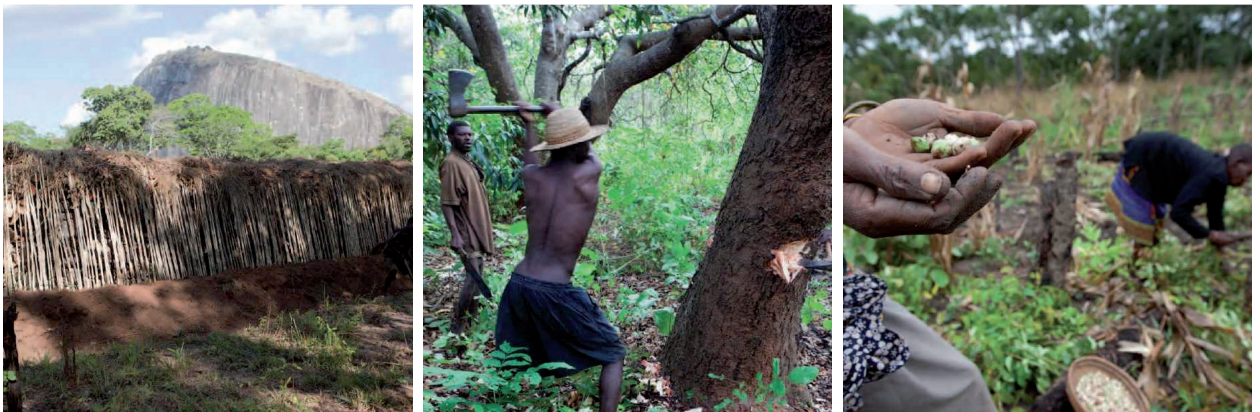

South-South REDD

A Brazil–Mozambique initiative for Zero Deforestation with Pan-African Relevance

6 November 2009 to 31 August 2012

Final Report



Isilda Nhantumbo



With thanks to the Norwegian Government, which funded this initiatives, and all partners that collaborated in this endeavour, particularly the Ministry for Coordination for Environmental Affairs (MICOA), the Ministry of Agriculture (MINAG) through the National Directorate of Lands and Forests (DNTF), the Faculty of Agronomy and Forestry Engineering of Eduardo Mondlane University (UEM), national NGO Centro Terra Viva (CTV), Foundation Sustainable Amazonas (FAS) from Brazil and the consultancy company INDUFOR.



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Last but not least, we would like to thank those who participated in the consultations and responded to the questions during the various studies, bringing to the process the voices of land users and those who make decisions at local level.

Mozambique’s process was considered ‘best practice’ by the technical advisory panel of FCPF.

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List of Acronyms

ADEL	Association for Local Development
CDS	Centre for Sustainable Development
CIFOR	Centre for International Forestry Research
COGEP	Council for Participatory Forest Management
COP	Conference of the Parties
CTA	Confederation of Private Sector Associations
CTV	National NGO working on environmental research and advocacy
DEF	Department of Forestry Engineering
DNGA	National Directorate of Environmental Management
DNTF	National Directorate of Lands and Forests
DPA	Provincial Directorate of Agriculture
DPCA	Provincial Directorate of Environment
DUAT	Land use and improvement right
FAEF	Faculty of Agronomy and Forestry
FAS	Foundation for Sustainable Amazonas
FCPF	Forest Carbon Partnership Facility
GEE	Greenhouse gases
IIAM	Mozambique Institute for Agrarian Research
IIED	International institute for Environment and Development
INDUFOR	Consultancy company based in Finland
iTC	Community Land Initiative
JICA	Japanese International Cooperation Agency
MICOA	Ministry for Coordination of Environmental Affairs
MINAG	Ministry of Agriculture
NGO	Non-Government Organization
ORAM	Local NGO for community rights and enterprise associations
RADEZA	Network of NGOs working in Zambezia province
REDD+	Reduction of emissions from deforestation and forest degradation, conservation, sustainable forest management and enhancement of carbon stocks
UEM	Eduardo Mondlane University
UNEP	United Nations Environment Programme
UN-REDD	United Nations REDD Programme

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Summary

A memorandum of understanding between the government of Mozambique through the Ministry for Coordination of Environmental Affairs (MICOA) and the Foundation for Sustainable Amazonas (FAS) signed in 2009 laid the ground for a multi-partner collaborative initiative designated South–South REDD: A Brazil–Mozambique Initiative for Zero Deforestation with Pan-African Relevance. The aim of this initiative was to create the conditions under which Mozambique is able to embark on the implementation of REDD+.

The initiative pursued the following specific objectives:

- i) Facilitating steps towards the design of a national REDD strategy for Mozambique through an inclusive and participatory process.
- ii) Supporting the preparation of the readiness preparation plan (RPP) for submission to the Forest Carbon Partnership Facility managed by the World Bank.
- iii) Strengthening technical, institutional and legal capacity within the scope of REDD.
- iv) Conducting viability studies to identify potential areas to implement zero deforestation demonstration projects, reforestation, and incentives for communities to embark on sustainable forest management and natural resource management in general.

The initial duration of the project was for one year starting in November 2009. However, subsequent addenda were signed in December 2010 and December 2011 with the purpose of first ensuring the completion of the road map for development of the strategy and readiness plan following as thorough a consultative process as possible and, second, to ensure that testing of REDD+ began in the identified pilot project areas. The South–South REDD+ initiatives therefore ran to the end of August 2012.

The key accomplishments of the project include:

- Draft national REDD+ strategy widely discussed and forming the basis for a fully-fledged strategy to result from implementation of the readiness preparation plan by 2015.
- REDD+ RPP approved in March 2012 in the Forest Carbon Partnership Facility held in Paraguay. This followed one informal submission in August 2011 and formal submission in January 2012. Compared to the many interactions that RPP have gone through in other countries, it was a remarkable achievement for Mozambique.
- The consultative process that involved more than 1,500 people of all ten provinces including district representative and communities. More than 200 people were directly involved in training on various aspects of REDD+.
- The paper on scope and scale of REDD+ formed the basis for analysis of the implications of various options for reducing emissions and for making the right decision for Mozambique. This paper has just been published (in Portuguese).
- Review of methodologies for setting reference levels and monitoring, reporting and verification systems in Mozambique. It was important to have the initial analysis of existing information, requirements and gaps. This work is being reviewed and will be published in Portuguese in 2013.
- Unpublished provincial studies on drivers of deforestation and degradation including Maputo, Gaza, Sofala, Tete, Manica, Niassa and Nampula formed the basis for the discussion on strategic actions in the RPP (all studies in Portuguese). This was also complemented by analysis of information management systems at the Provincial Services of Geography and Cadastre and inconsistencies and gaps were identified, suggesting that Mozambique has to invest in such systems. Systematic and methodical collection and compilation of data on land use and allocation as well as inventory data is necessary to inform the establishment of the reference level and for monitoring changes in emissions and impacts on biodiversity. This task was carried out by the Department of Natural Resources Assessment of the National Directorate of Lands and forests (DNTRF), which is responsible for collecting and compiling information at national level, and gave the department's personnel involved an insight into the problems associated with data collection – and the shortage of information compiled at central level.
- The process above resulted in identification of key potential pilots: (i) **Gaza:** *how does the '+' in REDD+ work to address*

energy needs and agriculture productivity? – a site to examine efficient biomass production and use, alternative energy sources and agroforestry. (ii) **Manica:** *can REDD+ benefits compensate for the opportunity costs associated with changing commercial agriculture?* – a site to assess sustainable intensification of cash crop production in order to reduce threat to forest reserves. (iii) **Sofala:** *can REDD+ move beyond carbon credits to pay for other ecosystem services?* – a site to examine benefit-sharing mechanisms of tourism revenue in protected areas, and to test payments for watershed management. (iv) **Nampula:** *can changes in agriculture support REDD+; and what are the costs and benefits of restoring degraded areas?* – a site to evaluate sustainable intensification of cash crops, market-based incentives for sustainable timber harvesting, efficient technology for biomass energy, and the usefulness of tree planting and fire management in restoring degraded forests. (v) **Niassa:** *how can communities play a role in, and benefit from, large forest plantations for REDD+?* – a site to explore existing partnerships and test new ones between local communities and private companies or government authorities, and to expand community-based natural resource management. (vi) **Zambézia:** *how can forest degradation associated with unsustainable logging and fire be monitored and verified?* – a site to explore what type of information management system would deliver effective monitoring, reporting and verification, looking in particular at fire management, community-based management and conservation, and sustainable intensification of agriculture. Combined, the six sites cover the range of drivers of deforestation and forest degradation that REDD+ should address in the country.

