

Overview of the Second International Workshop on Participatory Forestry in Africa

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Introduction

The First International Workshop on Community Forestry in Africa was held in April 1999 in Banjul, the Gambia. One of the recommendations of this workshop was to continue sharing experiences on participatory forest management (PFM) and to conduct a follow-up workshop after two to three years in the United Republic of Tanzania.

The Second International Workshop on Participatory Forestry in Africa was held from 18 to 22 February 2002 in Arusha, the United Republic of Tanzania. It was jointly sponsored by the Food and Agriculture Organization of the United Nations (FAO) and the German Agency for Technical Cooperation (Deutsche Gesellschaft für Technische Zusammenarbeit. GmbH) (GTZ), in collaboration with the Government of the United Republic of Tanzania, represented by the Forestry and Beekeeping Division (FBD) of the Ministry of Natural Resources and Tourism (MNRT). A total of 150 participants from 23 African countries, six European countries, Australia and the United States attended the workshop. The participants represented government forest services, non-governmental organizations (NGOs) and community-based organizations (CBOs) as well as donor agencies – all policy-makers or practitioners involved in participatory forest and natural resources management.

The goal of the workshop was to enhance sustainable livelihoods through PFM and to provide a forum for the assessment and promotion of PFM. The focus was on both the institutional framework (policy and legislation) and the implementation approaches needed to enable the development of PFM for sustainable use of forest resources in Africa.

The objectives were to:

- assess the status of implementation of participatory forestry in Africa and the recommendations made in Banjul;
- share experience and knowledge gained up to the present and related to:

- challenges of implementing participatory forestry;
- importance of access to resources (in particular land/tree tenure), transfer of authority and local power structures in the implementation of participatory forestry initiatives;
- pilot activities versus large-scale implementation (scaling up and sustainability);
- expectations versus achievements (is participatory forestry really taking off?);
- identify essential elements for promoting participatory forestry;
- discuss the contribution of participatory forestry to poverty reduction; and
- prepare a set of recommendations for the use of governments and donor organizations.

The workshop was conducted in five plenary sessions, three working group sessions and one virtual trip session (video presentations on two existing PFM areas). One afternoon was dedicated to side sessions with various special topics and a poster session.

Opening statements

In his introductory statement, the chairman of the opening session, the Director of the Forestry and Beekeeping Division of the United Republic of Tanzania's Ministry for Natural Resources and Tourism, Prof. Said Iddi, welcomed the participants and expressed appreciation of the generous support given by FAO and GTZ to the workshop. He underlined the objectives of the workshop, as stated above.

The opening statement was delivered by the Honourable Minister for Natural Resources and Tourism, Zakia Hamdani Meghji, Member of the United Republic of Tanzania's Parliament. She welcomed the participants and emphasized the need for a permanent sharing of experiences and knowledge on PFM. With regard to the United

Republic of Tanzania, she pointed out that 39 percent of the country's area is covered with forests and woodlands, of which 29 percent is categorized as protection forests, mainly to render important watershed services. Despite the widespread need for forest products (91 percent of the energy consumed in the country is delivered by bioenergy) and the vital tangible and intangible benefits that forests have to offer, forests and woodlands are under enormous pressure from expansion of agricultural activities and settlements, livestock grazing, fires, charcoal making and other human activities. The United Republic of Tanzania loses more than 90 000 ha of its forest annually, while the entire continent of Africa loses about 5 million ha (FAO, 2001). The Minister called on all stakeholders to assist in conflict resolution regarding the loss of biological diversity. In this context she stressed that PFM is one of the successful approaches to ensuring the sustainable management of natural resources. For a number of years, various forms of PFM have been tested in different areas of the United Republic of Tanzania and respective guidelines have been developed.

The Tanzanian National Forest Policy (revised in 1998) encourages participation of all stakeholders in forest management. Up to the present, the United Republic of Tanzania has more than 500 village forests managed by village communities. The new Forest Act was expected to be in place by May 2002 and will officially legalize PFM in its various forms. The Minister noted that in 1999 (at the time of the Banjul workshop) the majority of African countries (with the exception of the Gambia and the United Republic of Tanzania) did not have appropriate policy and legislation to allow communities to own and manage forest areas and resources. Since then, more than 40 African countries have adopted new national forest policies and legislative frameworks that embrace PFM.



In conclusion, the Minister thanked FAO and GTZ for providing support to the workshop in order to enhance PFM in the United Republic of Tanzania and in Africa. She also invited the participants to visit some of the United Republic of Tanzania's famous national parks.

Keynote addresses

Prior to the case study presentations, three keynote addresses were presented: one by Katharine Warner, former Senior Community Forestry Officer from FAO headquarters in Rome; another by Liz Alden Wily, an independent land tenure and community forest management adviser; and a third by Prof. Said Iddi, director of FBD in the United Republic of Tanzania's MNRT.

The focus of Ms Warner's presentation, *Moving forward: developing pathways for sustainable livelihoods through forestry*, was the role that forestry, specifically participatory forestry, can play in sustainable livelihoods. The adoption of the International Development Target of halving global poverty by the year 2015 has refocused or changed the mandates of multilateral and bilateral agencies and international centres. Poverty alleviation is receiving increasing attention as an important objective in forest management. It became the primary objective of development and has gently pushed people-centred concerns into the mainstream, even in natural resource management. This requires a new perspective on forests and their use, in which success is measured not only by the amount of forest products harvested, export figures and revenue generated, but also by the contribution of forests in alleviating poverty. It requires more attention to identifying the overall contribution of forests to the livelihoods of the poor, and of the goods and services they provide, and to developing strategies for maintaining or enhancing this contribution.

A current approach, which attempts to go beyond the previous criteria of income or food security and to include multidimensional characteristics and causes, is that of sustainable livelihoods. The sustainable livelihood approach places people at the centre of development initiatives. The holistic approach of current sustainable livelihood initiatives recognizes the vulnerability of the poor to resource degradation and promotes sustainable resource management as a critical element for sustainable improvement to the livelihoods of the poor.

In this context, Ms Warner underlined the roles of supporting policies and of the right institutional set-up.

Policies that support secure access to forest resources are central to sustainable livelihoods. The absence of secure tenure for forests and other natural resources creates a “discouraging” environment for community involvement in their management. On the other hand, clear tenure rights enable local communities to protect forests from outside encroachment, to increase their benefits and to enter into business contracts. Where access to forests has been relatively unrestricted, forest foods and income from forest products are often particularly important for poorer groups within the community. They usually derive a greater share of their overall needs from forest products and activities.

However, even if policy, legislation, rules and regulations are in place, implementation does not occur or does not occur at the speed and level that had been anticipated. One of the primary factors in this is the regulatory burden. Regulations that govern local use of forests are often excessive and penalize the poor. For example, the demand for detailed forest management plans creates barriers for communities trying to acquire rights to forest areas. Positive examples of effective attempts to minimize the regulatory burden do exist. In the Gambia, for example, effective planning, utilization and monitoring are based on clear guidelines and do not require elaborate management plans.

