RRI Africa 2012 Work-Plan Summary

I. Regional Overview

Dates of planning meetings in 2011:
September 5-9: Monrovia, Liberia (regional)   October 20-21: Ouagadougou, Burkina Faso

	Strategic Outcomes 2012 (As agreed in 2008)	Strategy for Achievement	Partners/ Collaborators
Region	• AU and RECs have a clear platform and agenda on community ownership rights • Community organizations more effectively advocate for their rights • Parliamentarians, mayors and local government administration are engaged and advocate for community rights • Community rights are recognized, protected and advanced in the REDD process • Gender rights are clearly articulated and incorporated in tenure reform programs • RRI visibility is increased on the regional level 2012 Outcomes: • Establish a plan for engagement in DRC and mobilize identified Partners and Collaborators to carry out RRI mission • Respond effectively to demands from government for assistance in major statutory reforms, decentralization processes and REDD and VPA programs and land, forest and climate change policy	• Regionally, customary tenure systems prevail but are not recognized in statutory law, and women, Indigenous Peoples and other vulnerable groups continue to be marginalized. RRI's strategy is to strengthen regional civil society networking on climate change and gender to advance rights within regional and national reform processes on climate change • Climate change, both mitigation and adaptation, dominate African discourse on environmental political economy, and African countries are in their second phase of REDD, providing civil society a strategic opportunity to ensure land rights and tenure are taken into account in climate change policy and addressed in related reforms. • Growing land grabs for agribusiness and biofuels by foreign investors and national elites are especially affecting forests and other commons, which are customarily held by communities though claimed by the state under statutory law. RRI Partners and Collaborators countering this phenomenon by building civil society capacity on tenure, rights and gender through strategic networking, organized platforms for CSOs to develop common understanding and strategy for advocacy to advance rights at national and regional levels.	FPP ACRN REFACOF

Cameroon	• Small and Medium Community Forest Enterprises are adequately taken into account in forest laws and policies
	• New legal and forest policy reforms recognize the historic rights of local communities and indigenous peoples
	• Elected officials (parliamentarians and local councilors) commit to defend local communities' rights, particularly rights of women and indigenous peoples
	• Women's rights are formally recognized in forest law reform and policy reforms
	• Local communities, especially women and indigenous peoples, are represented and participate in decision-making processes regarding land and forests
	• Issues of rights and tenure are taken into account in REDD and climate change policies and mechanisms
	• Land and forest reforms are coordinated for a better recognition of community rights
	• RRI's major studies, workshop reports and communiqués over the last three years are consolidated and disseminated to increase RRI's visibility
	
	2012 Outcome:
	• Leverage RRI Partner, Collaborator and coalition presence at various levels of decision-making to advance community rights and local economic development into forest and land reform strategies and the REDD and VPA programs
		• RRI intervention in Cameroon is situated in the historical context of communities contesting the illegitimacy imposed on their customary tenure systems by statutory laws and institutions modeled on colonial laws.
		• RRI's strategy is to leverage the ongoing reforms and emerging international instruments like REDD and VPA to advance the community rights agenda.
		• The current wave of statutory reforms began with the enactment of the 1994 forest law, which institutionalized community forestry but failed to adequately implement it or address legal dualism. Several new reforms since 2010 (e.g. revision of 1994 forest law, land reform project announced in 2011 and 2011 Framework Act to harmonize national land planning policies) combined with REDD and VPA processes have opened major opportunities to advance the rights agenda.
		• RRI Partners and Collaborators are:
		  o Submitting concrete proposals for reform to forest code to decision-makers, backed up by a robust advocacy strategy
		  o Promoting formal dialogue among key ministries to harmonize sectoral policies
		  o Supporting CSOs, networks and Indigenous Peoples advocacy and their participation in decision-making fora
		  o Participating in the national platforms on REDD and FLEGT-VPA
		  o Promoting participatory rights mapping's role in land use planning and as a tool to legitimize and secure community rights
		  o Underpinning all the above actions with sound analysis
			CED
			FPP
			ICRAF
			
			CAFT
			Cameroon Ecology
			IUCN
			REFACOF

Liberia	- Enactment of Community Rights Law that is acceptable to all stakeholders - The Land Commission and FDA agree on a policy position to address forest and land tenure reforms - Liberian local civil society platform's capacity is strengthened, and community forest management committees are brought into the mainstream discussion on forests - State recognizes and regulates pit-sawyers and supports a capacity-building program - Rights and tenure are a part of Liberian REDD national policy - Women's involvement in forest governance and management is consolidated and strengthened - Women's knowledge base is enhanced for effective participation in forest management - RRI's visibility in Liberia is strengthened and consolidated 2012 Outcomes: - Land and forest policy reflect coalition's proposed contributions to safeguard community rights and small-scale forest enterprises (pit-sawyers) - Develop and implement joint strategy with civil society to shape REDD and VPA strategies to advance community rights and benefit-sharing in upcoming programs	- RRI coalition members mobilize and inform communities to better understand laws and to defend their rights in current policy debates, as well as advocate for greater recognition of community rights in legislation. - Liberia has made positive steps to strengthen community land/resource rights with its Community Rights Law (CRL), but the absence of a clear land policy weakens it. The CRL currently risks rolling back rights with inappropriate regulations. In absence of strong CRL enforcement, large-scale concessions and associated land grabs threaten community rights. Sustainable and equitable forestry remains challenged by inadequate participation of women in decision-making, a lack of recognition of small-scale enterprises, and the ambiguity of REDD and VPA processes with regard to community rights. - RRI Collaborators are: - Recommending amendments to CRL regulations that safeguard community rights and actively pursuing their acceptance - Supporting government agencies to develop a clear land policy that recognizes customary rights - Strengthening women's understanding of forest policy to enhance their participation in forest governance structures - Networking with CSOs to develop a joint rights-based vision for REDD - Advocating for regulations that empower small-scale millers	FCI Green Advocates SDI
Mali	- Local conventions and community rights are guaranteed in decentralization laws and process - Decentralization management of forest and land resources is effective and recognizes peasant agroforestry rights - Tenure rights issues related to pastoralism are identified and taken into account in forest and land reform processes - RRI contributions clarify a legal framework for managing trees in fields and fallow land - New laws and regulations support gender equity and protect socio-economic and cultural rights - The criteria for the coalition's foundation and everyday function are established - RRI visibility is ensured at the national level 2012 Outcome: - RRI coalition's legal guidance and technical assistance catalyzes multi-stakeholder engagement and advocacy in legalizing of local conventions of natural resource management and recognizing pastoralists' and women's tenure rights in decentralization and legal reforms.	- On the statutory level, Mali is engaged in decentralization and land and forest reforms, but these processes are contradictory, and do not recognize customary systems. Overlaps between land and forest codes create confusion and exacerbate tenure insecurity, especially for women and pastoralists. Decentralization presents an opportunity for strengthening local control over natural resources, but lacks regulations for implementation. - RRI's strategy is to support the ongoing decentralization process and to promote its harmonization with land and forest reforms, with the aim to ensure an effective transfer of power[1] to *collectivités locales*[2] and recognize community rights and customary systems. - The RRI coalition works to provide guidance to lawmakers and government actors in developing legislation for decentralization to recognize customary NRM systems and strengthen rights for communities, women, pastoralists and farmers. RRI works to resolve contradictions among various legal codes.	HELVETAS Swiss Intercooperation ICRAF IUCN REFACOF Sahel Eco

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[1] French legal term: *transfert de compétences* - devolution of authority and functionality to local administration
[2] Local self-government administration under Malian law

| Burkina Faso | • National plans, sectoral policies and forestry inventory take into account the potential for NTFPs
• A national network is established on NTFPs with a coordinating mechanism and local focal points
• Regulations for community NRM are developed, well-known and ready for implementation
• Gender is taken into account in national plans for forestry management and climate change initiatives
• Communities and local elected officials are well-informed of the legal regulations regarding forest and land tenure and have a monitoring mechanism such as a gender watchdog group to defend their local and specific women's interests
• There is a clear definition in decentralization processes of actors' roles and responsibilities in community-level forest resource management
• The tenure champions' national platform, TENFOREST, strategic advocacy plan (2012-2015) on gender, climate change, and tenure is drafted

