

REPORT

of the

TENTH SESSION

of the

AFRICAN FORESTRY AND WILDLIFE COMMISSION

Sanbonani, South Africa
27 November - 1 December 1995

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SUMMARY OF RECOMMENDATIONS

State of forestry and wildlife in the region

1. The Commission recommended that member countries and FAO intensify their efforts towards the assessment of forest resources in the region to foster sustainable forest management (para. 18).
2. The Commission recommended that member countries, in cooperation with FAO and other international organizations, give special training to foresters on natural resource and environmental accounting and on socio-economic and financial management, as a means of upgrading forestry in national agendas (para. 19).
3. The Commission recommended that member countries advance decentralization processes, but in a judicious way, so as to avoid the abuse of forest resources and that FAO develop and share information on the roles of the various stakeholders in order to assist countries in developing strategies for the decentralization of forestry programmes (para. 20).
4. The Commission recommended that member countries increase efforts in well-planned, targeted, formal training and that FAO assist in the coordination of professional-level education and in forestry research networking in the region (para. 21).
5. The Commission recommended that member countries establish and strengthen self-funding mechanisms for the sustainable management of forest resources in the region. It recommended also that FAO take the lead in the development of a strategy on funding options (para. 22).
6. The Commission recommended that national institutions in member countries decide a precise course of action and take the lead in coordinating donor input (para. 23).
7. The Commission recommended that FAO and African countries intensify efforts to develop greater African input into international issues (para. 24).

Progress towards sustainable forestry development in the context of UNCED follow-up

8. The Commission recommended that FAO and other partners explore all possible means to heighten African participation in the Intergovernmental Panel on Forests (para. 30).

Criteria and indicators for sustainable forest management for Africa

9. In order to allow further study of the report of the expert meeting on criteria and indicators for sustainable forest management in dry-zone Africa, the Commission recommended that it be reproduced and sent to countries for discussion, improvement and/or further adaptation at national level and that FAO and UNEP continue monitoring and supporting the process (para 39).

Investment in forestry in Africa

10. The Commission recommended that African governments:
 - enhance the political commitment to and interest in forestry and, to this end, should "market" forestry better to politicians;
 - review their policies and strategies including existing action plans with a view to updating them and making them more realistic relative to availability of domestic funding and what could reasonably be expected from external sources;

- improve generation of resources for their own contribution to forestry funding, including through better commercialization of products from plantations and, where appropriate, privatization as well as more effective collection of revenue;
- actively promote their action plans, projects and programmes and seize all opportunities to attract private sector and external-donor interest in them. To attract such complementary funding would require that governments demonstrate their commitment by first allocating their own public resources;
- assure donors of their seriousness by improving management of the forestry sector, including accountability for funds [para. 43(a)].

11. The Commission recommended that FAO, in partnership, where appropriate, with other international organizations:

- assist countries in capacity building in matters related to mobilization of funds and creation of conditions which enhance attractiveness of forestry for funding;
- keep member countries briefed on the forestry priorities, policies and mechanisms of donors and multilateral funding agencies, including through publication of information on this subject;
- take advantage of its ongoing decentralisation to better assist African countries in mobilizing funding, preferably in cooperation with regional institutions such as the African Development Bank;
- seek to influence the opinion of key international decision-makers in the donor community in favour of forestry in Africa [para. 43(c)].

INTRODUCTION

1. The tenth session of the African Forestry and Wildlife Commission of the Food and Agriculture Organization of the United Nations (FAO) was held in Sanbonani, Mpumalanga Province of South Africa, from 27 November to 1 December 1995, at the kind invitation of the Government of the Republic of South Africa.
2. The session was attended by delegates from the following member countries: Cameroon, Cape Verde, Chad, Congo, Côte d'Ivoire, Ethiopia, Gabon, Guinea, Guinea Bissau, Kenya, Lesotho, Mali, Rwanda, Senegal, Sierra Leone, South Africa, Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda and Zaire, by a representative of the United Nations Environment Programme and by observers from the African Timber Organization, the Convention on International Trade in Endangered Species of Wild Fauna and Flora, the International Union of Forestry Research Organizations, the African Academy of Sciences, the Centre for the Study of the Environment and the World Conservation Union. The full list of participants is given in *Annex B*.
3. The Director-General of FAO was represented by Mr D. A. Harcharik, Assistant Director-General and Head of the Forestry Department. Mr J. D. Keita, Regional Forestry Officer, FAO Regional Office for Africa, served as Secretary.
4. The opening session was chaired by Mr A. Bokwe, Vice-Chairman of the Commission, and was attended by the South African Minister of Water Affairs and Forestry, Professor Kader Asmal. Mr Bokwe announced with regret the death since the previous session of the Commission of Mr Nzamurambaho of Rwanda, Chairman of the Commission, and invited the meeting to observe a minute's silence in his memory.
5. Mr Bokwe welcomed participants and thanked South Africa for hosting the session and for all the facilities graciously offered to ensure its success. He called the meeting to order and gave the floor to Mr Harcharik and Professor Asmal.
6. Mr Harcharik welcomed delegates on behalf of FAO and also expressed his thanks to the Government of South Africa for its generous hospitality. He welcomed participants from other international and non-governmental organizations, noting that future success in sustainable forest and natural resource management will require a commitment to new partnerships and a common agenda among a broad community of interests.
7. Mr Harcharik recalled the purpose of the Regional Forestry Commissions which provide opportunities to (i) identify emerging policy and technical issues, (ii) seek solutions to common problems, (iii) build collaboration and (iv) advise FAO on action it should take. He invited the participants to give their frank and constructive ideas on how to make these Commissions as effective and useful as possible for FAO and its member countries.
8. Mr Harcharik highlighted some of the most critical global forest and natural resource issues of concern to Africa. These include the need for a clear understanding of the concept of sustainable forest management, development of criteria and indicators for attaining it, greater public participation in decision-making, and improved means of funding forestry development. He expressed optimism that the creation of the Intergovernmental Panel on Forests by the UN Commission on Sustainable Development would help in addressing some of the issues at the global level, but warned that it should avoid falling into a divisive North-South debate.
9. Concerning Africa, Mr Harcharik noted the challenges faced by resource managers because of increasing deforestation, rapid population growth, political unrest, entrenched poverty and serious financial shortfalls. He also recognised the positive actions that many governmental forestry and wildlife agencies are taking to limit their roles to policy and strategy formulation, coordination and monitoring compliance with laws and regulations, while communities and the private sector are increasingly responsible for implementing on-site management.
10. Mr Harcharik touched on FAO's response to these issues and problems. He said FAO was trying to maintain an active programme of technical assistance to African countries, decentralizing its operations, strengthening partnership with other intergovernmental and non-governmental organizations, and prioritizing its work. Mr Harcharik reiterated FAO's strong desire to see the Regional Commissions strengthened to the benefit of member countries and FAO.
11. Prof. Kader Asmal, Minister for Water Affairs and Forestry of the Republic of South Africa, in his address declared that he was very happy to welcome the delegates to a new South Africa where a new political paradigm, based on equity, development and human rights was being created. He added that this had changed the country's

