marine Parks, Marine Reserves and Protected Marine Areas. These areas can be created within the maritime boundaries of National Parks.

- The UN Convention on Biological Diversity, approved by Resolution Nr. 2/94 of 24 August (“UNCBD”). This Convention aims at the conservation of biological diversity, the sustainable use of its components and the equitable and fair sharing of benefits generated by the use of genetic resources.

- Convention on Wetlands of International Importance, approved by Resolution Nr. 45/2003 of 5 November. This Convention lays down the principles for the conservation of wetlands such as swamp areas, ponds, marshes, among other areas, that serve as habitat for water

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10 Urban Land Regulations, Article 3.
birds and promotes the conservation of these wetlands and water birds through the establishment of national wetland reserves.

- Convention on International Trade in Endangered Species of Wild Fauna and Flora, approved by Resolution Nr. 20/81 of 30 December (CITES). This Convention aims at establishing principles for the protection and commercialization of endangered species. To this end its Annexes I, II and III indicate the species that are endangered, those that at present are not endangered yet but would become so if the trade in specimens of these species is not subject to strict regulation that prevents exploitation incompatible with their survival, and those indicated by States in order to restrict and/or impede their exploitation.


- Resolution Nr. 17/82 of 13 November, which ratifies the Convention on the Protection of the World Cultural and Natural Heritage.

- Resolution Nr. 18/81 of 30 December, which approves the African Convention on the Conservation of Nature and Natural Resources.

4. Management of conservation areas

The law calls for a national system of protected areas, which consists of (i) management bodies of conservation areas, (ii) funding mechanisms for conservation areas and (iii) a national network of conservation areas.

This system aims at (i) coordinating public, private or mixed institutions in the management and financing of conservation areas, (ii) contributing to the maintenance of biological diversity and of genetic resources in the country and in the territorial waters and (iii) promoting sustainable development based on natural resources and biodiversity conservation practices in development processes.
a. Competent bodies

Conservation areas are managed by the State through the Ministry of Tourism\(^\text{13}\), which is responsible for establishing appropriate mechanisms to ensure the participation of public, private and community entities in the management of conservation areas.

Decree Nr. 11/2011 of 25 May created the National Administration of Conservation Areas (ANAC)\(^\text{14}\), a legal person under public law, endowed with administrative and financial autonomy and autonomy with regard to assets, supervised by the Minister with oversight of the sector of conservation areas.

Among the objectives of creating this entity are:

- Management of national parks and reserves, official game reserves, game farms and other conservation areas created by law and placed under the administration of the ANAC;
- Conservation of biodiversity and associated heritage through the national system of conservation areas;
- Setting priorities for the administration and management of conservation areas;
- Establishment of infrastructure for conservation areas, both for the management of biological diversity as well as for economic activities aimed at achieving self-sufficiency in these areas;
- Establishing partnerships for the management and development of conservation areas;
- In order to proceed with its objectives the ANAC has been given, among other things, the following functions;
  - Implement the Conservation Policy with respect to conservation areas;
  - Propose the issuance of special licenses to the competent authority;
  - License hunting and ecotourism activities;
  - Ensure the management of conservation areas;

\(^{13}\) Cfr. Article 2, paragraph b) of Presidential Decree Nr. 1/2000 of 17 January, jointly with Article 1, paragraph c) e Ministerial Diploma Nr. 126/2000 of 13 September.

\(^{14}\) In 2013, Decree Nr. 9/2013 of 10 April introduced amendments to the Decree that established the ANAC.
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✓ Ensure coordination among all entities with converging interests, as well as cooperation with international organizations in order to comply with International Law;

✓ Create the Management Boards of Conservation Areas which, among other things, will contribute to developing partnerships with the private sector and local communities;

✓ Enter into contracts and agreements within the scope of public-private and community partnerships and monitor their implementation;

✓ Submit for approval by the competent Minister management plans while ensuring their implementation, as well as the programmes and activities related to the inventory of resources and supervision;

✓ Propose the creation and abandonment of new conservation areas.

It should be noted that it is incumbent upon the ANAC, through its Governing Board, to decide on taking loans from public and private entities; to authorize activities subject to conditions in conservation areas, taking into account the respective management plan and other applicable legislation; to approve the rules and administrative and financial procedures of the ANAC; among other things.

Among the ANAC’s revenues are: a percentage of the entry fee in the conservation areas; fees and rates of tourist activities in these areas; rates of special permits issued in these areas; fees in the charged for concession contracts in these areas; fees from hunting activities in these areas; fees for provided services; budget allocations; financing; donations; among other legally viable sources.

In 2014, the Interministerial Commission of Public Service approved the Organic Statute of the ANAC by means of Resolution Nr. 8/2014, of 13 June.

The ANAC has the following bodies:

✓ Executive Board - consisting of the Director General (appointed by the Prime Minister on the proposal of the Minister with oversight of conservation areas) and the Heads of Service; and

✓ Technical Board - consisting of representatives from MITUR, MICOA, the MP, MINAG and the private sector.

The ANAC structure consists of five services relating to (1) the protection of natural resources; (2) studies and development; (3) licensing and promotion; (4) administration and finance and (5) human resources.

We have emphasized the Licensing and Promotion services, which are responsible for, among other things: organizing tenders for concessions; licensing activities for which they competent; create an attractive image of the areas in question in order to generate an influx of visitors and investors.
b. Management of conservation areas

The Conservation Act advocates the participatory management of conservation areas and the establishment of institutions that support the management of these areas - the management boards of conservation areas.