Policy that grants only limited rights is another factor. The use of forests to which rights have been given to local users may be restricted in a number of ways. Where access to forest products has been granted, it is common that the rights over timber and other products of commercial value have been excluded. Areas placed under community-based management are very often perceived or classified as “degraded” and lacking in commercial interest. For the most part, the strategy continues to be “little trees for little people”, with the state retaining the management and benefits of the productive forests. Benefit-sharing arrangements are usually determined externally, often without asking local institutions or community members if in fact they want to harvest timber, and how they would like the proceeds distributed.

Concerning institutional support, Ms Warner pointed out that national forestry agencies, which are responsible for implementing the forest programmes, are undergoing decentralization, restructuring and downsizing; this trend is occurring in governments throughout the world. As a result, forestry agencies are expected to address effectively the multiple objectives of current forest programmes with inadequate resources, that is, to do “more with less”.

In forestry, while the state continues to remain the ultimate caretaker of forest resources, the responsibility for the actual management of those resources is shifting from the central to local governments. Yet the shift of responsibility to local government does not mean a concurrent shift in resources for implementation, nor does it mean that local government has the capacity (or interest) to assume the tasks and responsibilities. Difficulties are being encountered by local institutions in taking on the responsibilities for management tasks previously performed by the central government. Often the local government units (the recipients) have not received the training or resources to assume the responsibilities effectively, and final authority (responsibility for giving approval and obtaining signatures) rests not at the local level, but with the central/national office. Therefore it is recognized that participatory forestry initiatives need to provide support in capacity building and in strengthening group organizations and institutions. It is also recognized that NGOs are assuming an increasingly important role as intermediaries between government and community. As government agencies decline in size and presence, NGOs are filling the gap, providing training, extension and advisory services. Although they perform a crucial function, there is still uncertainty as to the appropriate role of NGOs and government agencies. The agendas of environmental NGOs have proved on occasion to be not always congruent with the interests of the communities with which they work.

Ms Warner also provided an answer to the question of what is needed if the multiple objectives of sustainable livelihoods and sustainable forest management are to be met. She listed the following five criteria.

- *A people-centred approach:* Where forests continue to be central to livelihood systems, local people should be the principal stakeholders.
- *Access to resources and security of tenure:* This is central not only to improving forest management, but also to providing economic opportunities to the forest-dependent.
- *Political commitment and will for implementation:* There is a need to go beyond the “letter of the law” in policies, legislation and regulations, entering into a spirit of partnership with communities and local institutions.
- *Benefits:* Economic incentives have to be perceived by the communities if their long-term commitment is to be secured.

■ *Removal of barriers to market entry:* Many governments have set in place forest and environmental policies and regulations designed to limit rather than encourage production and sale of forest products. Unless such constraints are removed, there is little incentive for people to involve themselves in forest management.

In conclusion, Ms Warner stated that participatory, people-centred forestry can provide the pathway for both sustainable livelihoods and sustainable forest management. However, it is necessary for us to be open to new forest managers, new partnerships and new ideas about how to balance the multiple demands on our forests.

The objective of Ms Alden Wily's presentation, *Participatory forest management in Africa today; an overview of progress and trends*, was to provide an overview of where and how local involvement in forest management is occurring at this time in Africa and to identify trends and constraints. Intensive literature analysis and her own broad experiences in this field, coupled with information she gathered from key persons in different countries, provided the foundation for her comprehensive presentation.

First, she pointed out some general trends in the African forest law reform process: the policy commitment and new legal opportunity for forest-local populations to participate in forest management; the change in the character of central forestry administrations, with wider civil society input in decision-making; and varying degrees of decentralization to local governments. Actions are under way in at least 28 African countries to involve forest-local communities in the management of forests.

Most of these diverse participatory developments show certain commonalities. Everywhere, PFM is a young development, and most initiatives are less than five years old. Most begin under the aegis of discrete, donor-funded projects. The creation of support units in central forestry administrations is quite widespread, and several countries have begun to issue newsletters to communicate among and coordinate the increasing number of projects and interest groups. PFM is proving a rich field for NGO and CBO involvement. PFM as a whole is considered innovative and sometimes risky, and projects are usually referred to as "pilots" to avoid forcing permanent changes on a not always fully supportive administration.

Concerning the approaches to PFM in Africa, Ms Alden Wily identified different types based on the following criteria.

■ *Locus (forest reserves or unreserved [poorer] land):* In many countries, developments have begun in both the forest reserves and unreserved areas, but particularly in the latter. Until now, some countries have restricted local roles to unreserved or other "poorer" forest areas, in much the same way has been contentiously sustained in Nepal and India, while in only a few countries has PFM had its start in national forest reserves.

■ *Focus (product- or protection-centred):* PFM initiatives tend to be mainly either product- or protection-centred in their early focus, and accordingly they are built mainly around either use or conservation management issues. At times the central management agreement is less an agreement to manage than a licence to use the forest. In contrast, PFM that begins with protection objectives tends more strongly towards management-centred decision-making and includes local groups, irrespective of which members use or do not use the forest in question.

■ *Objective (benefit sharing or power sharing):* In practice, a clear line between the two approaches exists. Classical forms of benefit sharing are income-centred, cooperation-seeking or product-centred (buffer zone developments, employment opportunities, revenue sharing and licensing opportunities). Power-sharing strategies, however, are rights-centred, empowerment-based or management-centred, grant more authority to communities and allow them to act as manager or as decision- or rule-maker.

Observing trends in PFM, Ms Alden Wily saw an increase in the empowerment of local communities in forest management, and the emergence of these populations as a cadre of forest managers in their own right. Procedures for PFM activities are becoming simpler and/or easier, a great deal of institution building is occurring at the local level, and local forest rights are gaining ground. For her, the most important development in PFM is the community forest. Community forests share some common features:

- the forest area is defined by the community;
- the community holds the major, if not sole, jurisdiction over the forest area; and
- a community-based institution is generally created or designated to implement management.

Concrete legal provision for community forests under one name or another now exists in new or draft laws in several countries.

Despite these positive trends, PFM is still facing problems, mainly in the areas of programming (failure to get enough support from government institutions if PFM activities are scaling up from donor pilot projects), institutions (lack of modern governance structures at the community level to build upon), land tenure (most countries do not give legal weight to customary tenure of local forests as private group-owned property), competition with the private sector (concessions may still be granted in customarily locally owned areas), and contradictions with wildlife strategies (most countries do not empower communities to control/manage wildlife within forests).

Her overall conclusion was that PFM is widespread and effective enough in Africa today to be recognized as a significant route towards securing and sustaining forests. She predicted that in due course the state will participate and contribute to community-driven regimes instead of continuing with the situation in which communities participate in the management regimes of the state, as is currently still the norm.