approach to natural resource management.

12. The Minister described the forestry sector of South Africa, which includes a very successful, plantation-based, commercial forestry programme, but also a sector where almost two-thirds of the population depends upon fuelwood for their domestic energy needs. He emphasized the need for developing collaborative forestry programmes with rural communities, especially women's groups. He also touched on the issue of competition for water in South Africa between forestry, especially commercial plantations, and other sectors.

13. The Minister highlighted the need for regional cooperation among African countries. South Africa could learn much about community forestry from other African countries, while other countries could benefit from the South African experience in commercial forest management. He concluded that enormous challenges - water scarcity, deforestation, poverty, hunger, lack of education - still dominate the continent, and there is a need to harness all forces in a creative and cooperative movement.

ADOPTION OF THE AGENDA (Item 1)

14. The Provisional Agenda, as set out in document FO:AFWC/95/1 (*Annex A*), was adopted without change, but with the understanding that a presentation on the Intergovernmental Panel on Forests and of the outcome of the Regional Workshop on the Decentralization of Forestry Programme Formulation and Implementation, held in Harare from 20 to 24 November 1995, would be included during discussion of Items 4 and 8, respectively. The list of documents presented to the session is given in *Annex C*.

ELECTION OF OFFICERS (Item 2)

15. In accordance with the provisions of Rules II-1 and 5 of its Rules of Procedure, the Commission elected the following officers by acclamation:

- Chairman: H.B. Coetzee (South Africa)
- Vice-Chairmen: Abdoulaye Kane (Senegal)
Pierre Nyar-Ollame (Gabon)
(Mrs) Salwa Mansour Abdel Hameed (Sudan)
- Rapporteurs: R.P. Yonazi (Tanzania)
Sombo Tano (Côte d'Ivoire)

STATE OF FORESTRY AND WILDLIFE IN THE REGION (Item 3)

16. The Secretariat presented document FO:AFWC/95/2, which highlighted the following African issues: progress on conservation and sustainable development of forests, the role of forests in economic development, the role of major groups, social aspects of forests, and institutional strengthening and capacity building.

17. The document pointed out that capacity building and the sustainable funding of forestry activities were the main issues needing urgent attention. The discussion which followed included the following:

18. (a) Forest resources conservation and development

The Commission noted that in many countries of the region forest inventories were either lacking or too general to be used as a basis for making decisions on the sustainable management of resources. It also noted that there was such a serious lack of statistics on non-wood products and fuelwood that it was difficult to make economic evaluations of such products. It recommended that member countries and FAO intensify their efforts towards the assessment of forest resources in the region to foster sustainable forest management.

19. (b) Forests and economic development

The Commission noted that forestry contributions to national economies were underestimated, and forest administrations often failed to justify the sector's economic importance in national accounts. It recommended that member countries, in cooperation with FAO and other international organizations, give special training to foresters on natural resource and environmental accounting and on socio-economic and financial management, as a means of

upgrading forestry in national agendas.

20. (c) Role of major groups

The Commission recognized the important roles that people and communities should play in sustainable forest management and noted the importance of decentralizing authority and responsibility for forestry activities. It recognized, however, that there was no clear understanding as to how this should be implemented. It recommended that member countries advance decentralization processes, but in a judicious way, so as to avoid the abuse of forest resources and that FAO develop and share information on the roles of the various stakeholders in order to assist countries in developing strategies for the decentralization of forestry programmes.

21. (d) Institutional strengthening and capacity building

The Commission recognized the need to train and retrain foresters in order to prepare them for new challenges. It also noted that there was a need for effective coordination in forestry research and training in the region. It established a Working Group on this important item, the conclusions of which are reported in *Annex D*. The Commission recommended that member countries increase efforts in well-planned, targeted, formal training and that FAO assist in the coordination of professional-level education and in forestry research networking in the region.

22. (e) Funding

The Commission noted that a further opportunity to discuss funding would present itself under agenda item 6, the outcome of which should also be considered (paras. 41-43). It felt that reliance on donor financing resulted in the unsustainable financing of forestry programmes in the region and that there was great potential for the establishment of self-financing mechanisms, which were already used by some member countries. These include mechanisms for cost and benefit sharing with local communities. The Commission recommended that member countries establish and strengthen self-funding mechanisms for the sustainable management of forest resources in the region. It recommended also that FAO take the lead in the development of a strategy on funding options.

23. (f) International assistance

The Commission noted the confusion created by different donor-driven frameworks for forestry planning. It recommended that national institutions in member countries decide a precise course of action and take the lead in coordinating donor input.

