MOZAMBIQUE *(R-PP dated March 2012)*

	GOVERNANCE OF REDD+
	To what extent does the R-PP promote good governance within REDD+ systems and processes?

	Stakeholder Participation in REDD+ planning and Implementation
+	*Identifies relevant stakeholders for REDD+*
	Specifically considers how to engage local stakeholders
	Proposes a transparent process for stakeholder participation
-	*Proposes a process to ensure accountability for stakeholder input*
	Proposes a grievance / dispute resolution mechanism
	Considers how to learn and build from other relevant participatory processes

The R-PP identifies major stakeholder groups for REDD+ consultation, including government agencies, parliamentarians, the private sector, communities, academia, and NGOs. The R-PP identifies several general lessons from past participation processes, such as providing clear information to local stakeholders and allocating sufficient time, but it does not provide a more in critical reflection on these experiences (p.34). The R-PP also does not identify or propose to establish a specific multi-stakeholder platform at the national level, which could be integrated into the proposed readiness management structure. The R-PP states that there will be thematic working groups with multi-stakeholder representation, but it does not provide any details on how membership will be determined or what the roles and responsibilities of the thematic groups will be (p.23). The R-PP does identify several sub-national NGO forums that could be used for "bringing community voices to the REDD+ process", but overall the R-PP does not offer many concrete strategies or proposals for engaging communities other than conducting workshops. Thus, it is somewhat unclear from the R-PP whether multiple stakeholders will have a formal and consistent voice in decision-making, beyond being consulted.

The consultation plan put forward by the R-PP is primarily focused on information dissemination and awareness raising, and it identifies several potential modes of communication (e.g., radio, television, posters and pamphlets) (p.52). However, the R-PP does not outline formal structures or concrete methods for integrating stakeholder feedback into REDD+ decision-making, although it does express general commitment to principles such as transparency and accountability (p.36). The R-PP identifies several types of conflicts that may arise under REDD+ and proposes an evaluation of existing conflict management mechanisms in order to design a REDD+ conflict management guide and a framework for prevention and management of conflicts (p.54, 111).

Recommendations:
- Propose specific strategies and principles for effectively engaging local communities
- Clarify how the consultation plan will promote transparent access to information and incorporate stakeholder feedback into REDD+ decision-making

	Government coordination in REDD+ planning and implementation
	Considers REDD+ in the context of other sector policies, land use plans, and national development plans
	Proposes mechanisms to coordinate REDD+ across sectors
+	*Proposes mechanisms to coordinate REDD+ across levels of government*

The R-PP stresses the importance of inter-ministerial coordination but acknowledges this is a major ongoing challenge. It identifies a large number of ministries and agencies that should be engaged on REDD+, and states that the National Council for Sustainable Development (CONDES) is the most logical body to engage and coordinate these entities for REDD+ (p.20). However, it also acknowledges that CONDES has struggled to achieve effective participation and coordination of these entities in the past, particularly engagement of other land use sectors. The R-PP does not offer any new strategies to overcome these coordination challenges. At the sub-national level, the R-PP suggests that coordination bodies such as provincial and district councils and the Participatory Natural Resources Management Council (COGEP) can play a role in REDD+, but it also notes the need to strengthen the capacity of sub-national institutions to participate in REDD+ (p.29). The REDD+ Technical Unit (UT-REDD+) oversees day-to-day implementation of REDD+ and will also establish links with sub-national structures (p.23). The R-PP proposes to develop local operational units to facilitate REDD+ implementation and to examine different options for establishing sub-national units (p.29).

The R-PP acknowledges the need to integrate REDD+ with other sector development plans, noting that agriculture, mining and

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infrastructure development contribute to deforestation and land conflicts (p.43, 61). Policies such as the Strategic Plan for Development of the Agrarian Sector are aimed at expanding agriculture and infrastructure, and the R-PP notes that implementation of the Plan will require forest clearing. Furthermore, according to the R-PP large areas of the country have been allocated for mining or new investments in agriculture and biofuels (p.72). The R-PP proposes activities to assess sectoral policies, identify land use trade-offs and facilitate cross-sectoral dialogue (p.87), and also notes that the ongoing agro-ecological zoning process can be used to identify land for REDD+ allocation (p.82). The likelihood that these proposed activities will be implemented effectively will strongly depend on the effectiveness of the proposed coordination mechanisms outlined above.

