

# Getting REDD-ready: two models of coordination and engagement from Africa

Deforestation is a complex problem. Almost 50 countries are now working towards REDD+ programmes — new plans to reduce climate change from loss of forests — and they are running into difficult dilemmas. Should REDD+ be led by a forestry agency, or by a cross-sectoral institution that can deal with the many pressures on forested land? How can pilot projects be designed to capture the different sides of the issue in a coherent way? Neighbouring Mozambique and Tanzania have taken approaches that sometimes intersect, but often contrast. Comparing the two offers lessons in how to design the process of getting ready for REDD+.

## Policy pointers

- **Policies across the government, from agriculture to infrastructure, contribute to deforestation and forest degradation. REDD+ processes should be led by cross-sectoral institutions.**
- **Yet REDD+ success also hinges on expertise in sustainable forest management and community participation. The forest sector must play a central role.**
- **Civil society organisations can boost the government's capacity to deliver REDD+ locally as well as inform policy choices, and should get an equal voice in decision making.**
- **Pilot projects need to tackle the many drivers of deforestation and degradation, but should be designed to fit together into a complete, integrated picture.**

## Picking the right process

Many developing countries are making rapid progress towards innovative national programmes to fight climate change by countering the loss of tropical forests. But these countries face tough decisions about how to plan and manage the new initiatives.

On the surface, schemes for REDD+ — reducing emissions from deforestation and forest degradation, plus promoting sustainable forest management and enhancing carbon stocks — have a simple logic: reward people for conserving forests instead of cutting them down. But the drivers of deforestation are broad and complex, spanning sectors such as agriculture, energy, mining and infrastructure expansion, as well as forests. On the other hand, measuring success and making the process work for people who live in the forests requires deep expertise in forest monitoring and participatory forest management. In addition, the goals of REDD+ link to other social and environmental issues, such as land tenure, gender inequality and alternative energy sources.

This raises questions for the nearly fifty countries now working to 'get ready' for REDD+ with assistance from

the World Bank's Forest Carbon Partnership Facility (FCPF) and the UN-REDD programme. What are the best institutions to lead on planning, and to coordinate activities on the ground? And how can pilot projects be designed to yield the information needed to roll out REDD+ at scale?

As Southern countries experiment with different models for REDD+ readiness, they can learn from one another. With that in mind, this briefing looks at the processes in Mozambique and Tanzania as case studies.

These neighbouring countries have had similar types of governments since independence. Like many countries preparing for REDD+, each one needs to counter deforestation by poor populations who need land for subsistence agriculture and firewood or charcoal for fuel, and who have few alternatives. In these growing, agriculture-based economies, much of the demand for land is from farms, while biomass supplies 95 per cent of energy needs in Tanzania and 80 per cent in Mozambique.

The two nations also share a concern about people crossing their common border to cut trees illegally — a problem for REDD+ strategies, because net

## Southern countries can learn from one another as they experiment with REDD+

greenhouse gas emissions will not fall if REDD+ schemes cause regional 'leakage', or displacement of deforestation across borders.

But despite their similar backgrounds and challenges, Mozambique and Tanzania have followed dissimilar paths in developing REDD+ preparation plans, strategies and pilots. That makes them useful examples for one another and for other Southern governments who are making choices about how to organise REDD+ readiness.

### Leading bodies: high-level strategists

REDD+ can be seen as both a forestry issue and a cross-sectoral one (see *Is REDD+ about forests?*). Thus, a critical question in planning and preparation is how to set up institutions that balance cross-sectoral reach with forestry expertise.

Mozambique and Tanzania have chosen somewhat different institutional setups, but both recognise the need for REDD+ leaders with a mandate to bring together all the relevant government bodies. In Mozambique, the leading body is the Ministry for Coordination of Environmental Affairs (MICOA), which coordinates the implementation of sustainable development agendas across all sectors. The Minister of

MICOA is also the Deputy Chair of the National Council for Sustainable Development (CONDES), a body chaired by the Prime Minister.

In Tanzania, REDD+ planning is led at an even higher level, by the Vice-President's Office. Thus, the leading institutions in both countries have a clear cross-sectoral mandate and close links to policymakers at the top of the hierarchy.

### Coordinating bodies: calling all stakeholders

In addition to these leading bodies, responsible for overall strategy, the countries have established coordinating bodies — the REDD Working Group in Mozambique and the REDD Task Force in Tanzania. These provide a platform for different sectors and stakeholders to contribute to the process. The coordinating bodies prepare plans and strategies, and they will eventually facilitate implementation of policies and interventions, and measure the outcomes. Mozambique and Tanzania have both grappled with the issue of how far to integrate other sectors, outside environment and forestry, into these practical tasks.