2012 Outcome:
• Decision-makers accept and capitalize on RRI and TENFOREST's' guidelines on mainstreaming gender and community rights in reforms to land and forest legislation and climate change policy | • Burkina Faso's tenure reforms are driven by the climate change agenda and its economic impacts. Decentralization processes and reforms since the 1990s have aimed primarily at addressing negative impacts of climate change on productive systems, resource availability and vulnerable social groups. However, these have failed to resolve legal dualism or to deal sufficiently with gender inequality in both statutory and customary tenure, which is at the heart of food security and poverty concerns.
• RRI's strategy is to foster a national CSO platform as an instrument to intervene in ongoing legal reform processes, and resolve untenable legal dualism (widely prevalent customary systems being over-ridden by statutory laws) in relation to climate change
• Working in collaboration with IUCN, RRI has initiated a strong network of 40 CSOs (TENFOREST) – the largest active network of CSOs in Burkina working on tenure - which is active in advocacy, developing training materials and strategic analysis, media campaigns for informing all actors on current legislation and community rights. | IUCN
TENFOREST |

Overall budget requested for 2012: $947,000

II. Planning Teams

2.1 Regional Planning Team

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III. Africa - Regional

3.1 Regional Overview

Administered by government → 98.1%

Designated for use by comm./IP ↘
Owned by comm./IP ↗

1.4%
0.5%
0%

(Angola, Cameroon, CAR, Congo, DRC, Gabon, Sudan, Tanzania & Zambia — 67% of African forests.)
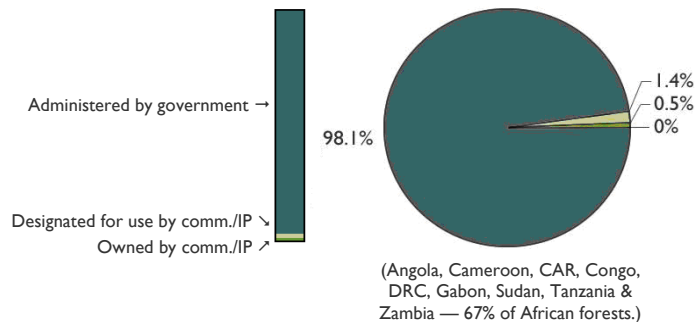
Poverty, tenure and emissions in Africa

The Rural poor (<$1/day) make up one third of the population of Africa — 229 million people.

98% of the region's forests claimed by government and 18% of global forest carbon emissions.

UN-REDD: 3 countries; WB FCPF: 10 countries (two countries of engagement: Cameroon & Liberia); FIP: 2 countries (1 country of engagement: Burkina Faso)

Sources: Ravaillon & Chen. 2007. *Absolute Poverty Measures for the Developing World, 1981-2004.* World Bank Policy Research Working Paper 4211.
Sunderlin et. al. 2008. *From Exclusion to Ownership?* Rights and

3.2 RRI Strategy in Africa

Rationale for Engagement

Over the last two decades, African countries have been engaged in new waves of reform to move away from the colonial legacy, but are still struggling to recognize the rights of local communities and Indigenous Peoples. Increasingly, African states are recognizing the limitations of highly centralized resource management for providing effective and sustainable forest governance. As a result, a number of governments are now aiming to decentralize and devolve resource and land management authority to the local level.

Of the world's twenty most forested countries that have adopted important and new forestland reforms since 2000, eight are in Africa. In these eight countries, the area of public forest designated for use by communities and indigenous more than quadrupled between 2002 and 2008. Some important examples of reform in the region include Liberia's watershed Community Rights Law and anticipated land reforms; Cameroon's reforms to its land and forest codes; the Democratic Republic of Congo's 2002 forest code and upcoming regulation; and ambitious decentralization of land and resource management in Mali, Burkina Faso and Ghana.

Despite this progress, forest tenure in Africa remains contested and governments still own and control 98% of total forest area[3]. While statutory law in most cases does not adequately address customary tenure, at the local level customary systems prevail, particularly in the management of commons such as forests. Africa's customary domain potentially extends to up to 1.4 billion hectares[4] and at least 428 million people across the continent may be considered customary land holders[5].

While the period between 2002 and 2008 saw a five percent increase in recognition of communities' tenure regarding natural resource management, from 2008 to 2010 virtually no change in tenure occurred. Continued pressure on governments to recognize customary community rights and to reform

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[3] Sunderlin, William, et al. *Who Owns the Forests of Africa?: An introduction to the forest tenure transition in Africa, 2002-2008*. April 2009.
[4] Alden Wily, Liz.. *Customary Land Tenure in the Modern World: What Happened to Our Land? African Customary Rights Today – Brief #1 of 5.* Rights and Resources Initiative. November 2011.
[5] Ibid

their policies accordingly is needed. This lack of progress is manifested in multiple threats and challenges in Africa.

Key threats and challenges

Climate Change Mitigation and Adaptation
While the Congo Basin is the focus of mitigation efforts, for most of Africa adaptation is the pressing issue. Climate change has a huge impact on drylands and savannah, where increased variability in precipitation patterns lead to poverty and famine, as was tragically manifested in the 2011 food crisis following severe drought in the Horn of Africa. This in turn disrupts traditional migration patterns, as a changing climate induces mass migration to more limited fertile areas. Potentially, population shifts will lead to governance chaos and heightened pressure on forests.

Similar challenges confront the implementation of REDD. Without clear tenure rights in countries engaged in REDD, pro-poor outcomes remain uncertain. African governments may see REDD purely as a source of finance, rather than a significant opportunity to improve forest management. State governments often want to control funding and financial mechanisms tied to mitigation strategies, and begin to recentralize forest management rather than ensuring benefit-sharing among all forest stakeholders.

Industrial Concessions Model
The dominant economic model for forestry in Africa has been state-controlled, export-oriented, industrial scale concessions. This system dates from the colonial period, and independent governments continue to perpetuate it, though increasingly evidence shows that this model does not promote balanced national economic growth. Under these regimes exports remain concentrated in primary products and small scale enterprises have not received core support. Recognition of customary tenure, combined with an enabling business environment for small-scale, locally-owned forest enterprises, could drive emerging local and domestic markets and better sustain equitable national economic growth.

Land Grabs and Economic Concessions
Uncertain tenure has enabled extensive land grabbing and elite capture of resources for industrial concessions, bio-energy, rice paddies, plantations and mining. Since 2008, a sharp increase in global demand for fuel, fiber and food has intensified pressure on African land and resources. According to the International Land Coalition, 134 million hectares of reported large-scale land deals are in Africa. Local communities' customary agriculture and forestry practices frequently operate outside of the industrial concessionary system and lack legal protection from land grabs. Because they increase the value of land, land grabs may also encourage the recentralizing trend of African governments.

Social Exclusion, Inequity, and Gender
In Africa, women's tenure rights remain largely unrecognized under both customary and formal laws (except for progressive laws in East Africa, such as the new Constitution in Kenya, which explicitly states that customary exclusion of women is prohibited). Lacking adequate representation, women's rights and concerns are insufficiently considered in policy and law reforms at national and international levels.

In the Sahel, pastoralism is widespread and well-established, and traditional patterns of migration have adapted to the Sahel's variable weather patterns and conserve fragile resources. Pastoralists' access rights are increasingly recognized under decentralization but not enforced, and these rights are often contradicted by forest and land codes. Across Central Africa, the customary tenure rights and livelihoods strategies of Indigenous Peoples such as the Baka and Bagyeli are poorly understood and poorly respected in national policy and international processes affecting their traditional forests.

Opportunities

- There is **increasing regional and global attention to customary tenure and community rights** (including those of Indigenous Peoples) in land and forest reforms. Moving forward, dialogues around new climate change and development initiatives, such as REDD, Forest Law Enforcement, Governance and Trade (FLEGT) and Voluntary Partnership Agreements (VPA), provide important

platforms for accelerating forest governance reforms.

- **African civil society and communities are increasingly strong and credible voices** in policy debates and new social movements are beginning to question the conventional industrial models, echoing calls for reform. RRI's strong engagement with both community organizations and policy-makers amplifies the opportunity for long-term impact.

- **Demand for wood and other forest products from domestic and non-traditional markets is growing**. In small-scale enterprises, social responsibility markets, community-led conservation projects and ecosystem-service markets, new opportunities are bringing added benefits to local communities.

- **Women are major stakeholders in forest management and are leaders in in non-timber forest products management, and their rights are gaining attention**, to the socio-economic benefit of both women and their communities. Recognition of their rights and equal participation in decision-making processes will largely determine the future of these resources. The emergence of women's rights networks provide opportunities to move in this direction.

Countries of Engagement

RRI's strategy reflects the different contexts of the Sahel and the Congo Basin to exploit the real political synergies across **Central and West Africa**. RRI is engaged in (but not limited to) Cameroon, Mali, Burkina Faso, Liberia and DRC, and draws upon regional activities and events to advance the community rights agenda. Over the years, working relationships have been established with strategic allies such as government ministries and divisions, parliamentarians, local elected officials, legislators, national civil society platforms, and women's and Indigenous People's networks, to advocate for equitable forest and land tenure reforms. RRI is also engaged with regional economic institutions in shaping regional processes such as REDD+, VPA, FLEGT and ensuring that they are pro-rights, pro-poor, pro-tenure, gendered, and supportive of small and medium forest enterprises (SMFEs).