The focus of Prof. Iddi's presentation, *Community participation in forest management in Tanzania*, was the status and future of community participation in forest and woodland management in the United Republic of Tanzania. The country has about 33.5 million ha of forests and woodlands. This is about 38 percent of the land area. Forests and woodlands play an important role in the livelihoods of Tanzanians. It is estimated that more than 90 percent of the population uses biomass energy for cooking and heating. Bioenergy accounts for about 9 percent of the total energy consumption in the country. Forests and woodlands also provide various non-wood products, such as fruits, nuts, medicinal plants, honey, beeswax, tannins and gum arabic, and are important for water catchment. These resources are under enormous pressure from expansion of agricultural activities, livestock grazing, fires, charcoal making, illegal harvesting and other human activities. These pressures lead to deforestation. It is estimated that 92 200 ha of forest and woodlands are lost per annum.

Pointing out the historical background, Prof. Iddi stated that the United Republic of Tanzania has the most decentralized and devolved governance regime in sub-Saharan Africa, in which governance is lodged principally at the village level. Community participation in forest management has existed in the United Republic of Tanzania for a long time, but on a small scale. It is common to find trees of certain species being protected and managed for traditional reasons. It has been observed that forests and

woodlands that are managed through the use of traditional knowledge and practices are accorded high respect by concerned communities. Thus they are not affected by fires or encroachment. While the strategy of setting aside forests and woodlands for protection remains the centrepiece of management of these resources in the United Republic of Tanzania, there has been an evolutionary process from a conventional to a participatory approach that comprises community-based forest management (CBFM) and joint forest management (JFM). It should be noted that PFM in the United Republic of Tanzania has not been born out of policy; instead, policy formulation has, in many respects, been directly prompted by new approaches on the ground. Today the implementation of PFM approaches on reserved and unreserved forest areas is widespread in the country. Examples of situations in which government administration as well as donor-financed projects are supporting local initiatives exist throughout the country.

Concerning opportunities for PFM, Prof. Iddi mentioned the National Forest Policy (1998), which is quite clear on the need to bring unreserved forests or woodlands under the jurisdiction of local communities, as village forest reserves. The policy also opens the way for forest-adjacent communities to become co-managers of both central and local government forest reserves through JFM agreements. One of the most significant recent developments in forest and woodland management in the United Republic of Tanzania has been the effort to strengthen, or to otherwise reintroduce, earlier management traditions. These forests are protected using customary laws. The new developments will soon be legalized by the proposed new forest legislation, which is awaiting enactment.

The new land policy (1995) and new land legislation (1999) have reconstructed the tenure environment of the United Republic of Tanzania and, with it, the nature and expression of rights at the local level. The village remains central in the new land policy and legal framework and is in fact strengthened. The new land law not only allows local communities to demarcate parts of their local environment for common use and/or natural resource management, but also provides two mechanisms through which local-level jurisdiction may be reinforced. These are: (1) legal mandates to declare a forest or woodland inside the village areas as common property, thereby protecting it from encroachment; and (2) provision in the land law for the ownership of rights in this land to be titled to the appropriate group within the community, or even to the community as a whole.

In the United Republic of Tanzania, conflicts at the village level, where PFM is based, can be resolved locally through reconciliation committees. These committees are recognized by the formal law and are constituted at the village level by involving the “wise men and women of the village”. Courts of law at the primary, district and regional levels can refer a case to the reconciliation committee, where mainly customary laws are used to resolve conflicts.

In addition to these opportunities, Prof. Iddi mentioned some challenges. Despite an enabling policy and political support for PFM, there has been, and will continue to be, some resistance. Some foresters are still practising PFM as “trials”. This may enable them to avoid commitment to PFM. Sometimes it is poorly understood whether and when a community has an incentive to take on responsibilities for PFM. Also, having the village as the lowest locus for governance has its merits and challenges. Sometimes there are two factions competing for power at the village level: the “elite” and the “traditionalists” or “conservatives”. Elite groups normally tend to cooperate with higher-level state apparatuses, such as foresters at the district level, in establishing externally sponsored institutional structures, such as forest committees. On the other hand, the traditionalists (e.g. the custodians of ritual forests) seek to reconstruct the forest committees as entities performing predominantly ritual functions.

Concerning the future of PFM in the United Republic of Tanzania, Prof. Iddi stated that intensified and harmonized extension will be provided to communities in order to promote their participation in forest and woodland management. As a step towards strengthening extension, a manual entitled *Community-Based Forest Management Guidelines* has been prepared. Also, in order to enhance their participation in forest and woodland management, local communities will be encouraged to invest in forestry activities. In addition, a new forest legislation to facilitate PFM has been proposed and is awaiting

enactment. After enactment, a regulatory framework will be developed.

Concluding his statement, Prof. Iddi stressed that PFM can work only if the key people involved have the necessary integrity. This means that they must not be corrupt or involved in illegal practices. The forest administration must be aware that this requires changes in attitude among the foresters and communities.

Country status report on PFM in Africa

One of the recommendations made at the Banjul workshop was to prepare a country status report on participatory forestry every five years to provide greater insight into the status of implementation of the approach in Africa. Jorieke Potters, from FAO, presented the first such report at Arusha. The report is based on a questionnaire survey carried out in 2001. The questionnaire was circulated to government organizations and NGOs involved in forestry in all African countries (totalling 54) to assess the level of implementation of participatory forestry at the national level. Answers were received from only 29 countries.

In this FAO report, the term “participatory forestry” is regarded as an umbrella concept covering all those different types of forestry activities that involve local stakeholders, especially villagers, with different degrees of decision-making authority. Concepts such as community forestry, community-based forest management, social forestry, joint forest management, collaborative forest management, common property forest management, and participatory forestry all refer to approaches that involve local stakeholders in forestry activities at some level. Use of such a broad definition is beneficial for a study that aims at obtaining a general overview, because it can include experiences from countries that differ in their approaches. In addition, its all-inclusiveness implies that traditional indigenous practices and international donor-guided and government-supported experiences are included in the definition, together with those of private forestry and local timber companies.

Highlights of progress

Meanwhile, most countries have taken steps to introduce PFM. About ten years after the concept of participatory forestry was introduced on the African continent, 16 percent of the total forest area in the countries concerned is under PFM. This shows the



importance of the strategy to conserve and manage natural forest resources in a sustainable way. Some countries, such as Benin, Burundi, Cameroon, the Democratic Republic of the Congo and Ghana, have more than 20 percent of their total forest areas under some form of PFM.

In almost all countries, the government, bilateral and multilateral donors and NGOs provide some kind of support to PFM. One basic way in which governments support PFM is by formulating specific regulations and legislation. Only respondents from Benin, Côte d'Ivoire, Togo, Burundi, Kenya, Uganda and Zimbabwe mentioned an absence of legislation and regulation relative to PFM; this is a constraint for local-level participation in forest management.