- FAS produced a guide on participatory planning of REDD+, providing insights on the approaches used to engage with the target groups (in Portuguese).
- The University of Edinburgh used Alos Palsar satellite imagery of 2007–2010 to analyse the changes in carbon stocks during this period and associated drivers. This report has been submitted for peer review for publication in a journal and a briefing paper was produced.
- Several briefing notes were produced during the process:
 - ◆ REDD+: pronto para envolver o Sector Privado? – REDD+ Ready for private sector engagement? (Portuguese and English)
 - ◆ Além da retórica: colaboração Sul-Sul para o REDD+ – Beyond the Rethoric: South-South Collaboration for REDD+ (Portuguese and English)
 - ◆ 'His' REDD+ and 'Her' REDD+: how integrating gender can improve readiness. (Portuguese version to be published in 2013)
 - ◆ Understanding carbon loss and potential interventions in Manica, Mozambique (Portuguese version to be published in 2013)
 - ◆ Getting REDD-ready: two models of coordination and engagement from Africa (will be translated into Portuguese and Kiswahili)
 - ◆ Reflect and Act – Deep REDD+: lessons from a South–South–North collaboration. (Portuguese and English, Reflect and Act series)

Three hundred copies of each policy brief are printed in English and five hundred in Portuguese. The first covers a wider audience internationally including Mozambique; the latter is aimed mainly at nationwide distribution including all provinces and districts as well as sharing with the Brazil partner, FAS.

Although initially the project also intended to test implementation of REDD at subnational level using the experience of Bolsa Floresta in Brazil, this has not been possible. One of the key constraints was the source of funding for payments to households and communities for reducing emissions and lack of clarity on how these payments could actually be linked to performance. Instead, the Brazil experience was shared with MICAIA Foundation based in Manica, an institution which, with the participation of the private sector and local communities, implements inclusive business models to develop economic opportunities while contributing to conservation of natural resources inside and outside protected areas.

In addition, institutional challenges regarding the leadership of the process, in particular the management of the project resources (reporting and accountability to the signatory of the contract with the embassy) as well as management challenges associated with spreading thinly the resources and working with new partners without knowledge of the robustness of their financial management systems, resulted in downscaling implementation of the testing activities in particular (i) the gathering of information on community organizations in Nampula and Manica; (ii) the survey of land users across all economic activities (private sector, communities and government) to assess the socioeconomic situation of Mecuburi district in Nampula; and (iii) the assessment of land cover, drivers of deforestation and carbon stocks in Mecuburi-Nampula. While initially extending the work to Nampula was considered important in addressing the multiple drivers of deforestation in this area, which include subsistence and commercial agriculture (large and small), biomass energy, logging and large-scale industrial plantations, it was later realized that starting multiple REDD+ initiatives in the country might result in spreading meager resources in a way that might not produce the impact expected – that is, generating credible information to inform the national REDD process.

It was this realization that changed the focus on testing to a larger, subnational unit, the Beira Corridor, which encapsulates the diversity of resources and variety of competing land uses, hence offering a more realistic landscape in which to test the opportunities and challenges of REDD+ implementation. This shift of focus meant that not all resources for Addendum II (signed in December 2011) could be used. The reflection was, however, important in paving the way for the Norway-supported project on testing REDD+ in the Beira Corridor of Mozambique, which includes the provinces of Manica, Sofala and Zambézia. The drivers addressed are those identified in the pilot projects described above.



Signature of the memorandum of understanding between the Government of Mozambique and the Foundation for Sustainable Amazonas (FAS). Photo taken by FAS

1 Introduction

South–South collaboration on REDD has been hailed as key to sharing knowledge and experience on what works or does not in order to promote cross-learning and capitalizing on what has worked elsewhere and to adjust to other contexts. However, as observed in the context of implementing this project, it is not about copying and transferring models from one country to another, in this case from Brazil to Mozambique, but rather to interrogate the conditions and context in which the models works and to adopt elements that can be replicated.

The collaboration between Mozambique and Brazil was governed by a memorandum of understanding on ‘South–South REDD: A Brazil–Mozambique Initiative for Zero Deforestation with Pan-African Relevance’ signed in 2009 between the government of Mozambique through the Ministry for Coordination of Environmental Affairs (MICOA) and the Foundation for Sustainable Amazonas (FAS). The Ministry of Agriculture, through the National Directorate of Lands and Forests, was also a key partner in the collaboration that shared the coordination role of the initiative together with MICOA. The aim of this initiative was to create the conditions under which Mozambique is able to embark on the implementation of REDD+.

The partnership included other institutions mainly responsible for providing technical inputs. The International Institute for Environment and Development (IIED) provided the technical leadership with Eduardo Mondlane University, Centro Terra Viva (a local NGO) and INDUFOR.

The government of Norway provided a total of £974,710 for the implementation of this initiative. This corresponds to three contracts signed in 2009 (£389,109); 2010 (£360,688) and 2011 (£224,913).

The initiative pursued the following specific objectives: (i) Facilitating steps towards the design of a national REDD strategy for Mozambique through an inclusive and participatory process. (ii) Supporting the preparation of the RPP to the World Bank. (iii) Strengthening technical, institutional and legal capacity within the scope of REDD. (iv) Conducting viability studies to identify potential areas for implementing zero deforestation demonstration projects, reforestation, and incentives for communities to embark on sustainable forest management and natural resource management in general.

Addendum I aimed at: (i) Conducting broad-based consultations at provincial level on the draft national REDD strategy, both in the three provinces completely untouched by the design consultations (Cabo Delgado, Inhambane and Manica) but also in the other seven remaining provinces. (ii) Publishing and distributing the draft national REDD strategy together with an information pack on REDD and a policy briefing note on the main components of the strategy for use in the consultations and, more broadly, by institutions across the country. (iii) Training of staff at provincial level – on REDD, MRV (monitoring, reporting and verification), proposed payment mechanisms, etc. This would involve planning five day-long training sessions starting with Manica, Zambezia, Nampula and Gaza. (iv) Technical inputs on satellite GIS possibilities for MRV, with a focus on producing example deforestation or degradation maps of highly threatened areas in potential pilot sites – but also inputs about longer-term data acquisition requirements and permanent sample plots at field level.

Finally Addendum II had the objective of starting to create baseline information for piloting REDD+ in at least two pilot areas in Manica and Nampula. The end result was a set of viable interventions to reduce emissions from land use and land use change. The activities included (i) Certification of land and carbon rights through the process of demarcation and issuing of land use and development rights (known as DUAT) in Manica. (ii) Development of community organizations for REDD+ implementation in Nampula and Manica. (iii) Survey land users across all economic activities (private sector, communities and government) to assess the socioeconomic situation of Mecuburi Ddstrict in Nampula. (iv) Assess land cover, drivers of deforestation and carbon stocks in Mecuburi-Nampula.

In general, the funding allowed the establishment and running of a multi-stakeholder institution comprising national and international institutions, government and non-government as well as academia. This was essential for designing and implementing a robust road map that established the necessary steps for REDD+ process at national level. Contact with Brazil also enabled the exchange of knowledge regarding local-level planning tools for REDD+. This was particularly tested in Manica province. The making of the REDD+ readiness preparation proposal (RPP) was a key milestone in the process of implementation of South–South collaboration in particular marking the role of the technical support to government. Mozambique’s RPP was formally submitted to the Forest Carbon Partnership Facility in January 2012 and approved in March the same year. As a result, the country has the opportunity to access USD 3.8 million to implement the readiness process that should result in establishing the country’s REDD+ strategy, the policy and institutional framework, and the reference level and monitoring systems for emissions reduction and other co-benefits.

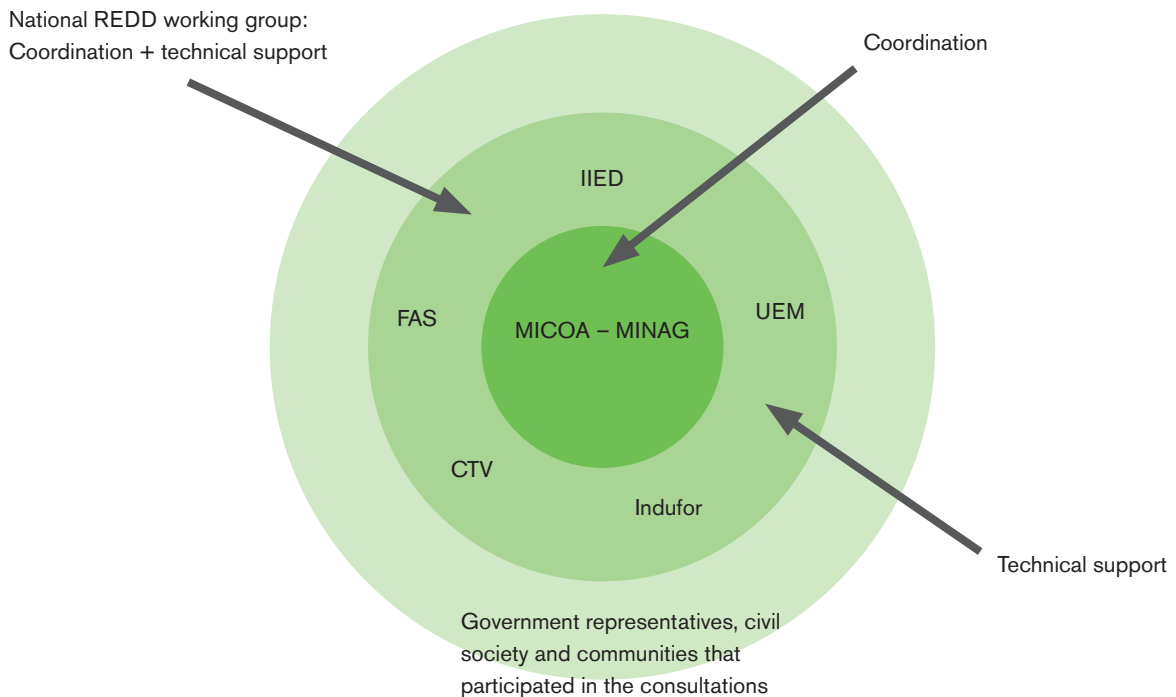
2 The process

2.1 The REDD working group

The process of implementation of REDD+ in Mozambique was coordinated by the Ministry for Coordination of Environmental Affairs (MICOA) and the Ministry of Agriculture (MINAG) with involvement of the Brazil partner, Foundation for Sustainable Amazonas (FAS). As the main beneficiary of this initiative the government played a key role, ensuring inter-institutional coordination at national and provincial level, which was critical to the initiative's successful completion, including the involvement of personnel in the various activities. IIED was entrusted with signing the contracts with the government of Norway, running the project finances and providing technical coordination to the process. This was done in close collaboration with Eduardo Mondlane University. CTV, a local NGO, played an important role in the process of consultations while INDUFOR provided specific inputs relating to linking the REDD+ process with wider climate change and the support that Finland provides to the forestry sector in Mozambique.