In **Central Africa**, Cameroon and DRC are engaged in reform processes to land and forest codes as well as to the mining sector. These reforms provide a strategic opening to address and ultimately advance community rights to land and resources, to establish coherence among the various codes affecting lands and forests, and to clarify customary and statutory tenure claims that have often been contested from the colonial period onward.

West Africa, including Liberia, Mali and Burkina Faso, is engaged in decentralization processes to devolve land and resource management to the local level. Since the adoption of the Community Rights Law (CRL) in 2009, **Liberia** is implementing regulations of the CRL. **Mali** and **Burkina Faso**'s process of decentralization presents a key opportunity to enhance equity in natural resource management, while strengthening civil society actors and improving livelihoods. RRI's strategic intervention in Mali and Burkina also has a subregional focus on the **Sahel,** including additional countries such as Niger, Senegal, and Mauritania, in dialogues around decentralization.

RRI Country Engagement at a Glance

In **Cameroon**, the RRI coalition (ICRAF, FPP, IUCN, Cameroon Ecology, CAFT, CED, and REFACOF) and has been shaping the ongoing forest reform processes for almost two years, and has developed a credible proposal for reform to the1994 Forestry Law. This proposal is to be presented and to the Ministry of Forests and Wildlife's working group and indications are it will be accepted. RRI Partners and Collaborators have also been organizing multi-stakeholder dialogues with government officials, women's groups, community representatives, Indigenous Peoples, conservation actors and elected officials, and have initiated cross- and inter-government sectoral dialogues, mainly between MINDAF (Ministry of Land) and MINFOF (Ministry of Forests), as well as the Ministry of Mining and Small and Medium Enterprises. The coalition has also been involved in advocating for the official recognition of community rights mapping as a negotiation tool for the recognition of community tenure rights. These developments are complemented by the openings provided by international processes such as REDD and FLEGT-VPA.

In **Liberia,** the Sustainable Development Institute (SDI) and Green Advocates (GA) are catalyzing CSO inputs into the implementation of the CRL's regulations and advocating for equitable and fair social contracts between agribusiness firms and local communities. They have also built strategic alliances with the Land Commission and the Forest Development Authority (FDA) to better shape national forest and land policies and promote the legal recognition and regulation of pit-sawyers. The strategy of the RRI coalition in Liberia focuses on making REDD processes pro-rights and pro-tenure. The Foundation for Community Initiatives (FCI) is building rural women's networks' understanding of forest and land laws and policies, including REDD and VPA-FLEGT processes. FCI is strengthening local forest governance structures by building women representatives' capacity for meaningful participation. FCI is also developing an advocacy strategy based on legal analysis for the recognition of women's tenure rights.

In **Mali,** IUCN, ICRAF, Sahel Eco, and HELVETAS Swiss Intercooperation are leading series of initiatives aimed at advancing the effective transfer of power in natural resource management to Local Collectivities and the legal recognition of Local Conventions. To accelerate the transfer process, HELVETAS Swiss Intercooperation and Sahel Eco are developing an advocacy strategy with the Unit to Support Decentralization and Deconcentration (CADD) and legislators in the National Assembly. The RRI coalition also works in collaboration with the National Council of Peasants Organizations (CNOP) to promote farmers' on-farm tree tenure and with the National Rural Women's Network (FENAFER) for the recognition of women's tenure rights in the national gender strategy and in the agriculture law (*Loi d'Orientation Agricole*- LOA).

In **Burkina Faso**, RRI is providing technical support to the newly established national Tenure Champions Platform (TENFOREST- composed of around forty civil society organizations) which is committed to ensuring that tenure rights and gender are mainstreamed into Burkina's climate change, land, and forest policies. The Tenure Champions' advocacy strategy focuses on four main areas: capacity building of CSOs on relevant laws and regulations in order to advocate for the recognition of gender and community rights; communication and information sharing through community radio programs; training local leaders and elected officials on gender and tenure; and the establishment of a gender watchdog group.

In DRC, current policy reforms and economic development programs are considered to be threats to local communities' and Indigenous People's rights. RRI and the Natural Resources Network (RRN) are drawing on community rights mapping studies and national dialogues to advocate for the use of micro-zoning to better take into account community tenure rights in the national zoning process. RRI Partners in the DRC, with the technical support of international consultants, have designed a baseline study to better assess opportunities for RRI engagement in the next phase.

Above-mentioned country level activities are strengthened through a robust set of **regional** engagements RRI supports regional civil society networks such as the African Women's Network for Community Management of Forests (REFACOF) for a legal recognition of gender and women's tenure rights, the Africa Community Rights Network (ACRN) ensuring that REDD processes and mechanisms are pro-tenure rights, the Parliamentarian Network for Sustainable Management of Central African Forest Ecosystem (REPAR) for the recognition of community rights in law making, and the Civil Society Advisory Group (CSAG) for the recognition of community forest enterprises in the International Tropical Timber Organizations (ITTO) programs. RRI engages with regional and subregional institutions such as the United Nations Economic Commission for Africa (UNECA), the Land Policy Initiative (LPI), the Central African Forest Commission (COMIFAC) on climate change, and with the West Africa Monetary Union (UEMOA) and UN-HABITAT on forest governance and land tenure issues.

3.3 Complete Country and Regional Activity Overview for Africa

	Activities 2012	Details/Description	Lead (Partners and Collaborators)	Originally Requested Funds from Partners/ Collaborators	Allocated as per agreements during RPM	FP 1 – Extra allocation on Priorities Identified During Planning Meeting	Funds Committed by Partners
Regional	1. **ACRN workshop on REDD and tenure**	Organize regional REDD learning/ experience sharing and strategy workshop for ACRN and RRI coalition members	**CED**	$50,000	50,000	$50,000	$10,180
	2. **Workshop on gender, rights, tenure and climate change**	Organize regional workshop on gender and land and forest tenure with conceptual and practical learning	**REFACOF FPP**	$50,000	50,000	$50,000	$83,075
	3. **Publication of analytical work emanating from RRI activities in Africa**	Edit, translate, format, print studies and analytical products completed by Africa coalition (participatory mapping and gender products, including key country study reports)	**RRG**	-	-	$50,000	
Total Funds Suggested for Regional Activities:				100,000		$100,000	
Cameroon	4. **Strengthen SMCFEs' strategic position and support their growth**	Thematic workshops for working group with key actors in administration and advocacy with reform committees; exchange trips in West Africa on structuring SMFCE; document community experiences and draft bills to for reform process to support SMFCEs' growth	**CAFT**	$46,435	$24,000	$25,000	
	5. **Advocate that new forest law ensures that rights and tenure are recognized**	Work with MINFOF to ensure inclusion of RRI's proposals, coordinate the coalition's contributions and use VPA process to advance rights beyond forestry law	**Cameroon Ecology** (Cameroon coalition)	$15,506	$5,000	$7,000	
	6. **Advise legislature on participatory mapping in forest and land zoning policy**	Develop draft bills for including participatory mapping into the zoning framework law; validation workshop; submit proposed bills to MINEPAT	**Cameroon Ecology** (Cameroon coalition)	$28,500	$10,500	$12,500	$232
	7. **Promote dialogue among the Ministry of Forests, Ministry of State Property Land Tenure and the Ministry of Economy, Planning and Zoning**	Establish constructive dialogue among the 3 ministries and the coalition for; coordinate land and forest reforms for better and more consistent tenure recognition; develop a road map on rights and tenure and RRI's contributions to reform	**Cameroon Ecology** (Cameroon coalition)	$27,483	$23,000	$25,000	

