

Governing Africa's Forests in a Globalized World

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EDITED BY LAURA A. GERMAN,
ALAIN KARSENTY AND ANNE-MARIE TIANI



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*Edited by Laura A. German, Alain Karsenty
and Anne-Marie Tiani*



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Foreword

Forests are global and national. The whole world benefits from their rich biological diversity and entire nations are provided with their diverse services, including food, water and carbon sequestration. All nations suffer from uncontrolled forest destruction, because as we know today, deforestation and other land-use changes are currently responsible for about one fifth of annual greenhouse gas emissions. At the same time, forests are profoundly local. Each one is unique and forest use depends heavily upon specific environmental, social and economic contexts. People with formal forest management responsibilities are more successful in their endeavours if they tailor their efforts to local conditions. It is also almost impossible to maintain forests long without local support. Decentralized forest governance is part of the solution for most of the critical issues related to sustainable forest management, like avoiding forest fires or enhancing forest rehabilitation. Forests owned by local communities often suffer less from illegal logging, and enhancing local rights and responsibilities can support the economic and ecological benefits of forests managed for multiple uses and users under the right conditions.

In 2004, the Interlaken Workshop on Forest Governance in Federal Systems, organized as a country-led initiative in support of the United Nations Forum on Forests (UNFF), provided decision-makers and other key stakeholders the opportunity to share global experiences with decentralization in the broader context of governance reform. Participants of the Interlaken meeting recognized the importance of appropriate sharing of decision-making authority and responsibility for forest management between different levels of government. Other lessons included the need for more effective enforcement of accountability at all levels of government and appropriate and strong linkages with local forest users, other sectors and civil society. The Interlaken workshop was succeeded by the Yogyakarta Workshop on Forest Governance and Decentralization in Asia and the Pacific, held in 2006 in Yogyakarta, Indonesia, to explore how the lessons from Interlaken are manifest at regional level and to expand and deepen the dialogue.

The Workshop on Forest Governance and Decentralization in Africa, held in Durban, South Africa, in April 2008 was part of the same initiative to promote regional dialogue about these issues. The Durban workshop, organized by the governments of South Africa and Switzerland in support of the UNFF, was conceived as a means to extend the dialogue to the African continent, to take stock of challenges faced in implementing lessons and recommendations from previous workshops, and to synthesize Africa's unique experiences in forest governance and decentralization. This workshop explored a broader set of governance challenges and opportunities associated with increased trade, investment and financial flows into and out of Africa, which add a layer of complexity to the implementation of decentralization and governance reforms. These issues and challenges are likely to take even greater

significance in the context of current discussions on reducing emissions from deforestation and forest degradation in the international climate change debate.

The Durban workshop brought together 187 participants from 34 African countries and 11 participants from outside the continent, collectively representing diverse government and non-governmental organizations and the private sector. Participants shared experiences and explored opportunities to generate concrete gains from governance reforms and decentralized forest management against the backdrop of both global trends and local contexts. Participants identified several issues in need of attention and offered recommendations for the consideration of participant countries and the UNFF.

The outcome was a lively and interesting discussion about key challenges, opportunities and lessons learned, the results of which are reflected in an official United Nations report.¹ Given the urgent need to find the right balance between local, regional, national and global governance of forests, through this book we hope to share with a wider audience some of the background information, experiences and conclusions that grew out of the Durban workshop.

As the co-sponsors of this initiative, we would also like to give a special word of thanks to the Center for International Forestry Research (CIFOR) and Intercooperation, which have provided much of the technical and administrative support for this initiative, and to the Secretariat of the United Nations Forum on Forests, the International Tropical Timber Organization (ITTO), and the governments of the UK, Norway, Germany, the US and Finland, who provided valuable technical and financial support for the initiative. Our thanks also go to Laura German, Alain Karsenty and Anne-Marie Tiani for editing the present volume.