Participative management means managing conservation areas with the participation of communities, the private sector, local state bodies, etc.

The Management Board of Conservation Areas (CGAC), an advisory body, should consist of representatives of local communities, the private sector, associations and local state bodies and, under the supervision of the ANAC, it supports the management and upkeep of the respective conservation area.

The CGAC should support the Conservation Area Management in:

a) Implementing the management plans;
b) Monitoring of the conservation areas;
c) Meeting the development needs of the communities that legally reside in conservation areas and in buffer zones;
d) Elaborating strategic development plans for conservation areas;
e) Searching for new income generating activities that reduce the pressure from local communities on biodiversity, including biodiversity-based businesses;
f) Monitoring the implementation of concession contracts with operators within the context of developing public-private and community partnerships;
g) Taking measures to strengthen the conservation capacity within the scope of the management plan.

c. Mechanisms for the financing of conservation areas

In order to minimize losses and increase the benefits at local, national and international level, funding mechanisms for conservation areas have been adopted.

Article 8 of the Conservation Act establishes as funding mechanisms:

- Public-private and community partnerships;
- The creation of institutions to support conservation activities;
- Capitalizing on genetic and wildlife diversity, other natural resources and local and traditional knowledge about the use of biological material;
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✓ Compensation for the conservation effort by ecological and other services, as may be decided by the Council of Ministers.

Resolution Nr. 69/2011 of 29 December established the Foundation for the Conservation of Biodiversity (BIOFUND), a legal person governed by private law, endowed with legal, administrative and financial autonomy and autonomy with regard to assets, with the status of Public Utility (Resolution 8/2012 of 13 April).

The objectives of the creation of this Foundation include: supporting the conservation of terrestrial and aquatic biodiversity and the sustainable use of natural resources, including the consolidation of the national system of conservation areas.

d. Compensation mechanisms for the conservation effort

The Conservation Act refers the definition of compensation mechanisms (Article 11 of the Conservation Act) for conservation efforts to specific regulations. This means that these mechanisms may be established by the Regulations of the Conservation Act, which do not yet exist.

In this regard it should be noted that entities (public or private) that exploit mineral, energy, forestry (and other) resources in conservation areas or in a buffer zone (benefiting from the protection of a conservation area) must contribute financially to the protection of biodiversity in the respective conservation area. These entities also have the duty to compensate their impacts with a view to ensure that there is no net loss of biodiversity. This idea is based on the so-called polluter pays principle.

Biodiversity compensation is an important potential funding source of biodiversity conservation. But realizing this potential calls for the development of an array of appropriate policies and regulations, defining the roles of each partner, within the legal framework of Mozambique. Furthermore, effective compensation requires the existence of a financial institution able to assume responsibility for the management of the funds that have been made available, for the monitoring of the activities that the compensation programme advocates and for making the necessary long-term disbursements.

It is within this context that institutions such as BIOFUND come into play. The Conservation Trust Funds arise in response to the need to ensure long-term sustainability of funding for conservation activities.

Carbon credits are also innovative mechanisms for the funding of biodiversity conservation. Fund managers of conservation areas, including the ANAC, may market use and benefit rights related to existing carbon stocks in their area or in the respective buffer zone.

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15 This is an Environmental Law principle enshrined in Article 4, paragraph g) of the Environmental Law. The National Environmental Policy also expressly contemplates this principle, stating that “the polluter must restore the quality of the damaged environment and/or pay the costs for the prevention and elimination of pollution caused by him/her”. The same principle is enshrined in Article 11 of the Conservation Act.
The following is of importance when it comes to carbon stocks: a reduction of the emission of gases that cause the greenhouse effect and global warming on our planet leads to the issuance of a kind of certificate - the **carbon credit**.

Under the Protocol\(^{16}\) it works as follows: the Protocol determines a maximum quota of GHG\(^{17}\) that developed countries can emit. In turn, developed countries create laws that restrict GHG emissions. However, the countries or industries that fail to achieve the goals of GHG emission reductions determined by the Protocol become carbon credit buyers. On the other hand, those countries or industries that managed to reduce their emissions below the quota determined by the Protocol may at market prices sell the surplus of “emission reductions” on the national or international market, which in general is bought by companies from countries that fail to reduce the emission of polluting gases, allowing them to maintain or increase the emission.

A carbon credit is equivalent to one tonne of CO\(_2\) (carbon dioxide) that is not being produced. Other gases that are reduced are also given credits, using a carbon equivalent table to that end.

The allowed amount of polluting gas emissions and the laws governing the carbon credit system were defined during the negotiations of the Protocol (discussed and negotiated in Japan in 1997).

### e. National network of conservation areas

The national network of conservation areas consists of the full conservation areas and the sustainable conservation area (concepts dealt with in the point below).

The objective of the national network of conservation areas is to:

- Contribute to maintaining biological diversity and genetic resources in the country and in Mozambican territorial waters;
- Protect endangered, rare and endemic species at the national, provincial, district and local government level;
- Contribute to the preservation and restoration of the diversity of terrestrial or aquatic natural ecosystems;
- Promote sustainable development through the sustainable use and benefit of natural resources;
- Economic and socially value biological diversity, promoting sustainable activities, including hunting and the awarding of rights to engage in contemplative tourism and fishing, with a view to financially support conservation;

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\(^{16}\) Ratified by Resolution Nr. 10/2004 of 28 July.