The REDD+ working group was established following a stakeholders' meeting held in 2009 (Figure 1).

Figure 1. The composition of the national REDD working group



At provincial level all activities related to conducting research, consultation and training involved representatives of government, in particular the Provincial Directorates for Coordination of Environmental Affairs (DPCA) and the Provincial Directorates of Agriculture (DPA). Other government agencies representing different sectors including the district level and the private sector, NGOs and academic institutions were also engaged as and when deemed appropriate.

Japan International Cooperation Agency (JICA) and the World Bank became key players in 2011, in particular following the agreement between the Japanese and the Mozambique government to support capacity building for the development of monitoring, reporting and verification systems. The World Bank gave a push to the informal submission of the RPP to the Forest Carbon Partnership Facility (FCPF), which paved the way for subsequent approval in early 2012.

The readiness preparation plan (RPP) suggested that this interim coordination institution be replaced by a national REDD+ unit to be based at MICOA and jointly run with MINAG, supported by a multidisciplinary technical committee. The government is in the process of establishing the unit and has designated the official national REDD+ coordinator and a technical advisor.

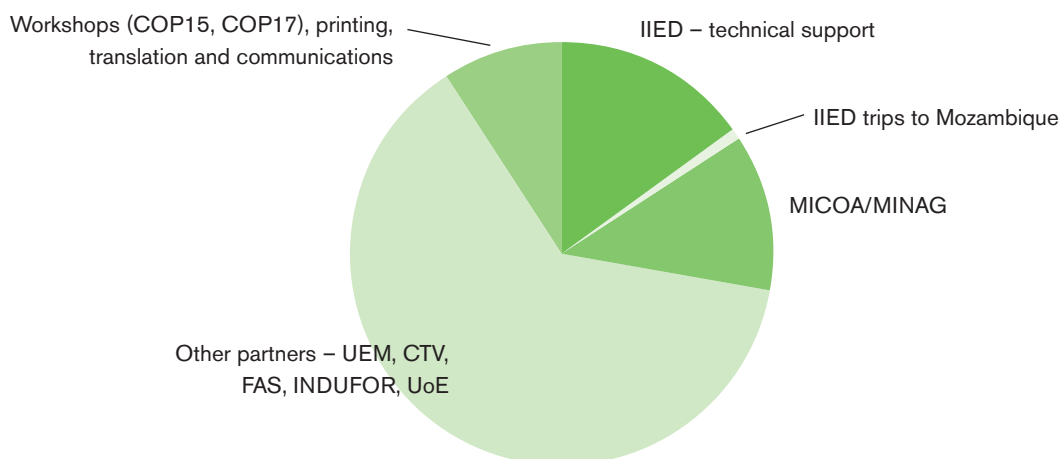
2.2 The finances

As previously indicated IIED was responsible for managing the financial resources provided by the government of Norway through its embassy in Maputo. The main costs associated with IIED input included the direct engagement in the development of the scope and scale of REDD+ in Mozambique; drafting terms of reference for all institutions involved, including engagement of consultants from Eduardo Mondlane University (UEM) and MICOA and MINAG personnel in research; designing the consultation programme in coordination with other institutions; and facilitating the meetings and consultation undertaken in the course of the project. In addition, IIED undertook the editing and publication of the printed material produced during the project's implementation.

One of the key questions that some government officials asked was how many resources were being used by IIED. As can be seen in Box 1, 16 per cent of the total budget of the project was allocated to IIED's technical inputs as well as travel to Mozambique. Nearly 12 per cent was allocated to MICOA and MINAG for travel to consultation meetings in the provinces and expenses of meetings in Maputo; about 9 per cent covered international travel to Brazil and to Conference of Parties (COPs) for all partners involved in those activities; while nearly 63 per cent covered the technical activities undertaken by UEM, the Foundation for Sustainable Amazonas (FAS), a Mozambique NGO, Centro Terra Viva (CTV), University of Edinburgh and private Finnish consultancy company INDUFOR. The percentage of resources allocated to partners includes the cost of technical support and financing of activities such as consultation and training.

Box 1 Signed contracts with the Norwegian embassy in Maputo

	November 2009	December 2010	December 2011	Total
	Pounds	Pounds	Pounds	Pounds
Value of the contract	389109	360688	224913	974710
IIED – technical support	37136	47033	65063	149232
IIED trips to Mozambique	7800	3765	7200	10965
MICOA/MINAG	65750	32000	15000	112750
Other partners – UEM, CTV, FAS, INDUFOR, University of Edinburgh	249273	244500	116400	610173
Workshops (COP15, COP17), printing, translation and communications	29150	33390	21250	83790



Some of the finances allocated to MICOA and MINAG in the latter part of the initiative aimed to strengthen their working capacity; MICOA acquired laptops to aid the work conducted by the personnel of both institutions.

2.3 The road map: inclusiveness, national priorities and FCPF guidelines

The road map developed for implementation of REDD+ in Mozambique contemplated undertaking five meetings by September 2010 to discuss firstly, the deforestation rate and options for developing reference levels and setting monitoring, reporting and verification systems; secondly, the scope and scale of REDD+ in Mozambique; thirdly, the options for consultation; fourthly, the options for payment mechanisms; and finally, the institutional arrangements. See details in the first report of the project.

However, this plan was changed when the Minister of Environment urged the team to work towards developing information on what REDD+ is and the implications for the country, as well as proposing a national REDD+ strategy. The understanding was that policymakers needed to be involved early in the process and that the country needed to develop guidance for the process. The team was back at the drawing board, to devise a process that would meet the immediate needs of government as well as follow closely the requirements and guidelines of the Forest Carbon Partnership Facility (FCPF). All steps focused on delivering a consultative process, the changes in its rationale and its schedule being discussed in the second project report. In a nutshell, the new deadline set for the draft strategy was August 2010.

As such the following key studies were undertaken and used to inform the consultation. The studies included:

- Scope and scale of REDD+ by Isilda Nhamumbo of IIED. This discussed and provided the rationale for REDD+ including analysis of policy and institutional frameworks and past experience in tackling deforestation and forest degradation.
- The reference level and monitoring, reporting and verification, which discussed the different levels of complexity in estimating stocks of carbon and change as a result of use and management. Tier 1, Tier 2 and Tier 3 applicability were discussed, taking into account the existing inventory data compiled by DNTF and research conducted by UEM for over a decade. The work was conducted by Professor Almeida Siteo and Engineer Benard Guedes of the Faculty of Agriculture and Forestry Engineering (FAEF).
- A brief outlining the best practices in consultation processes, which was prepared by Alda Salomao of IIED. This was shared with stakeholders at the beginning of the consultation process in February 2010.
- Thais Megid from FAS contributed to the consideration of the Brazil experience of REDD+ implementation in the Amazon State including the public–private partnership that contributes to generating finances for the initiative, the incentive packages and the activities promoted. The Director of FAS, Virgilio Viana, contributed to the overall discussion about strategic issues pertaining to the Bolsa Floresta model and implementation of REDD+ in Mozambique. The funding structure and benefit sharing were some of such key issues.
- Identifying the causes of deforestation and forest degradation, documentation of community-based natural resources management initiatives, experience of decentralization and other interventions in steering sustainable use of resources.
 - ◆ Dr Romana Rombe (forestry specialist) led the joint work with Dr Domingos Cugala (agriculture specialist) and Dr Matias Farahane (economist) in the north of Mozambique, with particular emphasis on Nampula and Niassa provinces.
 - ◆ Forest Engineers Carla Cuambe and Julião Cuambe of DNTF with Felicidade Massingue and Rogério Borguete (agriculture specialists) of UEM worked in the central provinces of Tete and Sofala.
 - ◆ Engo Castelo Banze, an inventory specialist at DNTF, worked in Zambezia, focusing on the analysis of information management system at the Provincial Services of Geography and Cadastre (SPGC).
 - ◆ Engo Mário Chilundo (rural engineer), Enga Anselmina Liphola (forester), Engo Paiva Mungambe (rural engineer) of FAEF, Dr Francisco Sambo (meteorologist) of MICOA, Engo Luis Sande and Engo Pachis Mugas (inventory specialists at DNTF) conducted similar analysis for Gaza and Maputo provinces.
 - ◆ As previously stated, in each of the provinces DPCA and DPA staff were involved in the field work.
- The reports of these studies and reflection papers fed the decision making on options that Mozambique took and incorporated in the RPP and in the national REDD+ strategy.



