



A PLATFORM FOR STAKEHOLDERS IN AFRICAN FORESTRY

**“AFRICA FORESTS, PEOPLE AND CLIMATE
CHANGE PROJECT”: FOREST AND CLIMATE
CHANGE POLICIES, STRATEGIES AND
PROGRAMMES IN THE SADC AND COMESA
REGIONS**



AFRICAN FOREST FORUM WORKING PAPER SERIES

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Correct citation: Dlamini, C. S. 2014. African forests, People and Climate change Project: Forest and Climate Changes Policies, Strategies and Programmes in the SADC and COMESA regions. African Forest Forum, Working Paper Series, Vol. 2(17), 39 pp.

Cover photo: African Forest Forum

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African forests, People and Climate change Project: Forest and climate change policies, strategies and programmes in the SADC and COMESA regions

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Acronyms and abbreviations

AFF	African Forest Forum
AFOLU	Agriculture, Forestry and other Land Use
AIDS	Acquired Immune Deficiency Syndrome
AMCEN	African Ministers Conference on the Environment
CA	Conservation Agriculture
CAADP	Comprehensive Africa Agricultural Development Programme
CBFiM	Community Based Fire Management
CCP	Climate Change Programme
CDM	Clean Development Mechanism
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CET	Common External Tariffs
CIFOR	Centre for International Forestry Research
COMESA	Common Market for Eastern and Southern Africa
COP	Conference of Parties
CSO	Civil Society Organizations
DFID	Department for International Development
DRC	Democratic Republic of Congo
EAC	East African Community
EAP	Environmental Action Plan
ESA	East and Southern Africa
FANR	Food, Agriculture and Natural Resources
FANRPAN	Food, Agricultural and Natural Resources Policy Analysis Network
FAO	Food and Agriculture Organization

FLEGT	Forest Law Enforcement Governance and Trade
FRA	Forest Resources Assessment
GHG	Greenhouse Gases
HIV	Human Immunodeficiency Virus
IUCN	International Union for Conservation of Nature
LDCs	Least Developed Countries
MDGs	Millennium Development Goals
MESA	Mainstreaming Environment in Southern African Universities
MS	Member States
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organization
NTFPs	Non-Timber Forest Products
REC	Regional Economic Committees
REDD	Reducing Emissions from Deforestation and Forest Degradation
REG	Regional Environmental Education Programme
RISDP	Regional Indicative Strategic Development Plan
SADC	Southern African Development Community
SFM	Sustainable Forest Management
SPA	SADC Programme of Action
TFC	Transfrontier Conservation
UNCED	United Nations Conference on Environment and Development
UNEP	United Nation Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change

Executive Summary

Background

Climate change is now known to be a key threat to achieving sustainable development and poverty reduction targets, as well as attaining the Millennium Development Goals (MDGs), in Africa. Climate change is altering rainfall patterns, water availability, and sea levels; it is increasing droughts and the frequency of bushfires, and increasingly impacting on human health, agricultural productivity, forests and biodiversity. In this way, climate change will negatively affect the social, economic and environmental dimensions of human livelihoods in Africa.

While forests are negatively impacted by climate change, forests, in turn, have the potential to play a pivotal role in climate change mitigation and adaptation, and in providing ecosystem services that increase the resilience of rural communities who depend on them.

To provide a framework for addressing these issues, the African Forest Forum has initiated a Climate Change Programme that comprises several projects, including the “Africa forests, people and climate change project”.

Objectives

The main objectives of the present study were to:

- 1) Evaluate the implementation challenges and opportunities of policies, strategies and plans by SADC and COMESA on forestry and climate change;
- 2) Assess the role and extent of participation of women, youth and vulnerable groups in forest-based climate change programmes and plans of SADC and COMESA; and
- 3) Identify and describe measures, approaches and incentives to increase the role of and benefit to women, youth and vulnerable groups in forest-based climate change programmes and plans of SADC and COMESA.

Methodology

The above objectives were achieved through a literature study that reviewed official documents on policies, strategies and plans of COMESA and SADC. Secondly, primary data were collected through an empirical study that involved face to face interviews with relevant SADC and COMESA officials. For the data collection a trip to SADC in Gaborone, Botswana and another to COMESA in Lusaka, Zambia were undertaken, spending three days in each country. Furthermore, data for objectives 2 and 3 were collected through a

questionnaire emailed to all COMESA and SADC member states. The qualitative data were analyzed by synthesis of documents and responses were presented into three sections according to specific objectives.

Findings

The COMESA Climate Initiative of 2008 has made marked progress in the following areas: political commitment, Africa Climate Change Solution, an Africa position on climate change, search for scientific evidence on climate change, partnership with AMCEN, advocacy and mobilization, special focus on CSOs, support to Climate Smart Agriculture, CA Study tours, support to women in up-scaling Climate Smart Agriculture, COMESA Carbon Fund, Forest Strategy, promotion of renewable energy, and support beyond COMESA. On the Forestry Strategy, which was approved in 2009, an action plan to implement the strategy was developed for the period of 2010 to 2012, but things have not gone according to plan; as a result, little has been achieved. Bottlenecks include poor technical capacity and lack of financial resources for implementation. As a result, there is no functional coordinating mechanism for the COMESA Forestry Strategy yet.

The SADC secretariat launched the SADC Forest Protocol in 2002, and subsequently a SADC Forestry Strategy (2010-2020) which captures a reasonable number of Articles in the protocol. Significant progress has been made in strategy implementation, so far, including the following programmes:

- ▶ A SADC Support Programme on REDD+ (Approved, 2010);
- ▶ A SADC Regional Fire Management Programme (Approved, 2010, no regional project yet);
- ▶ FLEGT (still under development, yet to go for approval);
- ▶ TFC (under development, no regional projects yet);and
- ▶ regional Project on forests and carbon monitoring systems (based at the SADC Secretariat-4 Pilot countries-Malawi, Zambia, Botswana and Mozambique).

A monitoring tool for national level programmes has been designed and circulated to member states, though responses are not forthcoming, probably due to lack of capacity and funding for research.

Conclusions

Comprehensive policies, strategies, action plans, programmes and projects have been initiated by the SADC and COMESA Secretariats. Corresponding national programmes and

projects are already underway in some member states. However the following conclusions can be drawn:

There are numerous challenges to implementation of forest and climate change policies and programmes in the SADC and COMESA regions;

- ▶ there is a lack of emphasis on integration for decision making towards the common goals of sustainable forest management, climate change mitigation and adaptation for sustainable livelihoods;
- ▶ there are contradictions and conflicts, as well as incompatibilities and unrealised synergies between national forest and climate change related policies and programmes in the SADC and COMESA regions;
- ▶ there is a lack of adequate and effective integrated national institutional frameworks for policy and strategy implementation in the member states;
- ▶ implementation is mainly sectoral rather than multi-sectoral or multidisciplinary. Poor technical capacities to direct policy and programme implementation have slowed down progress;
- ▶ stakeholders lack capacity to effectively participate in forest and climate change programmes;
- ▶ involvement of women, youth and vulnerable groups in forest-based climate change programmes and projects at local, national and regional levels remains a major challenge in the region, and
- ▶ lack of sustained financing for the effective implementation of forest and climate change policies, strategies and programmes is a major constraint.

Furthermore, collaboration and regional integration in forest and climate change programmes are still at their infancy and this has resulted in poor exchange programmes in terms of expertise. There is a gap between the SADC and COMESA Secretariats yet they are implementing similar regional programmes. But the COMESA-SADC-EAC Tripartite is expected to drastically improve the situation. In addition there is a tendency for member states to invest more resources and time in the implementation of national policies as compared to SADC and COMESA regional forest and climate change policies and programmes.