24. (g) International agreements

The Commission noted that the region was behind in addressing various international issues and that there was a lack of coordination of the results of workshops and meetings for the formulation of strategies dealing with such issues. It recommended that FAO and African countries intensify efforts to develop greater African input into international issues.

PROGRESS TOWARDS SUSTAINABLE FORESTRY DEVELOPMENT IN THE CONTEXT OF UNCED FOLLOW-UP (Item 4)

25. Mr Harcharik presented document FO:AFWC/95/3, *Progress towards sustainable forestry development in the context of UNCED follow-up*, together with document FO:AFWC/95/3/Supp.1, which was an extract from the report of the third session of CSD, *Combating deforestation and the non legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests*. The purpose of this item was to inform participants on developments in the forestry sector as follow-up to UNCED and to provide a basis for members of the Commission to consider what further course of action was needed.

26. The main document included detailed information on action taken in relation to the contribution to the report of the Secretary General to CSD on the chapters for which FAO is task manager, i.e. Chapter 11 (Combating deforestation) and Chapter 13 (Conservation of fragile ecosystems: sustainable mountain development). The Commission's attention was drawn to the organization of a number of meetings, workshops and expert consultations ranging from COFO 1995 and related meetings to preparatory initiatives leading to the third session of CSD and support to the establishment of the Intergovernmental Panel on Forests. The second part of the report examined issues and concerns relating to national forests action programmes (NFAPs), the trends and causes of deforestation,

trade and environment, the social dimension of forests, participation, institutional strengthening and capacity building, international instruments on forests; a third part considered future action.

27. The Commission expressed satisfaction with the secretariat notes covering the item and the clear and concise presentation. A thorough discussion ensued on particular issues relating to NFAPs, the work of the Intergovernmental Panel on Forests and African participation in it, the social and participatory dimension of forestry and funding of the forestry sector.

28. The Commission discussed NFAPs and generally recognized that the NFAP process in which many countries were engaged pointed in the right direction. A number of delegations expressed disappointment at the decrease of interest in, and financial resources for, implementation of these NFAPs; others indicated their adherence to the process through the follow-up and implementation of activities on a local level, the generation of local and national resources and the involvement of local communities and non-governmental organizations (NGOs). The many favourable and positive benefits resulting from NFAP exercises were mentioned, including *inter alia* the reorientation of forest policies, increased planning capabilities, further consideration of forests in the context of land use, intersectoral linkages and the social dimension of forests. A number of constraints were highlighted, such as the tightening of the economic sector by structural adjustment plans, insufficiency of human resources and interruption of planning and implementation processes by political unrest and war.

29. The Commission considered the multiplicity of initiatives and planning frameworks on the management, conservation and development of natural resources and urged that countries bring to bear their own priorities and plans in relation to these. The strong need for a common strategy in forest resources development was highlighted.

30. The Commission advocated a strong participation of African countries in the work of the Intergovernmental Panel on Forests. However, it also considered the constraints of participation due to the difficult economic situations of countries and the inadequate flow of information on UNCED-related developments. Measures to improve this situation included linkages with country delegations in New York, support to member countries of CSD through the trust fund supporting the Panel and requests to countries organizing meetings to provide adequate support for African participation. The Commission recommended that FAO and other partners explore all possible means to heighten African participation in the Panel.

31. The enhancement of the social dimension of forests and the involvement of populations and NGOs were also discussed. A number of delegations shared experiences in community management of forests, woodlots, plantations and other types of local social organizations.

32. The consequences of the sustainable management of forests were considered. The Commission recognized the need to advance further towards its achievement in view of possible action from consumer countries to penalize products from non-sustainably managed forests. In relation to this, the Commission stressed the role of well-trained human resources and the need for initiatives on capacity building to pursue the aim of sustainable management of forests.

33. The Commission was informed of the initiatives taken by the International Union of Forestry Research Organizations (IUFRO) to enlarge African representation on its board, the current formulation of its strategy and the call for increased African participation in the work of that Organization. The contribution of research in support of sustainable forest management and the work of the Intergovernmental Panel on Forests, particularly in technology development and transfer, was stressed.

34. The Commission noted with appreciation the efforts announced by the Assistant Director-General to (i) share information on the progress of the UNCED forestry agenda with the members of the Commission and (ii) continue consultation with the World Bank and the United Nations Development Programme (UNDP) to improve funding in the forestry sector. The Commission stressed the need for FAO to act as a focal point in the many initiatives on the sustainable management of forests and land use planning and assist in the coordination and/or harmonization of initiatives and approaches in support of the Intergovernmental Panel and in cooperation with other appropriate partners.

CRITERIA AND INDICATORS FOR SUSTAINABLE FOREST MANAGEMENT FOR AFRICA (Item 5)

35. The Secretariat presented document FO:AFWC/95/4, *Criteria and indicators for sustainable forest*

management in dry zone Africa. The document highlighted developments, initiatives and meetings that had taken place in the follow-up to UNCED, including experiences from the process of criteria and indicators for temperate and boreal forests of Europe (the "Helsinki Process"), for non-European temperate and boreal forests (the "Montreal Process") and the many regional efforts concerning tropical forests.

36. Mr Bai-Mass Taal (United Nations Environment Programme) presented document FO:AFWC/95/4/Supp.1 on the conclusions, recommendations and results of the FAO/UNEP expert meeting on criteria and indicators for sustainable forest management in dry-zone Africa (Nairobi, 21-24 November 1995) which was held as follow-up to the recommendations of the FAO-ITTO meeting on the harmonization of criteria and indicators for sustainable forest management (Rome, February 1995). The meeting was attended by 24 participants, including 13 experts from countries of dryland Africa representing the three dry sub-regions covering CILSS, IGADD and SADC, and 11 observers from UN agencies, other IGOs and NGOs. It developed a set of seven criteria and 47 indicators.