No general trend is evident regarding the quality of the forest resources managed under participatory forestry. An equal number of respondents indicated that such forests are either degraded or in fairly good or good condition.

In terms of right holders under PFM, the most frequently mentioned parties are villages and/or communities and user groups. Nevertheless, in 12 countries individuals or households are also in a position to obtain rights. The specific characteristics of these individual rights, and the question of whether they can indeed be considered as PFM or instead reflect a situation of private forest ownership, needs further investigation.

The situation that most frequently occurs in Africa regarding formal use and management rights involves rights based on a temporal agreement or contract in combination with a management plan. Some countries, such as Lesotho, Mozambique, Cameroon, Benin, the Gambia and Ghana, have reached the stage of granting permanent title over forest resources. In many cases this titling of land also requires a management plan in order to ensure sustainable management of the resource.

The most common duration of arrangements regarding rights is a contract or agreement, in combination with a management plan, for a period of between five and 15 years. Some countries grant permanent land or resource ownership titles, but various other situations also exist.

In many countries, formal land-use mapping is used as a basis for PFM, and PFM is established and recognized by law. In some countries, formal land-use mapping does not exist but participatory forestry is recognized by law as an official land-use type.

All countries apart from Benin mention the possibilities of formulating by-laws (an indication of

the degree to which right holders can decide about the use and management of the forest resource).

Investments in financial and human resources are indicators of the seriousness of the government's commitment to PFM and the possibility that positive results can be achieved. A special service for participatory forestry exists in 24 countries. This number is surprisingly high, in a positive sense, but in many cases the general forestry department is identified as that special service. Only the Gambia, Ghana, Guinea-Bissau, Kenya, Lesotho, Mali, Morocco, South Africa, Cameroon and Uganda have a special service that is explicitly aimed at promoting participatory forestry.

The possibility of registration for local management groups or associations exists in 23 countries; this is a further indication of the governments' commitment to sharing or devolving management responsibilities over forest resources.

In general, the entitlements of right-holding parties are surprisingly exhaustive; more than 20 countries grant exclusive or commercial rights. This can be seen as a reason for optimism about the advancement of PFM in Africa. In most countries (21) the government grants exclusive rights to local groups, and in the same number of countries right holders are granted commercial rights.

Some form of financial incentives for PFM were reported in 20 countries. These can be summarized under four broad categories: reduced prices for PFM inputs; reduced taxation; share in revenues from forest resources; and preferential exploitation rights.

Opportunities and constraints for PFM

Many factors indicate a positive change towards a more enabling environment for PFM, but constraints also need to be addressed. Table 1 shows these opportunities and constraints as they apply in three categories relating to government, resources and people.



TABLE 1 • Opportunities and constraints for PFM

(Numbers in parentheses refer to the number of countries providing the reply indicated)

CATEGORY	OPPORTUNITIES	CONSTRAINTS
Government	New conducive policy environment (18); growing political will (6)	Lack of conducive policy, or even obstructing policy legislation (9); lack of political will (8); general organization problems (corruption, bureaucratic obstacles, low salaries) (6)
Resources	More specialized institutions for PFM (7); growing professional capacity (5); availability of forest resources (5)	Lack of funds allocated to PFM (15); insufficient human resources to implement PFM (13); high pressure on forest resources (6)
People	General positive attitude towards PFM (18); positive experience with PFM (7); motivated population (5)	Weak social organization; lack of awareness of PFM; suspicion of forest service; lack of knowledge of legislation

Issues that require action

On the basis of the insight gained through the survey, some important issues have been identified that would actively support the implementation of participatory forestry.

- *Funds allocated to the implementation of participatory forestry:* The decentralization of forest management is a change process that needs active support in terms of human and financial resources. When a progressive policy is adopted but governments abstain from allocating the necessary funds to the appropriate level, the forest management situation cannot be expected to change, nor can local stakeholders be expected to take up forest management responsibilities.
- *Capacity building at the national and decentralized levels:* PFM requires specific capacities at all the levels involved. In order to support implementation, it is crucial to continue to provide opportunities for building the specific capacities needed to support PFM.
- *Inclusiveness and security of rights:* The fact that in most countries rights under PFM are exclusive and commercial exploitation is allowed does not necessarily mean a true devolution of the rights. It is important to assess the security and benefit of each specific right situation and define ways of improvement.
- *Scale-up strategies from pilot cases to the national level:* With some positive exceptions, in most countries the actual degree of PFM in terms of hectares and number of people involved is still

limited. The questions about scaling up and about the sustainability of these experiences need to be addressed at all levels.

- *Intersectoral coordination:* In the implementation of PFM it is important to realize that forest management does not take place in a vacuum, but is influenced instead by other national policies and local realities. In this light it is important to strive for consistency in policy and legislation and to look for synergies between sectors.
- *In-depth follow-up of this survey:* There is a need for an in-depth follow-up survey in order to monitor and understand fully the situation of PFM. The follow-up would be repeated at regular intervals, i.e. every five years. This survey should be more in-depth and should explicitly assess the impact of participatory forestry on poverty alleviation and forest resources.

General conclusions

The general conclusions of the FAO report are summarized by the following statements. Participatory forestry has progressed significantly during the last decade in most African countries. It is possible to identify a positive trend towards more conducive policies and a growing will for PFM. Institutional and professional capacity is developing, and in many countries people have a positive attitude towards increased stakeholder participation in forest management. Despite this positive trend, in many countries the actual implementation of PFM is not given the support that it requires, thereby hampering the meaningful implementation of the approach.

Virtual field trip

Because of logistics in the United Republic of Tanzania it was not possible for 150 workshop participants to meet villagers in the field, so a virtual field trip was organized on the second day of the workshop. Videos of PFM activities in villages in Lushoto District and Babati District were shown in English and French to the respective language groups, and were followed by discussions with villagers from the two villages concerned, and from two other villages from Singida District and Shinyanga District. The virtual field trips were then analysed by different working groups and the results were presented to the plenum.

Although the two cases were not representative of the entire African continent, they were good examples of PFM. It was clear that all activities were embedded in a sound political environment, with supporting policies and the correct institutional set-up. The participation of all stakeholders seemed to be guaranteed (user groups, sub-villages, gender groups, etc.) and good governance seemed not to be a problem. All this became even clearer when the villagers themselves discussed the situation with the workshop participants, showing confidence and a very strong commitment (especially the women). The positive attitude of the villagers was not notably affected by the fact that, for the present, the PFM areas were not of high commercial value and that therefore the benefits for villagers were only short-term. Nevertheless, some participants assumed that new expectations on the part of the villagers might emerge in the long term. A broad range of lessons learned were brought up, to a large extent by the villagers themselves. Since PFM is a continuous process, first the positive role of supportive and feasible policies and legislation was highlighted. It was learned that villages can own and manage forests and that conflict solving is possible at the village level. Everybody agreed that PFM shows a possible way to move away from confrontation towards cooperation, if relations between the communities and the forest administration are good. The plenum was convinced that sustainability depends largely on education, political will and broad stakeholder participation, and that more direct benefits should be given to the communities to improve the achievement of sustainable livelihoods (more benefit = more sustainability). Since the discussion of the virtual trip was in many aspects similar to the discussion of the case studies, more details will be presented in that section.