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NOTE

1 See http://www.un.org/esa/forests/pdf/cli/cli_durban_report.pdf.

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List of Acronyms and Abbreviations

AEC	African Economic Community
AFF	annual forestry fee
AFLEG	Africa Forest Law Enforcement and Governance
AFR	annual forest revenues
AMADER	Malian Agency for the Development of Household Energy and Rural Electrification
AMFI	African Model Forest Network Initiative
ANAE	Agence Nationale d'Actions Environnementales
ANGAP	Agence Nationale pour la Gestion des Aires Protégées (now Madagascar National Parks)
A/R	afforestation and reforestation
ASEAN	Association of Southeast Asian Nations
ATEM	alternate tenure and enterprise model
ATP/RN-POP	Thematic Action Programme/Natural Resources and Populations
AWG-KP	Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol
AWG-LCA	Ad Hoc Working Group on Long-Term Cooperative Action under the Convention
CA	CAMPFIRE Association
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CAPRI	Collective Action and Property Rights Initiative
CAR	Central African Republic
CASS	Centre for Applied Social Sciences
CBC	Center for Biodiversity Conservation (American Museum of Natural History)
CBD	Convention on Biological Diversity
CBFM	community-based forest management
CBFP	Congo Basin Forest Partnership
CBNRM	community-based natural resource management
CBO	community-based organization
CCG	CAMPFIRE Collaborative Group
CCL	Fuelwood Unit (<i>Cellule Combustible Ligneux</i>)
CDD	community-driven development
CDM	Clean Development Mechanism
CEB	<i>Compagnie Equatoriale des Bois</i>
CED	Domestic Energy Unit
CEFDHAC	Conference on Central African Moist Forest Ecosystems
CER	certified emission reduction

CERAD	Centre for Research and Action for Sustainable Development in Central Africa
CF	community forestry
CFMA	collaborative forest management agreement
CFR	Central Forest Reserve
CGRF	Forestry Licence Fee Management Committee
CIB	<i>Congolaise Industrielle du Bois</i>
CIDA	Canadian International Development Agency
CIFOR	Center for International Forestry Research
CIRAD	French Agricultural Research Centre for International Development
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CMA	catchment management agency
CO ₂	carbon dioxide
COBAs	Communautés Locales de Base
COMIFAC	Central African Forest Commission
COMODE	<i>Conseil Malgache des ONG pour le Développement et l'Environnement</i>
COP	Conference of the Parties
COSEF	Senegalese Council of Women
COVAREF	wildlife resource development committee
CSIR	Council for Scientific and Industrial Research
CWM	community wildlife management
2D	two dimensional
3D	three dimensional
DAE	decentralized administrative entity
DBM	district board of management
DD	Land Division of the Ministry of Agriculture
DEF	Waters and Forests Division of the Ministry of Agriculture
DfID	UK Department for International Development
DFO	district forest officer
DFS	District Forestry Service
DGF	Direction de la Gestion Forestière
DID	difference-in-difference
DNPWM	Department of National Parks and Wildlife Management
DRC	Democratic Republic of Congo
DUAT	Direito de Uso e Aproveitamento da Terra (commonly translated from Portuguese as 'right of use and benefit')
DWAF	Department of Water Affairs and Forestry of South Africa
EAC	East African Community
ECOWAS	Economic Community of West African States
EITI	Extractive Industry Transparency Initiative
ERP	Economic Recovery Programme
ESAP	Economic Structural Adjustment Programme
EU	European Union

FAF	forest area fee
FAO	United Nations Food and Agriculture Organization
FBD	Forest and Beekeeping Division, Ministry of Natural Resources and Tourism, Tanzania
FCPF	Forest Carbon Partnership Facility
FCZ	Forestry Commission of Zimbabwe
FDI	foreign direct investment
FERN	Forests and European Union Resource Network
FID	Forestry Inspection Division
FLEG	forest law enforcement and governance
FLEGT	Forest Law Enforcement, Governance and Trade process
FMU	forest management unit
FOB	free on board
FOB	freight on board
FOEN	Federal Office for the Environment of Switzerland
FOMOD	Dja and Mpomo Model Forest
FPIC	free, prior and informed consent
FPU	Forest Protection Unit
FRIM	Forest Research Institute of Malaysia
FRP	Forestry Research Programme
FSC	Forest Stewardship Council
FSUP	Forest Sector Umbrella Programme
FTM	National Geographic Institute
FWP	Forest and Wildlife Policy
G8	Group of Eight industrialized nations (Germany, Canada, US, France, Italy, Japan, UK and Russia)
GDP	gross domestic product
GHG	greenhouse gas
GIC	common initiative group
GIE	economic interest group
GIS	geographic information systems
GPS	global positioning system
GRAID	Recherche et d'Accompagnement des Initiatives de Développement
GRAPS	Group for Administrative, Political and Social Science Research (Groupe de Recherches Administratives, Politiques et Sociales)
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation)
HIPC	Heavily Indebted Poor Countries Initiative
IAD	Institutional Analysis and Development
ICDP	integrated conservation and development project
IDA	International Development Association
IFI	international financial institution
IFIA	Inter-African Forest Industry Association
IFM	independent forest monitoring

