

Beyond rhetoric: South-South collaboration for REDD+

Global debates about reducing emissions from deforestation and forest degradation, and promoting conservation, sustainable forest management and enhancement of forest carbon stocks (REDD+) emphasise the need for strategies to build on existing knowledge. In one example of South-South collaboration to do just this, IIED has helped facilitate a Mozambique-Brazil partnership to share expertise and create a unique REDD+ working group. The initiative provides key lessons for other countries contemplating South-South collaboration on REDD+, including the need for charismatic champions, continuity in government representation, and integration across sectors.

Policy pointers

- **South-South efforts can** help establish high-level REDD+ working groups that facilitate learning exchanges, raise awareness, test approaches and develop necessary documents for REDD+ readiness.
- **Charismatic champions who** catalyse country exchange processes and ensure cooperative participation from relevant government ministries can make the difference between success and failure.
- **Beyond these high-level** champions, REDD+ readiness processes that engage multiple government, non-government, private sector and local community stakeholders create strong, broad ownership for future work.
- **South-South collaboration is** not about blindly replicating approaches that have worked elsewhere. Rather, it is about adapting those approaches to consider local contexts and capacities.

New approaches to old problems

Forests are vital to sustaining people and environments. They sequester carbon, conserve biodiversity, protect watershed services and provide food, fibre, energy, timber, medicine and cultural heritage to millions of people.

In Mozambique, like many other tropical forested countries, forests underpin the livelihoods of most of the rural population (80 per cent), and likewise support a majority of poor urban dwellers, who rely on forest products for employment, income and biomass energy.

The country has long sought to ensure that its 40.1 million hectares of forest are used sustainably by commercial companies and local communities alike. Protected areas have been created since the early 1960s and now cover 16 per cent of the country, including 9 million hectares of forests. The forestry and wildlife legislation brought in from 1997 to 2002 has introduced the concept of devolving resources to community control to enhance ownership and so stimulate good use practices. This legislation also provides a framework for sustainability in commercial logging concessions and large-scale industrial plantations.

And yet, despite these policies, Mozambique's forests continue to decline by about 219,000 hectares (0.58 per cent) each year. Increasing demands for land to feed, house and fuel growing populations of subsistence farmers are exacerbated by similar demands from international markets.

Strategies to reduce emissions from deforestation and forest degradation, and promote conservation, sustainable forest management and enhancement of forest carbon stocks (REDD+) represent a new approach to address old problems. REDD+ can, and should, draw on the many methods and practices that are already known to promote sustainable forest management.

These include commercial community control over forest resources, benefit-sharing mechanisms, the development of alternative livelihoods that do not require extensive land use, intensified production of food, fuel and fibre that makes use of and restores degraded land, and responsible business practices in agriculture, forests, mining and infrastructure.

But what makes REDD+ particularly innovative is that it introduces the idea of payment based on results — the change from unsustainable to good practices is to be measured using carbon emissions metrics to which explicit financial rewards are linked.

Mozambique appreciates the potential of REDD+ to help protect its forests and benefit its people. And, following the approval of the country's REDD Project Idea Note¹ in 2008, the Forest Carbon Partnership Facility (FCPF) has committed to supporting Mozambique to develop its REDD+ readiness strategy.

A partnership in REDD+

Both national and international debates about REDD+ emphasise the need to build on existing knowledge and

South-South cooperation is a powerful tool for achieving common goals

experience. One way to do this is through South-South cooperation.

For Mozambique, a natural Southern ally is Brazil, which has a long history of dealing with deforestation and shares Mozambique's official language, Portuguese. Backed by US\$1.15 million provided by the Government of Norway, the two countries have, since 2009, worked in partnership to share learning on what works to reduce deforestation, where and how.