\(^{17}\) Acronym of Green House Gasses.
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✓ Preserve natural resources necessary for the livelihood of local communities, while respecting and valuing their knowledge and their culture;

✓ Promote the use of the principles and practices of conservation and management of natural resources in the development process, especially by local communities;

✓ Protect natural and cultural landscapes of special beauty and the natural and cultural heritage, which represents the national identity;

✓ Protect and recuperate water resources and wetlands;

✓ Encourage and develop scientific research activities;

✓ Promote environmental education, the interpretation of nature, leisure and recreation and ecotourism in conservation areas.

5. **Protection Areas**

These are delimited territorial areas, representing the national natural heritage, destined for the conservation of biological diversity and fragile ecosystems or animal or plant species.

The point below presents the classification of protection areas. This legal classification of protection areas aims at ensuring the conservation of representative ecosystems and species and the coexistence of local communities with other interests and values to be preserved.

Note that some ordinances, including the Land Law, the Environmental Law and also the CRM, use concepts such as “total protection areas”, “environmental protection areas” and “nature protection areas” to refer to protection areas, which is a broader concept.19

5.1 **Classification**

a) **Total protection areas**

These are areas in the public domain, destined for the conservation of ecosystems and species without resource extraction intervention, allowing only for the indirect use of natural resources.

Total protection areas can be classified as: integral nature reserve; national park; and cultural and natural monument.

b) **Integral natural reserve**

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18 Cfr. Article 13 of the Conservation Act. This article revokes article 10 of the LFFB dealing with protection areas.

19 This question is more amply dealt with in the attached report.

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This is a total protection area in the public domain of the State, delimited for the preservation of nature, the maintenance of ecological processes, the financing of ecosystems and endangered or rare species.

Except for scientific reasons related to supervision or for contemplation tourism practices that do not involve the establishment of infrastructure, the following activities are strictly forbidden in these areas:

- Hunting, fishing, camping, any forestry, agricultural, or mining activity whatsoever;
- Research, surveys, drilling, earthworks or works aimed at shaping the appearance of the terrain or vegetation;
- Engaging in any acts that harm or disturb the biological diversity;
- The introduction or harvesting of any zoological or botanical species either indigenous or exotic, wild or domestic.

**c) National park**

This is a total protection area in the public domain of the State, delimited for the propagation, protection, conservation, preservation and management of wild flora and fauna and for the protection of sites, landscapes or geological formations of particular scientific, cultural or aesthetic value in the public interest and for public recreation, that are representative of the national heritage.

Except for scientific reasons or for the requirements of maintenance, the following activities are forbidden in national parks:

- Hunting, any forestry, agricultural, mining or animal husbandry activity whatsoever;
- Research or surveys, drilling or the construction of embankments;
- All works capable of modifying the appearance of the terrain or vegetation characteristics and of causing water pollution;
- All action that by its very nature disrupts the maintenance of ecological processes, flora, fauna and the cultural heritage;
- The introduction of any zoological or botanical species either indigenous or exotic, wild or domestic.

Unlike the Integral Natural Reserve, the presence of man in these areas is allowed, in accordance with the management plan, provided that this does not threaten the preservation of natural resources and biological diversity. Also allowed is controlled and monitored scientific research of natural resources for area management purposes.
d) Cultural and natural monument

This is an area that contains one or more elements with natural, aesthetic, geological, religious, historical or cultural value, exceptional or one of a kind, in areas smaller than 100 hectares that, for their uniqueness and rarity, require the conservation and maintenance of their integrity. The cultural and natural monument can be public, municipal, community or private.

Trees of ecological, aesthetic, historical and cultural value are also considered natural monuments.

The monuments aim at (i) protecting or preserving specific natural or cultural elements, (ii) providing for eco-tourism activities, recreation, education and scientific research, (iii) ensuring the preservation and reproduction of rare endemic, protected and endangered vegetation species or formations, (iv) preventing or eliminating any form of occupation or exploration incompatible with the objective of monument protection, (v) contributing to economic and social local development for the promotion of tourism and local community participation in the benefits from these activities.

Monuments are managed in accordance with tradition, restricted use, and the principles and requirements of monument conservation.

5.2 Sustainable use protection areas

These are areas in the public and private domain, destined at conservation, subject to integrated management while allowing resource extraction levels that respect sustainable limits in accordance with the management plans.

Sustainable use protected areas can be classified as: special reserve, environmental protection area, official game reserves, community conservation area, sanctuary, game farm, municipal ecological park.

a) Special reserve

This is a sustainable use protection area in the public domain, delimited and destined for the protection of a particular species of rare flora or fauna that is endemic or endangered, or showing to be in decline, or with recognized cultural and economic value. The special reserve may be of national or provincial interest, depending on the interests it seeks to protect.

The following activities are forbidden in special reserve:

- Hunting, any forestry, agricultural, mining or animal husbandry activity whatsoever;
- Research or surveys, drilling or the construction of embankments;
- All works capable of altering the appearance of the terrain or of vegetation characteristics and of causing water pollution;
✓ All action that by its very nature disrupts the maintenance of ecological processes, flora, fauna and the cultural heritage;

✓ The introduction of any zoological or botanical species either indigenous or exotic, wild or domestic.