IIED	International Institute for Environment and Development
IMF	International Monetary Fund
IO	independent observer
IPA	indigenous protected area
IPCC	Intergovernmental Panel on Climate Change
IRD	integrated rural development
ISH	Institut des Sciences Humaines
ITTO	International Tropical Timber Organization
IUCN	World Conservation Union (<i>formerly</i> International Union for the Conservation of Nature)
JFM	joint forest management
LAAC	Licence Assessment Advisory Committee
LDC	least developed country
LULUCF	land use, land-use change and forestry
MDC	Movement for Democratic Change
MDG	Millennium Development Goal
MNRT	Ministry of Natural Resources and Tourism
NCA	National Constitutional Assembly
NEP	National Environment Plan
NEAP	National Environmental Action Plan
NEPAD	New Partnership for Africa's Development
NFA	National Forestry Authority
NFF	National Forest Fund
NFP	National Forest Programme
NGO	non-governmental organization
NRM	natural resource management
NSF	National Science Foundation
NTFP	non-timber forest product
OFIDA	Customs Service
ONE	Office Nationale pour l'Environnement
PAC	problem animal control
PAR	problem animal reporter
PES	payments for environmental services
PFM	participatory forest management
PNDC	Provisional National Defence Council of Ghana
RC	Republic of Congo
RC	rural community
RDC	rural district council
REDD	reducing emissions from deforestation and degradation
REPAR	Regional Network of Parliamentarians
RIL	reduced impact logging
RMC	resource management committee
RMNP	Rwenzori Mountains National Park
RRI	Rights and Resources Initiative

SADC	Southern African Development Community
SAHA	Sahan'Asa Hampandrosoana ny Ambanivohitra (in Malagasy) [Support programme to rural development]
SANREM CRSP	Sustainable Agriculture and Natural Resource Management Collaborative Research Support Programme
SAP	structural adjustment programme
SBS	sector budget support
SCN	Nature Conservation Service (<i>Service de la Conservation de la Nature</i>)
SDC	Swiss Development Cooperation
SEARCA	Southeast Asian Regional Centre for Graduate Study and Research in Agriculture
SECAL	sector adjustment loan
SECO	Swiss State Secretariat for Economic Affairs
SED	Domestic Energy Strategy (<i>Stratégie Energie Domestique</i>)
SER	social and environmental responsibility
SFM	sustainable forest management
SFRA	stream-flow reduction activity
SRG	rural management structures (<i>structures rurales de gestion</i>)
SSA	sub-Saharan Africa
SSHRC	Social Sciences and Humanities Research Council of Canada
SSRC	Social Science Research Council
TFLET	tropical forest law enforcement and trade
TRMA	Timber Resources Management Act
UK	United Kingdom
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	United Nations Forum on Forests
UPS	Strategy Management Unit
US	United States
USAID	US Agency for International Development
VIF	variance inflation factor
VPA	voluntary partnership agreement
WCS	Wildlife Conservation Society
WRI	World Resources Institute
WSSD	World Summit on Sustainable Development
WWF	World Wide Fund for Nature (<i>formerly</i> the World Wildlife Fund)
WWMC	ward wildlife management committee
ZANU-PF	Zimbabwe African National Union-Patriotic Front
ZIC	hunting zone (<i>zone d'intérêt cynégétique</i>)
ZICGC	community-managed hunting zone (<i>zone d'intérêt cynégétique à gestion communautaire</i>)
ZimTrust	Zimbabwe Trust

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