Mozambique's Working Group is a partnership of MICOA and the country's forestry agency (the National Directorate of Lands and Forests), allowing the specialised knowledge and skills of forest officials to come to the fore. Civil society organisations (CSOs), private-sector companies and international donors are all eligible to participate in the Working Group, and it was also designed to involve sectors such as energy, infrastructure and mining, among others. But there is still a long way to go in integrating all sectors, in part because officials across these diverse fields do not always understand their role in REDD+.

Tanzania's Task Force, on the other hand, seems to be picking up the institutions that should join. These include agencies dealing with land, agriculture, energy, finance, community development and women. The Ministry of Natural Resources and Tourism, which includes the Forests and Bee Keeping division, is a key player on mainland, while the Ministry of Agriculture and Natural Resources is a central institution in Zanzibar.

Tanzania has followed a different path, however, in terms of participation by civil society. In Mozambique, academics and national and international organisations are an integral part of the REDD Working Group. They have helped lead the design of Mozambique's REDD+ Preparedness Plan and have provided critical support to the government through technical input into the REDD+ process. In contrast, Tanzania only recently allowed one CSO to be part of the REDD+ Task Force — and only as an observer.

### Is REDD+ about forests?

It is well established that REDD+ objectives go beyond the forest sector. Of the more than 600,000 hectares of forest lost each year in Mozambique and Tanzania, most is due not only to logging, but to expanding agriculture and energy demands. REDD+ must work to contain both subsistence and commercial agriculture that rely on horizontal expansion of cultivated area rather than enhancing soil productivity. REDD+ also needs to tackle the energy issue — finding alternatives to firewood, managing forests for fuel production and improving efficiency to reduce demand. Other relevant issues include poverty and population growth, mining practices, and planning of infrastructure such as roads. Addressing all this requires land rights, land use planning, enforcement of sustainable practices, investment incentives, and other policy mechanisms that extend beyond forestry. Moreover, REDD+ strategies need to influence high-level decision makers to ensure that commitment to reducing emissions from forests will feature high among national priorities for sustainable development.

Yet the ministries dealing with forest policies and monitoring do have a key role to play — one that can make or break REDD+. To establish a baseline and measure the performance of REDD+ programmes, institutions need understanding of forested lands and how they are changing, plus skills in managing forests, assessing carbon stocks and other resources, and running monitoring and information management systems. Equally, forestry officials have valuable experience with participatory forest management, which gives responsibility and rewards to forest communities. This has helped establish local institutions for sustainable management and distribution systems for economic benefits. It is essential that REDD+ strengthen and build on these local institutions.

There are pragmatic reasons to give civil society a stronger voice in REDD+ planning. Government policies are ultimately implemented by local people; CSOs bridge the two and help ensure plans are delivered on the ground. Thus, CSO influence in REDD+ institutions at national and subnational levels is crucial for aligning policy with implementation and strengthening capacity to deliver new programmes. Tanzania's policy — mostly excluding CSOs from the key decision-making bodies in the REDD+ process — can only weaken this capacity.

## Pilot designs: capturing complexity

There is also a contrast between REDD+ pilot schemes designed in Mozambique and Tanzania. Both countries needed an array of pilots to shed light on multiple facets of deforestation and REDD+. In Mozambique, the CSO-influenced Working Group used a consultative process to identify pilot sites for REDD+ in a variety of areas, each affected by different drivers of deforestation and forest degradation. In Tanzania, where CSOs do not participate in REDD+ planning, there was a structured bidding and selection process for CSOs to propose and lead pilots. The resulting projects each test different aspects of REDD+ delivery, often in different landscapes and management contexts (see *Piloting the many aspects of REDD+*).

Mozambique will also be learning from work by international NGOs, including an IIED-led consortium looking at 'development corridors'. These are areas with important forest, soil and water resources, affected by a combination of activities such as agriculture and land clearing, logging, mining and infrastructure development. Mozambique's REDD+ Preparedness Plan suggests analysing the interplay of these different drivers in development corridors — a step towards an integrated approach in which the subnational units of REDD+ delivery might be organised around these corridors.