Key recommendations

Seeing that there are multiple implementation challenges in SADC and COMESA forest and climate change programmes, AFF at the strategy level may assist SADC and COMESA Secretariats through the following strategic actions:

- 1) Providing assistance on innovative ways for involving stakeholders in all the stages of development and implementation of forest and climate change programmes.
- 2) Designing suitable programmes and projects that would enhance the capacity of forestry and climate change stakeholders in participating in the relevant forest based climate change programmes.
- 3) Contributing to guide policy and programme reviews, analysis, harmonization and alignment. This would enhance the strategic planning processes, so as to enable national forest and climate change focal points to integrate regional programmes in national priorities. Ultimately, this would bridge the gap that currently exists between the SADC and COMESA Secretariats in terms of collaboration at the strategy level.
- 4) Helping to develop, solicit funding for, and implement specific programmes and projects geared towards improvement of national and regional institutional frameworks. Furthermore, AFF may advise SADC and COMESA Secretariats on contemporary and innovative sustainable financing mechanisms for successful national and regional forest and climate change programmes.
- 5) Facilitating seminars, workshops and conferences where strategic partners and alliances meet to share development lessons on forest and climate change issues, in order to strengthen capacity building and skills development, as well as learning, knowledge generation and information management among stakeholders.
- 6) Providing guidelines for promoting gender mainstreaming and youth participation in forest-based climate change programmes. Direct use of the existing AFF Gender Policy should facilitate this process.

CHAPTER 1 Introduction

BACKGROUND

The “Africa Forests, People and Climate Change Project” is auxiliary to the AFF Climate Change Programmes (AAF-CCP), which seeks to advance the forest/climate change nexus (i.e. the interrelation and interdependence between forests and the climate change phenomenon) (Chidumayo et al., 2011), which is of critical and crucial significance to Africa’s future development. The ultimate purpose of the AFF-CCP is to understand the dynamics of responses and livelihood coping mechanisms of people, in Africa, who rely on natural forests, woodlands and trees, and other biodiversity resources, in various landscapes, habitats and ecosystems, under the climate change challenge.

The AFF-CCP focuses on three working areas:

- 1) Policy and advocacy;
- 2) Capacity building and skills development; and
- 3) Learning, knowledge generation and information management.

Three specific objectives have been formulated and developed for the respective working areas as follows:

Working Area 1:

To foster awareness on forests and climate change issues, and promote appropriate changes in policies and practices;

Working Area 2:

To build and improve capacity to address forest related climate change issues; and

Working Area 3:

To ensure that production, adaptation, mitigation and policy processes involving forests and trees are backed by sound information.

The present study is on the forest/climate change relationships in semi-arid areas (Sahel belt), the woodlands of West, East and Southern Africa and the moist forests in Central and West Africa. In practice, the three working areas of policy and advocacy, capacity building and skills development and learning and knowledge management are closely interlinked. Cross-cutting themes, in particular gender, are integrated throughout the three working areas. AFF also has a specific gender policy to favour the participation of women, youth,

and disadvantaged groups and individuals, both within its structure and in project implementation.

Justification/rationale of the study

A pool of regional level policies and strategies relevant to forests and climate change exists in the SADC and COMESA regions. These have resulted in the formulation and development of a large number of national forest-based climate change programmes and projects. However, progress in achieving desired objectives and outcomes has either been too slow or impossible. This study reviewed the various policies, strategies and programmes, in terms of conflicts, contradictions, compatibilities and synergies, in order to identify barriers to progress, as a basis for making recommendations. Particular attention was paid to assessment of the level of participation of women, youth and vulnerable groups in forest-based climate change programmes at local, national and regional levels because, although most regional policies include articles and statements on gender mainstreaming, women and vulnerable groups continue to be overlooked in practical programmes implementation in the regions.

OBJECTIVES

The objectives of this study were:

- i) to critically evaluate the implementation of policies, strategies and plans by SADC and COMESA on forestry and climate change, identify and describe implementation gaps and highlight measures that could effectively be used to fill the identified gaps through forestry and forestry-related initiatives.
- ii) to assess the role and extent of participation of women, youth and vulnerable groups in forest based climate change programmes and plans of SADC and COMESA.
- iii) to identify and describe measures/approaches and incentives to increase the role of and benefit to women, youth and vulnerable groups in forest based climate change programmes and plans of SADC and COMESA.

METHODOLOGY

A qualitative methodology was used for this study. This was based on a literature study, reviews and analyses of policies, strategies, plans and other initiatives, and on an empirical study, involving face to face interviews with officials of SADC and COMESA. Over and above these, questionnaires with semi-structured interviews were emailed to all COMESA and SADC member states. The matrix for the collection of secondary data from reviews and analyses of official national and regional documents (policies, strategies, plans and other

initiatives etc) is shown in Annex 1. The face-to-face interviews that yielded primary data were conducted with relevant officials and technical officers of SADC and COMESA in Gaborone, Botswana, and Lusaka, Zambia, respectively. The interviews followed the questions outlined in Annex 2 of this report. In addition, the questionnaire in Annex 2 was emailed twice to the following COMESA member states: Burundi, Comoros, Democratic Republic of Congo (DRC), Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, Sudan, Swaziland, Uganda, Zambia and Zimbabwe. Not a single country responded except Mauritius. Interestingly, a Desk Assessment of the Regional Indicative Strategic Development Plan 2005-2010 (SADC, 2011a) highlights Mauritius as the only country that responded with swift comments on the SADC Environment Protocol. The same questionnaire (Annex 2) was emailed twice to all SADC member states, namely Angola, Botswana, the Democratic Republic of Congo, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, and Zimbabwe. Again, none other than Mauritius responded.

Consequently, the data analysed are based only on the desk review of policies, strategies and programmes, and on the face-to-face interviews with officials of COMESA and SADC Secretariats.

CHAPTER 2 Forestry and climate change in SADC

SADC POLICY INSTRUMENTS ON FORESTRY AND CLIMATE CHANGE

Implementation of many policies that are currently being adopted in the SADC Member States, though for other reasons, can also lead to reduction of GHG emissions. Key policy instruments include the SADC Treaty and the Forestry Protocol. In addition actions to promote increased resilience to climate change impacts and a lower-greenhouse gas (GHG) emission in SADC, fall across a variety of sectors, such as energy, agriculture, health, water resources and infrastructure (see Table 1). SADC Member States increasingly recognize that actions to address climate change and the environment are intimately linked to economic growth and sustainable development goals and needs. A detailed discussion of the key policy instruments is provided in subsequent subsections.

SADC Declaration and Treaty (1992)

The Declaration and Treaty of SADC made by the Governments of Southern Africa at Windhoek, in August, 1992 established a Development Community in the Southern African Region. The Treaty aims to ensure, through common action, the progress and well-being of the people of Southern Africa, promoting the interdependence and integration of national economies for the harmonious, balanced and equitable development of the Region. In signing this Declaration and Treaty, the Heads of State were convinced of the need to mobilize their own and international resources to promote the implementation of national, interstate and regional policies, programmes and projects within the framework for economic integration. The SADC Declaration and Treaty of 1992 was amended in October 2001.

In relation to Forestry and Climate Change the Declaration and Treaty of SADC recognizes forests, including other biodiversity, as key natural resources and a major component of the environment, which should be sustainably managed for the benefit of SADC communities. Among the amended objectives, SADC is committed to achieving sustainable utilization of natural resources and effective protection of the environment. Regional integration and cooperation calls for improvement in standards of forest management, in use of forestry resources, and in the quality of forest products for sustainable development and economic growth.

In order to achieve its objectives SADC committed itself to: i) harmonising political and socio-economic policies and plans of Member States; ii) encouraging the people of the Region and their institutions to take initiatives to develop economic, social and cultural ties across the Region, and to participating fully in the implementation of the programmes and projects of SADC; iii) creating appropriate institutions and mechanisms for the mobilisation of requisite resources for the implementation of programmes and operations of SADC and its institutions; iv) developing policies aimed at the progressive elimination of obstacles to the free movement of capital and labour, goods and services, and of the people of the Region generally, among Member States; v) promoting the development of human resources; vi) promoting the development, transfer and mastery of technology; vii) improving economic management and performance through regional co-operation; viii) promoting the coordination and harmonisation of the international relations of Member States; ix) securing international understanding, co-operation and support, and mobilising the inflow of public and private resources into the Region; and x) developing such other activities as Member States may decide in furtherance of the objectives of the Treaty.

Since its inception SADC has recorded some notable achievements, difficulties and constraints. SADC has inculcated a sense of regional belonging as well as a tradition of consultation among the peoples and governments of Southern Africa (SADC, 2011a). It has also formulated the SADC Programme of Action (SPA), which covers cooperation in several economic and social sectors; and implemented several infrastructure and other projects. Furthermore, SADC has developed protocols in a number of areas of co-operation, which provide the legal framework for co-operation among Member States. Constraints include lack of institutional reforms for effective transformation from SADCC into SADC; lack of synergy between the objectives of the Treaty on the one hand and the existing SADC SPA and institutional framework on the other hand, and finally lack of appropriate mechanisms capable of translating the high degree of political commitment into concrete programmes of community building and integration (SADC, 2010a). However, some of the institutional challenges were addressed through the restructuring process, which was meant to increase the efficiency and effectiveness of SADC policies and programmes and to implement a more coherent and better coordinated strategy to eliminate poverty in the Region.