8.	**Ensure that communities' rights are taken into account in RPP and micro-zoning developed by the WB and WFF**	Consultations with communities to pilot a rights-based Indigenous Peoples/local communities forest management plan, through dialogue with different stakeholders, participatory mapping, and participatory management of REDD projects and PA's	**FPP** (CED, Okani)	$51,800	$29,500	$31,500	
9.	**Facilitate civil society participation in legal reforms regarding VPA-FLEGT and in the Joint Committee for implementing the VPA**	Analyze various anticipated reforms within the legal framework to implement the VPA and present it to civil society; draft a civil society position paper to take into account indigenous and women's interests; develop a strategy for RRI representation in the Joint Committee for implementing the VPA	**IUCN** (CED, FPP)	$50,000	$28,000	$30,000	
10.	**Capitalize on advocacy documents and study to recognizing gender rights in forest policy reform**	Polish, synthesize, publish the major results of the gender study and advocacy document developed by REFACOF; present the study and advocacy documents at a high-level workshop	**REFACOF**	$27,529	$18,000	$20,000	
Total Funds Requested for Cameroon Activities:				$247,353		$151,000	
11.	**Facilitate stakeholder input into the regulations for implementing the Community Rights Law**	Hold consultative forums with the FDA, Land commission and stakeholders to identify gaps between law and regulation; draw up civil society strategies for amendments to improve regulations; draft and submit the amendments to decision-makers	**Green Advocates** (SDI)	$64,110	$18,000	$20,000	$4,450
12.	**Influence the Land Commission's reform process to recognize and formalize customary rights**	Support community/CSO contributions to reform process; stakeholder forums to discuss land issues; develop and publish policy papers from Land Commission reflecting community/CSO inputs; media campaign to shape public perception of land policy	**SDI** (Green Advocates, FCI)	$50,876	$48,000	$50,000	
13.	**Support the legal recognition and regulation of pit-sawyers**	Confirm that regulations meet civil society, pit-sawyer and community expectations; build capacity and pit-sawing cooperative, help pit-sawyers get permits	**Green Advocates**	$64,570	$25,000	$30,000	$16,800
14.	**Analyze dynamics of rotational slash-and-burn agriculture and its role in climate change, deforestation for input**	Conduct study on slash and burn subsistence agriculture, the role of local knowledge and customary practices and land use systems as a driver of deforestation, mitigation or adaptation to climate change; produce a	**Green Advocates**	$47,888	$8,000	$8,000[6]	

The left margin vertical label "Liberia" spans rows 11–14.

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[6] Divide $47,888 project in 2 - $8,000 for slash-and-burn, $35,000 for REDD platform

	into REDD strategy	strategic advocacy document on slash-and-burn and REDD				
	15. **Ensure that national REDD strategy is shaped by civil society and local communities**	Take stock of current REDD policy and strategy with key actors; establish a platform for local community/CSO participation in REDD discourse	**SDI** (Green Advocates, FCI)		$35,000	$35,000	
	16. **Advance the role of women in decision-making in Community Forestry Development Committees and other NRM structures**	Test and evaluate current capacity building strategy for women members of CFDCs and other structures, based on women's recommendations; identify obstacles to women's full participation; and dialogue with national women's network to build alliances	**FCI**	$33,178	$25,000	$25,000	
	17. **Increase women's understanding of current processes on forest use and governance in Liberia**	Build capacity for women through grassroots trainings on gender, REDD and tenure concepts; meetings to design a strategy for engagement in decisions related to resource extraction, climate change and tenure	**FCI**	$38,948	$0	$0[7]	
	18. **Increase local visibility of RRI coalition, collaborating with Green Advocates, FCI and SDI, and RRI mission**	Share the vision and mission among stakeholders; provide visibility; coordination meetings. Media campaign; focus group discussions with government	**Green Advocates** (FCI, SDI)	$51,210	$15,000	$20,000	
	Total Funds Requested for Liberia Activities			$350,780		$188,000	
Mali	19. **Advocate legal recognition of local conventions in NRM**	Provide legal arguments and specialized information to a legal expert to draft, validate and submit a draft law that recognizes local conventions for NRM and mobilize officials to keep momentum	**HELVETAS Swiss Intercooperation** (Sahel Eco)	$26,000	$26,000	$26,000	$8,900
	20. **Share, disseminate and pilot tools for using and practicing local conventions for NRM in Mali & Sahel**	Format and adapt tools according to beneficiaries; sensitize technical environmental agents on NRM; finalize, disseminate subregional guide on local conventions in the Sahel	**ICRAF** (Mali coalition)	$56,110	$38,000	$40,000	$24,855
	21. **Advise government on decentralization regulations to transfer NRM authority to local Collectivities**	Produce a legal study and draft proposal; meet regularly with Unit to Support Decentralization and National Director for Territorial Collectivities and other government actors; provide technical information to government	**HELVETAS Swiss Intercooperation** (Sahel Eco, Mali coalition)	$40,500	$30,000	$40,000	$8,500
	22. **Social mobilization and advocacy to encourage**	Support the High Council of Territorial Collectivities and allies to develop and	**Sahel Eco** (HELVETAS	$27,677	$23,000	$25,000	$16,399

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[7] This project can be folded into Acacia Fund grant

	authorities to draft & implement tree tenure legislation	implement an advocacy strategy; build capacity within the Ministry of Agriculture to draft legislation; develop and implement a communication strategy for promoting ARN	Swiss Intercooperation, ICRAF)				
	23. **Advocacy for recognition and inclusion of gender and tenure in regulations for implementing agricultural law**	Build capacity for National Federation of Rural Women in communications, advocacy and negotiation; support and evaluate their implementation of an advocacy plan	**IUCN** (Mali coalition)	$28,881	$25,000	$15,000	$30,240
	24. **Advocacy for pastoralism, rights, tenure and climate change adaptation**	Facilitate better implementation of a regional accord to issue international transhumance permits; develop a module and hold local workshops on the role of women in Sahelian pastoralism	**IUCN** (Mali coalition)	$53,427	$20,000	$0	$15,120
	Total Funds Requested for Mali Activities:			$232,595		$146,000	
Burkina Faso	25. **Draft a three-year strategic advocacy plan on rights, gender, climate change, and land/forest tenure for TENFOREST**	Hire consultants to draft strategy, collect and analyze data to define key issues for advocacy; produce and finalize the strategic plan in relation to RRI framework 2; press conference; reproduce and disseminate the document	**TENFOREST** (IUCN)	$16,920	$15,000	$17,000	
	26. **Conduct advocacy for rights, gender, climate change and land and forest tenure**	Combination of sets of activities: Support the drafting and adoption of gender-sensitive development plans and local land charters; consolidate the Champions platform to increase its visibility and efficiency; collect and analyze data for advocacy strategy for peasants threatened by urban expansion	**TENFOREST** (IUCN)	$125,107	$125,000	$125,000	
	Total Funds Requested for Burkina Faso Activities:			$142,027		$142,000	
DRC	27. **Support CSO, government and international actors' discussions of rights and tenure; develop RRI engagement plan with CSOs in DRC**			-	$50,000	$50,000	
	Total Funds Requested for DRC Activities:			-	-	$50,000	
	28. **Regional Facilitation costs**	**Remuneration, travel expenses, administrative expenses and other costs incurred for Central Africa Facilitator and Sahel Facilitator**	**HELVETAS Swiss Intercooperation TBD**			$120,000	
	GRAND TOTAL FUNDS REQUESTED FOR ALL COUNTRY AND REGIONAL ACTIVITIES AND FACILITATION:					**$947,000**	

IV. Cameroon

4.1 RRI Strategy in Cameroon

Cameroon is one of the nine most forested countries in Africa and in the top thirty forested countries worldwide. The forest area is estimated at 22,523,732 hectares, or 48% of the national territory. The 1994 forest law achieved significant progress by institutionalizing community forests and the decentralizing forest taxation, yet 95% of forest land remains under government ownership or administration. Conventional concession and conservation models continue to predominate, with little regard to customary tenure, institutions and enterprises. Since March 2010, Cameroon has undertaken reform of its forest legislation and policies. In 2011 the President announced a land reform project, and the Ministry of the Economy, Planning and Regional Development (MINEPAT) embarked on developing a Framework Act to harmonize land use planning. This wave of reforms, in conjunction with REDD and VPA/FLEGT processes, are promising opportunities for advancing the community rights agenda. At the same time, new threats are emerging from large infrastructure and extractive projects. The Cameroon RRI coalition is capitalizing on the ongoing reform processes as well as international initiatives like REDD and VPA to advance tenure reforms that promote local communities' and Indigenous Peoples' rights as well as gender equity in national policy and REDD.

Key Issues and Themes
Cameroon's current engagement in a set of **reforms of its natural resource regulatory framework** creates unprecedented opportunity to advance community tenure rights. The **revision of the 1994 forest law** is a key piece of this wave of reforms, and its working group is active in reviewing proposals submitted by CSOs. While still at a conceptual stage, the **land reform** announced in January 2011, appears to be a strategic opportunity to harmonize the land and forest regulations which are closely connected, to ensure legal consistency and coherence. The **MINEPAT Framework Act** issued in May 2011 is another important milestone as it aims to foster better coordination of different sectoral policies affecting forest lands and communities. The RRI coalition's actions are centered on taking advantage of this wave of change to advocate for pro-community and pro-poor tenure reforms across land and forest policies.