37. The Commission discussed many aspects relating to the development and use of criteria and indicators and expressed general concerns on costs. It welcomed the Nairobi meeting as the first step in the process of the formulation and application of criteria and indicators for sustainable forest management at national level in countries of sub-saharan dry-zone Africa.

38. The development and application of criteria and indicators was viewed as a useful and necessary tool which helps to define, assess and monitor progress towards achieving sustainable forest management. Concerns were raised, however, on the complexity and variety of forest ecosystems, the number of initiatives taken and the need to simplify the processes.

39. The Commission commended the work carried out thus far and endorsed the report of the expert meeting on criteria and indicators for sustainable forest management in dry-zone Africa. It recognized, though, the need to further develop, improve and adapt them. A number of suggestions, questions and proposals for additions were made (security of tenure - sufficient coverage of people's needs, water erosion, other social indicators and linkages with long-term development). To allow further study of the document, the Commission recommended that it be reproduced and sent to countries for discussion, improvement and/or further adaptation at national level and that FAO and UNEP continue monitoring and supporting the process.

40. The Commission took note of the collaboration between the African Timber Organization (ATO), the Centre for International Forestry Research (CIFOR) and other organizations on criteria and indicators and suggested that FAO explore the possibility of cooperating with ATO to develop criteria and indicators for the sustainable management of humid tropical forests in Africa.

IN-SESSION SEMINAR: INVESTMENT IN FORESTRY IN AFRICA (Item 6)

41. Consideration of forestry investment by the in-session seminar was based on the following documents: FO:AFWC/95/5, *In-session seminar on funding for forestry development in Africa*, FO:AFWC/95/5/Supp.1, *Results of the 1995 FAO questionnaire survey on forestry funding in Africa*, FAO document *Summary information on main sources of official development assistance for forestry - priorities and procedures* and the paper by the African Development Bank (ADB) *Funding forestry development in Africa: The African Development Bank's experience and future outlook*.

42. In his introductory remarks, the Assistant Director-General recalled that, through frequent earlier references, delegates had already highlighted the importance of funding for forestry development in Africa (see para. 22). The topic was presented in detail by Mr Chipeta of the FAO Secretariat; matters related to donor priorities and procedures were presented by Mr Tesha, also of the Secretariat. The regrets of the African Development Bank at not being able to participate in the seminar were communicated to the session. Participants welcomed the intention of FAO to publish the seminar proceedings, which would carry the full substance of their debate.

43. The Commission noted that, in the discussion which had followed, seminar participants had welcomed FAO's initiative to hold the seminar on a topic of universal interest to its membership. Noting that the problem was complex, the Commission raised the possibility that part of the problem originated from funding mechanisms not being well adapted to the longer time horizon of the forestry sector, a peculiarity which it does not share with other sectors with which it competes. The Commission underlined the fact that, while recognising the importance of both public and private foreign sources of funding, the problem is in the first place an issue to which Africa itself must seek local solutions. In general, it felt that governments should create the necessary conditions for attracting greater

funding into the sector, which are reflected in the following specific suggestions and recommendations:

- (a) The Commission recommended that African governments:
- enhance the political commitment to and interest in forestry and, to this end, should "market" forestry better to politicians;
 - review their policies and strategies including existing action plans with a view to updating them and making them more realistic relative to availability of domestic funding and what could reasonably be expected from external sources. African governments were also encouraged to be more selective in their priorities;
 - improve generation of resources for their own contribution to forestry funding, including through better commercialization of products from plantations and, where appropriate, privatization as well as more effective collection of revenue. Some suggestions were also made for creation of autonomous forest funds;
 - actively promote their action plans, projects and programmes and seize all opportunities to attract private sector and external-donor interest in them. To attract such complementary funding would require that governments demonstrate their commitment by first allocating their own public resources;
 - assure donors of their seriousness by improving management of the forestry sector, including accountability for funds.
- (b) The Commission called for appropriate authorities in the donor and multilateral funding agencies to:
- consider converting or forgiving Africa's heavy debt burden so as to release resources for sustainable management of forests;
 - exercise flexibility in applying programmes of structural adjustment so as to ensure that already weak government forestry institutions were not further incapacitated by reforms of public sector institutions;
 - put into practice their own frequently expressed desire to better coordinate their programmes and projects;
 - show greater flexibility in applying their own priorities so as to also accommodate the priorities of beneficiary countries seeking their assistance.
- (c) While governments should take primary responsibility for mobilizing funding from all possible sources, the Commission identified support roles for FAO. It recommended that FAO, in partnership, where appropriate, with other international organizations:
- assist countries in capacity building in matters related to mobilization of funds and creation of conditions which enhance attractiveness of forestry for funding;
 - keep member countries briefed on the forestry priorities, policies and mechanisms of donors and multilateral funding agencies, including through publication of information on this subject;
 - take advantage of its ongoing decentralisation to better assist African countries in mobilizing funding, preferably in cooperation with regional institutions such as the African Development Bank;
 - seek to influence the opinion of key international decision-makers in the donor community in favour of forestry in Africa.

FOLLOW-UP TO THE RECOMMENDATIONS ADDRESSED TO FAO BY THE NINTH SESSION OF THE COMMISSION (Item 7)

44. The Secretariat presented document FO:AFWC/95/6 on follow-up to the previous session's recommendations. It drew the Commission's attention to the fact that actions taken were part of FAO's global response to the concerns expressed through the recommendations and that document AFWC/95/7 on the review of

the 1996-97 FAO Regular Programme provided further details on actions taken.

45. The Commission expressed the desire that future documents on this subject describe activities and outputs in more detail.