SADC Protocol on Forestry (2002)

The SADC Protocol on Forestry was signed by Heads of State and Government in 2002. The Protocol outlines how Member States shall cooperate to promote forestry development in the SADC Region, providing the basic policy framework. The Protocol on Forestry sets to (i) promote the development, conservation, sustainable management and utilization of all types of forests and trees; (ii) promote trade in forest products throughout the region in order to alleviate poverty and generate economic opportunities for the people of the region; (iii) achieve effective protection of the environment, and safeguard the interests of both

present and future generations; and (iv) encourage state parties to assist and support each other to address issues of common concern including deforestation, genetic erosion, climate change, forest fires, pests, diseases, invasive alien species, and law enforcement in a manner that makes the best use of the technical, financial and other resources in the Region.

According to the SADC Secretariat (Moses Chakanga, 2012 pers. comm.) the SADC Forestry Protocol went to all national parliaments for signing and ratification and Ministers approved an implementation strategy for the protocol in July 2010 (SADC, 2011a). The protocol prioritizes Forests and Climatic Change; Fire Management; Assessment of Forests Information exchange; and Capacity building and protection of Catchment Forests (Moses Chakanga, 2012 pers. comm.).

With regard to the implementation of the Forestry Protocol, the Secretariat facilitated the formulation and development of a SADC Forestry Strategy (2010-2020), which was approved in 2010. The objectives of the strategy are: 1) Climate Change Mitigation and Adaptation; 2) Protection of Key Water Catchment Forests; 3) Energy supply and rural poverty reduction; 4) Enhancement of participatory forest management; 5) Enhanced intra-regional trade in forest products; 6) Cooperation in trans-boundary forest and fire management; 7) Forest assessments and information management; 8) Capacity improvement in SADC (SADC, 2010a). The eight objectives and the cross-cutting issues cover most of the articles of the SADC Forestry Protocol. However about six articles, which are equally important for sustainable forest management in the region, are missing in the strategy. The missing articles include institutional arrangement (Article 5); national forest assessments (Article 9); traditional forest-related knowledge (Article 16); forest genetic resources (Article 17); and cooperation with other member states and organizations (Article 22). This indicates a major gap in addressing issues related to the missing Articles in the 10-year period.

Subsequently, the implementation of the strategy resulted in the initiation of the programmes on Regional Fire Management and Cross-border Cooperation Programme; and Support Programme on Reducing Emissions from Deforestation and Forest Degradation (REDD). The Regional Fire Management and Cross-border programme seeks to address the issue of uncontrolled fires in order to conserve forest biodiversity and ensure the sustained supply of forest products for community livelihoods. However, it was gathered during the consultative meeting that there is no regional programme yet on Fire Management (Moses Chakanga, 2012 pers.comm.).

Challenges relating to the Forest Protocol included reporting, where questionnaires to Forestry Offices in 2011 received no feedback/no Response; limited or no funding from National Budgets and Donors; and lack of forest data (Inventory) in the Region. On the other hand capacity building for policy implementation is included in the programmes.

OTHER RELEVANT POLICY INITIATIVES

Table 1 briefly describes other SADC policies, strategies and action plans that integrate forestry and climate change objectives. Described also are activities and priority areas under all the forestry related objectives, as well as the constraints that limit progress in implementation of the policies/strategies or action plans.

Table 1. Other SADC policies, strategies and programmes related to forestry and climate change

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
SADC Regional Indicative Strategic Development Plan (SADC, 2003).	Co-operation in sustainable management of shared forests and establishment of equitable public access to forests.	<ul style="list-style-type: none"> ▶ Data and information gathering and institution building at national level. ▶ Regional guidelines for management of invasive alien species which were approved in 2007. ▶ SADC regional climate programme under development. 	<ul style="list-style-type: none"> ▶ Limited regional collaboration and cooperation and lack of information to facilitate trade in forest products; and ▶ Lack of interventions to enhance the participation of major groups in forestry development.
SADC Declaration on Agriculture and Food Security (SADC, 2004)	<ul style="list-style-type: none"> ▶ Conservation, management and sustainable utilization of forestry; ▶ Monitor and curtail illegal harvesting and export of natural resources; and ▶ Harmonization of implementation of natural resources management policies, programmes and investment in processing of natural resources products. 	<ul style="list-style-type: none"> ▶ Agroforestry ▶ Conservation farming ▶ Initiation of input subsidy programmes to boost agriculture production. 	<ul style="list-style-type: none"> ▶ Slow national progress in the implementation of the SADC Declaration on Agriculture and Food Security of 2004. Targets set have not been met by most Member States.
SADC Regional Agriculture Policy	Improvement of production, processing, conservation and sustainable management of forest	Priority policy issues and interventions have been identified including in forestry and climate	Complexities in National Agriculture policy reviews i.e. the methodologies for policy reviews were inconsistent within

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
Framework (SADC, 2010b)	resources.	change.	Member States
Forest Law Enforcement, Governance and Trade (FLEGT) in SADC (Shumba and Sola, 2009)	Combating illegal logging and associated trade, both from producer and consumer regions.	SADC formed FLEGT working group chaired by South Africa and had their 1 st meeting October 2010.	<ul style="list-style-type: none"> ▶ Forestry policies drafted but not approved in some countries; ▶ current poverty needs overriding efforts for sustainable management of forests; and ▶ poor forestry structure and inadequate governance in SADC countries.
Comprehensive Africa's Agricultural Development Programme (CAADP) (CAADP, 2005; COMESA, 2009)	Promotion of investment and action in pursuing increased and sustainable productivity in forestry.	<ul style="list-style-type: none"> ▶ Agroforestry and soil fertility improvements programmes; ▶ Forestry (Afforestation and reforestation programmes) 	<ul style="list-style-type: none"> ▶ Lack of integration of land policies with other national and regional policies and initiatives. ▶ Inadequate Investments in the Forest Sector in a majority of countries (i.e. new technologies, industrial plantations, inadequate interest from the banking sector).
SADC FANR Business Plan (Dlamini, 2007)	Sustainable utilization of natural resources and protection of the environment.	Management of indigenous forests; strengthening Forestry Colleges; and domestication of indigenous fruit trees.	Alarming deforestation and forest degradation in the region pose a major obstacle to this plan.
The SADC Regional Biodiversity Strategy (SADC,	Broaden the forest resource to meet increased demand.	Establishment of protected areas; implementation of Community Based Natural Resources Management initiatives; and Trans-	Lack of inventory and monitoring systems; Insufficient legislation for biodiversity protection; weak institutional arrangements for planning and managing

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
2007)		boundary Natural Resources Management interventions.	the utilization of biodiversity; insufficient funds for implementing projects on biodiversity and the sustainable use of natural resources.
SADC support programme on Reducing Emissions from Deforestation and forest Degradation (REDD) (SADC, 2011c)	Management of trans-boundary and key forests; improvement of forest management for sustainability and reduction in deforestation and forest degradation.	<ul style="list-style-type: none"> ▶ Regional project on Systems to monitor forest and carbon; Sustainable Forest Management project. ▶ FLEGT and TFC are still to get approval hence there is no regional project yet. 	Lack and weak institutional frameworks; lack of funding; and lack of technical knowledge.
SADC Regional Fire Management Programme (SADC, 2010c)	<ul style="list-style-type: none"> ▶ Safe use of fire as a management tool in the forestry sector; and ▶ Integration of Community Based Fire Management (CBFIM) into natural management systems and programmes. 	No activities have been undertaken so far	No regional programme yet on Fire Management
State of Environment Report for Southern Africa (SADC, 2008)	Integrated assessment of state and trends in key environmental resources including forests and woodlands.	Status of forests and woodlands in the region i.e. statistics on timber products, fuel wood, NTFPs, environmental services, and deforestation.	Lack of capacity in data collection (most cases data are outdated and inaccurate).
Southern African Development	The scope of the protocol article 2 states that the protocol applies	Forestry is excluded in the protocol.	It is however peculiar to separate forestry from wildlife conservation.