Small and Medium Forest Enterprises and Community Forest Enterprises remain underdeveloped in Cameroon primarily due to **insecure customary land and forest tenure** and **regulatory and administrative hurdles**. Small and community-based forest enterprises' access to added-value markets is similarly hindered by restrictive regulations. While these reforms are underway, the government continues to prioritize conventional concessions and conservation models. Despite compelling evidence showing that well supported SMFEs contribute the most to the enhancement of local employment and economies, access to forests and markets is hindered by regressive policies and regulations. The Ministry of Small and Medium Enterprises is leading an initiative to reduce the financial and administrative burdens these enterprises are currently subject to. The **Voluntary Partnership Agreement** (VPA) signed by Cameroon in 2010 has also opened opportunities to push the concept of community-based forest enterprises.

Cameroon is strongly engaged in **REDD** since. Its national REDD steering committee was recently established and it is actively piloting REDD projects. REDD readiness planning activities have been conducted with **limited participation of Indigenous Peoples and local communities.,** However, the RRI-established African Women's Network for Community Management of Forests (REFACOF) is now in the national REDD steering committee and given an opportunity to influence REDD implementation and concomitant reforms.

REFACOF's inclusion in REDD steering committee belies the fact that women's rights over land and resources are not secure. Women's access and ownership rights over land and forest are still denied or restricted in most customary tenure regimes and are not sufficiently addressed in statutory laws. Likewise, **Indigenous Peoples'** specific rights are often not taken into consideration in the existing national laws on natural resources. If not handled properly, the current tenure reforms risk to perpetuating the marginalization of these stakeholders.

Cameroon is currently engaged in several **infrastructure development projects** in line with its poverty reduction strategy, job creation agenda, and ambition to become an emerging economy by 2035. This new push involves issuing new mine extraction permits (gold, diamonds, iron); as well as significant new construction projects: deep sea ports (Limbe and Kribi), roads and railroads, and dams (Lom Pangar, Memvele, Mekim, Song Mbengué). Cameroon also plans to significantly increase its agriculture productivity and marketability by contracting multinationals or private entities interested in developing agro industrial plantations (export crops, biofuel plants). It's also anticipated that Cameroon might expand its forest conservation coverage to increase its chance of attracting more REDD funds, and to be in conformity with its commitment to allocate 30% of its natural forest to Protected Areas (PAs), which currently encompass 17% of Cameroon's forests. Given the present tenure insecurity for local communities and Indigenous Peoples, there is real danger and some evidence that these will lead to **land grabbing**, **and population displacement**. They will also increase pressure on forests and create intense competition over land and forest resources.

Strategic Objectives for RRI Engagement in Cameroon

- Influence law reform processes: submission of concrete proposals and advocacy with MINFOF and committee overseeing the forest law reform,
- Influence international processes: REDD, VPA-FLEGT, now that RRI Collaborator has a seat at the table, use it to pish for community rights and SMFEs;
- Institutionalize community rights mapping in national zoning processes
- Promote cross-sectoral dialogue between MINFOF and Land Ministry and extend it to other key ministries
- Enhance engagement with regional networks

4.2 Cameroon - Planned Activities - 2012

Activities 2012	Details/Description	Lead (Partners and Collaborators)	Originally Requested Funds from Partners/ Collaborators	Allocated as per agreements during RPM	FP 1 – Extra allocation on Priorities Identified During Planning Meeting	Funds Committed by Partners
4. **Strengthen SMCFEs' strategic position and support their growth**	Thematic workshops for working group with key actors in administration and advocacy with reform committees; exchange trips in West Africa on structuring SMFCE; document community experiences and draft bills to for reform process to support SMFCEs' growth	**CAFT**	$46,435	$24,000	$25,000	
5. **Advocate that new forest law ensures that rights and tenure are recognized**	Work with MINFOF to ensure inclusion of RRI's proposals, coordinate the coalition's contributions and use VPA process to advance rights beyond forestry law	**Cameroon Ecology** (Cameroon coalition)	$15,506	$5,000	$7,000	
6. **Advise legislature on participatory mapping in forest and land zoning policy**	Develop draft bills for including participatory mapping into the zoning framework law; validation workshop; submit proposed bills to MINEPAT	**Cameroon Ecology** (Cameroon coalition)	$28,500	$10,500	$12,500	$232
7. **Promote dialogue among the Ministry of Forests, Ministry of State Property Land Tenure and the Ministry of Economy, Planning and Zoning**	Establish constructive dialogue among the 3 ministries and the coalition for; coordinate land and forest reforms for better and more consistent tenure recognition; develop a road map on rights and tenure and RRI's contributions to reform	**Cameroon Ecology** (Cameroon coalition)	$27,483	$23,000	$25,000	
8. **Ensure that communities' rights are taken into account in RPP and micro-zoning developed by the WB and WFF**	Consultations with communities to pilot a rights-based Indigenous Peoples/local communities forest management plan, through dialogue with different stakeholders, participatory mapping, and participatory management of REDD projects and PA's	**FPP** (CED, Okani)	$51,800	$29,500	$31,500	
9. **Facilitate civil society participation in legal reforms regarding VPA-FLEGT and in the Joint Committee for implementing the VPA**	Analyze various anticipated reforms within the legal framework to implement the VPA and present it to civil society; draft a civil society position paper to take into account indigenous and women's interests; develop a strategy for RRI representation in the Joint Committee for implementing the VPA	**IUCN** (CED, FPP)	$50,000	$28,000	$30,000	
10. **Capitalize on advocacy documents and study produced on recognizing gender rights in forest policy reform**	Polish, synthesize, publish the major results of the gender study and advocacy document developed by REFACOF; present the study and advocacy documents at a high-level workshop	**REFACOF**	$27,529	$18,000	$20,000	

4.3 Cameroon- Audiences and Priority Outcomes - 2012

Audiences/ Constituencies	Priority Outcomes
Local communities and Indigenous Peoples	• Communities rights and concerns are incorporated in pilots for community-managed protected areas and REDD areas
Women's groups and networks	• REFACOF Cameroon participates in the main decision-making platforms on land and forest tenure rights its advocacy document for women's tenure rights is presented to decision-makers
CFE leaders	• Policy favoring SMCFEs is initiated
Government (MINFOF, MINDAF, MINEPAT)	• Participatory Community Rights Mapping is institutionalized by government as a legal tool by government for forest & land management & decision-making • RRI-Cameroon's proposal for the revision of the 1994 forest law is disseminated and submitted to decision-makers • Conventions for collaboration among ministries are signed and implemented
Conservation organizations	• Conservation organizations accept community rights in RPP and micro-zoning projects

4.4 Strategic Partners, Collaborators and Roles

Partner/Collaborator	Role
CAFT	• Advance small, medium and community forest enterprise options in Cameroon and support networking of cooperatives and CFEs
Cameroon Ecology	• Engage local officials (mayors) and administrators, concessionaires in UFAs to advance the right agenda; participatory community rights mapping; raising awareness of REDD's implications for tenure and rights; advocate for women's rights and raise awareness for women forestry stakeholders
CED	• Consultations with indigenous communities regarding REDD and PES • Analyze legal options to link land and forest tenure and rights
FPP	• Support to indigenous peoples for land and forest tenure; consultations and awareness-raising for indigenous peoples on REDD and its impacts on rights; engage with conservation organizations to investigate impacts of REDD pilot projects
ICRAF	• Engage with community leaders and parliamentarians; advance rights in REDD
IUCN	• Engage with government actors, VPA Joint Committee and processes; advance rights in REDD
REFACOF	• Mobilize, raise awareness and build capacity for women involved in forest management; advocacy for women's tenure rights in forest reform

V. Liberia Strategy

5.1 RRI Strategy in Liberia

Liberia is at a crossroads: it has on one hand a "comprehensive" Community Rights Law with Respect to Forest Lands (CRL) passed in 2009, and it is embarking on land reforms led by the Land Commission. New pressures from land grabbing for biofuels and agriculture, as well as longstanding pressures from industrial timber concessions, threaten communities' lands. Liberia's strategies for natural resource management and economic development are mainly driven by international actors, and conventional conservation and concession paradigms drive the national forest and land agendas. While international processes like REDD could usher in stronger support for community rights, they may just as easily contribute to a rights rollback, as the government is moving forward with the Forest Carbon Partnership Facility with only limited participation from CSOs and communities. Though women are leaders in forest governance at the local level, they do not participate in decision making processes on forest and land policy making. Similarly, although pit-sawyers provide nearly all of the wood supplying domestic markets, they remain unrecognized and unregulated by the government. Women make up the largest percentage of those gathering medicine, drawing on fisheries and collecting non-timber forest products, for both domestic use and to generate income, yet they remain excluded in decision-making about community forests and overlooked as a stakeholder group in national forest and land policy.