FAO FORESTRY ACTIVITIES IN THE REGION

46. The Commission considered documents FO:AFWC/95/7 (regular programme) and FO:AFWC/95/8 (field programme) jointly.

Review of 1992-93/1994-95 activities and Programme of Work and Budget for 1996-1997 [Item 8(a)]

47. By way of background, the Assistant Director-General and Lead of the Forestry Department explained the close relationship between the regular and field programmes. The Commission noted that the regular programme provides the framework for policy dialogue with member countries (such as the Regional Commissions) for work of a normative nature on sector information and on developing new approaches to forestry development; it also provides support to the field programme through which most FAO technical assistance is provided at country level.

48. The Commission welcomed the activities of FAO under its regular programme, including the priorities indicated for 1996-97. It expressed regret, however, that budgetary resources available to FAO for forestry remained excessively limited, thereby constraining the effectiveness of the Organization in carrying out its programme of work and in responding to the specific needs of Africa. The Commission endorsed current efforts by the Forestry Department to prioritize its work and also welcomed the Organization's initiatives to secure partnerships, particularly with funding agencies.

49. As part of the activities of FAO in the region, the Commission was informed and took note of the outcome of the Regional Workshop on the decentralization of forestry programme formulation and implementation (Harare, 20-24 November 1995).

Forestry field operations in the region [Item 8(b)]

50. Document FO:AFWC/95/8 was introduced by the Secretariat. It highlighted a number of changes arising from the restructuring process in FAO and their impact on field operations in the African region. The transfer of the Forestry Operations Service from the Forestry Department to the Field Operations Division in the Technical Cooperation Department was noted. This was not expected to have a negative impact on technical assistance programmes in the region, provided the current synergy prevailing between the FAO regular and field programmes was maintained.

51. The Commission expressed concern over the large reductions in official development assistance for African forestry, especially insofar as UNDP resources were concerned. It noted with interest the current joint efforts of FAO and UNDP, together with other major traditional financing institutions of the field programme, aimed at stemming and reversing the decline. However, it took note of the preparations under way for UNDP's Sixth Cycle Programme, which will offer funding opportunities, and urged members to take steps to ensure that forestry be taken into consideration when apportioning UNDP funds in country programmes.

52. The Commission stressed the need for countries to examine the possibility of obtaining their own resources for forestry and, where possible, promote bilateral South-South cooperative efforts, as well as take advantage of the recently launched Technical Cooperation among Developing Countries programme to promote technical cooperation.

53. The basic philosophy of country ownership of technical assistance programmes was recalled; the extent of FAO involvement in such programmes is determined by countries' willingness to collaborate with FAO in the various stages of formulation or implementation of the programmes. The catalytic and rapid nature of the FAO TCP was also pointed out and the Commission was given clarification on the criteria governing availability of assistance under the Programme.

REPORT OF THE ELEVENTH SESSION OF THE WORKING PARTY ON WILDLIFE MANAGEMENT AND NATIONAL PARKS (Item 9)

54. In the absence of the Chairman of the Working Party, the Secretary, Mr de Greling, presented the report of its eleventh session held in Sanbonani from 22 to 24 November 1995. The report was endorsed by the Commission.

MATTERS TO BE REFERRED TO THE COMMITTEE ON FORESTRY (Item 10)

55. The Commission agreed that the following items be brought to the attention of the Committee on Forestry:
- (a) concern at the serious decline in donor funding for forestry in Africa, with the intention of stimulating COFO to suggest ways of reversing it;
 - (b) the decision by African countries to strengthen their own capacities to fund their institutions and execute forest and wildlife programmes. It suggested that COFO may wish to review lessons learned from other regions in capacity building that may be relevant to Africa.

OTHER BUSINESS (Item 11)

56. A questionnaire and a draft paper on strengthening the roles of the FAO Regional Forestry Commissions were distributed. Responses from the questionnaire and comments on the paper will be used by FAO to identify specific measures which can be taken to strengthen the African Forestry and Wildlife Commission.

DATE AND PLACE OF NEXT SESSION (Item 12)

57. The Commission noted with appreciation the offer of the delegation of Senegal to host its eleventh session.

AGENDA

1. Adoption of the Agenda
2. Election of Officers
3. State of forestry and wildlife in the region: national progress reports
4. Progress towards sustainable forestry development in the context of UNCED follow-up
5. Criteria and indicators for sustainable forest management for Africa
6. In-session seminar: Investment in Forestry in Africa
7. Follow-up to the recommendations addressed to FAO by the ninth session of the Commission
8. FAO forestry activities in the region:
 - (a) Review of 1992-93/1994-95 activities and Programme of Work and Budget for 1996-97
 - (b) Forestry field operations in the region
9. Report of the eleventh session of the Working Party on Wildlife Management and National Parks
10. Matters to be referred to the Committee on Forestry
11. Other business
12. Date and place of next session
13. Adoption of the report

LIST OF PARTICIPANTS

Chairman: H. B. Coetzee (South Africa)

Vice-Chairmen: Abdoulaye Kane (Senegal)
Pierre Nyar-Ollame (Gabon)
(Mrs) Salwa Mansour Abdel Hameed (Sudan)

Rapporteur: R. P. Yonazi (Tanzania)
Sombo Tano (Côte d'Ivoire)

Secretary: J. D. Keita (FAO)

MEMBERS OF THE COMMISSION

CAMEROON

Augustine Bokwe
Technical Adviser to Minister
of Environment & Forestry
Ministry of Environment and Forestry
Yaoundé
Tel: +237.22-94-80
Fax: +237.22-94-88

CAPE VERDE

Manuel Leao Silva Carvalho
Ingénieur forestier - Directeur sylviculture
Direction générale de l'agriculture
Ministère de l'agriculture
C.P. 66
Praia
Tél: +238.616418

CHAD

Moctar Diphane
Directeur des forêts et de la
protection de l'environnement
Ministère de l'environnement et du tourisme
B.P. 447
N'Djamena
Tél: +235.513128 B
Fax: +235.515119