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
Community Protocol on Wildlife Conservation and Law Enforcement (SADC,1999)	to the conservation and sustainable use of wildlife, excluding Forestry resources.		
Protocol on Shared Watercourses in the Southern African Development Community (SADC, 2000)	Protection and preservation of ecosystems.	Shared watercourse institutions; Committee of water Ministers; Committee of water senior officials; water resources technical committees and subcommittees are in place.	Member states do not have trained personnel to participate in the various technical committees.
SADC Regional Water Policy (SADC, 2005)	Allocation of water for industrial forestry and other afforestation programmes.	<ul style="list-style-type: none"> ▶ Centres of excellence for water research and technology development identified. ▶ Water sector policy and legislation harmonised. ▶ Water databanks and planning networks established and fully operational. ▶ Training and institutional capacity strengthening programmes developed and implemented. 	Weak policy linkages at regional and national levels, particularly weak implementation mechanism at national level, such that plans at regional level do not have effective impact at national level.
SADC Policy and Strategy for Environment and	To protect and improve the health, environment and livelihoods of the people of	Development of the SADC Regional Environmental Education Programme (SADC REG);	▶ A fully-fledged SADC Regional Environmental Education Programme

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
<p>Sustainable Development (2005) (SADC, 2011a)</p>	<p>southern Africa with priority to the poor majority; to preserve natural heritage, biodiversity and life supporting ecosystems in southern Africa; and to support regional economic development.</p>	<p>mainstreaming of climate change in secondary to University level curricula in SA; Network of Environmental Focal Points; MESA; and Environmental Education Association of Southern Africa.</p>	<p>has been established.</p> <ul style="list-style-type: none"> ▶ Member States have not yet forwarded comments on the draft Environmental Protocol.

CHAPTER 3 Forestry and climate change in COMESA

COMESA CLIMATE CHANGE INITIATIVE

The COMESA Climate Change Initiative was launched in Kenya in 2008. The main objective of the Climate Change Initiative is to address climate change and its impacts in such a way that economic and social resilience is consolidated now and in the future. The COMESA Climate Change Initiative provides support to MS for the post Kyoto negotiations and beyond, and supports the enabling policy and institutional frameworks. Activities that are being implemented include enhancing financing mechanisms; enhancing research, information management and communication; and operationalising the carbon fund. Since 2008 COMESA has made some progress towards achieving the goal of the initiative:

Political Commitment

COMESA Meeting of Ministries of Agriculture held in March 2008 in Victoria, Mahe, Seychelles, put climate change on agriculture agenda, in order to give it the needed “Jump start”. In November 2008 the first joint COMESA Ministers of Agriculture and Environment meeting was held in Nairobi, Kenya; to specifically deliberate on how the region should address challenges of Climate Change. Following this meeting the “Nairobi Declaration on Climate Change” that formed the basis of the COMESA Climate Change Initiative was made. The initiative has since then, on annual basis brought together Ministers responsible for Agriculture and Environment and Natural Resources, thus putting climate change agenda at the heart of the most important economic activities that affect African citizens.

Africa Climate Change Solution

In December 2008, at the United Nations Framework Convention on Climate Change (UNFCCC) Fourteenth Conference of Parties (COP 14), held in Poznan Poland; COMESA and the Food Agriculture and Natural Resources Policy Analysis Network (FANRPAN) with the support of COMESA Ministers launched the African Bio Carbon Initiative that gave birth to the African Solution. This ambitious initiative towards climate change mitigation, adaptations and improved rural livelihoods for the continent was launched with the political support of 26 countries in East and Southern Africa (that are members of COMESA – EAC and SADC) that were at COP 14. The African Climate Solution entails the reduction in green house gas emissions from deforestation (REDD) and carbon sequestration through Agriculture, forestry and other land use (AFOLU) in Africa and throughout the Developing

world. It intends to build a global coalition of developing countries into REDD-AFOLU Coalition.

An Africa Position on Climate Change

In February 2009, COMESA was the first REC in Africa to come up with a “proposal for An African Position on Climate Change” that was submitted to UNFCCC ad hoc working group in Nairobi, Kenya. The position was informed during the ‘Africa Ministerial Conference on Environment (AMCEN) held in Addis Ababa, Ethiopia in October 2009, ahead of COP 15, leading to the African Common Position at COP 15 held in Copenhagen, Denmark, in December 2009. The position among other things; recommends that the programmes and structures currently being developed, including the proposed mechanism for crediting Reducing Emissions from Deforestation and Forest Degradation (REDD), be suited to the conditions that prevail in African countries. Focusing particularly on the essential link between REDD and the full range of AFOLU. It urged that both market and non-market means be found and made urgently available to support capacity development for designing and implementation of AFOLU activities in a timely and effective manner. This bold recommendation has since put Agriculture on the UNFCCC Conference of Parties (COP) agenda.

Search for scientific evidence on Climate Change

COMESA is aware of the need for scientific facts for both negotiation and mitigation of climate change. As a result in 2009 COMESA engaged the World Agro Forestry Centre (ICRAF) to support the generation of scientific evidence in support of the African Climate Solution. Policy briefs that informed policy makers and negotiators were thus produced.

Partnership with AMCEN

Taking into account the importance of different stakeholders to provide inputs into AMCEN meetings, COMESA has since 2008 participated in and co-financed a number of delegates and side events at AMCEN technical meetings and COPs to address climate change issues vis a vis Africa developmental needs.

Advocacy and mobilization

COMESA has held advocacy round table meetings in its Member States with different stakeholders with the view to creating ownership of climate change activities at the national level. In order to enhance Africa’s participation, during COP 15, COMESA sponsored 44 delegates from East and Southern Africa (ESA) countries. These included members of national parliaments, the Pan African Parliament; Africa negotiators; civil society

organizations, women, youth and the media. The purpose was to give ‘a push to the African position’. COP 15 is in history as being the first time that Africa made a mark in UNFCCC and the Copenhagen declaration had clear issues of interest to Africa. During the sixteenth Conference of Parties (COP 16) held in Cancun, Mexico, in November – December 2010, COMESA supported 20 delegates from Member States; the delegates supported by COMESA were spread and integrated into their respective Country/Party groups that were further divided into different negotiation tracks to ensure that Africa and COMESA’s interest were incorporated in the discussion and outcomes. The criteria for assigning delegates to the different grouping were based on their institutional background and relevance of the issues to be followed at the country level. Once again this enhanced Africa’s voice.

Special focus on CSOs

For a long time, the civil society organization (CSOs) in Africa had been sidelined in the UNFCCC process. However, with respect to COP16, with the support of COMESA, African CSO delegates participated in ‘daily negotiating bloc coordination meetings’ of the African Group, the Least Developed Countries (LDCs) Group as well as the Group of 77 plus China. One of the most important outcomes from COP16 was consensus on the Adaption Fund, and the need to have a decision on agriculture and the acceptance Reducing Emission from Deforestation and forest Degradation (REDD+). COMESA organised the sixteenth and seventeenth conference on climate change that took place in Lilongwe Malawi in 2010 and Lusaka – Zambia in 2011. Hundreds of young people aged between 15 and 35 from ESA region attended these conferences and discussed their potential roles in mitigation and adaption to climate change. At the Lusaka Conference some delegates were brought from other parts of Africa and beyond the African continent. Lusaka Conference launched a COMESA-EAC-SADC Youth Alliance, and with the support of COMESA it has opened a temporary secretariat in Lusaka, Zambia.

Support to Climate Smart Agriculture

Aware of the need to recognize the links between agriculture, food security and climate change as well as the fact that most farmers in the COMESA region are small holders, COMESA has supported the up-scaling of Climate Smart Agriculture, in particular, Conservation Agriculture (CA). Ethiopia, Kenya, Uganda, Malawi, Zambia and Zimbabwe are amongst the countries that have so far been assisted in the implementation of CA. Between 2008 and 2010 COMESA supported some member States to create national CA task forces, it is envisaged that the programmes will continue in 2012 and beyond with the view to enhancing national ownership of CA climate smart agriculture practices. In 2011 COMESA supported community groups in Kenya and Zambia to upscale AFOLU activities in their areas.

CA Study tours

In May 2011 COMESA conducted regional study tours for farmer representative practitioners, NGOs and CSOs. These agricultural experts from ESA states visited various farms practising conservation farming in Zambia and Zimbabwe. The objective of the tours was to familiarize the Member States on newer methods and technologies applied in CA with the view to further creating a buy into CA as a climate smart agriculture practiced in Zambia.