To inform the national process, IIED and partners developed an integrated REDD+ testing initiative for the Beira corridor in central Mozambique. With a holistic approach — including mapping drivers and change in carbon stocks, establishing a socioeconomic baseline, designing and testing interventions, and monitoring impacts — the project aims to represent the complex realities of REDD+ within the corridor. We will also look at how communities, commercial companies and government managers can take complementary actions to reduce emissions from land use change. Elsewhere in Mozambique, other NGO projects are dealing with similar issues — and the private sector shows great interest in engaging with REDD+.<sup>1</sup>

In Tanzania, with pilots designed independently by different CSOs testing different models, the conclusions may be more fragmented. We can expect robust results related to participatory forest management, which is

## Piloting the many aspects of REDD+

Mozambique and Tanzania have taken different strategies to try to capture the complexity of REDD+ in their pilots. Mozambique's REDD+ Working Group identified pilot areas subject to different drivers of deforestation:

- production of biomass energy to supply cities and towns;
- intensive logging, including illegal logging;
- fire used for land clearing and harvesting forest resources;
- encroachment of agriculture into conserved forest areas;
- large- and small-scale commercial agriculture, including biofuels;
- large- and small-scale mining; and
- effect of plantations on carbon stocks and biodiversity.

NGO-led action research will use Mozambique's Beira corridor, where many of these drivers interplay, as a laboratory for integrated testing of many aspects of REDD+.

In Tanzania, the pilots are independently designed projects, each led by a different CSO. They test different questions in varying contexts:

- How much could emissions be reduced and carbon stocks enhanced by REDD+ activities?
- How can women help establish woodlots to slow conversion of natural forests?
- How can small areas of privately owned forest be sustainably managed for REDD+?
- Can support in meeting transaction costs help communities obtain certifications for forest management?
- What new incentives can REDD+ provide for joint forest management and benefit-sharing between government and local communities?
- How can community-based forest management be integrated with village land-use planning under REDD+?
- Are gender-sensitive payment mechanisms more effective?
- How can communities access alternative energy sources?
- What are the existing carbon stocks and baselines?

being tested in various contexts. But for other aspects of REDD+ in Tanzania, the lesson from pilots may be context bound. It is not clear whether the diverse studies will sum up to an understanding of the interplay of different mechanisms and landscapes, or how that will inform a national REDD+ model that reduces emissions.

Tanzania's REDD+ pilots do have important points of contact that might help in linking up their results. The CSOs are organised into a network for sharing progress and challenges, they regularly publish lessons from ongoing projects, and they jointly critique and contribute to documents developed by government-led processes.

There are divided opinions about the transparency of the bidding process that selected CSOs to create and manage pilots in Tanzania. But a more important

question for this briefing is whether CSOs could have been better integrated early in the process of planning REDD+ preparation. If these organisations were part of the REDD+ Task Force, for example, they could contribute more proactively — rather than reacting to draft documents and calls for pilot proposals. When CSOs can only react, debates and friction grow between civil society and government. The complexity of REDD+ demands more constructive engagement and dialogue.

Furthermore, although CSOs are given responsibility for pilots in Tanzania, they also are isolated as the sole project leaders. In Mozambique, by contrast, REDD+ research and testing is bringing together various stakeholders with knowledge of the policies and science behind REDD+ and the practical experience to make it happen. REDD+ delivery models in Mozambique will include interventions by communities and private companies alike.

## Recommendation: platform for learning

Mozambique and Tanzania have adopted distinct approaches to institutionalising, preparing and piloting REDD+. Some of the advantages and dangers in each pathway are apparent, but it is still early to judge their relative merits.

As these two African neighbours go forward, they will benefit from comparing their processes, results and impacts. Government, academia and civil society should join in a South-South learning platform that would inform work in both countries. In fact, this platform could build on existing memorandums of understanding between forestry agencies in Mozambique and Tanzania; the Forest Governance Learning Group is a platform operating in both countries that can facilitate exchanges and learning. At the same time, the countries need to break down silos that separate government cooperation from CSO advocacy, and bring sectors like energy and agriculture into the dialogue.

Through broad, inclusive discussions and knowledge-sharing, Mozambique and Tanzania can identify their next steps — and help others in the developing world find the best pathways for delivering effective and inclusive REDD+.

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## Notes

■ <sup>1</sup> Nhantumbo, I. 2011. *REDD+: ready to engage private investors*. IIED Briefing. IIED, London.

## Further reading

■ TNRF. 2011. TZ-REDD Newsletter Issue 4. Tanzania Natural Resources Forum, Arusha. ■ TNRF. 2011. *REDD+ realities: learning from REDD pilot projects to make REDD work*. Tanzania Natural Resources Forum, Arusha. ■ Siteo, A., Salomao, A., Wertz-Kanounnikoff, S. 2012. *The context of REDD+ in Mozambique: Drivers, agents, and institutions*. Center for International Forestry Research, Bogor, Indonesia. ■ Nhantumbo, I., Macqueen, D. 2011. *Beyond rhetoric: South-South collaboration for REDD+*. IIED Briefing. IIED, London.