Thus, it is prohibited in special reserves to exploit any resources other than resources whose exploitation is permitted by the management plan.

Please note that the presence of man in special reserves is allowed, in accordance with the management plan, provided that this does not threaten the preservation of natural resources and biological diversity. Also allowed is controlled and monitored scientific research of natural resources for area management purposes.

b) Environmental protection area

This is a sustainable use protection area in the public domain, delimited and managed in an integrated manner, where interaction between human activity and nature shapes the landscape with specific and exceptional aesthetic, ecological or cultural qualities, providing important ecological services to its residents and neighbours.

The objectives of this area are:

✓ Ensure the protection and preservation of the environmental components as well as the maintenance and improvement of ecosystems with recognized ecological and socio-economic value;

✓ Maintain a harmonious relationship between nature and culture, protecting the landscape and ensuring traditional forms of land use and the creation and expression of socio-cultural values;

✓ Encourage ways of life and sustainable socio-economic activities in harmony with nature and the preservation of the cultural values of local communities;

✓ Maintain the diversity of landscape and habitat and of associated species and ecosystems;

✓ Prevent and eliminate all forms of incompatible land use and activities that, through their dimension or magnitude, jeopardize the objectives of landscape protection;

✓ Provide outdoor leisure facilities to citizens, while respecting the essential qualities of the protection area;

✓ Contribute to sustainable development at local level, by promoting tourism and participation of local communities in the benefits from these activities.
Natural resources can be exploited in an environmental protection area, in accordance with the integrated development plan.

The environmental protection area may include land areas, lakes, rivers or the sea and other distinctive natural areas. Note that there may be other categories of protected areas within an environmental protection area, such as for example a sanctuary, an official game reserve, a municipal ecological park, etc.

c) **Official game reserve**

This is a sustainable protection area in the public domain, delimited and destined for hunting activities and the protection of species and ecosystems. The right to hunt in these areas is only recognized by means of a concession contract entered into by the State and the operator.

An official game reserve must be managed in accordance to a management plan duly approved by the Ministry of Tourism, on a proposal from the ANAC.

As far as prohibitions are concerned, the law prohibits the practice of any activity likely to compromise the objectives that led to the signing of the concession contract with the State referred to above.

However, the use of forest and wildlife resources by local communities is allowed, provided that it is done in a sustainable manner for subsistence purposes without compromising the objectives of the official game reserve (as indicated above).

Allowed in the official game reserve is the restocking\(^{20}\) of hunting resources, subject to the provisions in national legislation and in the respective management plan.

d) **Community protection area**

This is a sustainable use protection area in the public domain of the community, delimited and managed by one or more local communities that have the right to use and benefit from land, destined for the conservation of flora and fauna and the sustainable use of natural resources.

Community protection areas have the following objectives:

- Protect and preserve the natural resources in the area daily used by the community;
- Preserve natural resources, sacred forests and other sites of historical, religious and spiritual importance and of cultural use by the community;

\(^{20}\) Articles 82 ff. of the RLFFB deal with the restocking of species.
Ensure sustainable management of natural resources with a view to local sustainable development;

Ensure access to and sustainability of medicinal plants with respect to biological diversity in general.

Natural resources in the community protection area are managed in accordance with the rules and customary practices of the local communities, without prejudice to compliance with national legislation.

Licensing of third party resource exploitation activities is to be done with the prior consent of local communities following a consultation process, culminating in the signing of a partnership agreement.

e) Sanctuary

This is an area in the public domain of the State or in the private domain, destined to the reproduction, shelter, feeding and investigation of certain fauna and flora species.

The sanctuary can be demarcated within or outside an already existing protection area.

The restocking of species in sanctuaries is allowed (observing the management plan and the law).

Resources in a sanctuary may be exploited by means of a special license, with the exception of species that are under protection, provided one complies with the management plan or the law. The procedures for licensing shall be established by regulation.

f) Game farm

This is a fenced area in the private domain and intended for fauna and flora conservation, in which the right to hunt is limited to the holder of the land use and benefit right (DUAT) or to those who have permission from the DUAT holder - both the holder of the DUAT and those authorized by him/her need to have the relevant hunting license issued by the competent authority.

The law allows the holder of game farm to:

✓ Establish a balanced exploitation of certain species for meat production and the use of other remains and by-products;

✓ Place animals in captivity, while being responsible for their feeding, health and maintenance;

✓ Own the animals that enter the area;

✓ Buy the animals found in the area from the State;
✓ Restock species, subject to the provisions in the RLFFB\textsuperscript{21} and the management plan.

\textbf{g) Municipal ecological park}

This is a sustainable use protection area belonging to a municipality, for the conservation of sensitive ecosystems within an urban and settlement context.

The creation of these areas aims at:

✓ Protecting crucial nature elements with a view to the ecological balance of the local authority, including wetlands, mangroves, hills, dunes, forest areas;

✓ Protecting and preserving endemic, rare or threatened species and ecosystems;

✓ Preventing arbitrary occupation and uncontrolled and disorderly urbanization of green spaces located in the municipalities;

✓ Contributing to the quality of life of the citizens of the municipality;

✓ Encouraging environmental education, recreation and leisure of the citizens of the municipality as well as ecotourism;

✓ Allowing the regeneration of species essential for the livelihood of the populations;

✓ Encouraging scientific research, especially related to the establishment of education and research.