Specific aims of the collaboration are articulated in a Memorandum of Understanding between Mozambique's Government represented by the Ministry for Coordination of Environmental Affairs (MICOA) and the Brazilian public-private partnership Amazonas Sustainable Foundation (FAS) (see Agreeing to cooperate). MICOA enacts legislation to promote responsible business investments in Mozambique. The Mozambican Ministry of Agriculture (MINAG), responsible for land cover mapping, land allocation and forest management, is also part of the coordinating body. FAS works with local forest communities in Amazonas through a REDD programme called Bolsa Floresta to develop alternatives to timber harvesting while also providing social infrastructure and making payments to individual households.²

South-South cooperation is often touted as a powerful strategy for boosting scientific capacity and achieving common goals — the reason being that if countries face similar challenges, what works in one country is more

likely to be transferrable and effective in bringing change in the other. Indeed, one of the motivations behind the MICOA-MINAG-FAS collaboration was to explore whether Brazil's success in Juma and elsewhere could be adapted and replicated in Mozambique.

Achievements so far

So what has the Brazil-Mozambique partnership, facilitated by IIED, achieved in REDD+, and how? One of its early achievements was to establish, in 2009, a national REDD+ working group, made up of government representatives and international and civil society organisations. MICOA, MINAG and FAS provide the political and institutional leadership as well as technical capabilities within government to move forward the partnership for REDD+ readiness.

A range of national and international organisations provide expertise and technical support to the government institutions, including: the Eduardo Mondlane University (UEM) in Mozambique; non-governmental organisation Centro Terra Viva (CTV); Indufor, which designed Mozambique's REDD Proposal Idea Note; and IIED, which has analysed land and forest policy in Mozambique since the early 2000s and coordinates the overall technical input into the South-South REDD+ process.

As the process moves towards piloting, other institutions such as the University of Edinburgh have joined to advise on monitoring, reporting and verifying carbon emissions. Subnational government institutions and non-governmental organisations are also joining the group to coordinate pilot schemes on the ground.

The working group, which embodies the Mozambique-Brazil partnership, has made significant progress in advancing REDD+ in Mozambique in six key areas.

1. Learning exchange. The working group has organised exchange visits between Mozambican institutions (MICOA, MINAG, CTV and UEM) and FAS. Mozambican representatives learnt about the Bolsa Floresta programme and visited institutions that assess carbon stocks and measure, report and verify land use changes in the Amazon Forest. FAS staff learnt about Mozambique's institutional and policy measures used to address drivers of deforestation and degradation.

2. Developing a road map for REDD+ readiness. The working group helped steer the design of a consultative and evidence-based approach to Mozambique's REDD+ readiness process that meets FCPF requirements. The process, carried out during 2010 and 2011, involved a mix of research and consultations (see Figure 1).

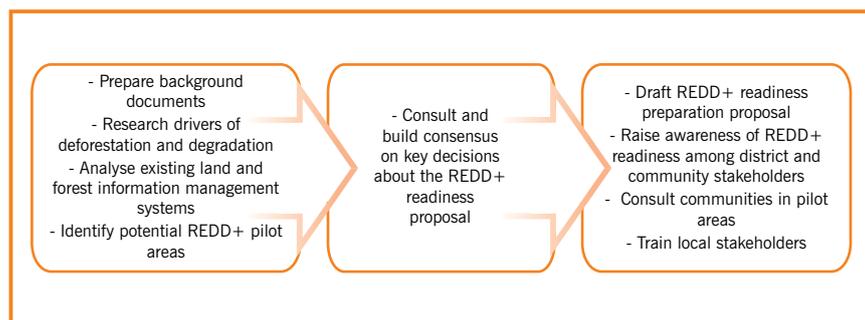
Each member of the working group participated in the readiness process, either by facilitating consultations, conducting research or providing training. All research was done by multidisciplinary teams from UEM, MICOA and MINAG under the leadership of IIED. Involving government representatives within

Agreeing to cooperate

The Memorandum of Understanding on REDD+ between Mozambique and Brazil, signed in 2009, includes three components:³

- sharing REDD+ experience between the two countries;
- developing, and facilitating the implementation of, a road map to a REDD+ readiness proposal and a national REDD+ strategy; and
- identifying and implementing REDD+ pilot areas, including assessing potential compensation mechanisms.