Meceburri Forest Reserve, near Nampula, Mozambique. Field teams are talking with local farmers to try to design a National REDD Strategy that will both reduce deforestation and meet local people's needs. © Mike Goldwater

■ The consultation meetings involved multidisciplinary teams, with MICOA and MINAG thus far generally taking the lead role in facilitation and presentation of the process, while IIED presented the scope and scale and shared facilitation when necessary; UEM presented the work on reference levels, MRV and causes of deforestation and degradation and DNTF reflected on information management systems. The consultation schedule and responsibilities in 2010 were as indicated below:

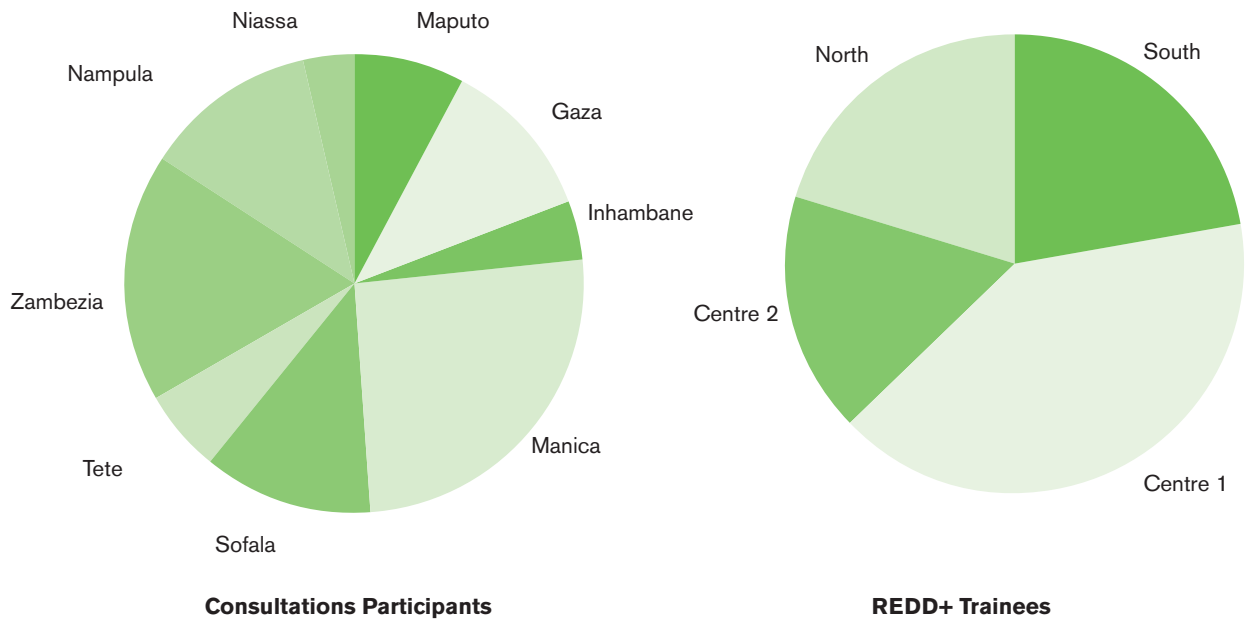
- ◆ Gaza – 27 April organization led by MICOA and IIED
- ◆ Niassa – 3 May organization led by MICOA and UEM
- ◆ Nampula – 7 May organization led by MICOA and IIED
- ◆ Tete – 10–11 May organization led by MICOA and CTV
- ◆ Zambezia – 10–11 May organization led by MINAG and UEM

These were provincial-level consultations, with at least three representatives from all the districts within each province being invited. Nampula had 100 per cent representation of all districts. The way the consultations were organized ensured that key recommendations of previous consultations were shared. This allowed validation of recommendations as well as the understanding of those that were site specific. For example, Nampula is unique in that its very high population growth is due to religion and the customary tradition of marriage at a young age. The participants were somewhat pessimistic about REDD+ implementation in that context; they were weary of how to reconcile REDD+ with growing demand for land, energy and construction materials in the province.

Regional workshops were also undertaken in Maputo (for the south), Sofala (for the centre) and Nampula (for the north) to ensure that key decisions could be made. Included in the first regional meeting were scope and scale, legal and institutional frameworks, reference levels and organization of consultations; and in the second, the drivers of land use and land use change, payment for ecosystems services, finance and benefit sharing. The implementation framework and draft national REDD+ strategy were presented in Nampula in July 2010.

The strategy was also subject to further dissemination and consultation in 2011, in a process led by MICOA, MINAG and CTV. The focus of consultation this time was communities and land users at local level.

All in all, over 1,500 people participated directly in the various consultations that took place between 2010 and 2011 and more than 200 in training on REDD. Figure 2 depicts the representation of the provinces in the consultations and training. The participants of Cabo Delgado were joined with Nampula.

Figure 2. Participation in consultations and training

Despite the criticism that some NGOs such as *Justiça Ambiental* have made to the process, this is a remarkable achievement as since the early 1990s, when the land campaign was held, there was never a policy document that was developed with such systematic and comprehensive engagement of stakeholders across the board: communities, the private sector, government at all levels, NGOs and academia. The process was possible thanks to government engagement, particularly at provincial level where the technical government staff reached out to those in remote areas to enable them to take part. DPCA and DPA played a key role chiefly in mobilizing participants from other government sectors such as planning, finance, energy, public works and housing, and mineral resources, and included district government officers from planning, infrastructure and economic activities. Of course improvements could always be made, and the Provincial Directorate for Coordination of Environmental Affairs in Nampula could share lessons on best practice when it comes to mobilizing stakeholders to participate in policy processes.

While this process enabled Mozambique to define priorities that were relevant for the country, it also became apparent that the process required by the government and by FCPF were to clash. A technical and policy negotiation processes ran in parallel and this resulted in halting the process of approval on the Mozambique REDD+ strategy to pave the way for the finalizing of the RPP. In August 2010, Mozambique informally submitted the RPP for discussion at the October 2011 FCPF meeting in Bonn, Germany. Subsequently the formal submission was made in January 2012, approval by the FCPF following in March 2012 in Assuncion, Paraguay.

2.4 Capacity building: in country training and exchange visits

While during the process of consultation the introduction on REDD+ concepts was frequently discussed, it was felt necessary to undertake target training to provide technical staff in the country with more detailed information. The Faculty of Agronomy and Forestry of UEM in collaboration with CTV in July 2011 organized training, which took place in four locations: Chimoio in Manica, with participants from Tete and Sofala; Quelimane, focusing only on participants from Zambézia province; Nampula, including representatives from Cabo Delgado and Niassa; and finally Xai-Xai, which included participants from Maputo and Inhambane (Figure 2 in the previous section give a breakdown).

The target group for training included representatives of the Councils for Sustainable Management of Natural Resources (COGEP) from areas selected for REDD+ piloting. The councils are local institutions created in the context of the forestry and wildlife legislation. The other beneficiaries included technical staff from the public sector (agriculture, forests, energy, mining, infrastructure and tourism); journalists based in the provinces, environmental education and awareness activists; NGOs involved in community-based natural resources management such as MICAIA Foundation working on inclusive business models, ORAM supporting the building of local institutions, formalization of land tenure and community-based natural resources management, RADEZA working with local development and sustainable management of natural resources, Forum Terra specializing on land rights, ADEL on local development, iTC supporting strengthening of land tenure and implementation of natural resources based business plans; others from the private sector particularly involved in forestry, agriculture and mining; and local academia and research institutions.



*Training government, non-government, private sector and academia at provincial and regional level in Mozambique.
Photo taken by UEM-FAEF/DEF*

More than 200 people took part in training of whom a quarter were women. In terms of representation of institutions, 56 per cent were government, 19 per cent NGOs, with 16 per cent from academia. The remainder were representatives from the private sector, the media and the community. This reflects the fact that the target group were technical personnel that need to be equipped with basic information on REDD+.

The two-day training included: (i) climate change and forests concepts, drivers, the role of developing and developed nations, impacts and vulnerability, international negotiations; (ii) forests and REDD+ – forest formations in Mozambique and carbon sinks, the link between land use and land use change and climate change, prominent drivers in the region, options for reducing emissions; (iii) options for REDD+ in Mozambique, scope and scale, legal and institutional frameworks, the role that communities and other land users can play in addressing the drivers of deforestation and forest degradation, further analysis of the role that local users play in emissions; (iv) methodologies for assessing change of forests into other uses, measurement of carbon stocks in the different strata of forests, monitoring, reporting and verification systems; (v) experience of REDD+ in Brazil, in particular the implementation of Bolsa Floresta (process and results). The lectures were combined with debate. Once more participants corroborated with the findings of studies and consultations that indicated that harvesting of wood for biomass energy is one of the major drivers of deforestation and degradation in Mozambique, as are burning to create new cultivation areas, overgrazing, mining, and the harvesting of poles, timber and woodcrafts, as well as the development of public infrastructure.