Forest Strategy

COMESA is aware of the importance of forests in providing solution to climate change. As a result, COMESA has come up with a forestry strategy. The overall objective of the strategy is to elevate the forestry sector within the COMESA region in terms of contribution to local, national and regional economies through improved integration and trade.

OTHER RELEVANT POLICY INITIATIVES

Progress made, and implementation challenges to date, in other pertinent regional policies and programmes are summarized in Table 2. Apparently, capacity for implementation remains a serious constraint across the board.

Table 2. Other COMESA policies, strategies and programmes related to forestry and climate change

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
COMESA Treaty (COMESA, 1994).	<p>Article 123 of the COMESA Treaty is the most relevant to forestry. This article highlights the COMESA Mandate on natural resources development which includes the conservation and management of natural forests.</p> <p>The COMESA treaty further promotes regional corporation in the efficient management and utilization of natural resources for the benefit of Member States).</p>	Forestry programmes at COMESA are implemented under CAADP and Environmental Action Plan of the AU NEPAD.	Delayed finalization and implementation of national CAADP compacts had led to slow progress.
The Comprehensive Africa Agricultural Development Programme (CAADP) and Environmental Action Plan. (COMESA, 2009)	Through CAADP Environmental Action Plan, COMESA seeks to conceptualize forestry for both conservation and development, which basically emphasizes the role of forestry in sustainable development.	<p>A detailed Outline of a Proposed Action Plan for the Implementation of the COMESA Forestry Strategy (Period: 2010 to 2012) has been developed.</p> <ul style="list-style-type: none"> ▶ Strategy adopted by the COMESA policy organs in 2009. ▶ Technical Committee on Forestry formalised 	<ul style="list-style-type: none"> ▶ The proposed action plan for the implementation of the COMESA Forest Strategy has not gone according to plan (there were unforeseen delays), and the following activities and programmes are pending: ▶ Mobilization of resources for the implementation of member state action plans under the strategy. ▶ Sustainable Trade in Forest Products and Services. ▶ Ensuring sustainability in the context of expanded trade. ▶ Regional participation in international processes.

Policy/strategy/plan	Relevant objectives	Activities undertaken	Progress in implementation and constraints
		<ul style="list-style-type: none"> ▶ Baseline studies on the status of the forestry sector conducted. 	<ul style="list-style-type: none"> ▶ Managing trade-offs and investment in forestry and related sectors. ▶ Addressing Trade Risk, Illegality and Corruption. ▶ Effecting Regional Cooperation in forestry. ▶ Setting up of a COMESA Forestry Unit to implement the COMESA forestry programme.
Environmental Initiative of the New Partnership for Africa Development (NEPAD) (Dlamini, 2007)	The ultimate aim of this initiative is to complement relevant African processes including the African Ministerial Conference on Environment (AMCEN) with a vision to build Africa's capacity to implement international environmental conventions and agreements particularly UNCED Agenda 21, Chapter 11 on International Forestry Principles.	Six programme areas that have been established are: <ul style="list-style-type: none"> ▶ Combating land degradation, drought and desertification; ▶ Conserving Africa's Wetlands; ▶ Preventing and Controlling Invasive Alien Species; ▶ Managing Coastal and Marine Resources; ▶ Combating Global Warming and Climate Change; ▶ Conservation or Management of Transboundary Natural Resources (freshwater, biodiversity, forests, and plant genetic resources). 	<ul style="list-style-type: none"> ▶ Poor institutional arrangements and lack of resources are major obstacles to this initiative. ▶ In addition, weak and ineffective national policies and programmes impede the implementation of this regional environmental initiative.

CHAPTER 4 COMESA-EAC-SADC tripartite climate change programme

The COMESA-EAC-SADC Tripartite climate change programme is a five-year initiative that started in July 2010. The main aim of the programme is to inject Africa's Unified Position on Climate Change into the post-2012 United Nations Framework Convention on Climate Change (UNFCCC) global agreement so as to unlock resources for promoting strategic interventions that sustain productivity and livelihood improvement for millions of climate-vulnerable people in the region. The programme is a result of the recognition of the seriousness of the impacts and effects of climate change, which was re-affirmed by the African Heads of State and Government at the African Union Summit in 2007. It was in this Summit that African Heads of State and Government agreed that countries in Africa should integrate Climate Change adaptation and mitigation into their development plans. In the same vein the leaders endorsed the decision by African Ministers of Agriculture on the development of an African Framework on Climate Change Adaptation in the Agriculture sector.

As part of the programme COMESA, SADC and EAC have been formulating a comprehensive approach and a joint effort to address climate change, which is coined "The African Climate Solution". As a result the three Regional Economic Communities have jointly developed the Programme on Climate Change Adaptation and Mitigation in the Eastern and Southern Africa (ESA) region whose aim is to address climate change, while enhancing economic development and social resilience now and in the future. Senior officers dealing with different aspects of climate change, from the Common Market for Eastern and Southern Africa (COMESA), the East African Community, (EAC), and the Southern Africa Development Community (SADC) met at the East African Hotel, Arusha, Tanzania on 21-22 February, 2012, for an annual planning on the Tripartite climate change adaptation and mitigation programme. The three RECs deliberated on the work programme and potential activities identifying the strengths of each with the view to providing leadership and support to sister RECs, making the implementation easier and avoiding duplication. They also looked at available budget and funding, including existing and potential contribution agreements with the view to equitably sharing these resources, as well as engaging donors with one voice.

The COMESA-EAC-SADC Climate Change initiative has been a success due to funding by different cooperating partners. The major ones being Norway, and the European Union. As at the end of February 2012; the three RECs had made significant progress negotiating a grant from DfID, for the implementation of Climate Smart Agriculture within their shared region of Eastern and Southern Africa.

CHAPTER 5 Participation of women, youth and vulnerable groups in forest-based climate change programmes of SADC AND COMESA

Climate change is expected to have a major impact on the lives of rural women especially in developing countries where women are primary users of natural resources for family subsistence, especially in terms of water, firewood, non-timber forest products (NTFPs) and food crops (Aguilar et al., 2011). According to FAO (2007) forests are a source of employment for women, as from nurseries to planting and from logging to wood processing, women are a significant portion of labour force throughout the world. It is because of these reasons that women should become co-managers and co-protectors of forest along with government and other bodies, hence women should be put at the centre of whatever decisions are being made in relation to forest. The section below seeks to identify provisions in SADC and COMESA forestry, agricultural and environmental policies, as means to recognizing women's special needs and crucial contribution in the use and management of such resources.

GENDER AND YOUTH MAINSTREAMING PROGRAMMES

SADC Forest Based Climate Change Programmes

The SADC Member States recognize the critical role women play in activities that directly affect forest management and the importance of involving women in forest management planning and implementation (SADC Forest Protocol). The participation of women in forest management is ensured in Article 13 of the SADC Protocol on Forestry. In implementing the forest protocol the Secretariat implements the following programmes:

Regional Fire Management and Cross Border Cooperation Programme

The regional fire management and cross border cooperation programme seeks to address the issue of uncontrollable fires in order to conserve forest biodiversity and ensure the sustained supply of forest products for communal livelihoods (SADC, 2010c; SADC, 2011a). Concerning the participation of women, youth and vulnerable groups the regional fire management programme does not explicitly recognize/state the importance of their roles. However, component 3 of the programme calls for the promotion of Community Based Fire

Management (CBFiM) into Member States fire and natural resources management systems/programmes (SADC, 2010c).

Reducing Emissions from Deforestation and Forest Degradation (REDD) Support Programme

The objective of the REDD programme is to reduce poverty through climate change mitigation and adaptation measures (SADC, 2011a; SADC, 2011c). The REDD programme requires that SADC countries establish national or sub-national strategies or action plans which address inter alia, the drivers of deforestation and degradation and counter measures, tenure, forest governance and gender, and ensures full and effective participation of relevant stakeholder, local communities and indigenous people (SADC, 2011a).