CONGO

Maurice Kissa
Directeur de Cabinet
Ministère de l'agriculture, de l'élevage, des
eaux et forêts et de la pêche
B.P. 98
Brazzaville
Tél: +242.832393/831408
Fax: +242.832393

M. Albert Mahoua
Collaborateur au PAFN-CONGO
Ministère de l'agriculture, de l'élevage
des eaux et forêts et de la pêche
B.P. 98
Brazzaville
Tél: +242.837311
Fax: +242.832393

Otto Schlumbohm
Président Conseil d'Administration
SOCOBOIS Dolisie
B.P. 300
Brazzaville
Tél: +242.910204
Fax: +242.910666

COTE D'IVOIRE

Sombo Tano
Direction du domaine forestier et du reboisement
Ministère de l'agriculture et des ressources
animales
B.P. 1024
Abidjan 15
Tél: +225.222073
Fax: +225.214796

ETHIOPIA

Girma Deffar
National Coordinator
P.O. Box 5932
Addis Ababa
Tél: +251.1.151337
Fax: +251.1.514244

GABON

Jean Hubert Eyi-Mbeng
 Directeur faune et chasse
 Ministère des eaux et forêts, des postes et
 télécommunications et de l'environnement
 B.P. 3035
 Libreville
 Tél: +241.761444
 Fax: +241.761073

Pierre Nyar-Ollame
 Conseiller technique, Coordinateur national
 PAFT-Gabon
 B.P. 199
 Libreville
 Tél: +241.760570
 Fax: +241.761073

Andre-Jules Madingou
 Chargé d'études, Cabinet Ministre
 Ministère des eaux et forêts et de
 l'environnement
 B.P. 199
 Libreville
 Tél: +241.763755
 Fax: +241.761073

GUINEA

Modi Amadou Traore
 Ingénieur des eaux et forêts
 Conseiller du Directeur national
 des forêts et de la faune
 Direction nationale des forêts et de la faune
 Ministère de l'agriculture, de l'élevage et des
 forêts
 B.P. 624
 Conakry
 Tél: +224.443249
 Fax: +224.414387

Sagnah Satènin
 Ingénieur des eaux et forêts
 Chef de la Division faune et protection de la
 nature
 Direction nationale des forêts et de la faune
 Ministère de l'agriculture, de l'élevage et des
 forêts
 B.P. 624
 Conakry
 Tél: +224.443249
 Fax: +224.414387

Djiramba Diawara
 Directeur technique près Direction nationale des
 forêts et de la faune
 B.P. 624
 Conakry
 Tél: +224.443249
 Fax: +224.414387

GUINEA BISSAU

Kaoussou Diombéra
 Chef de la Division études et planification
 forestières
 Direction des Services forestiers et chasse
 Ministère du développement rural et de
 l'Agriculture
 C.P. 71
 Bissau
 Tél: +245.221780
 Fax: +245.221019

KENYA

Patrick M. Mung'ala
 Director of Forestry
 P.O. Box 30513
 Nairobi
 Tel: +254.2.764288
 Fax: +254.2.760034

George O. Ochieng
 Coordinator, Kenya Forestry Master Plan
 Ministry of Environment and Natural Resources
 P.O. Box 39282
 Nairobi
 Tel: +254.2.760031
 Fax: +254.2.760034

Clement D. Kahuki
 Assistant Director of Forestry
 Coordinator, Forestry/Wildlife joint management
 Forestry Department
 P.O. Box 30513
 Nairobi
 Tel: +254.2.764288
 Fax: +254.2.760634

LESOTHO

Nthakeng P. Selinyane
 Assistant Economic Planner - NFAP Coordinator
 Ministry of Planning, Economic and Manpower
 Development
 P.O. Box 630
 Maseru 100
 Tel: +266.311.100
 Fax: +266.310.281

MALI

Yafong Berthe
 Directeur général des forêts
 Ministère du développement rural et de
 l'environnement
 B.P. 275
 Bamako
 Tél: +223.225850/225973
 Fax: +223.224199

Amadou Kone
 Conseiller technique

Ministère du développement rural et de
l'environnement

B.P. 61

Bamako

Tél: +223.223436

Fax: +223.220295

Mouroucoro Niare

Directeur du parc national de la Boucle du
Baoulé

Direction nationale des ressources
forestières, fauniques et halieutiques

B.P. 275

Bamako

Tél: +223.222498/225850

Fax: +223.224199

RWANDA

Athanase Nyamacumu

Chef de Section des parcs nationaux

Office rwandais du tourisme et des parcs
nationaux (ORTPN)