The participants also listed a number of alternative land uses that could mitigate the impacts of deforestation and forest degradation. These included: sustainable and intensified agriculture and agroforestry systems; the introduction of efficient kilns for producing charcoal as well as efficient stoves to reduce demand in urban areas; the use of alternative sources of clean energy including electricity and biogas; reforestation and rehabilitation of degraded areas; beekeeping; and increasing environmental awareness and education, as well as the strengthening of law enforcement.

The recommendation made was that future training activities also need to include a practical component, in particular to demonstrate the measurement of carbon stocks; the need to elaborate on the costs and benefits of REDD+ including sources of finance, partnerships and benefit sharing mechanisms; the need for training more targeted at local leadership, law enforcement and extension officers.

Besides the training that benefited local stakeholders, the funding also enabled the members of the REDD+ working group to engage in exchange visits, in particular to FAS and other institutions in Brazil to learn in loco about REDD+ development. Members of the REDD+ working group from UEM, MICOA, MINAG and CTV were the main beneficiaries of the exchanges. Also FAS designated liaison people who engaged continuously with the process and visited the country during the live South–South collaboration.

The project organized a side event in Copenhagen to launch the South–South collaboration between Mozambique and Brazil and sharing the road that defined the milestones that needed to be met.

In Durban, the South–South partners were also present and participated in two events. One was a one-day workshop organized by IIED on 'How can REDD+ be cost effective and pro-poor'. Paula Panguene, the national REDD+ coordinator, participated in panel discussion with Indonesia, Uganda and Tanzania about South–South collaboration, its lessons and challenges. In partnership with the IIED Forest Governance Learning Group, and the Tanzania Natural Resources Forum, a Mozambique–Tanzania exchange was organized to discuss key priorities for learning and collaboration between the two countries. The meeting was attended by government officials of both countries as well as representatives from academia and NGOs. The areas identified for collaboration were development of reference levels and monitoring, reporting and verification in particular looking at how the cross-border trade on timber can impact on REDD+, capacity building and sharing lessons from piloting REDD+.

FAS and CIFOR also organized a panel discussion on lessons of South–South collaboration with a panel including IIED, FCPF and government ministers from Brazil and Democratic Republic of Congo and chaired by the then Director of UN-REDD.

These exchanges provided important platforms for Mozambique partners to learn from others' experiences and well as to share the challenges and opportunities that South–South collaboration can bring into the REDD+ process.



Mozambique delegation including MICOA, MINAG, UEM and CTV accompanied by FAS staff en route to visiting communities implementing REDD+ in Amazonas. Photo taken by FAS

3 Main results: readiness plan, draft strategy, pilots, carbon loss assessment, land occupation and publications

3.1 The readiness plan and draft strategy

The South–South collaboration with support from the government of Norway resulted in a draft strategy and the development of RPP, which can be found on the FCPF website (http://www.forestcarbonpartnership.org/sites/forestcarbonpartnership.org/files/Documents/PDF/Mar2012/Mozambique_RPP_March07_2012rev2-FINAL.pdf). The draft strategy will be revised during the process of implementation of this readiness plan.

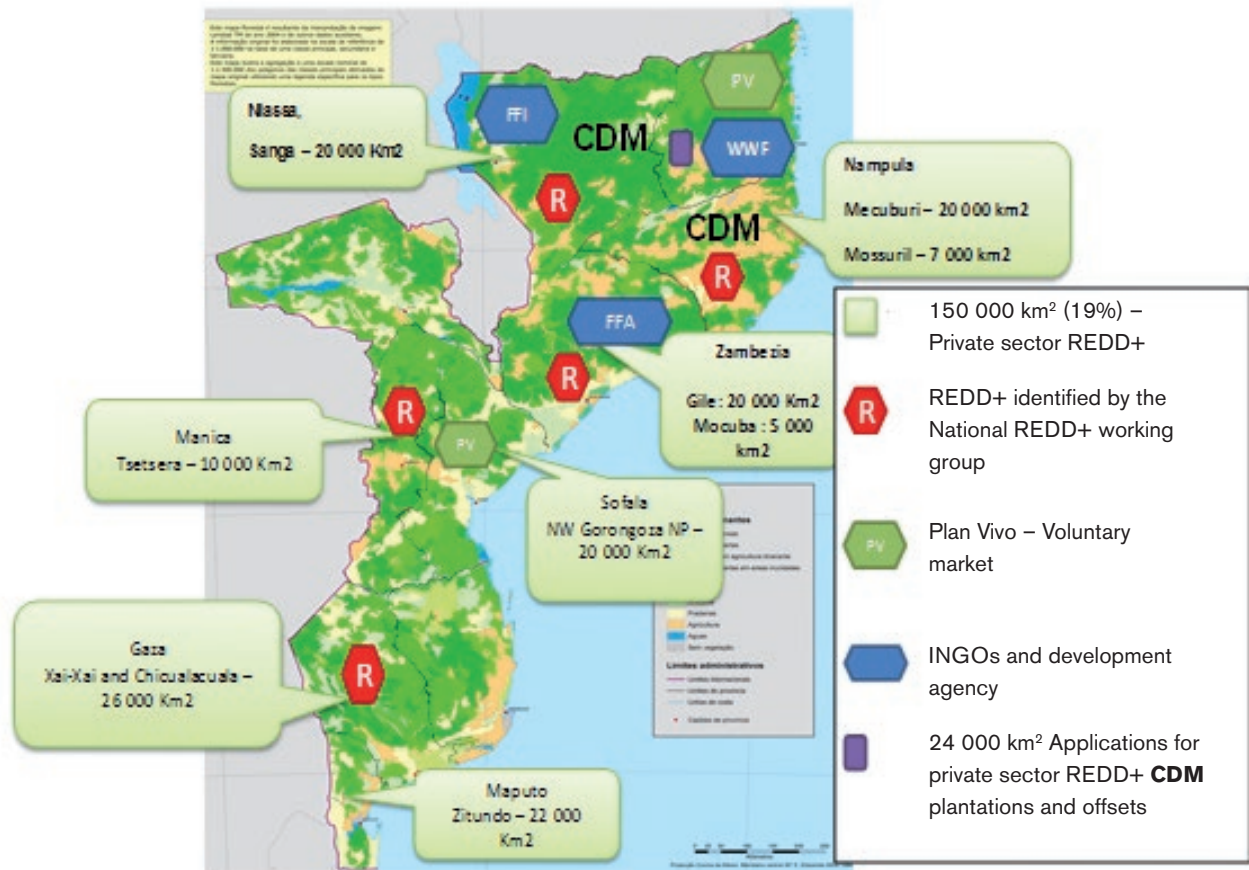
Several background documents and presentations mainly prepared by IIED and UEM with input from FAS on specific lessons from Brazil constituted the basis for informed discussions during the consultations. Not all documents and presentations were edited for publication.

3.2 Drivers of deforestation and forest degradation and REDD+ pilots

One of the main results of the consultation was the identification by stakeholders of pilot areas which are marked in red to address key drivers that are prominent throughout the country. These include the transformation of native forests into industrial plantations, with potential impact on the carbon balance and biodiversity for example in Niassa; logging in Sofala and Zambézia; biomass energy in Gaza and Nampula; the conflict between conservation and livelihoods in and around protected areas in Manica and Sofala; and the impact of infrastructure development, in particular roads, which on one hand are important to promote investments and access to markets, but on the other impact forests and carbon stocks. The underlying causes include demographics and macroeconomic policies, fiscal and non-fiscal incentives to investments without compliance, and capacity to monitor environmental and social safeguards.

The map also shows on-going climate change mitigation initiatives implemented by the private sector such as the application of the Plan Vivo standard in Sofala, and other projects involving large-scale tree planting for industrial purposes. These also seek to take advantage of CDM to certify the contribution of the planted trees to the sequestration of carbon. While the net benefit both in terms of carbon balance and biodiversity may be subject of debate, a new phenomenon occurred. One company used the results of the wide consultation to identify pilot areas where it wanted to implement REDD+ – the total area being not less than 19 per cent of the whole country. Another company applied for allocation of nearly 50 per cent of the province of Cabo Delgado. The role of private sector in REDD+ is important as are the social and environmental safeguards.

All of this, of course, alarmed those involved in the REDD+ process, not only because of the scale of the areas that the private sector wanted to acquire but also because its applications overtook the national process. The companies had mounted a strong lobbying effort, mobilizing policymakers at provincial and national levels to endorse their interest and attempting to get members of the REDD+ working group to join them. In response, the Ministry for Coordination of Environmental Affairs and the Ministry of Agriculture started a process towards developing legislation for regulation of the process of engagement in REDD+ piloting in the country. As yet this process has not been concluded.