COMESA Forest Based Climate Change Programmes

The COMESA Gender Policy and the Addis Ababa Declaration on Gender, advocates for equal and full participation of women in all aspects of COMESA activities and other operations taking place in the region. It emphasizes the principle of Affirmative Action across all spheres of COMESA policies, systems, structures, programmes and activities in order to redress existing gender imbalances. The COMESA forest strategy recognizes the importance of cross cutting issues such as gender, HIV/AIDS, youth, people with disabilities for sustainable management of forest (COMESA, 2009). The following agreements indicates the commitment of Member States in ensuring that the role and participation of women, youth and vulnerable groups is considered in the implementation of forest based climate change programmes.

COMESA-EAC-SADC Tripartite

COMESA promotes the involvement of the youth in fighting climate change for integrated sustainable development (COMESA, 2011a). This is evidenced in the COMESA-EAC-SADC Tripartite Climate change programme, which calls for active participation of all key stakeholders including the youth, particularly in negotiation and advocacy processes. Part of the results of the tripartite is the formation of the COMESA-SADC-EAC Youth Climate Change Alliance which is a specialized youth alliance on climate change.

The Africa Climate Solution

This is a comprehensive approach and a joint initiative that has been developed by COMESA, EAC and SADC to address climate change. The Africa Climate Solution promotes sustainable agriculture and land use practices, biodiversity conservation, maintenance of environmental services, successful adaptation to climate change and

improving rural livelihoods in addition to delivery of cost-effective and verifiable reduction in greenhouse gas emissions. Concerning the involvement of excluded or vulnerable groups the third component of the programme promotes the participation of women, youth and children through the increased engagement of the civil society in climate change negotiation processes (COMESA, 2011b).

Comprehensive Africa Agricultural Development Plan

The CAADP framework is among the continental agreements where most of COMESA forest activities are implemented (COMESA, 2009). The CAADP framework aims to strengthen the resilience of food systems by focusing on increasing production and productivity, agricultural investment through public-private partnerships, value chains development and enhanced participation of women and youth. As indicated in the objectives CAADP implementation in Member States shows their commitment in the involvement of women, youth and vulnerable groups in forest climate change programmes. The COMESA Secretariat has the responsibility to mobilize resources for strengthening capacity of women and youth to effectively participate in CAADP implementation (COMESA, 2011c).

NEPAD Environmental Action Plan

The main objective of the NEPAD Environmental Action Plan (EAP) is to contribute to the improvement of environmental conditions of Africa for the achievement of economic growth and poverty eradication in the region (COMESA, 2011c). Under the climate change thematic area, the EAP seeks to support the continent's negotiation processes and the development of a comprehensive framework for Africa's response to challenges of climate change (NEPAD, 2012). The initiative promotes the participation of women, youth and vulnerable groups through the implementation of a number of interventions such as the establishment of the Youth Programme on Climate Change, assessment of country CAADP investment plans for adequacy of gender consciousness, and application of gender mainstreaming framework to environmental plans.

However, the participation of women and youth in the two regions is still limited by challenges (see Box 1). For instance in Tanzania, according to FAO (2007) challenges of gender in the forest sector include low ratio of women enrolment in forestry programmes; attitude associated with forestry in terms of being located in remote areas, cultural perceptions regarding women; inadequate decision making processes and policy issues; and customary practices on land ownership and decision making. The challenges in the SADC and COMESA regions on the extent of women, youth and vulnerable groups' participation in forest-based climate change programmes are consistent with the following identified by Maginnis (2011) and SADC (2011b): i) Political will for REDD exists, but donors sponsoring REDD initiatives still do not mainstream gender in projects on the ground even

though they have mandate and hence obligation to do so; ii) Current REDD+ initiatives state the need to engage indigenous people and local communities, but do not recognize the differentiated needs of women and men within communities, according to IUCN and its partners in the initiative; iii) Because women do not necessarily own forest lands, they are often excluded from discussions about how forests should be managed at community level. For instance at community level, leaders often neglect women's issues and women leaders are either not offered a seat at the decision-making table or are ill-prepared to participate effectively if given an opportunity; iv) Although REDD+ is designed to impact positively on the forest-dependent poor, governments do not ensure that women, whose livelihoods depend mostly on forest resources, get equal share of benefits from REDD+.

Box 1. Gender Challenges in the Forestry Sector – A case of Tanzania.

- ▶ Few women graduates at a ratio of 1:10 to men annually, coupled by low level of enrolment of women students, estimated at 7% in the Faculty of Forestry, which falls under science programmes in Sokoine University of Science and Agriculture. Over the last 20-year period, only 6% of graduates have been women.
- ▶ Attitude associated with (the perception of) forestry (as being in) more remote (areas), and cultural attitudes about women's roles in the society, more so as housekeepers and not decision makers. Indeed, culture has been invoked to legitimize differences in gender status, values, and roles and to justify unequal gender relations in a manner that to a large extent favours men and disadvantages women.
- ▶ Low level of economic contribution of the forest sector to the general economy as compared to other sectors and lack of sufficient data at household level, informal forest sector and national formal level for appropriate decision making and policy formulation.
- ▶ Customary practices on land ownership and decision making which are patriarchal in nature, hinders women's participation and contribution in policy formulation both at local and national levels.

Source: FAO (2007).

EXAMPLES OF PROGRESS IN THE IMPLEMENTATION OF CLIMATE CHANGE PROGRAMMES SINCE 2009

COMESA Support to Women in Climate Smart Agriculture

COMESA is aware that women form the bulk of small scale farmers who contribute to household food security and are the most affected by climate change. In this regard, in 2010 the Secretariat launched activities aimed at increasing the integration of female farmers as direct beneficiaries of existing agriculture and climate change interventions at Secretariat and Member State levels. Firstly, a regional study on "Integrating female farmers

in agribusiness into regional and global value chains” was conducted in Kenya, Uganda and Mauritius (COMESA. 2011c).

Secondly, COMESA held a Regional Consultative Meeting in April 2011 as a follow up action to the findings of the above studies. The outcome of the meeting was the development of a Framework of the Regional Strategy on Mainstreaming Gender in Agriculture and Climate Change. Latest information indicates that the strategy was under finalization in November 2011.

In the same way the COMESA Gender policy recognizes that sustainable economic and social development of the region requires the full and equal participation of women, men and youth. In response to the need for policy and political support, the Fourth COMESA Meeting of Ministers responsible for Gender and Women’s Affairs, which was held in May, 2010, in Victoria Falls, Zimbabwe, took a decision that Conservation Agriculture and other COMESA agriculture programmes should ensure that at least 80 percent of the beneficiaries are female farmers and female-headed households, in order to fully integrate females into agriculture and climate change adaptation and mitigation interventions. The COMESA Council of Ministers’ meeting, held in Swaziland in August 2010, endorsed the decision. Moreover, in Zambia, women groups were directly funded to practice climate smart agriculture.

SADC Region Progress

The SADC region acknowledges the impact of climate change on women, hence the need to integrate gender perspectives in all climate change laws, policies, programmes and processes, in order to ensure their protection (SADC, 2011b). SADC countries have affirmed that REDD+ programmes should provide benefits both to individual member states and the people depending on forest resources, especially women and indigenous people. In addition Member States called for programmes that are incentive-based and provide shared benefits, land and forest rights, especially to local populations. Moreover, the region subscribes to the establishment of gender sensitive financial mechanisms for REDD programmes.

In terms of real implementation and scaling down of the provisions for integration of women, youth and vulnerable groups in Member States, countries such as Mozambique and Tanzania have inclusive strategies and concrete action for the forest sector. Towards implementing the action plan, Mozambique has two projects, CARE Mozambique's Forestry and Agriculture Programme and N’hambita Community Carbon Project. The CARE Mozambique's Forestry and Agriculture Programme focuses on reducing poverty and vulnerability of the population living in or nearby forests by increasing the sustainable benefits for communities from woodland resources. Project activities included the promotion of sustainable agricultural and agro-forestry practices, sustainable use of timber and non-

timber forest products, ensuring access to the 20% of income from forest exploitation for communities, strengthening the capacity and improving the quality of timber monitoring at the provincial level, proposal of changes in the mechanisms used to allocate licenses and forest concessions, and the facilitation of access to Mozambique by international organizations that promote sustainable exploitation of and fair trade in timber. CARE works with 14 community aggregates and directly benefits more than 6000 vulnerable individuals. On the other hand the N'hambita project under the support of TFG focuses on carbon finance and sustainable forestry for improved quality of lives. The project activities included fire prevention and management (especially early season burning), community based conservation and enforcement, reforestation and sustainable forestry in a holistic manner. Achievements of the projects comprised of restoration and protection of more than 10,000 hectares, engagement of more than 1,000 community members, and sequestration of more than 250,000 tons of carbon dioxide.