Figure 1 Phases of work in REDD+ readiness under the Mozambique-Brazil collaboration



research teams was very important both in improving understanding of issues, but also in ensuring that the team built on existing capacity within the different institutions. This was crucial to promote ownership of the REDD+ process within government.

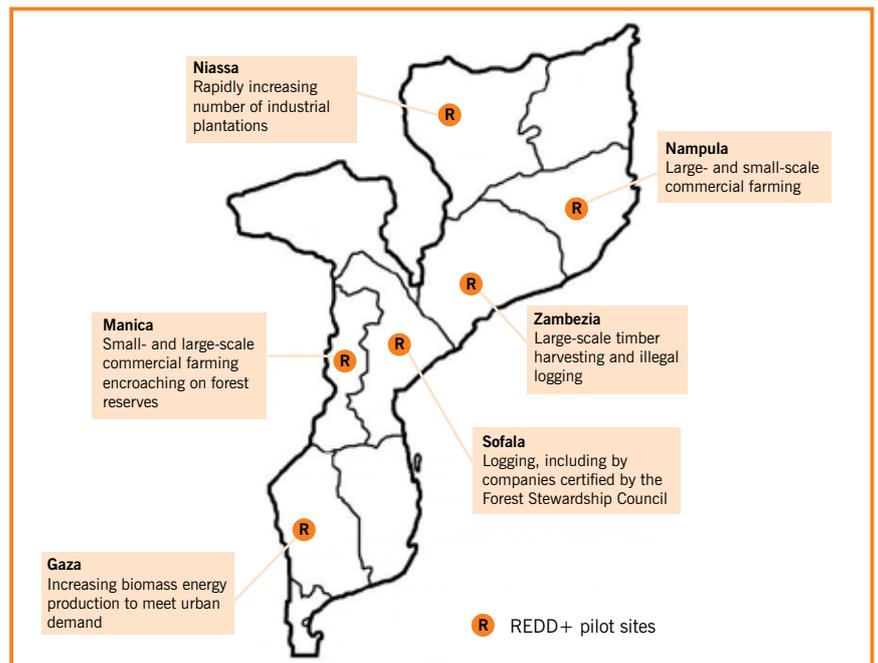
3. Defining pilot areas to test REDD+. Following research and consultations across Mozambique's ten provinces, the REDD+ working group identified six areas to recommend as REDD+ pilot sites (see Figure 2). The local pressures on forest resources in each area varies — from sites where industrial plantations are rapidly replacing natural forests to regions that experience wide-scale timber harvesting and illegal logging.

Each area was chosen as an intended testing ground for different aspects of REDD+:

- **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.
- **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.
- **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.
- **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.
- **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.
- **Zambezia:** 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, and offer opportunities for testing a broad selection of REDD+ options.

Figure 2. REDD+ pilot areas and local drivers of deforestation



Testing has already begun in some of the areas, including Manica province, where the REDD+ working group, supported by the University of Edinburgh has begun establishing the boundaries of the pilot area, mapping land use and identifying stakeholders and drivers of deforestation and degradation.

4. Raising awareness. The consultations done by the working group involved 837 stakeholders from government, the private sector, academia, non-governmental organisations and local communities. A further 150 technical staff at provincial and district levels were trained on monitoring, reporting and verifying REDD+. The working group also held meetings with government consultative bodies, including the National Council for Sustainable Development (CONDES), to explain the REDD+ readiness process and the need to engage in it. All in all, the working group reached out to at least 1,200 people.

Broadcast and printed media were also used to spread information about the REDD+ readiness process and outcomes. This included producing a documentary — 'When a tree falls' — about the drivers of deforestation in Nampula and Maputo to highlight some of the challenges that REDD+ must address.

5. Developing a draft REDD+ readiness preparation proposal (RPP). The presentation of Mozambique's draft RPP⁴ to the FCPF in October 2011 was a key milestone for the REDD+ working group and the Brazil-Mozambique collaboration. The draft will be formally submitted in early January 2012.