Assessment of the recommendations made in Banjul

The outcome of the Banjul recommendations and proposals for follow-up activities in support of an Africa-wide implementation of PFM were discussed in the plenary session, point by point, as follows.

1. *Governments and donors should be sensitized to appreciate community forestry and to demonstrate long-term commitment to it by mobilizing and channelling sufficient resources into the process.*

The progress made since the Gambia workshop took place is obvious in several countries, and new policies, legislation, action plans and strategies have been developed (in the United Republic of Tanzania, Cameroon, Malawi, Nigeria, etc.). In other countries, however, PFM is still far away. In Morocco, for instance, participatory processes are still exceptions in the forest sector. Therefore the recommendation is still valid.

2. *Regional, subregional and national community forestry networks should be established and strengthened to facilitate information exchange and cross-border exchange visits among communities, services and institutions.*

In this context, the outstanding role of the Forest Trees and People Programme (FTPP) in various parts of Africa has been commended. In addition, several countries reported on nationwide working groups (Ethiopia, South Africa, Cameroon), while cross-border networks were mentioned for the United Republic of Tanzania/Malawi/Zambia as well as for the United Republic of Tanzania/Kenya/Uganda.

3. *FAO should immediately undertake to prepare a country status report on community forestry for the whole of Africa every five years, and should widely disseminate this report.*

The report has been elaborated. The representative from FAO stated that further funds will be required to increase its efficiency.

4. *Regular (biannual) consultative meetings should be held among heads of forest services, practitioners and policy-makers at subregional levels for the purpose of sharing information and to facilitate follow-up with governments.*

Only the heads of the forest departments of Uganda, Kenya and the United Republic of Tanzania have met regularly.

5. *Regular capacity building/strengthening programmes should be organized for all actors by governments and donors.*

One training centre for four countries (Ethiopia, Kenya, Uganda and the United Republic of Tanzania) is in the making. FAO is about to launch training programmes in Ghana, Uganda and Kenya.

6. *FAO's FTTP should routinely solicit case studies and disseminate these to as many actors as possible in support of the national and Africa-wide networks.*

FTTP West Africa began distribution, while the FTTP office in Nairobi still has many case studies for distribution.

7. *FAO should sponsor impact analysis and focused cost-benefit analysis of cases where clearly competing land uses exist.*

So far nothing has been done. Workshop participants requested that the distribution of the results should not only concentrate on positive examples but also include problematic ones and ones that failed.

8. *Community forestry legislation should be revised periodically by governments to harmonize it with social and economic evolution.*

Cameroon, Nigeria and the United Republic of Tanzania reported ongoing processes to review the legislation.

9. *The physical and financial benefits of community forestry should be promoted among the local communities and at the national level.*

A Department for International Development (DFID)-sponsored project in the United Republic of Tanzania is trying to analyse the benefits to the environment, including forests. Cameroon pointed out that not only benefits but also costs should be analysed.

10. *In all cases, communities should be seen as partners in forest development.*

The wording "should be seen as partners" was criticized. There was a proposal that the wording should be "should be partners" or "should be the main managers".

11. *Whenever possible, FAO should take advantage of other relevant international fora to promote community forestry for Africa.*

FAO does so. PFM will be presented by FAO during the next World Forestry Congress in Quebec, Canada.

12. *The development of national-level strategies for community forestry in Africa should be promoted throughout the continent by FAO.*

This was done during the workshop.

13. *FAO should disseminate the outcome of this workshop to all participants and participating countries, as well as to those countries and relevant donors and NGOs that were not represented.*

This has been done.

Case study presentations and results of discussions

Case study presentations

On the third day, eight case studies were presented. They were from Cameroon, Chad, Ethiopia, Mali, Morocco, Mozambique, Senegal and the United Republic of Tanzania. They demonstrated the range of approaches to PFM and the various objectives behind the different programmes. While some case studies showed the focus of PFM activities in both ecology and economy, others were centred more on either ecology or economy. They also showed differences in institutional arrangements, consideration of traditional structures and administrative and financial support by governments and donors. Although they were not representative of the entire African continent, they confirmed most of the results of the FAO country status report. Each presentation was discussed in the plenum; its findings are part of the results of the working group discussions and are considered below. The texts of the presentations are part of the annex.

The historical context of PFM, the objectives, the starting point and the opportunities and challenges have been comprehensively described in the proceedings of the Banjul workshop and can be found there. To a great extent they also can be found in the attached presentation of Ms Alden Wily. For this reason, these issues will not be repeated in the present proceedings.

Panel discussion

After the presentation of the case studies, a panel discussion was held to debate the key elements of the case studies and of discussions held during the preceding days. The panellists were:

- Cyriaque Adjinaou, GERAM Consuls, Bohicon, Benin;
- Felician Kilahama, FBD, Dar es Salaam, United Republic of Tanzania;
- Lusayo Mwabumba, Mzuzu University, Malawi;
- Michael B. Vabi, Ministry of the Environment and Forestry (MINEF), DFID, Yaounde, Cameroon; and
- Albert Katako, Cooperative for Assistance and Relief Everywhere (CARE) International, Accra, Ghana.

Each of the panellists presented his personal view on the current situation of PFM in Africa, the lessons learned from the case studies and the discussions during the workshop. All panellists agreed that serious progress in PFM has clearly been made since

the Banjul workshop. Broad experiences have been gained in the field of practical implementation as well as in the field of policy and legislation. Since the case studies revealed so many different strategies, approaches, tools, monitoring systems, etc. at various country levels, it was requested that more information be gathered on the subjects and that it be analysed and the results distributed to all actors in the field. Many of the experiences gained are complementary and must be evaluated to allow the elaboration of harmonized recommendations and guidelines. Such results will convince decision-makers (politicians and practitioners), improve the quality of PFM activities and thus guarantee broad implementation of PFM in many African countries. Special fields of intervention were pointed out.