South Africa also promotes the participation of women in climate change programmes through creation opportunities for the poor in the forest sector (Government of South Africa, 2011). The country has established out grower schemes that reach the poorest and most isolated and economically underdeveloped rural areas. Woodlots are successfully cultivated and profits are acceptable to farmers. Advance payments for site clearing, weeding and fire protection allow even those farmers with major cash income to participate. According to South Africa Forestry, good progress has been made with regard to the number of forest-based business owned by previously disadvantaged persons leading to over 20 000 out growers in the country. The number of small timber growers, whether in formal out grower or independent growers has grown significantly over the past decade. Most households (77%) plant less than 50% of their total land allocation to trees. Trees are normally planted on land previously used for grazing or on marginal lands. Woodlots do not seriously compete for households land and labour but rather diversify the number of farming enterprises and spread labour inputs more evenly through the year. Women participate in the schemes on an equal footing with men, with 49% of all woodlots owned by women (Government of South Africa, 2011).

CHAPTER 6 Increasing the role of and benefits to women, youth and vulnerable groups in forest-based climate change programmes of SADC and COMESA

REQUIRED MEASURES AND APPROACHES

The COMESA and SADC region have a potential to improve the participation and benefits to women, youth and vulnerable groups in forest-based climate change programmes to be implemented in the two regions. The challenge of exclusion of women and vulnerable groups in climate change needs to be addressed at all levels including adaptation and mitigation policies and programmes supported by governments, civil society, the private sector and the communities (SADC, 2011b).

This calls for policy makers and development partners to integrate the gender perspective into planning, financial and implementation of all climate responses especially those that involve forests. The participation of a larger proportion of vulnerable groups is important as they are the most affected and benefits from such programmes would improve their quality of life. Therefore for perfect integration, forestry programmes need to identify and address the needs of the poor and socially discriminated groups (Risal, 2011). This should involve the identification of the poor and excluded; categorizing community forest user groups according to their forest resource base and disaggregating monitoring results in six categories of gender, caste, class, ethnicity, minorities and other groups. In addition a strong social mobilization strategy is essential to encourage local level groups to listen and understand the rights of all members to participate in decision making and share the benefits of the group activities. This would also help women and the youth to raise awareness about their rights and encourage them to give more support in the forestry programmes.

In pursuit of the integration of gender and other excluded groups in forest based climate change programmes in the SADC and COMESA region, the programmes must be consistent resolutions of the United Nation Declaration of Human Rights and the United Nation Declaration of the Rights of Indigenous Peoples. In this regard country programmes must ensure equal rights to men and women and pay particular attention to the rights and special needs of indigenous women when planning and implementing country programmes, respectively. To improve the involvement of the marginalized/excluded groups, SADC and

COMESA climate change programmes should be aligned to the safeguards and standards as stated in the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) concerning REDD+ programmes (Aguilar et al., 2011):

Right to land and natural resources

Climate change programmes should ensure women's rights to own and inherit land, including through individual titling or co-titling as appropriate for all forest, agricultural, wastelands and other lands. In countries where forest land ownership rights for women are not an option or not appropriate, then communal rights of both men and women should be ensured. Programmes should also encourage the implementation of appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women's rights to land and natural resources access. Moreover the programmes should encourage the implementation of all appropriate measures to eliminate discrimination against women in all matters relating to marriage and family relations.

Right to access information and education to enable decision making

The programmes must ensure that women receive information and appropriate training related to all forest based climate change programmes. Women must have the tools and knowledge needed to engage in the identification of gender specific risks, opportunities and challenges and the assessment of technical knowledge and skills they will need to participate in all climate change programmes. In addition appropriate measures should be taken to ensure that women have equal rights to the field of education and access to specific educational information to help to ensure the health and well-being of families. Moreover, forest based climate change programmes should ensure that rural women have options to obtain all types of training and education, formal and non-formal in order to increase technical proficiency.

Right to full and effective consultation

Forest based climate change programmes should guarantee the full and effective participation of women, youth and other vulnerable groups as primary stakeholders before and during the design, planning, implementation and monitoring and evaluation of all programmes. Also programmes should be designed in ways that enable women's participation; taking into account their workload, schedules and social and cultural considerations that inhibit their participation and ensure they have equal and timely access to information and sufficient time for discussing processes, risks and benefits.

Right to fair and equitable distribution of benefits

The programmes should ensure that women (both on their own and as members of indigenous and forest dependent communities) are provided with fair incentives and appropriate compensation, incentives, benefits and revenues generated by forest based climate change activities. This calls for an establishment of a gender sensitive, transparent and participatory process for revenue distribution.

PROJECT MANAGEMENT

The success and significance of forest-based climate change programme in the SADC and COMESA region requires careful consideration and involvement of vulnerable groups especially women and youth. Drawing from the literature review (Aguilar et al., 2011) and key informants interviews that were conducted in the study, the involvement of the vulnerable groups is critical in all the stages of programme planning.

At the design and initial stages

From the beginning of every project, the following elements are fundamental: i) Recognizing women as forest stakeholders; ii) empowering and building capacity of women and women's organizations; iii) ensuring the inclusive and meaningful consultation and effective participation of women in design, negotiation with stakeholders and demonstration activities (pilot projects); and iv) strongly encouraging and promoting collection of sex-disaggregated data throughout the project and the inclusion of gender analyses of use, access and control of forest resources.

During Implementation

As the project is rolled out according to its design, further elements become important to include: i) development of safeguards to ensure women's rights to land and natural resources use; ii) ensuring and providing for full and effective consultation and participation at all stages; iii) providing equal access to information regarding all aspects of the project; iv) educating men, women and youth to enable inclusive, fair decision-making and consent; v) ensuring equitable distribution of benefits and safeguarding against its violation; vi) paying special attention to traditional inequalities that could exclude women from participation in all activities and or/having access to or control over resources; vi) designing a gender-sensitive information sharing system with media and information sharing practices that reflect women's needs; vii) ensure that women are provided with fair and appropriate compensation, incentives, benefits and revenues generated by the projects through the design of gender sensitive benefit sharing system; and viii) making sure that eventual policy changes proposed by the project comply with international women's right legislation.

Once the project is consolidated and fully underway

The following imperatives complete the cycle of recommendations for the forestry programmes: i) Incorporate a grievance mechanism into the monitoring and evaluation system that establishes and supports legal protection of the rights of women on an equal basis with men; ii) Involve women in all monitoring, reporting and verification activities and provide tools and knowledge needed for women to engage; iii) Ensure that women have options to obtain all types of training and education, formal and non-formal that might be envisaged as being necessary, in order to increase their technical proficiency in monitoring and evaluation; and iv) Create opportunities and capacity building for the youth especially girls to be involved in all technical aspects, looking at sustaining efforts into the next and future generations.

CHAPTER 7 Conclusions and recommendations

Based on the policy and programme reviews of this study as well as the purpose of the AFF, the four strategic objectives of the AFF, the seven items under the AFF operating model and the three working areas of the AFF-CCP a set of 10 key findings and associated strategic actions may be summarized as follows:

AFF-CCP WORKING AREA 1: POLICY AND ADVOCACY

Finding 1: There is a gap between the SADC and COMESA Secretariats yet they are implementing similar regional programmes. But the COMESA-SADC-EAC Tripartite is expected to drastically improve the situation.

Strategic actions: The AFF may facilitate bridging the gap that currently exists between the SADC and COMESA Secretariats in terms of collaboration at the strategy level. This would involve harmonization of the COMESA Forestry and Climate Change programmes with corresponding SADC programmes. This falls under strategic objective 1 of the AFF.

Finding 2: There is a tendency for member states to invest more resources and time in the implementation of national policies compared to SADC and COMESA regional forest and climate change policies and programmes.

Strategic actions: The AFF may facilitate SADC and COMESA Secretariats strategic planning processes, so as to enable national forest and climate change focal points to integrate regional programmes in national priorities. This would foster simultaneous implementation of national and regional priority actions.

Finding 3: There is a lack of adequate and effective integrated national institutional frameworks for policy and strategy implementation in member states. Implementation is mainly sectoral rather than multi-sectoral or multidisciplinary.