Lessons learnt

In many ways, the Mozambique-Brazil collaboration on REDD+ has worked well. Why? Key ingredients for its success include:

- Continuous facilitated engagement of partners with the necessary mix of expertise to address the main components of the REDD+ preparedness proposal.
- Understanding that the collaboration is not simply about blindly replicating approaches that have succeeded in Brazil. Rather, it is about adapting those approaches to consider local contexts and capacities.
- High-level political champions who have created government ownership of the process, provided leadership and secured full engagement in planning and implementing activities.

But the collaboration hasn't all been easy. Throughout, it has faced a number of challenges, including:

- Debates about who manages the funds instead of who manages the processes, which proved to be a costly distraction.
- Controlling the increasing 'rush' to acquire land and carbon rights in Mozambique, before the readiness process is finished.
- Uncertainty about future REDD+ funding and how it will impact what can be done within Mozambique.

The experience gained through the Mozambique-Brazil partnership and the national REDD+ working group also provides broader lessons for other countries contemplating South-South collaboration on REDD+.

First, high-level political support is fundamental to how REDD+ develops within UNFCCC host government institutions. Such support is necessary to ensure adequate ministry involvement, not only of ministries who control forestry but also agriculture, energy, mining and infrastructure. In Mozambique, strong buy-in from the environment ministry MICOA was not accompanied by similar ministerial-level buy-in from the agricultural ministry MINAG. This has so far robbed REDD+ of the potentially unprecedented integration not only of land and forest departments, but of those that develop policies on small- and large-scale agriculture for domestic and international markets.

Notes

- ¹ Mozambique Designated National Authority and National Directorate of Land and Forest. 2008. Mozambique REDD Plan Idea Note. Submission to the Forest Carbon Partnership Facility. See www.forestcarbonpartnership.org/fcp/Node/174 ■ ² Viana, V.M. *et al.* 2009. *The costs of REDD: lessons from Amazonas*. IIED Briefing. IIED, London. See <http://pubs.iied.org/17076IIED.html> ■ ³ MICOA and MINAG. 2009. *Cooperação Sul-Sul sobre REDD: uma iniciativa Moçambique-Brasil para o desmatamento zero com relevância pan-Africana*. IIED, London. See <http://pubs.iied.org/pdfs/G02605.pdf> ■ ⁴ FCPF. 2011. Mozambique Draft Readiness Preparation Proposal. Submission to the Forest Carbon Partnership Facility (FCPF). See www.forestcarbonpartnership.org/fcp/Node/174

Further reading

- Macqueen, D. 2009. *South-South REDD: A Brazil-Mozambique initiative. First progress report to the Norwegian Government*. IIED, London. See <http://pubs.iied.org/G02603.html>.
- Nhantumbo, I., Macqueen, D. 2010. *South-South REDD: A Brazil-Mozambique initiative. Second progress report to the Norwegian Government*. IIED, London. See <http://pubs.iied.org/G03116.html>.
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Second, the perception that REDD+ is simply about the forest sector tackling forest problems inhibits early participation of key sectors as well as private sector and may jeopardise the achievement of REDD+. The underlying causes of deforestation and forest degradation come mostly from non-forest activities including agriculture, expanding infrastructure, mining and energy production to meet the needs of growing populations and satisfy international consumer preferences. To be effective, REDD+ policies and interventions must be integrated across sectors. This means that REDD+ working groups should include representatives from the full range of actors that can influence deforestation, including the ministries of tourism, state administration, finance, and planning and development as well as business associations and development and conservation NGOs.

Third, all partners, particularly in government, must provide dedicated staff to follow through the REDD+ readiness process. Constantly changing the people involved hinders their ability to build the deep understanding and expertise needed to provide effective technical leadership.

Fourth, clear lines of communication with, and coordination of, external partners can secure, or jeopardise, the efficiency and effectiveness of support to government. In the Mozambique-Brazil partnership, ensuring coherent messages from IIED, FAS and Indufor to government partners on issues such as carbon rights, integrating REDD+ into national forestry policies and the potential role of large-scale plantations has been critical in helping the government make informed choices about development options.

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