Note that in these areas the presence of Man is permitted provided it does not jeopardize the objectives of their establishment.

\textbf{5.3 Crossborder conservation areas}

This is an area that crosses one or more borders between States\textsuperscript{22} and consists of conservation areas or other forms of land use contributing to the protection and maintenance of biological diversity and associated natural resources, and that promotes economic development.

The objectives of establishing these areas are:

✓ Regional or international cooperation in managing shared resources;

\textsuperscript{21} Article 82 ff.

\textsuperscript{22} Such as, for example The Limpopo Transnational Park, between South Africa, Mozambique and Zimbabwe.
Pursuing the objectives of each conservation area category integrated in the areas of crossborder conservation;

The implementation of common approaches to the conservation of ecosystems and species in order to maintain connectivity between habitats, vegetation formations and animal populations.

It should be noted that cross-border conservation areas are established by treaty or agreement entered into and approved by State bodies.

6. **Buffer zone**

This is a delimited territorial area around the conservation area, which constitutes a transitional area between the conservation area and the surrounding multiple use area, and whose objective is to control and reduce the impacts of activities that are incompatible with the conservation of biological diversity, both from inside to outside and from outside to inside the conservation area.

The objective of creating a buffer zone is to:

- Establish a buffer zone around a conservation area, which minimizes the pressures of the various human activities;
- Protect water courses and other water sources, thus safeguarding their quality and quantity;
- Promote and maintain the landscape in general and the development of tourism, with the participation of the private sector and local communities;
- Promote environmental education serving as a basis for consolidating an attitude of respect for the activities and needs related to conservation and quality of life;
- Containment of continuous and unplanned urbanization;
- Consolidation of appropriate activities that complement the proposed management plan of the conservation area;
- Extend conservation measures in order to promote the sustainable use of natural resources;
- Provide the function of ecological corridors in order to ensure the upkeep of the biological structure and processes, the connectivity of habitats and the movement of genetic material between conservation areas.

Any activity likely to affect the biotic of the buffer zone is to be previously approved by the Ministry of Tourism and is subject to environmental licensing in terms of the specific legislation.

7. **Activities in conservation areas**
7.1 Pursuing activities in conservation areas

The law allows the pursuit of activities in conservation areas when the need, utility or public interest so require. In addition to the activities allowed in the categories of areas indicated above, the following are included as well:

- Concessions for tourism activities;
- Concessions for hunting;
- Hunting, fishing and exploitation of forest resources;
- The capture of live animals and the harvesting of eggs;
- Beekeeping;
- Scientific research.

Other activities provided for in the management plan may be permitted as well.

7.2 Legislation that applies to activities in conservation areas

The concessions for pursuing tourist activities, hunting, fishing, forestry, beekeeping and scientific research are implemented while obeying specific legislation, permissions and restrictions imposed by the Conservation Act (indicated in the various categories and described in the above points) and the management plan of the conservation area in question.

7.3 Hunting modalities

The hunting modalities are (i) hunting on the basis of a license, (ii) sport hunting and (iii) commercial hunting.

The terms and conditions, the annual quota of hunted wild animals, as well as the hunting instruments allowed in the various modalities referred to are established by a specific ordinance.

a) Hunting on the basis of a simple license

Hunting on the basis of a simple license is done by local communities in sustainable use protection areas and their buffer zones, aiming at own consumption.

Licensing for hunting for local community members is done by local councils in accordance with the customary norms and practices and in coordination with the Ministry of Tourism.

Under the RLFFB the following requirements have to be met in order to obtain a license:
✓ Be at least 18 years of age;

✓ Not suffering from mental disorders or physiological impairments which would pose a risk when hunting; and

✓ A declaration by the applicant that is he not, by law or judicial decision, forbidden to hunt or carry and use firearms.

The hunting license must contain the following data:

✓ The number and date of issue;

✓ The period of validity;

✓ A recent passport photo of the holder;

✓ The full name, date and place of birth;

✓ The nationality and habitual residence of the holder;

✓ The eventual prohibition of possessing and using firearms, and other conditions concerning the holder, imposed by law;

✓ An indication of the licensed species;

✓ The table with observations concerning the holder’s conduct.

b) Sport hunting

Sport hunting is done by national and foreign individuals in official game reserves, game farms and other sustainable use protection areas and in their buffer zones, in accordance with the management plan in question.

The license application for sport hunting is submitted by the concession holder of the official game reserve or game farm on behalf of the hunters involved, in accordance with the quota established for the concession holder and it is addressed to the National Director of Forestry and Wildlife, in accordance with the requirements for official game reserves or game farms.

The application for a hunting license must contain:

✓ The name of the hunter benefiting from the license;

✓ The identification of the concession holder, with reference to the official game reserve or game farm;
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- The legal requirements for the granting of the license (the same conditions for obtaining the simple license referred to above);
- The quota of species awarded for the hunting season in question, or in the case of game farms, the approved management plan;
- An indication of the species one intends to hunt as well as the instruments and means to be used in hunting and responsible hunting guide.

c) **Commercial hunting**

Commercial hunting is done by natural or legal persons in game farms in order to obtain remains or trophies to be marketed, and is based on the breeding of wild animals in terms of the conservation act.

d) **Hunting in defense of personas and property**

Is permitted hunting in defense of persons and property against current or imminent attacks by wild animals when scaring or capture is not possible.