Recommendation:
- Provide additional detail on how sectors with significant land use impacts such as mining and infrastructure will be encouraged to fully participate in the REDD+ process

	Transparent and accountable REDD+ revenue management & benefit sharing
🟧	*Proposes a transparent system to track and coordinate international financing of activities related to REDD+*
+	*Considers measures to promote fiscal transparency and accountability for REDD+ revenue management*
🟧	*Proposes a participatory process to develop systems for REDD+ revenue distribution, including benefit-sharing*
+	*Reviews lessons from past and/or existing systems for managing and distributing forest revenues*

The R-PP identifies MICOA as the agency responsible for managing FCPF funding through the Environment Fund (FUNAB). The UT-REDD+, operating under the authority of MICOA, will be responsible for establishing systems for financial management and equitable distribution of benefits (p.17, 106). The R-PP states that financial audits and regular sharing of financial and budget reports with provincial and district consultative councils will promote transparency and accountability of revenue management (p.17, 109).

The R-PP describes strengths and weaknesses of the current revenue-sharing scheme that allocates 20 percent of timber harvest and wildlife fees to local communities (p.80). The R-PP notes that revenue sharing has had some positive results such investing funds in setting up community bank accounts, disseminating laws at the local level, and establishing community management institutions (p.81). However, in some cases eligible communities do not receive promised funds due to corruption, or the funds have been minimal (p.82). The R-PP proposes to develop benefit sharing options for REDD+ by reviewing existing benefit sharing mechanisms between the state and communities and exploring potential to expand revenue sharing schemes to mining and other sector activities (p.87).

Recommendation:
- Clarify how low community input will be solicited as part of the proposed study on benefit sharing mechanisms

	Transparent monitoring and oversight of REDD+
+	*Proposes to establish information management systems for REDD+ that guarantee public access to information*
🟧	*Proposes mechanisms for independent oversight of the implementation of REDD+ activities*
+	*Proposes mechanisms to monitor efforts to address governance challenges*

The R-PP states a strong commitment to developing a national monitoring system including a National REDD+ Information Platform to provide public access to information on three pillars: strategy and legislation, administration and accounting, and MRV and reference levels (p.24). According to the R-PP, the platform will organize and publish information on a range of issues including carbon, assessment of positive and negative impacts of REDD+ implementation, social and environmental safeguards and the status of governance (p.137). The R-PP states a commitment to creating a transparent, accurate and verifiable data collection system, noting that verification by independent institutions will help improve systems of information management and data collection, although existing barriers for information collection and management are not identified (p.146). However, the R-PP does not identify any specific institutions that could provide independent verification of information or oversight of REDD+ activities.

The R-PP notes the need to define indicators for monitoring REDD+ performance, and proposes preliminary indicators for monitoring policy and governance elements (p.149). Suggestions for policy and governance elements to monitor include development of laws and policies for REDD+, transparency, accountability and equity in application of REDD+ policies, information in the public domain, and number of conflicts over use of resources (p.149).

Recommendation:

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	• Identify potential institutions that could be responsible for independent verification and oversight of REDD+ implementation

GOVERNANCE CHALLENGES FOR ADDRESSING DEFORESTATION DRIVERS
To what extent does the R-PP consider key forest governance challenges for achieving REDD+?

Land and forest tenure

+	*Discusses the situation regarding land and forest tenure, including for indigenous peoples*
	Considers the capacity of judicial and non-judicial systems to resolve conflicts and uphold the rights of citizens
	Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The R-PP presents a relatively detailed discussion of forest tenure in law and practice. The R-PP notes that the legal framework for forest tenure in Mozambique recognizes customary rights to land and that communities can formally register their rights through boundary demarcation and acquisition of land use certificates (DUAT). However, the R-PP also acknowledges that many communities have limited resources and capacity to register their land (p.79, 90). Furthermore, the R-PP notes that land administration capacity at the local level is weak, which creates challenges for land registration and publication of the land database (p.80). The R-PP notes that the legal framework allows lands to be allocated to third parties following a consultation process with impacted communities (p.80), but states that these consultation processes are often not implemented according to the law, resulting in conflicts between communities and commercial investors (p.80, 148). The R-PP states that in 2010, 548 land related conflicts were reported and 475 were settled (p.84). A Land Forum has been established as a platform for dialogue on land rights and adjudication processes (p.84); the R-PP notes that the DNTF and local tribunals can also play a role in managing land allocation conflicts (p.111).