B.P. 905

Kigali

Tél: +250.76512-14

Thaddée Habiyambere

Directeur des forêts

Ministère de l'agriculture et de l'élevage

B.P. 621

Kigali

Tél: +250.85782

SENEGAL

Abdoulaye Kane

Directeur des eaux et forêts

Parc de Hann

B.P. 1831

Dakar

Tél: +221.320856

Fax: +221.320426

SIERRA LEONE

Prince Dowu Palmer

Acting Chief Conservator of Forests

Forestry Division

Department of Agriculture and Forestry

Yeuyi Building

Freetown

Tel: +232.223445

SOUTH AFRICA

H. B. Coetzee

Chief Director of Forestry

Department of Water Affairs and Forestry

Private Bag X093

Pretoria 0001

Tel: +27.12.299-2590

Fax: +27.12.326-1780

Denis Owen

Chief Directorate

Department of Water Affairs and Forestry

Private Bag X093

Pretoria 0001

Tel: +27.12.299-3309

Fax: +27.12.328-6140

SUDAN

(Mrs) Salwa Mansour Abdel Hameed

Associate Prof. Dr.,

Director of Wildlife Research Centre

P.O. Box 16,

Elmourada Omdurman

Tel: +249.613532

Fax: Via Unesco (+249/11) 776130

SWAZILAND

Solomon T. Gamedze

Senior Forestry Officer

Head of Forestry Service

Ministry of Agriculture and Cooperatives

P.O. Box 162

Mbabane

Tel: +268.42731/10

Fax: +268.44700

TANZANIA

Modestus C. P. Mtuy

Director of Forestry & Beekeeping Division

Ministry of Tourism, Natural Resources
and Environment

P.O. Box 426

Dar-es-Salaam

Tel: +255.26844

Fax: +255.866162

Hilal Juma Mwene

Commissioner for Natural Resources

P.O. Box 3526

Zanzibar

Tel: +255.54.31252

Fax: +255.54.31252

Rawson P. Yonazi

National NFAP Coordinator

Forestry and Beekeeping Division

Ministry of Tourism, Natural Resources
and Environment

P.O. Box 426

Dar-es-Salaam

Tel: +255.51.26844

Fax: +255.51.23230

Juma Ali Kayera

Principal Wildlife Officer

Wildlife Division

P.O. Box 1994

Dar-es-Salaam

Tel: +255.51.23230

Fax: +255.51.23230

Pereira A. Silima

Chief Forest Officer
Commission for Natural Resources
P.O. Box 3526
Zanzibar
Tel: +255.5431252
Fax: +255.5431252

TOGO

Kodjo Tengue
Coordonnateur national du PAFN
Ministère du développement rural, de
l'environnement et du tourisme
B.P. 341
Lomé
Tél: +228.224426
Fax: +228.214029/210580

TUNISIA

Ridha Fekih Salem
Directeur-général des forêts
30 rue Alain Savary
Tunis
Tél: +216.1.891 497

UGANDA

Frederick W. Kigenyi
Deputy Commissioner, Forestry Department
P.O. Box 1752
Kampala
Tel: +256.41.251921
Fax: +256.41.251918

Penny Kyohairwe-Simba
Officer i/c CITES
Customs Department
6605 Kampala
Tel: +256.41.20381/20516
Fax: +256.4120381

ZAIRE

Mujika Kankolongo
Secrétaire exécutif adjoint
Ministère de l'environnement et
de la conservation de la nature
15, Avenue des Cliniques
B.P. 12348
Kinshasa
Tél: +243.12.33251
Fax: +243.1212.3769355 (satellite fax)

REPRESENTATIVES OF UNITED NATIONS AND SPECIALIZED AGENCIES

United Nations Environment Programme

Bai-Mass Taal
Senior Programme Officer
United Nations Environment Programme
P.O. Box 30552
Nairobi, Kenya
Tel: +254.2.623238
Fax: +254.2.624260

OBSERVERS FROM INTERGOVERNMENTAL ORGANIZATIONS

African Timber Organization

Philemon Selebangué
Technical Director
African Timber Organization
PAB BP 1077
Libreville, Gabon
Tel: +241.734153
Fax: +241.734030

Convention on International Trade

in Endangered Species of Wild Fauna and Flora

John N. Kundaali
Quota Control Officer and Coordinator
for the African Region
CITES Secretariat
15 Chemin des Anémones
1219 Châtelaine
Geneva, Switzerland
Tel: +41.22.9799139
Fax: +41.22.7973417

International Union of Forestry Research Organizations

Frederick John Kruger
 Director, Forestek
 CSIR Forestek
 P.O. Box 395
 Pretoria 0002, South Africa
 Tel: +27.12.8412681
 Fax: +27.12.8412689

OBSERVERS FROM INTERNATIONAL NON-GOVERNMENTAL ORGANIZATIONS**African Academy of Sciences**

Iba Kone
 Senior Programme Officer
 African Academy of Sciences
 P.O. Box 14798
 Nairobi, Kenya
 Tel: +254.2.8844015
 Fax: +254.2.884406

Fredrick Owino
 Chairman, CBF
 African Academy of Sciences
 P.O. Box 14798
 Nairobi, Kenya
 Tel: +254.2.884401
 Fax: +254.2.884406

Center for the Study of the Environment

Philip B. Thresher
 The Center for the Study of the Environment
 P.O. Box 50018
 Santa Barbara, CA 93150
 United States of America
 Tel: +1.805.9692337
 Fax: +1.805.9652454

World Conservation Union

Ousmane Ouedraogo
 Chargé de programme
 01 B.P. 3133
 Ouagadougou, Burkina Faso
 Tél: +226.362119
 Fax: +226.301351

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Via delle Terme di Caracalla
 00100 Rome, Italy

D. A. Harcharik
 Assistant Director-General
 Forestry Department
 Tel: +39.6.52253550
 Fax: +39.6.52252151

E. H. Sène
 Chief, Forest Conservation, Research and
 Education Service
 Forest Resources Division
 Tel: +39.6.52255978
 Fax: +39.6.52255137

P. Tesha
 Chief, Forestry Operations Service
 Field Operations Division
 Tel: +39.6.52253255
 Fax: +39.6.52252150

J.D. Keita
 Regional Forestry Officer
 FAO Regional Office for Africa
 Accra
 Tel: +223.21.6668514
 Fax: +223.21.668427

Mafa Chipeta
 Officer-in-Charge, Planning and Statistics Branch
 Forestry Policy and Planning Division

Forestry Department
 Tel: +39.6.52253254
 Fax: +39.6.52255514
 E-mail: Mafa.Chipeta@fao.org

C. de Greling
 Forestry Officer (Wildlife and Protected
 Area Management) and Secretary of the
 AFWC Working Party on Wildlife Management
 and National Parks
 Forest and Wildlife Conservation Group
 Forest Resources Division
 Tel: +39.6.52252130
 Fax: +39.6.52252150

Pape D. Koné
 NFAP Regional Adviser for Africa
 Forestry Department
 Tel: +39.6.52253283
 Fax: +39.6.52252151