Figure 3. Pilot projects and intended private sector REDD+ interventions

3.3 Assessment of carbon loss in four districts of Manica

The University of Edinburgh conducted a study that examined changing forest cover and carbon stocks in an area of 7,500 km² in the districts of Manica, Gondola, Chibabava and Chimoio city. The analysis was based on radar remote sensing of ALOS PALSAR imagery of 2007 to 2010. The results showed rapid biomass loss in the study area during these years, with forest carbon stocks being lost at 3.1±2.1 per cent per annum. This loss was attributed in roughly equal parts to deforestation and degradation. The net loss of carbon was mostly attributed to the expansion of small-scale agriculture (46 per cent), charcoal production (18 per cent) and logging (9 per cent). Other activities including infrastructure, construction material harvesting and honey harvesting caused a further 24 per cent of the loss.

This study was key to testing how to determine the land use changes over time and assessing the emissions associated. While the result show very rapid change in biomass in one of the REDD+ pilot areas, it became apparent that there was not only need to expand the study to other areas in the region, but also to conduct further assessment of methodologies to ensure that data used reflect the historic change in land cover and land uses as well as reduce the uncertainties of observations. The lesson is taken forward in the context of testing REDD+ in the Beira Corridor. The aim, using more robust methodologies, is to develop subnational reference levels that reflect the historic deforestation and forest degradation and can potentially be extrapolated to national level.

3.4 Assessing land occupation and potential impact on REDD+

The studies on drivers of deforestation and forest degradation undertaken for all the regions indicated a common set of activities that contribute to changing land cover. In order to further understand the drivers, the project had committed to map land allocations with the hope of understanding the extent to which the formal use rights can shed lights on the impact of land cover. MICAIA Foundation worked with the Centre for Sustainable Development in Manica and with the Provincial Services of Geography and Cadastre (SPGC) to map land allocation, hence tenure, in the provinces of Manica and Sofala. In both maps (Figures 4 and 5) the yellow represents areas for which DUATs have been issued, while the green represents the areas with simple licence operations, concessions and conservation areas. The two maps seem to differ significantly in the amount of land for which DUATs have been allocated. However, this is more a reflection of the extent to which digitalization of DUATs has been undertaken in the two provinces – the map of Sofala is far less realistic in terms of the DUATs issued. In addition, the information available in map format was not coupled with quantitative information indicating the areas allocated and, most importantly, the objectives for which such allocation has been conducted and whether or not the land is being used according to the plan.

Figure 4. Map indicating certified land use rights (DUAT) in Manica

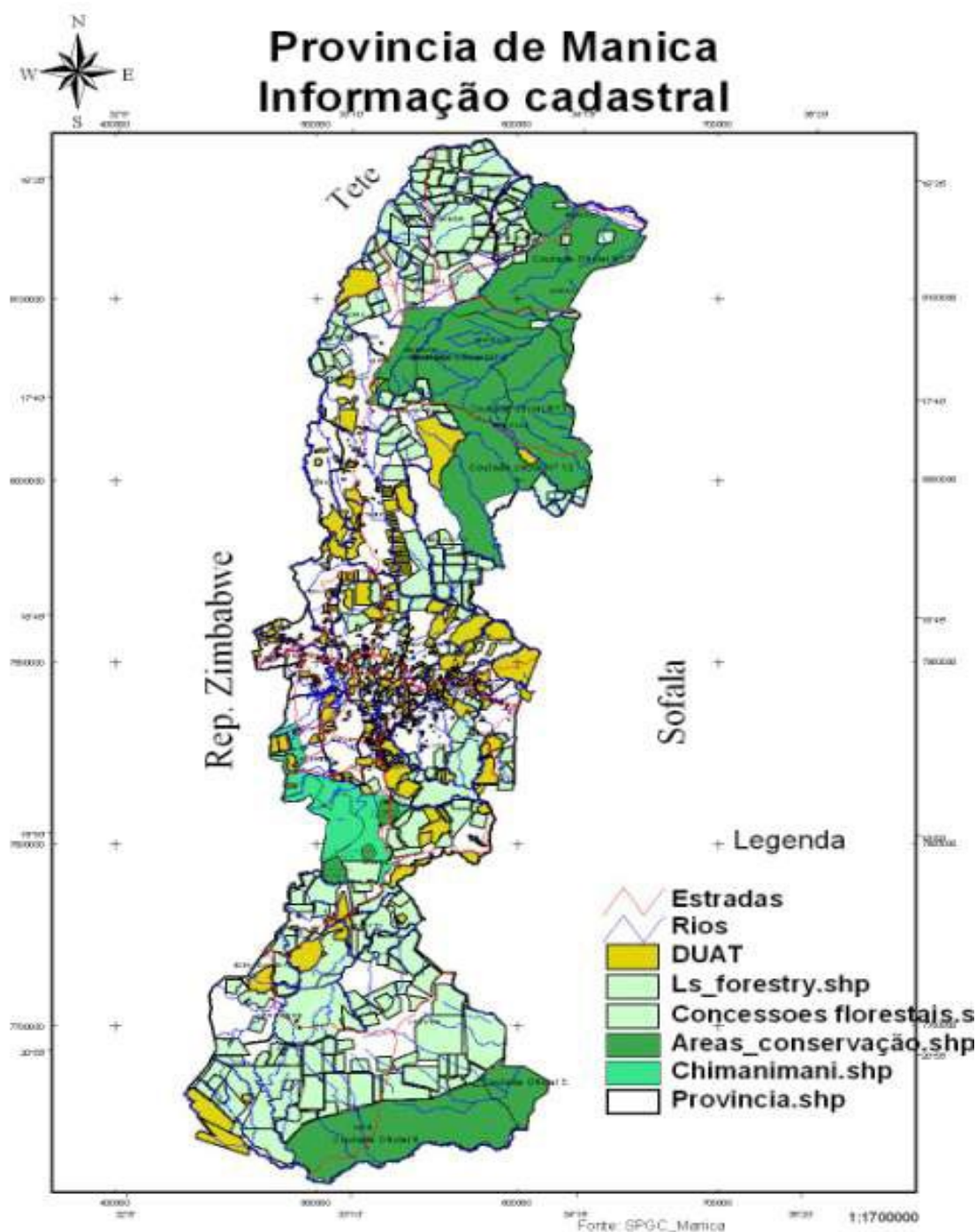
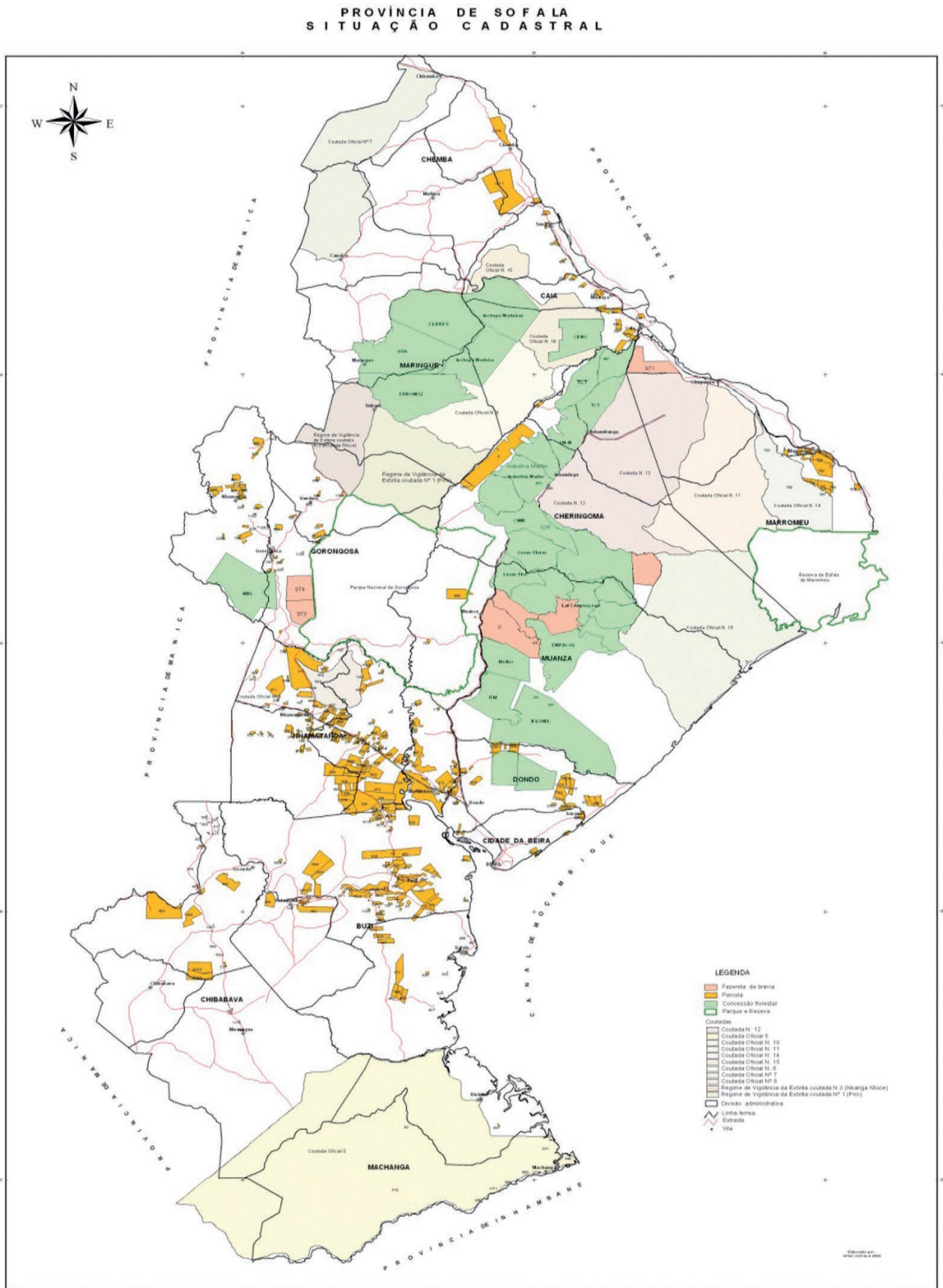


Figure 5. Map indicating certified land use rights (DUATs) in Sofala



Again, while this initial picture was useful, further research is envisaged to establish a better link between land applications, allocation and the actual drivers of deforestation and forest degradation on the ground. This information will provide more explanatory insights to losses in carbon stocks associated with land use and to gauge the extent to which development plans and economic activities can inform different scenarios of reference levels at subnational level.