Key Themes and Issues
Perhaps most urgently, the **Community Rights Law has yet to be properly implemented** with regulation consistent with the law, and it remains weak in the **absence of a clear land policy**. While the CRL recognizes customary rights in principle, it is not enforced, and processes for land titling remain onerous for communities. The **Land Commission** is up and running, with a mandate to enact land reform, but legal definitions remain unclear and contested so long as customary rights are not acknowledged: communities and the State concurrently claim ownership of land and forests.

As the Land Commission and Forest Development Authority (FDA) seek to establish a common **policy with regard to customary tenure**, **new threats to communities from oil palm and other industrial agricultural land grabs are accelerating**, as the government grants more contracts to foreign companies in the interest of rapid economic growth. Despite the analysis and researched evidence on the failure of **industrial concessions** in Liberia, the government continues to prefer the traditional model, which holds that revenue generation is best achieved through conventional industry.

The **REDD** debate in Liberia (like in many other African countries) is shaped by outsiders. Government and policy-makers are not clear on whether to focus on funds, carbon markets, or governance. Liberia's REDD Readiness Preparation Proposal was submitted to the Forest Carbon Partnership Facility without substantive contributions from civil society, and civil society is seeking a strategic approach for engagement with international and government actors on REDD. Moreover, traditional systems of rotational slash-and-burn agriculture are under attack without firm analysis of land, income, livelihood or social impacts, or serious analysis of alternatives.

Liberia's experience with the **VPA** has been more positive, as it has included CSOs in most stages of the process, and given strong regulation and enforcement under the VPA, communities may be able to negotiate more favorable terms with companies and secure their rights. It also presents communities and their supporters an opportunity to promote small-scale community forest enterprises and sustainable forest management. Legal recognition and regulation of **pit-sawyers** can contribute to sustainable, equitable development, when coupled with appropriate capacity-building and organization. As small-scale producers, the potential for linking pit-sawyers with VPA may open new opportunities.

Looking forward, **benefit sharing** is likely to become an important issue due to the rise in foreign investment in natural resources, as well as increased awareness of communities about their rights over resources. Entrenched poverty among rural communities and high demand for better living conditions will raise the issue of equitable distribution of financial benefits from private capital investment among different social constituents (including women). **Social agreements** between companies and

communities generally provide only weak compensation and benefits to communities, and company compliance with its agreements' terms is uneven at best. Following a government decision to revisit social agreements, and with civil society support, communities continue to renegotiate with companies for more favorable terms, but to date no new effectively renegotiated social agreement has been accepted by companies.

Local institutions will need increased capacity and support. Institutions like the **Community Forestry Development Committees** rely on informed participation of all members; efforts to improve **women** representatives' understanding of key forest policy and reform processes are vital. More broadly, it is crucial to support **gender equality and equity** in community-level decision-making and build their capacity, and to establish linkages with women's organizations focused on post-war reconstruction and peace building. Countering traditional marginalization of women at all levels promises economic gains as well as social: the possibilities for women's enterprises, particularly in NTFPs, are promising for Liberian economic development, as well as for gender equity and livelihoods.

Strategic Objectives for RRI Engagement in Liberia
RRI's engagement in Liberia for 2012 is shared between advocacy for national-level policy that secures community rights, and capacity building for communities and local institutions to strengthen their ability to defend their rights and interests.

On the policy side, RRI Collaborators aim to **shape the regulations of the CRL** to reflect inputs from community and civil society stakeholders. They aim also to **influence Land Commission's land policy to recognize customary rights**. The RRI coalition will also work to **develop civil society platform to craft a rights-based vision for REDD**. The RRI coalition will also continue to **follow the regulations process for pit-sawing**, to ensure that legislation regulating pit-sawyers empowers them to profit from sustainable small-scale logging.

In terms of capacity-building, the coalition continues its **campaign with pit-sawyers**, to help them organize effectively and increase their awareness of best practices and environmental standards. The coalition continues its work to **increase women's knowledge of forest policy and their effective participation and representation in forest governance**. Across all activities, the Liberia coalition will maintain its strong engagement at the grassroots level and its commitment to bringing community concerns to the forefront of national policy.

5.2 Liberia - Planned Activities – 2012

Activities 2012	Details/Description	Lead (Partners and Collaborators)	Originally Requested Funds from Partners/ Collaborators	Allocated as per agreements during RPM	FP 1 – Extra allocation on Priorities Identified During Planning Meeting	Funds Committed by Partners
11. **Facilitate stakeholder input into the regulations for implementing the Community Rights Law**	Hold consultative forums with the FDA, Land commission and stakeholders to identify gaps between law and regulation; draw up civil society strategies for amendments to improve regulations; draft and submit the amendments to decision-makers	**Green Advocates** (SDI)	$64,110	$18,000	$20,000	$4,450
12. **Influence the Land Commission's reform process to recognize and formalize customary rights**	Support community/CSO contributions to reform process; stakeholder forums to discuss land issues; develop and publish policy papers from Land Commission reflecting community/CSO inputs; media campaign to shape public perception of land policy	**SDI** (Green Advocates, FCI)	$50,876	$48,000	$50,000	
13. **Support the legal recognition and regulation of pit-sawyers**	Confirm that regulations meet civil society, pit-sawyer and community expectations; build capacity and pit-sawing cooperative, help pit-sawyers get permits	**Green Advocates**	$64,570	$25,000	$30,000	$16,800
14. **Analyze dynamics of rotational slash-and-burn agriculture and its role in climate change, deforestation for input into REDD strategy**	Conduct study on slash and burn subsistence agriculture, the role of local knowledge and customary practices and land use systems as a driver of deforestation, mitigation or adaptation to climate change; produce a strategic advocacy document on slash-and-burn and REDD	**Green Advocates**	$47,888	$8,000	$8,000[8]	
15. **Ensure that national REDD strategy is shaped by civil society and local communities**	Take stock of current REDD policy and strategy with key actors; establish a platform for local community/CSO participation in REDD discourse	**SDI** (Green Advocates, FCI)		$35,000	$35,000	
16. **Advance the role of women in decision-making in Community Forestry Development Committees and other NRM structures**	Test and evaluate current capacity building strategy for women members of CFDCs and other structures, based on women's recommendations; identify obstacles to women's full participation; and dialogue with national women's network to build alliances	**FCI**	$33,178	$25,000	$25,000	

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[8] Divide $47,888 project in 2 - $8,000 for slash-and-burn, $35,000 for REDD platform

17. Increase women's understanding of current processes on forest use and governance in Liberia	Build capacity for women through grassroots trainings on gender, REDD and tenure concepts; meetings to design a strategy for engagement in decisions related to resource extraction, climate change and tenure	FCI	$38,948	$0	$0[9]	
18. Increase local visibility of RRI coalition, collaborating with Green Advocates, FCI and SDI, and the RRI mission	Share the vision and mission among stakeholders; provide visibility; coordination meetings. Media campaign; focus group discussions with government	Green Advocates (FCI, SDI)	$51,210	$15,000	$20,000	

5.3 Liberia - Audiences and Priority Outcomes - 2012

Audiences/ Constituencies	Priority Outcomes
Government (FDA, Land Commission)	• Policy position on tenure of Land Commission and FDA is shaped by civil society
Legislators and elected officials	• Community and CSO input to CRL regulation is accepted by government decision-makers • National REDD strategy is shaped by civil society
Women's groups and networks	• Women's knowledge base is enhanced by information on effective and efficient participation in forest governance
Local communities and CFDCs	• Women are actively engaged in CFDCs and other decision-making bodies on NRM
Pit-sawyers and other SMFE stakeholders	• Pit-sawyers' union is established • Pit-sawyer and community needs are identified and capacity-building strategy is drafted
Civil society and NGO coalition	• National REDD CSO platform is established • CSO inputs to CRL regulations and FDA/Land Commission policy position on tenure are accepted

5.4 Strategic Partners, Collaborators and Roles

Partner/Collaborator	Role
FCI	• Develop women's capacity and awareness of their rights and roles in forest management
Green Advocates	• Advise civil society coalition around CRL; • Advocate for community rights; • Build communities' and small-scale millers forest management capacity • Develop intellectual pro-rights inputs to national REDD process • Engage in pit-sawing legislation and regulation
SDI	• Capacity building of communities and dialogue around land and forest issues with civil society coalition • Engage with Land Commission and communities to develop rights-based contributions to land reform process • Engage civil society to develop a CSO platform to shape REDD to be pro-rights and pro-poor

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[9] This project can be folded into Acacia Fund grant

VI. Mali Strategy

6.1 RRI Strategy in Mali

Introduction
Although its forest cover is modest compared to Cameroon or Liberia, Mali's trees and dryland forests are vital to communities' subsistence and to combating land degradation. Since 1993, Mali has had an ambitious decentralization policy with potential to empower communities, but implementation has been slow and lacks strong ownership by local communities, and it is not adequately linked to local realities and customary norms. Despite statutory recognition of a "community forest and wildlife domain," the central state retains primary control of Mali's forest resources. On the local level, communities continue to manage land and resources according to customary systems, known as "local conventions," which remain unrecognized in statutory law. In addition to the duality of customary and statutory systems, the statutory framework itself is contradictory, as agricultural and forest codes are often at odds regarding land and forest tenure. While state commissions have been established to design the transfer of power ("transfert de compétences"), they have insufficient local presence, and grassroots actors are not adequately involved in decision-making. Women's tenure rights are very restricted under customary laws, and they receive only limited recognition in statutory law. Despite the efforts of networks like the National Network for Rural Women (FNAFER) and the adoption of a National Gender Strategy, women and their interests remain underrepresented in forest and land policy-making. A 2001 law protecting pastoralists' rights to access resources and practice transhumance is not enforced or regulated, and conflicts between pastoralists and their agricultural neighbors persist.