The R-PP proposes to map land rights—including ownership, registered and unregistered rights, and land conflicts—in order to assess implications for REDD+ goals (p.86), but it does not propose a broader process to address tenure issues for REDD+. The R-PP does not suggest any potential strategy options to improve management of land conflicts, strengthen land administration capacity, or support communities to register their rights.

Recommendation:
- Propose REDD+ strategy options to address tenure challenges identified in the R-PP

Forest Management

	Discusses the ability of forest agencies to plan and implement forest management activities
	Considers the role of non-government stakeholders, including communities, in forest management
+	*Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP's discussion of forest management focuses on commercial timber harvesting activities. The R-PP states that the National Directorate of Land and Forests has oversight responsibilities for production forest and will play an important role in REDD+ implementation, but it does not describe the capacity or operations of this institution in detail (p.15). The R-PP states that communities participate in community based natural resource management (CBNRM) and notes that REDD+ should build on these efforts, but it provides little information about the current status or effectiveness of CBNRM in Mozambique (p.28).

According to the R-PP, forest management activities are largely carried out by operators with annual harvesting permits or forest concessions. The R-PP notes that unsustainable logging practices that exceed licensed quotas often lead to selective logging of high value species and ultimately to forest clearing for other land uses (p.66). The R-PP lists factors contributing to poor forest management, including lack of management plans and insufficient incentives for long-term management. The R-PP states that the 2012 Forestry and Wildlife Law will extend license periods, require management plans for licenses, and update existing forest fees (p.79). The R-PP proposes potential strategy options to address forest management challenges such as piloting incentive programs for forest certification, supporting license operators to shift towards long-term concession management, and developing community timber concessions (p.92)

Recommendation:
- Provide a more thorough discussion of the role and capacities of public authorities and local communities in forest management

Forest Law Enforcement

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MOZAMBIQUE   *(R-PP dated March 2012)*

+	*Discusses the ability of law enforcement bodies to effectively enforce forest laws*
	Discusses efforts to combat corruption
+	*Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP provides detailed examples of illegal practices and barriers to effective law enforcement in Mozambique. Illegal logging is described in the R-PP as "rampant," with over 1,300 fines issued for illegal logging in 2010 (p.65). Illegal activities are often carried out by operators with annual licensing permits issued by provincial authorities or by concessionaires who fail to comply with legal provisions for concession operation (p.44, 66). The R-PP identifies numerous factors contributing to illegal activities such as corruption, lack of resources, and insufficient law enforcement personnel. For example, according to the R-PP each forest law enforcement officer is responsible for controlling nearly 83,000 ha of forest, limiting monitoring activities to sporadic concession visits or transit checkpoints at roads and ports (p.65). The R-PP proposes several strategies to address law enforcement weaknesses, such as improving information systems to aid law enforcement in identifying illegal logs, improving monitoring of forest harvesting practices, capacity building for customs officials and other law enforcement personnel, exploring options for participatory law enforcement using community scouts, and engaging an independent forest monitor (p.92, 94). The R-PP notes that an anti-corruption policy and strategy has been developed, although it does not discuss the implementation or effectiveness of the strategy (p.81).

Recommendation:
- Provide additional detail on efforts to address corruption in the forest sector

	Other Forest Governance Issues Relevant for REDD+
+	*Discusses other forest governance issues that are relevant for REDD+*
	Links identified governance challenges to proposed REDD+ strategy and implementation framework

The R-PP specifically states that forest sector governance and ensuring that REDD+ is transparent and inclusive are key thematic areas to be discussed as part of stakeholder consultations (p.53). The R-PP employs a World Bank framework to examine governance issues including the current status of participation, transparency and accountability mechanisms in Mozambique (p.84). The R-PP describes existing mechanisms in place to promote good governance and states that Mozambique has implemented progressive legislation that promotes social and environmental goals; however, the R-PP also notes that the government faces significant challenges to successfully implementing these policies (p.83). The R-PP proposes to conduct more detailed analysis of governance challenges, including links between drivers of deforestation and governance, as part of R-PP implementation (p.83, 87).

Recommendation:
- Propose conducting a capacity needs assessment to analyze barriers to policy implementation

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