3.5 Publications

Several reports (studies), PowerPoint presentations (used in consultations) and policy briefs (reflecting on key lessons and policy recommendations) were produced in the course of implementation of the South–South collaboration. In as far as possible copies have been printed and shared during the various consultation meetings as well as distributed to a wider audience. The publications have been produced in numbers between 300 and 500 depending on whether they are in English and/or in Portuguese.

1. Linha de Referência, Medição, Relatório e Verificação para o REDD+ em Moçambique – Report led by UEM (FAEF), under review for publication during 2013.
2. Levantamento de Dados para a Estratégia Nacional de Redução de Emissões de GEE por Desmatamento e Degradação de Florestas na Província de Nampula. Romana bandeira, Domingos Cugala and Matias Farahane (2010). Not published
3. Levantamento de Dados para a Estratégia Nacional de Redução de Emissões de GEE por Desmatamento e Degradação de Florestas na Província do Niassa. Romana Bandeira, Domingos Cugala and Matias Farahane (2010). Not published
4. Preparação da estratégia nacional de REDD em Moçambique. Relatório das províncias de Gaza e Maputo, Componente de agricultura. Mário Chilundo, Felicidade Massingue, Rogério Borguete e Paiva Munguambe (2010). Not published
5. Redução de emissões da desflorestação e degradação em Moçambique: uma oportunidade para revitalizar o manejo florestal sustentável – RIEM 4 with article by Isilda Nhantumbo, 2010
6. Desmatamento, Linha de Base Nacional, e Monitoria, Relatório e Verificação (MRV). – RIEM 5 with article by Almeida Siteo e Benard Guedes, 2010
7. <http://pubs.iied.org/pdfs/13563IIED.pdf> – scope and scale of REDD+ – Portuguese
8. <http://pubs.iied.org/pdfs/17112PIIED.pdf> – REDD+: ready to engage private sector? – Portuguese
9. <http://pubs.iied.org/pdfs/17112IIED.pdf> – REDD+: ready to engage private sector? – English
10. <http://pubs.iied.org/pdfs/17118PIIED.pdf> – South–South collaboration: beyond the rhetoric – English
11. <http://pubs.iied.org/pdfs/G03430.pdf> – Deep REDD+ – English
12. <http://pubs.iied.org/pdfs/G03431.pdf> – Deep REDD+ – Portuguese
13. <http://pubs.iied.org/pdfs/G03225.pdf> – report of the Durban event – English
14. <http://pubs.iied.org/pdfs/17140IIED.pdf> – assessment of carbon loss – English
15. <http://pubs.iied.org/pdfs/17139IIED.pdf> – Mozambique and Tanzania REDD processes – English
16. <http://pubs.iied.org/pdfs/13562IIED.pdf> – participatory planning for REDD+ lessons from Brazil to Mozambique by FAS – Portuguese
17. <http://pubs.iied.org/pdfs/G02603.pdf> – First South–South REDD progress report
18. <http://pubs.iied.org/pdfs/G03116.pdf> – Second South–South REDD progress report
19. <http://pubs.iied.org/pdfs/G03132.pdf> – Third South–South REDD progress report
20. Forest Loss in Manica Province, Mozambique: Recent Trends and Future Prospects: a contribution to South–South REDD – a Brazilian Mozambique initiative for zero deforestation with Pan-African relevance. A report and a draft journal article by the University of Edinburgh has been submitted for peer review and possible publication. English.
21. <http://www.iied.org/if-tree-falls-short-film-mozambican-forests> a short documentary 'If a tree falls' on drivers of deforestation and forest degradation. Filmed 2010 in Nampula and Maputo by Mike and Sam Goldwater. Also they produced a number of pictures that can be found on <http://www.iied.org/why-redd-matters-mozambique-story-pictures> .

22. <http://www.unep.org/south-south-cooperation/case/casefiles.aspx?csno=52> – South–South collaboration for REDD+: A Brazil-Mozambique partnership. UNEP South–South Cooperation Exchange Mechanism. – English

CIFOR in collaboration with UEM and CTV also produced a publication on the status of REDD+ in the country titled ‘The context of REDD+ in Mozambique: Drivers, agents, and institutions’ – <http://www.cifor.org/online-library/browse/view-publication/publication/3402.html>

and the description on the process in the paper ‘How is REDD+ unfolding in southern Africa’s dry forests? A snapshot from Mozambique’ – <http://www.cifor.org/online-library/browse/view-publication/publication/3402.html>. Both publications drew on information produced under the South–South REDD initiative.



At present, foreign companies own large forest concessions but sustainable management and replanting are rare. © Mike Goldwater

4 Lesson learned

4.1 South–South collaboration is beyond ‘copy and paste’

South–South collaboration has been heralded as one of the approaches that can enable learning between developing countries, which often share similar resources environment and socioeconomic challenges. In this case Brazil represented by FAS, and the government of Mozambique represented by MICOA and MINAG embraced collaboration on REDD+ from 2009. The initial intent was to replicate REDD+ in Mozambique using the *Bolsa Floresta* models. However, policymakers quickly realized that interrogation of transferability of the model and its sustainability was essential. This was particularly the case regarding payments for reducing emissions. The support that *Bolsa Floresta* provides to strengthen local institutions and enterprises, as well as providing vital services such as education and health, resembles the process of community-based natural resources management applied in Mozambique since the mid-1990s. But many challenges have limited a wide implementation in Mozambique. These include the availability of financial resources to support the process of formalization of land and forest rights, the technical know-how to design and implement sustainable forest management plans; the technical and technological know-how to transform the natural resources into viable enterprises, and financial management and markets for the products. These myriad challenges continue to face the country hence the cautionary approach to adoption of the Brazil model for REDD+.

Mozambique has more than 3 million small-scale farming households; 80 per cent of energy needs are met from forest biomass. These pose challenges to the extent to which payments to reduce deforestation can be effective. Careful work needs to be undertaken to identify alternative, sustainable and viable land use approaches that will enhance productivity of agriculture and reduce need for area expansion by burning, introduce efficiency in harvesting and processing biomass energy as well as develop other high value forest and non-forest-based enterprises. The focus should be on technical and financial investment to help land users in creating the conditions for sustainable use of forests resources, paving the way for reducing emissions and hence the subsequent premium.

FAS models work in an environment of a committed public–private partnership that create the basis for sourcing sustainable financing for the initiative; secondly, the communities in Amazonia comprise relatively smaller population settlements disperse in the vast Amazonia tropical forest. The remoteness of these communities does reduce significantly the extent and speed of land use change.

These considerations were important to avoid blind transference of models that could lead to failure. However, the payment mechanisms in *Bolsa Floresta*, which prioritize benefits to women within households, and participatory planning process with proactive engagement of communities, offer particularly important lessons for REDD+ in Mozambique. Training in these participatory techniques as well as deeper understanding of how the *Bolsa Floresta* works were shared by the FAS team with MICAIA and communities in Sussundenga district. This is one of the important legacies of the collaboration.

4.2 Leadership and ownership of the process (protagonist and disintegration; managing finances and leadership)

The arrangement for IIED to manage financial resources was often questioned by government partners. Undoubtedly this arrangement allowed swift implementation of activities by all partners, including government-led activities in the context of the collaboration. The choice was based on the fact that Norway provided both bilateral funding to government to implement its sector plans, but also supported government through civil society organizations to initiate the process of REDD+ implementation while the support from FCPF was not made available to the country. With the approval of the RPP early in 2012, this paved the way for such resources to be channelled to the country and for the government to lead not only the management of the resources but to lead the technical coordination that should result in the country getting ready for REDD+.

The tensions between the role of civil society and government seem to be commonplace in all sectors of activity, but the main lesson is that there is need to recognize that both government and civil society organizations have an important role to play. Building synergies is therefore much more important than the apparent tensions amongst these partners might suggest.