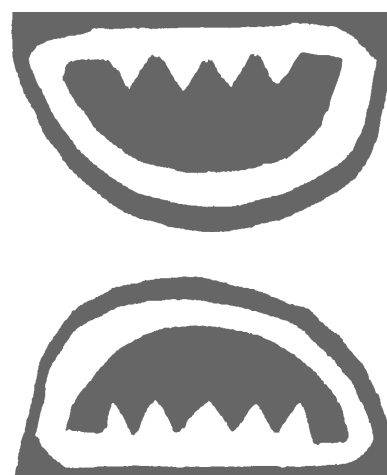
Until now, most PFM activities have been initiated and financed by various donors. Some donors pursue their home countries' ideologies and neglect the real needs of the population concerned. Therefore, self-financing systems for PFM implementation will be needed in order to achieve independence from external support and to guarantee the broad and sustainable expansion of PFM. To achieve this goal, income generation has to be improved. One proposed possibility is to improve revenue collection and revise distribution. Another possibility is to improve existing systems of benefit sharing. To convince the population concerned and to guarantee its long-term engagement, verbal promises of benefit sharing are not enough. A transparent system for "sharing" (benefits as well as power) that can be understood by everybody must be supported by written agreements clearly stating the roles and responsibilities of the different actors, and these must be backed by national policy and legislation.

The panellists stated that in most countries government institutions are dealing with PFM. Since they are not always in the position (as concerns available finances and workforce) to deliver the needed services, organizational and institutional changes have been proposed. In various countries these changes have already been initiated. The task of creating special community forestry units has been undertaken either by the forest services or by NGOs commissioned to create them. To guarantee successful delivery of the needed services, a clear definition of the rights and obligations of these units is necessary and a sound financial basis has to be established for them by government. In addition to the usual advisory services, these units should offer training measures for all actors to create capacity to implement PFM at forest service levels and at community levels.

The panellists expressed a broad consensus that local populations are willing to take over responsibility and that most politicians are committed in this sense. "People need more than charcoal" was the very clear message. Therefore the motivation and empowerment of the local population should go hand-in-hand with the improvement of services delivered by government foresters. The participation of all actors, including NGOs, CBOs and the private sector, in all measures concerning "their" resources, was requested, in addition to the transparency of the respective decisions and actions. In this context, the panellists called for more security of ownership over the resources and for simple and practical management plans or guidelines to implement PFM.

Working group discussions

The last two days of the workshop were dedicated to various working group sessions and plenary sessions. The primary objective was to identify essential elements for promoting PFM, to prepare recommendations and to discuss the contribution of participatory forestry to poverty alleviation. In order to reach this primary objective, workshop participants were divided into eight groups to discuss four subjects: (1) the level of advancement of PFM in Africa; (2) key elements needed for scaling up PFM in Africa; (3) the contribution of PFM to poverty alleviation; and (4) steps to be taken to move PFM forward. To avoid duplication of the discussions the participants requested that the organizers modify the prepared terms of reference and that discussions of the subjects focus on economics, land and tree tenure, capacity building or monitoring and evaluation.



The level of advancement of PFM in Africa

The advancement of PFM in Africa during the last two to three years, especially in the respective countries of the workshop participants, was assessed positively by all groups, but the level varied considerably from country to country and even within countries (averaging between 3 and 5 on a scale of from 0 to 10). This assessment broadly corresponds with the results of the previously discussed FAO country report on PFM in Africa. A large number of both positive and negative elements had been discussed relative to the advancement of PFM. The past has shown governments' inability to control forest exploitation and to handle forestry issues exclusively through their forest services. Therefore, today nearly all countries recognize the general need to involve communities and other actors, such as NGOs and the private sector, in sustainable natural resources management. In several countries an enabling environment for PFM has been developed during recent years, with new policies, legislation and regulations in favour of PFM that are either being enacted or are in the making. This has had evident consequences: the readiness for more funding is perceptible, and governments, as well as bilateral and multilateral donors, are increasing their financial contribution to support PFM activities; and the number of new initiatives has increased, and often their successful implementation has changed the attitude of old-fashioned foresters, leading them to accept PFM. At present, in many countries the awareness of linkages between PFM and poverty alleviation is increasing, and at the same time PFM is reflected in the national forest programmes. All these developments show the growing political will in the continent. The whole process is seen as very dynamic because it is not only donor-driven but also increasingly demand-driven.

Despite these positive trends, in some countries policy-makers and professionals still resist changes related to PFM; as a result, PFM is often confined to forests that are low in value, and until now tangible benefits have rarely been realized by communities. In addition, the subjects of appropriate degree of ownership and of the access to and control of forests by communities are still controversial and are debated by PFM interest groups. In this context, workshop participants repeatedly mentioned the insecurity of tenure and communities' fear that resources would be taken back after their rehabilitation. Although the readiness for more funding is evident, existing funds are still inadequate, and PFM is not always sufficiently integrated into macroeconomic policy frameworks, including poverty reduction strategy papers (PRSP).

Key elements needed for scaling up PFM in Africa

Various obstacles and respective recommendations concerning a scaling up of PFM were pointed out by the workshop participants. The main topics of all discussions involved long-term self-financing systems that are independent of donors and, in this context, the question of income generation, benefit sharing and power sharing. Other topics were land tenure, institutional reforms and the roles and responsibilities of the different actors, in addition to capacity building and the need for simple guidelines instead of academic management plans.

With regard to economics, a broad discussion on benefit and/or power sharing was initiated. Although all participants admitted that PFM, which gives communities power over the management of natural resources, is one of the key elements to reduce pressure on natural resources, power sharing was seen by some participants as only a long-term strategy. According to them, in most countries the people are not yet well enough prepared to take over the whole responsibility of managing the natural resources; there is still a need for education and capacity building in this area. Nevertheless, everybody agreed on the need to share benefits and improve the immediate benefits for the local population. Access to some minor forest products is not enough, so long as most communities cannot even cover the costs of managing the forest resources and their own capacity building with the generated income. Therefore, workshop participants called on the forest departments to debate these issues openly and to accept formal management agreements. At the same time, governments should support the analysis of the actual and the possible benefits and should agree on their distribution in a transparent way that would be encouraging for the communities. This could include compensation for conservation efforts, i.e. national or international biological diversity or water catchments. Since the local population's market access for value-added products from forests is still underdeveloped, research in that area should be initiated and the information that is gathered should be communicated to all stakeholders. In addition, simple and cost-effective mechanisms for PFM implementation are requested everywhere; in those countries where they are still missing, they have to be elaborated. For example, would simple plans or guidelines drawn up by local people with technical assistance from the forest departments help to spread the idea of PFM better than extensive and academic management plans? To meet these demands, organizational and institutional changes might be

necessary, including the allocation of funds to forest departments, which today limit PFM service delivery and which do not reflect the contribution of forestry to national economies.