J. Thompson
 Editor/Revisor
 FAO Regional Office for Africa

Accra
Tel: +223.21.6668514
Fax: +223.21.668427

I. Pontecorvo
Meetings Assistant
Forestry Department
Tel: +39.6.52256663
Fax: +39.6.52252151

Translator: F. Barner
Publications Division

Interpreters: C. Bekalti
V. Currimjee
L. Moutou
M. Swain

Secretary: A. Schmidt-Silvestri
Forestry Department

ANNEX C

LIST OF DOCUMENTS

Agenda item Code	Title
1	FO:AFWC/95/1 Provisional agenda
3	FO:AFWC/95/2 State of forestry and wildlife in the region: national progress reports
4	FO:AFWC/95/3 Progress towards sustainable forestry development in the context of UNCED follow-up
	FO:AFWC/95/3/Supp. 1 Extract from report of the third session of the UN Commission on Sustainable Development
5	FO:AFWC/95/4 Criteria and indicators for sustainable forest management for Africa
	FO:AFWC/95/4/Supp. 1 Report of expert meeting on criteria and indicators for sustainable forest management in dry-zone Africa (Nairobi, 21-24 November 1995)
6	FO:AFWC/95/5 Funding for forestry development in Africa
	FO:AFWC/95/5/Supp. 1 Part I: Results of the 1995 FAO questionnaire survey on forestry funding in Africa Part II: Statistical tables
7	FO:AFWC/95/6 Follow-up to the recommendations addressed to FAO by the ninth session of the Commission
8a	FO:AFWC/95/7 FAO forestry activities in the region: Review of 1992-93/1994-95 activities and Programme of Work and Budget for 1996-97
8b	FO:AFWC/95/8 Forestry field operations in the region

Information documents

FO:AFWC/95/INF. 1	Information note
FO:AFWC/95/INF. 2	Provisional timetable
FO:AFWC/95/INF. 3	List of documents

National progress reports received:

Burundi	Mali
Equatorial Guinea	Morocco
Ethiopia	Rwanda
Gabon	Sierra Leone
Ghana	Sudan
Guinea	Swaziland
Guinea Bissau	Togo
Kenya	Tunisia
Madagascar	Uganda
Malawi	Zimbabwe

ANNEX D

REPORT OF THE WORKING GROUP ON CAPACITY BUILDING

1. The group included the delegates from Cameroon, Kenya and Sudan, the observers representing the African Academy of Sciences and IUFRO, and Messrs Chipeta and Koné from FAO.
2. The group identified the capacity problem as one of apparent or real shortfalls in both institutions and human resources relative to the understood needs for developing and implementing policies, plans and projects in the forest sector in Africa. Capacity shortfalls are widely identified as a major bottleneck preventing progress towards sustainable forest development.
3. Institutional capacity problems relate to available and desirable sizes of institutions, with appropriate staffing in different categories of technical and managerial competence. They include shortfalls in the capacity of institutions to develop, adapt and implement their strategies in the face of changing policy and operating environments, i.e. the degree to which institutions were empowered to chart their own futures within their mandates. Also relevant is the degree to which institutions are able to administer themselves efficiently and thus create effective organisations that provide working environments within which people are able to be effective and find rewarding jobs. Effective operational capacity, including the facilities and systems needed to do the job, is another dimension of institutional capacity.
4. Capacity in terms of human resources included the level and nature of skills needed by professionals and others addressing the forest sector, appropriate know-how, both technical and managerial, and the competence to employ skills and know-how effectively.

Issues in capacity building

5. The apparent difficulties of poor capacity in the forest sector arise in the first place because existing capacity is not recognised or mobilised, or both. Africa has many talented, well-trained people, based on decades of education and training, within African institutions and overseas. However, there is no overall assessment of the extent and nature of the existing base of human resources, nor evaluation of these against understood needs. Good people often, if not mostly, work within weak institutions or in institutions where the strategies, policies, organising arrangements and supporting systems no longer provide the working environments within which modern professionals can thrive and be effective.
6. Institutions in the African forest sector are often hampered by factors in their operating environments. The multiplicity of changing and often conflicting policies and strategies for the forest sector and for natural resources management often lead to false starts in the responses of the forestry institutions, with consequences in wasted

capacity. Changing and conflicting priorities have the same effect. Many disparate projects and disjointed programmes also disperse existing capacity. The low influence of forestry institutions, arising from reorganisation in government in some countries, has the result that available capacity can be underutilised.

7. Policies and laws tend not to take account of traditional knowledge and skills. These valuable competencies constitute a potential for the management of forest resources that is thus seldom realised and sometimes destroyed.

8. Despite the significant progress achieved in building the human resource capacity in the forest sector, the further development of needed capacity is limited by a low propensity among the donor community to invest in this capacity.

9. Examples of relevant institutional issues include the following:

- inadequate networking and dissemination of scientific knowledge, information and experience
- poor retention of good people - brains drain
- continual learning personal development not sufficient - expertise from past education no longer always appropriate
- lack of adequate policies and strategies for human resources development - performance management, rewards, recognition, career development
- inadequate (donor) support for capacity building
- institutional capacity to manage lacking or constrained.

Some thoughts on capacity building priorities

10. The group identified several potentially useful initiatives:

- (i) First, in reviewing and implementing its programmes, FAO should take account of available capacity in African countries and the need to mobilise it, and build more effectively upon this capacity. There is also the opportunity to plan for capacity building in all its projects, and include African institutions and experts in appropriate arrangements: assignments, subcontracts, and project management roles, for example.
- (ii) Projects targeted at bottlenecks preventing capacity building need to be identified. Governments, FAO, other agencies should conduct proper evaluations of current institutions (government and other) and cast light on strengths, weaknesses and gaps. They should look for ways of aligning institutional design with dynamic national policies and examine ways of strengthening strategic and managerial capacity in institutions (including financial management).