4.3 Narrow definition of REDD+

Despite the huge participation of stakeholders in consultations, it has to be noted that engagement of sectors other than forest and environment need to be boosted. Awareness raising on climate change, mitigation and adaptation and REDD+ is critical to changing the current mindset that views REDD+ as a forestry sector issue only. It was alarming that even officials involved in the REDD+ working group have this narrow view of REDD+.

This jeopardizes the potential for cross-sector collaboration, which is key to understanding the drivers of deforestation and forest degradation in the first place and the need for harmonizing policies and plans from each sector to adopt sustainable management and low carbon development paths.



Muecate District near Nampula, Mozambique. Traditional agriculture uses fire to clear land - but these often burn out of control to further damage the surrounding forest.

© Mike Goldwater

There were also NGOs that have chosen to be on the sidelines, that is, not participating in the consultation process (as published in Africa: The False Solutions of Rio+20 <http://allafrica.com/stories/201206290273.html> as well as in the article on Carbon Credits published by John Halon in the Mozambique Political Process bulletin 50) alleging that decisions on REDD+ were already made when the consultation process started at the beginning of 2010. There is an issue of 'chicken and egg' here. How effective is a consultation that starts without clear information to stakeholders on the objective of the consultation? How effective could the process have been if potential options on scope and scale, the opportunities and challenges of the legal framework that governs access and management of natural resources, if existing inventory data was not used to demonstrate how far Mozambique needs to go to reach the TIER 3 level of generation of national data for estimating the reference levels and establishing the monitoring and reporting systems? The REDD+ working group made a point of disseminating information about the options and sought to understand the drivers of deforestation and forest degradation in each context as well as from previous experience in tackling these, and made sure that the key recommendation from one consultation fed into the next. As previously said, one cannot assume perfect consultation. Therefore, other players need to engage and make their input as to how best and inclusive the process can be.

The engagement of the private sector from the different activity areas was sought through deliberate discussion with institutions such as CTA. However, it was clear that the CTA has not taken on board the importance of the matter to its constituency. In the provincial consultation most private sector companies involved were logging and tree-planting companies. But the aim was to reach out to mining, agriculture, energy and other sectors. As the government works towards developing a REDD strategy, the mobilization of private sector participation needs to be stepped up.

4.4 REDD+ activities

Paradoxically, the private sector did not openly engage in the REDD+ process – and international companies saw REDD+ as an opportunity for making quick profits with little investment. Various sources of capital (from banks, philanthropy and pension funds) were sought to create a platform for private sector investment in REDD+. As previously explained central and provincial governments were engaged in an attempt to approve or show support for REDD+ investment. One of the unclear aspects of this was the process through which causes of deforestation could be addressed and how to encourage the actors in such activities to come forward. Another unclear aspect concerned the sharing of costs and benefits.

Despite the reluctance of government to approve the large-scale land acquisitions for REDD+, several activities are being undertaken in energy and others areas. These experiences can feed information into the national REDD process, but the level of secrecy that has so far been associated with the companies suggests otherwise.

There are also several international organizations engaged in experimenting REDD in Mozambique, but again there is need to create a course of action for feeding the lessons to the national process.

5 Way forward

Following the lessons of the South–South collaboration on REDD and leading a multi-stakeholder working group on REDD+, IIED is partnering with UEM (Faculty of Agronomy and Forest Engineering and Faculty of Arts and Social Sciences), the University of Edinburgh, and with local institutions such as the Centre for Sustainable Development Natural Resources, an autonomous research office of MICOA based in Manica, the MICAIA Foundation based in Manica, the IIAM delegation also in Manica, and ORAM in Zambézia.

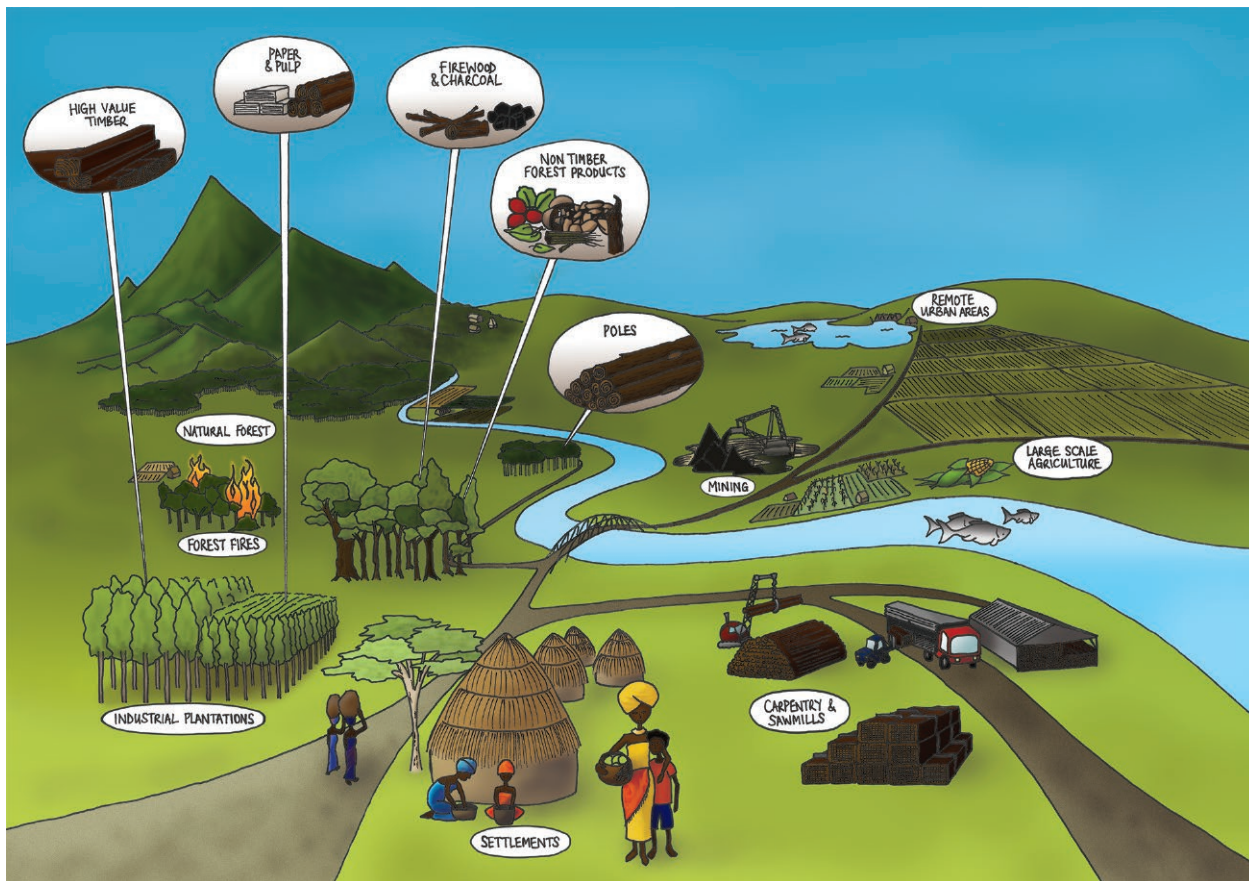
The goal of the project is 'to provide detailed landscape-level analysis across the Beira Corridor of the rates and drivers of both deforestation and degradation, design and test potential REDD+ delivery models and investment packages, including calculations of their implementation and transaction costs, and inform the Mozambique national debate on the institutional and operational options that require attention in the (separately funded) REDD readiness preparation process'.

The main outputs of the project will include:

1. A socioeconomic baseline for REDD+ implementation in the Beira Corridor including patterns and trends in land and natural resource rights and use.
2. A subnational baseline for deforestation and degradation within the Beira Corridor based on historical rates adjusted in the light of development plans.
3. A set of designed REDD+ delivery models and investment packages to avoid deforestation and degradation, targeting communities, the private sector and government.
4. An analysis of local preferences for, and economic viability of, these investment packages and delivery models – including their likely social and environmental impacts.
5. Practical implementation test results (based on a carefully managed REDD+ investment fund) for the more preferred, viable and effective investment packages and delivery models.
6. A set of lessons drawn from these analyses to inform the national REDD+ readiness preparation process.
7. Engage and prepare people in Manica, Sofala and Zambézia, in particular the Centre for Sustainable Development (CDS); provincial directorates of environment (DPCA) and of agriculture (DPA); MICAIA, working on inclusive business models; ORAM national NGO working on land delimitations and community institutions; the Mozambique Agriculture Research Institute (IIAM); as well as UEM (Faculty of Agronomy and Forestry Engineering and Faculty of Arts and Social Sciences) and local academic institutions, ready to take these analyses, results and lessons forward in practical actions.

The results generated through the implementation of this initiative between 2012 and 2015 will feed into the national government. The project partners will seek active collaboration with other REDD+ initiatives by civil society organizations and other bilateral initiatives supporting government such as the case of JICA support to capacity building for MRV.

The government of Norway is financing the initiative with £1,970,288 (NOK 19,111,793) of which £0.9 million constitutes the catalytic REDD+ investment fund to test the implementation of REDD+ investment packages and delivery models.



The complex landscape and multi-sector causes of land use change that reducing emissions need to consider.



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