In discussions of the key elements for scaling up PFM with regard to land and tree tenure, the main obstacles were related to unresolved questions of ownership of land and trees. The absence of secure land tenure in most countries creates a discouraging environment for the management of forests and other natural resources. How can people be motivated to practise reforestation if trees planted commonly or privately in forest reserves or naturally growing trees on farms do not belong to them but to the government? How can women, who are often the most important user groups of the natural resources, support the conservation of forests if they are excluded from ownership of land as well as trees? Contradicting sectoral policies in relation to land and tree tenure are unfavourable to a broader promotion of PFM activities nearly everywhere; it is the norm that forest-related concerns are defeated by those of agricultural expansion and of industrialization. A supportive legal framework for community and private rights to common forestry resources exists only in a few countries. It has to be formulated in those countries where it does not yet exist. In this context, institutional landownership (by states, chiefs, families) and the rights of women should be revised at the same time.

Effective systems for monitoring and evaluation either do not exist or are very weak. Communities, donors and governments need optimal monitoring and evaluation systems to determine the condition of the resources, to highlight best practices, to make management adjustments, to perceive benefits and costs over time, to avoid poverty traps, to justify funding and to influence policies. To implement such a monitoring and evaluation system, which would be understood and accepted at the village level, it is necessary to develop simple methods to achieve low costs. These methods should guarantee a regular financing mechanism for covering community costs for monitoring and evaluation. This would allow an adequate documentation of experiences as well as the establishment of simple guidelines and standards for success. Tools and methods for the monitoring and evaluation method could include maps (conventional and local, such as those made for the participatory approach), baseline and follow-up studies of forest resources, management plans or guidelines, implementation reports, records of meetings and different kinds of socio-economic information and other analysis.

As already mentioned, capacity building plays a major role in scaling up PFM in Africa and in guaranteeing its independent and self-supporting implementation. There is a need for capacity building at all levels and on all issues. Target groups are the range of civil society organizations, NGOs, CBOs, staff of local and central government institutions, and training and research institutions. For each target group, especially tailored training programmes must be identified. Skills must be honed in all activities that guarantee the success of PFM. Training is necessary to develop skills in management, leadership, good governance, conflict management, participatory planning, monitoring and evaluation, resource assessment, organizational development, financial management and market analysis, livelihood analysis and cost-benefit analysis. If the existing training institutes intend to compete on the market, their curricula will have to correspond to all these demands.

Contribution of PFM to poverty alleviation

The fact that PFM is contributing to the improvement of livelihood, and thus gives a positive impact to poverty alleviation, was recognized by all workshop participants. Poverty alleviation is receiving increasing attention as an important objective in forest management, but there still remain large areas for improvement. In this context, it was argued that "social capital" is one of the most important contributions of PFM, because it can be built by improving the confidence and capacity of communities to pursue other opportunities. Employment opportunities, income generation and food security were highlighted as main elements in this regard. Especially in rural areas, which are often "forgotten" by governments, these elements play a major role. Although the basic needs of the growing population are increasing at an extreme rate, the value of the conservation and sustainable management of natural resources with regard to a better livelihood has been recognized by the population. The participants therefore argued that PFM, which gives power to communities over the management of natural resources, might be one of the key elements in reducing pressure on natural resources. This could lead to a sound environment with intact natural resources and could help to improve the quality of life (through access to water resources, employment and income generation), and eventually yield rentals (some of the adequate forestry resources will end up in the market).

The workshop agreed that a wide range of activities must be implemented to increase further the

contribution of PFM to poverty alleviation. First, raising awareness of the evidence of linkages between PFM and poverty alleviation has to be initiated at all levels. If all stakeholders at all levels, especially decision-makers, are aware of the global impact of PFM, their support of respective initiatives will have a lasting effect. Therefore, indicators that prove the impact on poverty and livelihood need to be identified and monitored, and the impact of PFM on marginalized groups, including those outside the community, needs to be assessed. This will provide PFM with a better opportunity to find its place in countries' PRSP. As already mentioned, in several countries the absence of secure land and tree tenure creates a discouraging environment for community involvement in the management of natural resources. These countries still need to improve their respective policies and legislation. Helping households to secure land and tree tenure puts rural community livelihood in a stable condition, which results in a better chance of poverty alleviation. PFM can be the source of basic income generation, but communities and grassroots organizations are not yet in the position to generate income effectively. To improve income generation, an increase in and permanent distribution of market information with regard to consumer demand is necessary, in addition to a supportive legalization for trade of non-timber forest products (e.g. bushmeat) and timber (e.g. certification) from PFM sources. Concerning the qualification and long-term impact of all initiatives, process-oriented activities in favour of PFM have to be coordinated countrywide, and their support (financial and political) has to be guaranteed.

Steps to be taken to move PFM forward

Although PFM is receiving increasing attention throughout the African continent, in reality it still plays a minor role. A range of steps will therefore be necessary to move PFM forward. First, the roles and responsibilities of the various actors in PFM have to be clarified. According to the prevailing institutional arrangements in a given country, the forest department, the local government or civil society

should initiate the establishment of fora at all relevant levels. These could be the basis for a broad and participatory discussion of the possible distribution of different roles and responsibilities, in which all partners, including government, should be recognized as equal. Concerning the long-term financing of PFM, donors should continue to support the spread of PFM, but they should cooperate more closely with governments and other stakeholders and, preferably, channel their assistance through these. More important, they should assist governments in reviewing alternative sustainable financing mechanisms. At the same time, governments need to find ways to compensate communities for their contributions to forest conservation, if these are in the public interest. For example, where communities protect water catchment areas, they could be compensated through revenue generated by water user fees.

Attention must be given to a fair and transparent distribution of benefits, both between the government and communities and among community members. Forest departments in the respective countries should develop and implement innovative financing mechanisms for promoting PFM (e.g. carbon sequestration, joint implementation, green taxes, and joint ventures with international companies). They should also advocate tax incentives for private sector involvement in PFM areas (e.g. in ecotourism and timber harvesting). Where appropriate, such mechanisms should be linked to sector-wide approaches to forestry or national financing strategies for sustainable forest management. As regards the practical implementation of PFM, it was stated that the promotion of PFM is often hindered by the need for extensive and academic management plans that have to be approved by government institutions. This is discouraging for the respective interest groups, because it often goes beyond grassroots capacities, is very time-consuming and keeps the communities dependent on government structures. As it has been proved that communities are able to manage their forests in a sustainable way without comprehensive plans, sound and feasible (simple) PFM guidelines should be developed, and should consider strategies to remove economic obstacles related to the scaling up of PFM. The quality/value of forests very often depends on their managers; therefore, qualified training programmes are important for the promotion of PFM. Forest departments in the respective countries should advocate the consideration of PFM-related issues in the curricula of relevant training institutions in forestry, agriculture and community development (universities, colleges, etc.).



Action plan for recommendation

Taking into account the key elements that were identified in the working groups, the workshop participants elaborated and agreed on the following action plan for recommendations.

1. *Develop PFM strategies to reduce the vulnerability of local communities to poverty.*

Who:

Forestry departments, NGOs, universities and research institutions.

When:

As soon as possible; progress to be reported by end of 2002 and during next international workshop on PFM.