This mode must be exercised promptly after the knowledge of the facts, the specialized brigades of the State or the private sector and by duly authorized local communities.

É permitida a caça em defesa de pessoas e bens, contra ataques actuais ou iminentes de animais bravios quando não seja possível o afugentamento ou captura.

Esta modalidade deve ser exercida prontamente após o conhecimento dos factos, pelas brigadas especializadas do Estado ou pelo sector privado e pelas comunidades locais devidamente autorizadas.

7.4 **Instruments and means for hunting**

The use of means and instruments that result in the taking or indiscriminate felling of species or individuals, such as burning, explosive, ties, mechanical traps, toxic, poisonous and automatic weapons

É proibida a utilização de meios e instrumentos que resltem na apanha ou abate indiscriminado de espécies ou indivíduos, tais como queimadas, explosivos, laços, armadilhas mecânicas, substâncias tóxicas, venenosas e armas automáticas.

7.5 **Closed seasons**

Refers to the period during which it is forbidden to slaughter or fishing for certain species.

The conservation law refers the definition of governing the closed periods.
The RLFFB establishing a general closed season for the logging of native species from 1 January to 31 March.
Refere-se ao período durante o qual é vedado o abate ou pesca de determinadas espécies.

A lei de conservação remete a definição dos períodos de defeso à regulamentação.

O RLFFB\textsuperscript{23} estabelece um período de defeso geral para a exploração florestal de espécies nativas de 1 de Janeiro à 31 de Março.

\section*{7.6 Concessões for hunting}

The conditions for the realization of hunting in the official game reserves, wild farms will be made below in paragraph 8.3, Below.

A atividade cinegética é a atividade de caça. As condições para a realização da caça nas coutadas oficiais, fazendas de bravio serão apresentadas adiante, no nº 8.3., abaixo.

\section*{8. Management of conservation areas}

\subsection*{8.1 The different uses}

The uses made of or the activities undertaken in a conservation area shall be in accordance with the Conservation Act and its regulations, or with the management plan.

The uses compatible with the area may be subject to direct authorization by the administration of the area, if so provided for in the management plan. Authorization requests coming from other state bodies require the opinion of the administration of the area, which is binding.

Note that uses incompatible with the purpose of the conservation area are not included in the respective ordinance and must be removed as a matter of urgency

\subsection*{8.2 Management rules}

It is incumbent upon the administration of the area to safeguard the values underlying the creation of the area, maintain its environmental quality and, as far as possible, restore the environment.

The management of conservation areas is obliged to:

\begin{itemize}
  \item Pay more attention to cataloged species within a conservation area with a view to the recovery of its population and the elimination of threat factors;
\end{itemize}

\textsuperscript{23} Cfr. Article 13, Nr. 1.
Ensure that natural resources, wherever these are located, are used in a controlled and sustainable manner;

List the varieties of crops and native animal species that can be found in the conservation area (especially when their survival is threatened);

Manage the area in collaboration with the local communities and encourage and support the activities that, being compatible with its conservation, contribute to the improvement of the quality of life of the local communities.

### 8.3 Management plan

This is a technical document that establishes the framework and the rules that must govern the use and management of natural resources, including the establishment of the infrastructure needed to manage the area.

The management plan must include:

- The management objectives and timeline;
- The classification of the area and its geographical limits and the map of the area along with its zoning, if applicable;
- The uses that are considered prohibited and those subject to authorization in accordance with the protection needs of the area;
- The urban provisions, architectural standards and complementary protection measures;
- Guidance for the management of natural resources and eventual measures to restore the environment or species in a critical situation;
- Infrastructure and measures supporting traditional activities and other improvements of the living conditions of the local population;
- The rules governing visits of the area, where appropriate the safety of visitors, the information and interpretation of nature and, in general, the public at large;
- The facilities and infrastructure necessary for the management of the area;
- The special plans that must be prepared to address in detail any aspect of infrastructure or management needs for the area;
- The studies needed for a better knowledge of the area, including the monitoring of environmental and user conditions necessary to support the management and the economic projection of the corresponding investments, if any;
The system for managing and involving partners.

The management plan must cover the conservation area, its buffer zone, including measures aimed at promoting its integration in the economic and social life of the local communities.

As a transitional measure, while there is no management plan or while it is being prepared, the conservation area can be managed by means of a management intention statement, which shall include a description of the values of the significant natural and cultural resources existing in the area and a proposal for its management and use.

Note that the management plan has the same legal force as the environmental management plan and the land-use plan.

9. Recuperation and restoration of biological diversity

The general criterion defined by law for the recovery and restoration of biological diversity:

✓ Reforestation, preferably of dunes, the foot and slopes of mountains, valleys and other sensitive areas, catchment areas and fragile ecosystems;

✓ Restocking of wildlife in accordance with the previously approved management plan and in compliance with the relevant legislation.

It should be noted that the transformation of a degraded zone for other purposes of use is not allowed in conservation areas. The zone in question must be restored to its previous condition.

10. Management of endangered species

10.1 Endangered flora and fauna species

It is incumbent upon the State to promote research and investigations concerning the state of biological diversity in the country, in order to provide information for decision-making with respect to the management of species.

The list of protected species and species whose use is permitted should be established by specific decree. See the attached list of endangered species.24

Note that this list is outdated, given that many animals, especially birds, are not included in this list.