Key Themes and Issues
One major challenge to **decentralization** has been a general lack of effectiveness, and **regulations to implement the law (decrees, bylaws, etc.) have not been fully developed**. **Rights over trees, land and forests remain unclear** and contradictory from a legal standpoint: the forestry law remains unclear regarding the management of protected trees on agricultural land or agroforestry parks. Agroforestry is treated identically to forestry and is subject to forestry laws, whereas the agricultural law remains silent on the issue. Mali's new forest law fails to address farmers' rights to on-farm trees and increases taxation on non-timber forest products. The land, forest, water and "collective domain" codes remain uncoordinated, and various institutions draw on various codes to regulate the same resources, and do so without proper coordination to ensure consistency. A legal framework to grant authority of legal enforcement to a single institution would help eliminate confusion but has not yet been developed.

Regulation for the transfer of power (*transfert de competences***) is being drafted but has yet to be finalized**. **Decentralization laws are highly technical and often remain obscure** to state actors and communities alike. Under the transfer of power, roles, rights and responsibilities of the different actors involved are similarly unclear. Knowledge and skills necessary to a successful transfer of power have not been systematically imparted to local actors. Furthermore, high turnover among elected officials slows down progress in building local authorities' sustained awareness and capacity to defend communities' rights.

Local conventions, **and the customary system more generally, are barely recognized or legitimized in statutory law**, even though they present an opportunity to capitalize on traditional local practices for effective decentralized natural resource management. Meanwhile, under the current land registration system, a preference for individualization is emerging which may undermine communal rights, since it privileges individuals rather than groups. As a result, customary rights linked specifically to communities risk being supplanted by individual rights.

In general, there is a serious **gap between local stakeholders and government institutions**: state commissions created under the laws regulating forest resources are not represented at the grassroots level, nor do they directly involve community actors. On the other side, communities operate largely unaware of statutory laws and the rights that these impart. New laws are not widely circulated or translated into local languages, and inputs to draft regulations bills have not been incorporated into wider stakeholder consultations.

As **industrial agricultural concessions, mining and infrastructure projects are on the rise**, smallholders' customarily owned lands are under threat. **Farmers' lands are being increasingly appropriated in the interest of industrial agriculture**, due to the exponential growth of export-oriented agribusiness (rice-growing, market farming) to meet Chinese and Gulf states' demand, as well as promotion of cotton as a cash crop and jatropha as a biofuel.. **Grassroots social mobilization to counteract these land grabs and defend peasants' rights is growing**, **but has yet to gain** .

Climate change in the Sahel is also exacerbating resource and land scarcity, and creating conflicts over resource access and usage. Mali's growing urbanization, , also threatens farmers and communities in peri-urban areas as cities expand. **Pastoralists** and their way of life are hit especially hard. Indeed, pastoralists are among the vulnerable groups facing marginalization on both the national and local levels. While there is a law on the books protecting their rights to access resources and practice transhumance, it is not enforced, and **decentralization codes are incompatible with pastoralism: they support a notion of permanently fixed forests rather than the mobility of pastoralists**, and problems in demarcating and co-managing pastoral ranges persist. Advocacy for implementing regulations to support pastoralists is still in its infancy.

Women are similarly marginalized: women rely on non-timber forest products and agriculture for household food security, but their customary tenure over land and forest resources is very weak and obtained through relationships with men rather than in their own right. While women are guaranteed certain rights as citizens under statutory law, land and forest policy do not take into account the local reality of customary rights and of women's traditional exclusion. Statutory law and the rights they impart are moreover generally unknown to rural women.

Strategic Objectives for RRI Engagement in Mali

- **RRI engagement in Mali is heavily focused on advocacy and support to legal reforms** that recognize customary rights, with additional support to civil society and community organizations for their advocacy campaigns.
- The Mali coalition's priorities for 2012 include **drafting and submitting a bill to recognize local conventions**, as well as national and subregional **dissemination of guides to drafting local conventions** to natural resource management.
- The coalition aims also to provide legal expertise and advocacy for **community rights to shape the regulation on transfer of power** as it is finalized. The coalition will also work to ensure the ministry of agriculture **incorporates the proposed pro-rights laws and regulations for managing on-farm trees** and trees on fallow land in its action plan for clarifying the legal framework surrounding on-farm trees.
- The coalition will **support the National Federation of Rural Women (FNAFER) in developing and submitting to the Ministry of Women, Children and Family its pilot bills** to incorporate women's tenure security into the agricultural law regulations.
- The Partners and Collaborators will also advocate that Sahelian states (including Mali) implement subregional institutional accords to **secure pastoralists' mobility** across national borders.

6.2 Mali - Planned activities – 2012

Activities 2012	Details/Description	Lead (Partners and Collaborators)	Originally Requested Funds from Partners/ Collaborators	Allocated as per agreements during RPM	FP 1 – Extra allocation on Priorities Identified During Planning Meeting	Funds Committed by Partners
19. **Advocate legal recognition of local conventions in NRM**	Provide legal arguments and specialized information to a legal expert to draft, validate and submit a draft law that recognizes local conventions for NRM and mobilize officials to keep momentum	**HELVETAS Swiss Intercooperation** (Sahel Eco)	$26,000	$26,000	$26,000	$8,900
20. **Share, disseminate and pilot tools for using and practicing local conventions for NRM in Mali and the subregion**	Format and adapt tools according to beneficiaries; sensitize technical environmental agents on NRM; finalize, disseminate subregional guide on local conventions in the Sahel	**ICRAF** (Mali coalition)	$56,110	$38,000	$40,000	$24,855
21. **Advise government on decentralization regulations to transfer NRM authority to local Collectivities**	Produce a legal study and draft proposal; meet regularly with Unit to Support Decentralization and National Director for Territorial Collectivities and other government actors; provide technical information to government	**HELVETAS Swiss Intercooperation** (Sahel Eco, Mali coalition)	$40,500	$30,000	$40,000	$8,500
22. **Social mobilization and advocacy to encourage authorities to draft & implement tree tenure legislation**	Support the High Council of Territorial Collectivities and its allies to develop and implement an advocacy strategy; build capacity within the Ministry of Agriculture to draft legislation; develop and implement a communication strategy for promoting ARN	**Sahel Eco** (HELVETAS Swiss Intercooperation, ICRAF)	$27,677	$23,000	$25,000	$16,399
23. **Advocacy for recognition and inclusion of gender and tenure in regulations for implementing agricultural law**	Build capacity for National Federation of Rural Women in communications, advocacy and negotiation; support and evaluate their implementation of an advocacy plan	**IUCN** (Mali coalition)	$28,881	$25,000	$15,000	$30,240
24. **Advocacy for pastoralism, rights, tenure and climate change adaptation**	Facilitate better implementation of a regional accord to issue international transhumance permits; develop a module and hold local workshops on the role of women in Sahelian pastoralism	**IUCN** (Mali coalition)	$53,427	$20,000	$0	$15,120

6.3 Mali - Audiences and Priority Outcomes – 2012

Audiences/ Constituencies	Priority Outcomes
Government ministries	• A draft bill on local conventions is submitted and accepted by decision-makers • The Ministry of Agriculture incorporates draft bills on managing on-farm trees into its workplan
Elected officials, National Assembly	• A draft bill on local conventions is submitted and accepted by decision-makers • Draft decree on transfer of authority in NRM is finalized • Draft versions of decrees are proposed to
Women's networks	• Advocacy plan for recognition of women's rights is executed and recommendations accepted by lawmakers
Local communities and grassroots organizations	• Guides to drafting local conventions are disseminated to communities (territorial collectivities) and civil society
Civil society	• Guides to drafting local conventions are disseminated to communities (territorial collectivities) and civil society