How:

- incorporating them into the agendas of PRSPs;
- considering them as agenda items during discussions with donors;
- using information from market research and access;
- encouraging diversification of income sources to communities (ecotourism, agriculture, etc.).

2. *Develop and implement sustainable and innovative financing mechanisms for the promotion of PFM in Africa.*

Who:

Forestry departments, projects, NGOs in direct consultation with local communities.

When:

Organizers of the next workshop should generate information on progress made prior to the next workshop.

How:

- concession agreements/contracts;
- endowment funds;
- payment made to communities from taxes and fees for provision of public goods;
- reduced taxes on products from community forests;
- capacity building;
- training.

3. *Encourage the organization of fora at all levels with a view to producing a memorandum of understanding clarifying the roles and responsibilities of all actors in PFM (tenure, financing, etc.).*

Who:

All actors in PFM (national PFM coordinating bodies; South Africa, Cameroon, Ethiopia, etc.)

When:

Immediately and up to end of 2002.

How: National guidelines are to be produced.

4. *Improve the exchange and transparency of forestry information and knowledge (government, financial issues).*

- Establish a forum.
- Set up working groups.
- Create local, national and regional networking groups.
- Designate one individual for information exchange (one focal point per region).
- Integrate into national government forestry programme formats.
- Utilize the media.

5. *Improve the monitoring and evaluation of PFM.*

- Establish monitoring and evaluation components in the PFM process, especially in management plans.
- Integrate PFM indicators into national resource management programmes and processes.
- Link indicators to international, regional conventions (Kyoto, Biodiversity, etc.).
- Link PFM indicators to poverty reduction and land use.
- Use various information sources.

6. *Reinforce PFM within existing training programmes.*

- Identify CBOs and NGOs that have PFM training programmes.
- Identify specifically tailored training programmes.
- Collect existing school curricula.
- Establish or use regional training centre.

7. *Improve the capacity of civil society and local organizations to participate in forestry decision-making processes.*

- Identify and promote an association and a federation of CBOs.
- Strengthen the advocacy capacity of civil society organizations.
- Assure the participation of leaders and spokespersons in each country.



8. *Establish and implement mechanisms for revenue sharing from the exploitation of forest products.*
 - Publish information on value and revenue generated from forest resources.
 - Review and identify best practices for equitable revenue distribution.
9. *Reinforce legal and judicial mechanisms.*
 - Assure transfer of power.
 - Assure fair and equitable access of rural populations in favour of PFM by:
 - reviewing existing mechanisms;
 - identifying best practices; and
 - assisting governments (elected/administration bodies) in identifying major legal and judicial constraints, needs and actions to undertake.

Policy brief

On the final day of the workshop, participants agreed on the policy brief outlined below, which was formulated by a small working group on the basis of all the results elaborated during the workshop. The organizers of the workshop were asked to send the policy brief within one month to all participants and institutions to whom the information generated could be useful for lobbying.

Introduction

- Community involvement in forest management is growing rapidly across Africa. (Based on 29 countries surveyed in 2001, PFM accounts for 16 percent of forest area; in the mid-1980s it was virtually non-existent.)
- There has been a clear shift in political will across the continent, with many supportive policies and laws now in place.
- This second international conference shows the wealth of experience gained throughout Africa and worldwide, but there is still much to be done.
- Evidence is growing that it can help achieve national and international development targets.

What can it do for you?

- It is a national demonstration of commitment to international targets, such as the Rio Summit commitment and the Convention on Biological Diversity.
- PFM can enable governments to tap national and international support within the framework of existing conventions (such as the Global Environment Facility [GEF] and Kyoto.)

- The approach is gaining political support in many African countries.
- It has potential to help the national economy grow.
- It is a catalyst for private sector/community partnerships.

What benefits can it bring to you?

- It can help reduce rural poverty by improving livelihoods.
- It can reduce central government costs through more effective control over forest resources.
- It can ensure sustainable land management.
- It can encourage more effective land-use planning through the development of partnerships among rural people, state, civil society and the private sector.
- It is a means of solving conflict over the control and flows of natural resources in rural areas.
- It can promote the production of value-added goods in the rural environment.

What can be done?

- Community approaches to forest management need a network of champions and increased public support.
- PFM strategies should be linked to national and international processes (PRSPs, conventions, and protocols) to obtain additional financial support.
- The conference recommendations for action should be embraced.
- Constraints to private sector involvement in PFM should be removed.

PFM is a “win-win” strategy for policy-makers, forests and people.

Final session

Extensive debates showed the reluctance of representatives of national governments to commit themselves to the implementation of actions suggested by working groups. It was not clear whether this was a sign that government officials attending the workshop did not have the mandates of their respective governments to make commitments during the conference. Even the United Republic of Tanzania, the host country, did not do so. The following actions were therefore proposed for all participants.

Action 1

It was proposed that participants take on the responsibility to refer the deliberations of the Arusha conference to their respective institutions, such as government departments, donor agencies, projects and NGOs.

Action 2

It was proposed that within one month the organizers of the workshop should send the policy brief and recommendations of the workshop to all participants and institutions that might find the information generated useful for lobbying.

Action 3

FAO was requested to continue its role of lobbying and coordinating on behalf of African countries. In the light of this, the FAO Representative for Zimbabwe presented highlights of the workshop's deliberations in a related conference that was held in Gabon in March 2002. Several other fora were mentioned at which individuals in senior positions in international institutions could lobby for PFM in Africa.

Action 4

Cameroon was elected by a majority vote of 46 to host the next International Workshop on Participatory Forestry Management in Africa. Ethiopia and Mozambique also put forward their candidatures. As Cameroon will act as Coordination Secretariat for the next workshop, contact information for all participants should be forwarded to Cameroon as soon as possible. It was agreed that the next workshop will be held in the year 2004/2005; the dates will be communicated to potential participants in due course.

Action 5

The following countries and/or institutions voluntarily assumed regional coordination responsibilities for the promotion of PFM:

Country	Region
Cameroon	Central Africa
South Africa	Southern Africa
Kenya (FTPP)	East Africa
Côte d'Ivoire	West Africa
Ethiopia	North Africa

The closing speech was delivered by the Regional Commissioner from Arusha, the Honourable Daniel Ole Njoolay. He said that he was very encouraged by the fact that experiences and information shared during the workshop indicate that PFM has progressed significantly during the last decade in most African countries. Despite this positive trend, he reminded participants that PFM still faces a number of challenges that have to be addressed in order to register the desired impacts on the ground. Commending the results achieved by the workshop, he expressed his sincere wish that the recommendations and strategies elaborated by the participants should reach the intended beneficiaries, the communities, for implementation. He said, "We in Tanzania pledge to implement these recommendations for the benefit of our people and sustainability of forest resources. It is well known that forest resources are vital to our livelihood." With these words the Regional Commissioner closed the workshop and thanked FAO and GTZ for their generous support.