10.2 Import and export endangered species

24 Cfr. Article 43, Nr. 5 of the RLFFB.
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The import and export system for endangered species is established by Ministerial Ordinance Nr. 271/2004 of 31 December (Annex 2).

The specimens provided for in Appendix I\(^{25}\) may be imported by observing the following requirements:\(^{26}\)

- Issue of an import license by the competent administrative entity of Mozambique;
- Presentation of an export or re-export permit issued by the competent authority of the exporting country.

The import of specimens provided for in Appendix II\(^{27}\) only requires an export permit, or a re-export certificate issued by the exporting country. The import of Appendix III\(^{28}\) specimens requires the presentation of a certificate of origin issued by the administrative authority of the exporting country.

Re-exporting specimens (of Appendices I and II) requires a re-export certificate issued by the national administrative authority. Live specimens listed in Appendix I also require a prior import permit issued by the competent authority of the country of destination.

The export of specimens of Appendices II and III requires an export license issued by the national authority ANAC.

The introduction of specimens of Appendices I and II from the sea requires a certificate by the ANAC stating that the specimen in question does not originate in national territorial waters.

Note that the national administrative authority shall only issue export or import licenses of specimens of species listed in Appendices I and II if the import or export of such specimens is not considered detrimental to the survival of the species. The same applies to the issuance of certificates for specimens of Appendices I and II.

11. Population resettlement

When the presence of populations is incompatible with the legal status of the conservation area or impedes proper management, the state can opt for resettlement. The people involved in resettlement must be guaranteed living conditions better than or equal to those they enjoy in the area they live in, accompanied by fair compensation measures for the promotion of livelihoods.

The population resettlement process should involve consultation / participation of representatives


\(^{26}\) Cfr. Article 3 of Diploma Ministerial Ordinance Nr. 271/2004 of 31 December.

\(^{27}\) Cfr. Convention on International Trade in Endangered Species, ratified by Resolution Nr. 20/81 de 30 de December.

\(^{28}\) Idem.
12. Fees

The access to and use of natural resources require the payment of fees. These payments are intended to compensate the conservation efforts by the ecological services of the conservation area.

The Council of Ministers shall determine the values of the above fees, and of those for licenses issued for undertaking activities and other authorizations, including surcharges for restocking.

Local communities shall receive percentages of the values from the fees for access to and use of resources. These values shall be fixed by the Council of Ministers at a level not less than 20%.

Note that local communities are exempt from the payment of fees for the use of natural resources, provided that they use these for non-commercial purposes and in areas where such activities are permitted.

13. Inspection

The protection, conservation, preservation, sustainable use, transportation and upkeep of resources existing in protected areas are subject to inspection.

The inspection of conservation areas is carried out by State inspectors, community workers and sworn inspectors, including the defense forces and the State security services.

14. Violations and penalties

The following violations are punishable by a fine of 1 to 10 minimum civil service salaries:

- Storing, transporting or marketing of natural resources in conservation areas without authorization or in violation of the legally established conditions;

- Receiving existing resources in conservation areas without documentary evidence of the authorization of the seller or carrier;

- The illegal transport of animals that are hidden so as not to recognize their sex and species.

The following violations are punishable by a fine of 11-50 minimum civil service wages:

- The legal exploitation of natural resources in conservation areas;

- Conducting archaeological or other works in conservation areas without permission of the competent authority;
The import or export of resources without a license or violating the conditions established by law;

The abandonment of forest, wildlife or fishing products that are subject to licensing;

Any acts that disturb natural or cultural resources in conservation areas.

Violations punishable by a fine of 50 to 100 minimum civil service wages are the illegal exploration, storage, transport or marketing of species from the list of protected species in the country.

15. FAQs (Frequently Asked Questions)

The sequel indicates some questions that we consider to be among the most important and most frequently asked about the Conservation Act:

1. What is the scope of the Conservation Act?
   A: The Conservation Act applies to the natural resources in the country, including the waters under national jurisdiction. It also applies directly or indirectly to public or private entities linked to conservation areas.

2. Are violations and penalties restricted to the system of conservation areas only? Example: suppose an elephant is slaughtered outside a conservation area, how is this act dealt with?
   Or: if an offender is caught with trophies outside a conservation area, how is this dealt with?
   A: The law does not clearly make such a restriction. However, a protected species, independent of whether it is found outside a conservation area, benefits from the protection offered by the Conservation Act. The same applies to trophies caught outside a conservation area.

3. Does one have to prove the provenance of material from a conservation area in order to be able to apply the Conservation Act?
   A: The law is silent in this regard. We believe that in the case of protected species (which are clearly originating from a conservation area) there is no need to prove their origin. However, considering that there are species not on the list of protected species, the carrier should prove the origin of seized material of this nature.

4. Is the buffer zone part or not of the national network of conservation areas?
   A: The national network of conservation areas consists of conservation areas. However, the law does not classify the buffer zone as a conservation area. According to this logic, the buffer zone is not part of the national network of conservation areas.

5. How does the Conservation Act apply to buffer zones?
   A: The Conservation Act sets standards for the creation, modification and termination of buffer zones. Note that any activity that might affect the biotic of the buffer zone must be approved by the ANAC, which is the implementing and managing agency of conservation areas - which means an application of the Conservation Act.
16. Coordination with sector legislation

As can be seen from the previous text, particularly section 3.2 of this manual, the Conservation Act is not the exclusive instrument governing biodiversity issues, there are other legal instruments dealing with the same subject, which play an important role by complementing the Conservation Act.