6.4 Strategic Partners, Collaborators and Roles

Partner/Collaborator	Role
HELVETAS Swiss Intercooperation	• Engage with government actors to develop and propose legislation to recognize local conventions in NRM • Engage with government to advocate for transfer of NRM authority in decentralization process
ICRAF	• Pilot tools for using local conventions • Advocate for local conventions' recognition
IUCN	• Build advocacy capacity of women's networks and provide technical assistance in developing/implementing their strategy to ensure women's rights are recognized in agricultural and forest policies • Advance understanding and recognition of pastoralists' rights within the context of climate change adaptation, decentralization and policy reform in Mali and subregion
Sahel Eco	• Engage with local communities and grassroots organizations to advance farmers' rights to on-farm trees • Engage government allies to advance rights agenda for on-farm trees

VII. Burkina Faso Strategy

7.1 RRI Strategy in Burkina Faso

Burkina Faso faces dual threats of economic and environmental vulnerability. For the past four decades, the country has suffered degradation of its natural resources and increasing drought and desertification, as well as serious flooding in the last two years. Burkina Faso's land and forest legislation has undergone significant waves of change since the 1990s: the **1996 agrarian and land tenure law is under revision***,* **a forest code has been promulgated since 1997; a law on rural land tenure system was issued in 2009, and a national policy on rural land security was adopted in 2007***. In keeping with the* **decentralization process** *in which the country has been engaged since 1998, land and forest management authority is also being progressively transferred to regions and local administration (communes). Specific* **development programs for regions and communes** *("plans de développement ruraux, plans communaux de développement" - PDR & PCD) have also been prepared. Despite this favorable regulatory and institutional environment, the effective transfer of power and rights over natural resources to local communities remains to be seen; government and statutory laws on natural resources continue to prevail over local regulations. While the government has identified equity in land access for all social categories without discrimination, de facto inequity in* land access persists and tenure insecurity for women and other vulnerable groups. While tenure security is at the heart of adaptation measures such as avoiding overexploitation of forest resources and land degradation, **Burkina's policies on climate change do not directly address community rights and tenure, nor do they explicitly consider gender equity**.

Key Themes and Issues
Uncontrolled bush fires, overgrazing, and overexploitation of resources are among the major causes of forest loss in Burkina Faso, which **loses an estimated 107,000 ha of its forests per year**.   Extreme weather events and land scarcity in turn increase migration and the potential for conflict as competition for dwindling arable land grows. Recognizing these threats, **the government has signed onto numerous international conventions to combat desertification and climate change, and has legislated extensively for adaptation to climate change.** Burkina Faso is also a pilot country for REDD under the Forest Investment Partnership.

While customary tenure remains prevalent on the local level, Burkina's **climate change polices fail to take into account the existence of customary systems** or the discrepancies between statutory and customary systems. Statutory laws remain largely unknown at the local level, which is dominated by customary norms.

The **allocation of large areas to foreign private investors** interested in **mining** (especially gold mining), **biofuel farming (e.g. *Jatropha*)** and the cultivation of **high value food commodities** (e.g. cereals) is seen by the Burkinabe government as a strategy for alleviating **poverty**, boosting the national economy and achieving **food security**. Some **national elites** are also investing in the large scale agriculture often through informal alliances with local authorities. As most communities' lands where the agribusiness takes place are often not officially recognized, there is a high probability that these areas will be 'usurped and lost to communities.

Although there is a stated intention in Burkina to promote **gender equity** in the reform processes, as evidenced in the 1996 agrarian and land tenure law, the constitution, the creation of the Ministry of Women and the **national policy on gender adopted in 2009**; women's access and ownership rights to land and forest remain limited and women's tenure remains inadequately addressed in national policy regarding land, forests and climate change adaptation.

Though they are essential providers for their families, women's tenure is precarious and **as land and resource scarcity increases, they are likely to face greater exclusion**. Although Burkina has passed several pro-gender policies with the intention of improve women's conditions, these rarely consider the customary context where women's access to this land also depends on their husbands or male relatives.

Moreover, land and forest policies themselves do not take a gendered approach, and therefore tend to ignore de facto discrimination against women.

Strategic Objectives for RRI Engagement in Burkina Faso
Overall, the promotion of a **community-rights based reform** in Burkina Faso is closely linked to climate change and gender. Despite the fact that statutory law still takes precedence over customary tenure, it appears that the combination of decentralization and a set of normative and institutional innovations in Burkina Faso are setting a good foundation for the development of a regulatory framework that will better promote **social equity** and **adaptation to climate change**. Supporting the enforcement of existing regulations on decentralization, land and forest management, advocating for gender inclusiveness, and raising awareness and educating the main stakeholders on these regulations are the core axes of RRI's 2012 work in Burkina Faso. These operations will be led by the CSO platform of tenure champions, known as TENFOREST and will consist of:

- Facilitating **dialogue among the main stakeholders** and catalyzing the harmonization of policies
- Contributing to a better understanding of roles and responsibilities of different actors in community-level forest resource management
- Preparing a multilevel **advocacy and training program** for different set of key actors (elected officials, local communities' representatives) on legal provisions regarding forest and land tenure, and mechanism to defend their interests
- Designing and disseminating **handbooks on drafting gender sensitive rural land regulations and communal and regional development plans** (PCD, PRD)
- Setting up a **gender watchdog group** to ensure gender mainstreaming into all initiatives
- Drafting an advocacy strategy for peasants whose rights are threatened by urban expansion or by agro-industry plantations
- Establishing and collecting data for a **database on CSOs with longstanding experience promoting community tenure rights**

7.2 Burkina Faso - Planned activities – 2012

Activities 2012	Details/Description	Lead (Partners and Collaborators)	Originally Requested Funds from Partners/ Collaborators	Allocated as per agreements during RPM	FP 1 – Extra allocation on Priorities Identified During Planning Meeting	Funds Committed by Partners
25. **Draft a three-year strategic advocacy plan on rights, gender, climate change, and land/forest tenure for TENFOREST**	Hire consultants to draft strategy, collect and analyze data to define key issues for advocacy; produce and finalize the strategic plan; press conference; reproduce and disseminate the document	**TENFOREST** (IUCN)	$16,920	$15,000	$17,000	
26. **Conduct advocacy for rights, gender, climate change and land and forest tenure**	Support the drafting and adoption of gender-sensitive development plans and local land charters; consolidate the Champions platform to increase its visibility and efficiency; collect and analyze data for advocacy strategy for peasants threatened by urban expansion	**TENFOREST** (IUCN)	$125,107	$125,000	$125,000	

7.3 Burkina Faso - Audiences and Priority Outcomes – 2012

Audiences/ Constituencies	Priority Outcomes
Elected officials	• The knowledge of mayors, regional advisers and key government's officials on land and forest governance, and other legal provisions regarding forest and land tenure as well as their readiness to promote gender-sensitive local land charter are strengthened.
Government ministries	• Government policies on land, forest and climate change are well harmonized and gender-sensitive
Regional advisors	• The handbooks on promoting gender sensitive rural land regulations and communal and regional development plans is drafted and disseminated
Local communities	• Local communities, and vulnerable groups therein (farmers, women) are well informed on law provisions on forest and land and use this information to advocate for their rights
Private sector	• Private sector are engaged in the drafting of communal and regional development plans
Peasant groups	• An advocacy document for peasants threatened by urban expansion is drafted and their tenure rights are protected
Women's groups	• Women representation and participation in decision-making platforms on land and forest tenure is strengthened • The gender watchdog group is active and ready to play a pivotal role in fostering gender sensitive tenure reforms

7.4 Strategic Partners, Collaborators and Roles

Partner/Collaborator	Role
IUCN	• Provide technical assistance and guidance to TENFOREST as well as administrative support
TENFOREST	• Develop and implement advocacy for gender and tenure within climate change, land and forest policy

VI. Budget – Countries of Engagement

Country	RRI Funds Request
Cameroon	$151,000
Liberia	$188,000
Mali	$146,000
Burkina Faso	$142,000
DRC	$50,000
Total	$677,000

VIII. Summary of all regional activities
Include here a summary of key regional activities planned in this time period, including coordination and implementation responsibility and cost.

Category	Total Cost
Country-level activities	$677,000
Regional activities	$100,000
Regional Facilitators (time for one-year)	$120,000
Africa Publications	$50,000
Total	$947,000