Strategic actions: The AFF may assist the SADC and COMESA Secretariat to develop, solicit funding for, and implement specific programmes and projects geared towards improvement of national and regional institutional frameworks. These programmes should be built on the multi-sectoral and multi-disciplinary approaches to policy and strategy development and implementation. This falls under strategic objective 2 of the AFF.

Finding 4: Involvement of women, youth and vulnerable groups in forest-based climate change programmes and projects at local, national and regional levels remains a major challenge in the region.

Strategic actions: The AFF may assist the SADC and COMESA Secretariats with guidelines to promote gender mainstreaming and youth participation in forest climate based climate change programmes. The AFF gender policy would play a pivotal role in this endeavor. Emphasizing that all sectoral policies should embrace gender mainstreaming, youth and vulnerable groups' participation. The AFF may commission experts and selected institutions to carry out location/country specific studies and research on the participation of women, youth and vulnerable groups as per item number 2 of the AFF operating model.

Finding 5: Lack of sustainable financing for the effective implementation of forest and climate change policies, strategies and programmes is a major constraint.

Strategic actions: The AFF may advise SADC and COMESA Secretariats on contemporary and innovative sustainable financing mechanisms for successful national and regional forest and climate change programmes. These would include making market-based charges for forest ecosystem goods and services (resource use fees, bioprospecting fees, payment for environmental services, carbon-offsets-CDM, REDD+ projects, global levies and cultural funds, innovative ways to use internet); generating funding to encourage conservative activities (investment, credit and enterprise funds, environmental funds, and mechanisms for administering funds); and attracting an administering external inflows (private volunteer donations, corporate donations, NGO/Foundation grants, and government and international donors). This falls under strategic objective number 2 of the AFF.

Finding 6: Furthermore, there are contradictions and conflicts, as well as compatibilities and synergies between national forest and climate change related policies and programmes in the SADC and COMESA regions.

Strategic actions: The AFF may assist in SADC and COMESA Secretariats in policy and programme reviews, analysis, harmonization and alignment. This will include harmonization of national sectoral policies with major national policies (National Development Strategies and Poverty Reduction Strategies) and harmonization of these and regional and international policy frameworks. This falls under working area 3 of the AFF-CCP.

Finding 7: There are numerous challenges at implementation in forest and climate change policies and programmes in SADC and COMESA. There is lack of emphasis on integration for decision making towards the common goal of sustainable forest management and climate change mitigation and adaptation for sustainable livelihoods.

Strategic actions: AFF may provide assistance to SADC and COMESA Secretariats regarding innovative ways for involving stakeholders in all the stages development and implementation of forest and climate change programmes. This should also apply inclusivity in decision making. This could be attained through workshops and short training courses tailor made for technical staff (programme manager and leaders), policy makers, decision makers and major groups.

AFF-CCP WORKING AREA 2: CAPACITY BUILDING AND SKILLS DEVELOPMENT

Finding 1: Poor technical capacities to direct policy and programme implementation have slowed progress in policy and programme implementation.

Strategic actions: The AFF may assist the SADC and COMESA Secretariats with capacity building and skills development as well as learning, knowledge generation and information management. The AFF may further spearhead the building and strengthening of networks and collaboration within and between regional forestry and climate change stakeholders. This fits well under strategic objective 1 of the AFF.

Finding 2: Stakeholders lack capacity to effectively participate in forest and climate change programmes. Continuous training and education in forest and climate change nexus would enhance the understanding of the dynamics and complexities of forests and climate change.

Strategic actions: The AFF may assist the SADC and COMESA Secretariats in designing suitable programmes and projects that would enhance the capacity of forestry and climate change stakeholders in participating in the relevant forest based climate change programmes. This falls in the working area number 2 of the AFF-CCP.

AFF-CCP WORKING AREA 3: LEARNING, KNOWLEDGE GENERATION AND INFORMATION MANAGEMENT.

Finding: Collaboration and regional integration in forest and climate change programmes is still at its infancy and this has resulted in poor exchange programmes in terms of expertise.

Strategic actions: The AFF may facilitate on behalf of the SADC and COMESA Secretariats regional seminars, workshops and conferences where strategic partners and alliance meet to share development issues related to forest and climate change. This would

enhance collaboration and networking amongst stakeholders and consequently foster regional integration in forest and climate change programmes.

Through these findings and set of recommendations the AFF, SADC and COMESA Secretariats may collaborate to improve the performance of the regional, national and local forest based climate programmes and projects. In addition the level of participation of women, youth and vulnerable groups would be enhanced and likewise the benefits accruing. Regional integration and collaboration and networking on forest and climate change issues would also improve.

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Annexes

ANNEX 1. POLICY ASSESSMENT MATRIX FOR POLICY REVIEWS AND ANALYSIS

Relevant Policies/Strategies /Legislation	Major Goals and Policy thrusts	Institutional structures/ mechanisms for implementation	Signatory and rectification status by member states	Implementation Status and efficacy	Degree of coverage of forestry and climate change/Role and participation of women, youth and vulnerable groups; and Recommendations
1) International Policies and Legislation (incl. Conventions, Declarations and Agreements)					
2) Continental and Regional Policies, Strategies, Treaties and Protocols					
3) National Policies and Legislation					

Source: modified from Dlamini and Geldenhuys (2011) and Dlamini and Kamalaundua (2012).

ANNEX 2. SADC/COMESA CONSULTATION QUESTIONNAIRES

The following Questionnaires are designed for the interviews:

Questionnaire One-Task 1 (POLICY ORIENTATION) to be completed with relevant Representatives of the **SADC Secretariat** (in Botswana) and **COMESA Secretariat** (in Zambia).

Data from all SADC-COMESA member states will be collected through emails in August and September 2012, after which Country A and Country B would be selected. Subsequently, Questionnaires 1, 2 and 3 for Task 1, Task 2 and Task 3 (POLICY/PROGRAMME IMPLEMENTATION) are to be filled through face to face interviews at national level by relevant Officials of two SADC-COMESA member states (in this case **Country A** and **Country B** as Two Classical Case Studies). Country A would be recognized for good Forest Sector Planning and Country B for good Community Participation in Forestry.

Questionnaire One: Task 1: Critically evaluate the implementation of policies, strategies and plans by Secretariats to SADC and COMESA on forestry and climate change and identify and describe implementation gaps and highlight measures that could effectively be used to fill the identified gaps through forestry and forestry-related initiatives.

- 1) What policies and legislation are in place? What is the implementation status?
- 2) What strategies are in place? What is the implementation status?
- 3) What plans are in place? What is the implementation status?
- 4) Which other initiatives exist?
- 5) What are the Experiences, Successes, Challenges and Risks?
- 6) What are the existing gaps and overlaps?
- 7) Give details of the institutional framework/arrangements for implementation.
- 8) What options (forestry and forestry-related) can be explored to address challenges and mitigate risks?

Questionnaire Two: Task 2: Assess the role and extent of participation of women, youth and vulnerable groups in forest based climate change programmes and plans of SADC and COMESA.

1. Highlight the role of women, youth and vulnerable groups in forest based climate change programmes and projects. Give facts and figures if possible.
2. What is the extent of involvement and/or participation of women, youth and vulnerable groups in forest based climate change plans, programmes and projects? Give facts and figures if possible?
3. Are there any initiatives towards gender mainstreaming in forest-based climate change programmes? Give case studies or provisions.
4. Are there opportunities for the integration of vulnerable groups in forest-based climate change programmes? Give specific provisions.
5. What is the response of women, youth and vulnerable groups to forest-based climate change programmes? Give facts and figures.

Questionnaire Three: Task 3: Identify and describe measures/approaches and incentives to increase the role of and benefit to women, youth and vulnerable groups in forest based climate change programmes and plans of SADC and COMESA.

1. Which approaches and interventions have been adopted to increase the role and benefit to women, youth and vulnerable groups in forest based climate change programmes and plans? What were the challenges and successes? What new approaches can be designed and implemented to improve the situation?
2. What plans and strategies have been developed to enhance the role, participation and benefit to women, youth and vulnerable groups in forest based climate change programmes and plans? What were the challenges and successes? What new plans and strategies can be formulated and implemented to boost the participation and benefit?
3. What incentives have been explored to improve the level of participation of women youth and vulnerable groups in forest based climate change programmes and plans? What were the challenges and successes? What new incentives can be put forward to improve the role and benefit?

Questionnaires modified from Dlamini and Geldenhuys (2011) and Dlamini and Kamalundua (2012).

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