17. Annexes

1. Law Nr. 16/ 2014 of 20 June.

18. Bibliography

1. Manuals and internet sites

2. Legislation
   - Constitution of the Republic of Mozambique, 2004;
   - Law Nr. 21/ 2014 of 18 August, called the Petroleum Law;
   - Law Nr. 20/ 2014 of 18 August, called the Mining Law;
   - Law Nr. 16/ 2014 of 20 June, called the Conservation Act;
   - Law Nr. 22/ 2013 of 1 November, called the Fisheries Law;
   - Law Nr. 19/ 2007 of 18 July, called the Land-Use Planning Law;
   - Law Nr. 4/ 2004 of 17 June, called the Tourism Law;
   - Law Nr. 10/ 99 of 7 July, called the Forestry and Wildlife Law;
   - Law Nr. 20/ 97 of 1 October, called the Environmental Law;
   - Law Nr. 19/ 97 of 1 October, called the Land Law;
   - Law Nr. 4/ 96 of 4 January, called the Law of the Sea;
   - Law Nr. 16/ 91 of 3 August, called the Water Law;
   - Decree Nr. 16/ 2013 of 26 April, which approves the Regulations on International Trade in Endangered Species of Wild Fauna and Flora;
   - Decree Nr. 9/ 2013 of 10 April, amending Decree Nr. 11/ 2011 of 25 May concerning the ANAC;
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- Decree Nr. 31/2012 of 8 August, which approves the Regulations on the Resettlement Process as a Result of Economic Activities;
- Decree Nr. 25/2011 of 15 June, approving the Regulations on the Environmental Audit Process;
- Decree Nr. 16/2007 of 10 April, which approves the Organic Statute of the Marine and Coastal Environment Research Center;
- Decree Nr. 45/2006 of 30 November, which approves the Regulations on the prevention of pollution and the protection of the marine and coastal environment;
- Decree Nr. 45/2004 of 29 September, with the changes introduced by Decree Nr. 42/2008 of 8 November, which approves the Regulations on the Environmental Impact Assessment Process;
- Decree Nr. 43/2003 of 10 December, with the changes introduced by Ministerial Ordinance NR. 4/2013 of 7 January, which approves the General Regulations on Marine Fisheries (REPMAR);
- Decree Nr. 12/2002 of 6 June, with the changes introduced by Ministerial Ordinance Nr 293/2012 of 7 November, Nr. 57/2003 of 28 May and Nr. 96/2003 of 30 July, and Decrees Nr. 30/2012 of 1 August and Nr. 11/2003 of 25 March, which approves the Regulations of the Forest and Wildlife Law;
- Decree Nr. 66/98 of 8 December, with the changes introduced by Decree Nr. 50/2007 of 16 October 2007, which approves the Land Law Regulations;
- Ministerial Ordinance Nr. 1/2006 of 4 January, which establishes the rules for the application of fines and other penalties provided for in environmental legislation;
- Ministerial Ordinance Nr. 17/2001 of 7 February, which establishes the mechanisms of the transition process of conservation areas for tourism purposes to MITUR, in accordance with paragraphs 1 and 2 of Article 4 of Presidential Decree Nr. 9/2000 of 23 May;
- Dispatch of the Minister of Fisheries of 23 April 2002, which prohibits the fishing of coral and ornamental fish in waters under the jurisdiction of Mozambique and the acquisition, transport, handling, processing and marketing of coral and ornamental fish;
- Resolution Nr. 8/2014 of 13 June, which approves the Organic Statute of the ANAC;
- Resolution Nr. 22/2012 of 28 December, which approves the Organic Statute of MITUR;
- Resolution Nr. 8/2012 of 13 April, which grants the status of Public Utility to BIOFUND;
- Resolution Nr. 45/2003 of 5 November by the Council of Ministers, concerning the adherence of the Republic of Mozambique to the Convention on Wetlands of International Importance, especially those that serve as habitat for water birds, and to the respective Paris Protocols;
- Resolution Nr. 17/96 of 26 November by the Assembly of the Republic, which ratifies the Convention for the protection, management and development of the marine and coastal environment of the eastern region of Africa and its Protocols, entered into in Nairobi on 21 June 1985;
- Resolution Nr. 2/94 of 24 August by the Assembly of the Republic, which ratifies the UN Convention on Biological Diversity of 5 June 1992;
- Resolution Nr. 20/81 of 30 December by the Council of Ministers, which approves the adherence of the Republic of Mozambique to the Convention on International Trade in Endangered Species of Wild Fauna and Flora;
- Resolution Nr. 68/2009 of 29 December, which approves the Human/Wildlife Conflict Management Strategy;

SAL & Caldeira, Lda.
Resolution Nr. 63/2009 of 2 November, which approves the Conservation Policy and its Implementation Strategy;
Resolution Nr. 8/97 of 1 April, which adopts the Forestry and Wildlife Development Policy and Strategy;
Resolution Nr. 10/95 of 17 October, which approves the National Land Policy;
Resolution Nr. 7/95 of 8 August, which approves the National Water Policy;
Resolution Nr. 5/95 of 3 August, which approves the National Environmental Policy.

3. **Other references**

- Seminar on Poaching, held at the Attorney General’s Office, on 22 and 23 September 2014.