

# **Monitoring and Reporting Needs in Support of the African Forest Law Enforcement and Governance (AFLEG) Process**



## **Summary and Recommendations**

**March 11 – 13, 2003  
Douala, Cameroon**

**Sponsored by:**

**Ministère de l'environnement et des forêts du Cameroun (MINEF)  
World Resources Institute (WRI)**

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## **Monitoring and Reporting Needs in Support of the African Forest Law Enforcement and Governance (AFLEG) Process**

From March 11-13, 2003, The Ministry of Environment and Forests of Cameroon (MINEF) and the World Resources Institute (WRI) jointly sponsored a workshop in Douala, Cameroon to provide recommendations that can be of use for the Cameroonian and other African governments to shape the outcomes of the ministerial AFLEG conference in Yaoundé, 14-18 October 2003. More than 35 participants representing African governments, timber industry, NGOs, and the donor community participated in drafting these recommendations, which could be included in the AFLEG ministerial declaration.

### **Summary of recommendations**

Considering the need for efficient and transparent monitoring and control of forest law enforcement, we recommend the following:

1. Make available coordinated, up-to-date, and reliable information systems on actors and activities in the environment and forestry sectors.
2. Promote partnerships among the public sector, the private sector, and civil society to collect, monitor, and validate information.
3. In each country establish tracking systems to monitor the flow of forest products from extraction to product use.
4. Consolidate information on forest product flows and markets at the local, national, sub-regional, and international levels.
5. Strengthen competent institutions and the technical and human capacities of the various actors involved in the production, collection, processing, dissemination and use of information.
6. Assure the regular and transparent dissemination of information from government agencies and economic actors.
7. Ensure the sustainability of actions initiated in connection with the monitoring process of forest law implementation (AFLEG).
8. Regularly assess and adjust actions initiated in connection with the AFLEG process.

### **Recommendations to support the AFLEG process**

In order to provide and disseminate the information required to support forest law enforcement activities in the region, we propose that AFLEG parties adopt the following monitoring agenda:

#### **1. Mapping:**

- 1.1. Facilitate the acquisition of recent and quality satellite images free of charge.
  - Who? National agencies from the US, France and other countries providing such images
  - How? Free access to wall-to-wall ortho-rectified satellite images and to digital elevation models (DEM)
  - Update baseline maps at a standardized scale and at scales appropriate for decision-making in collaboration with national mapping agencies
- 1.2. Establish detailed maps pertaining to forest areas to meet planning needs
- 1.3. In order to facilitate the creation of maps, improve cooperation between relevant agencies and develop the capacities of national mapping agencies
  - Who? National ministries and agencies in charge of mapping
  - How? Organize cooperation between agencies
- 1.4. Facilitate the development of a standardized database (e.g., plantations, community forests, mining areas, conflict areas, and concessions) for mapping at the national, sub-regional, and regional levels
  - Who? African governments and NGOs with donor support

- How? Conduct a needs assessment to ensure that each country meets the same basic data standards. Establish a regional scheme to update maps.
2. **Create updated basic production databases of logging and wood processing company activities (e.g. SIGIF in Cameroon, SIGEF in Gabon):**
    - 2.1. Coordinate data collection among national institutions, NGOs, and the private sector
    - 2.2. Make the following information available in a transparent manner, while respecting the institutional mechanisms implemented in each country:
      - a. Location of concessions
      - b. Surface area of concessions
      - c. Property rights on concessions
      - d. Duration and status of concessions
      - e. Contractual documents
      - f. Management plans
      - g. Payments (including taxes) made by companies
      - h. Compensation or benefits granted to local communities
      - i. Data and statistics on industrial and commercial activities
      - j. Wood flows throughout the production-distribution chain
    - Who? African governments
    - How? By committing themselves to regularly publish data in a format accessible to the public (e.g., government publication, Internet site, other media)
  3. **Encourage partnerships among the public sector, the private sector, and civil society to verify, validate, and assess data:**
    - 3.1. Promote the development of a code of conduct that NGOs and private sector monitoring firms will follow in order to ensure the transparency and integrity of information collection, processing, and dissemination
    - 3.2. Encourage governments to work with NGOs and private sector companies that abide by such a code of conduct
  4. **Introduce national systems to track logs to their first points of processing or ports, including secure identification and electronic databases:**
    - Who? African governments contracting qualified specialist organizations
    - How? Use donor funding to pilot, but ultimately use forest industry fees to make the systems self-financing. Ensure the systems use technology appropriate to each country's communication infrastructure.
  5. **Promote the collection and analysis of trade and market data:**
    - 5.1. Identify and understand discrepancies in international trade
      - Who? African governments with the technical support of experts and in collaboration with international organizations such as ITTO, OAB, etc.
      - How? Study data using original documents from different sources and compare these with published summaries from national statistics trade organizations
    - 5.2. Monitor forest product flows and their local and sub-regional markets Who? African governments with the technical support of consultants
      - How? Market studies
  6. **Capacity building:**
    - 6.1. Countries having signed the declaration should identify capacity building needs and develop relevant capacity building strategies to address those needs
    - 6.2. Promote collaboration between international and local NGOs for capacity building
    - 6.3. Favor a "development-operation-transfer" process for private sector verification and monitoring contracts

**7. Monitoring over time:**

7.1. A monitoring system of the AFLEG process is indispensable and should allow for regular adaptation of actions based on the results achieved

- Who? Stakeholders in the AFLEG process
- How? Each country decides which actions to initiate in order to implement the commitments it made and provides periodic reporting to two entities—an intergovernmental body and a consultative committee (comprising civil society and private sector). Each country's progress is assessed, and actions adjusted as necessary to reach the targeted objectives.

## **Workshop Agenda**

### **Tuesday March 11:**

*Session 1 -- 9.00 - 10.15*

#### Overview

- Official opening of workshop by delegate of Minister Tanyi (Roger Foteu, MINEF)
- Introduction: M. Speechly (DFID)
- Overview of workshop objectives and proposed outcomes – Dirk Bryant (WRI)
- Comments

*Session 2 -- 10.15 - 10.45*

#### Defining key data needs

- Presentation: overview of key audiences and their data needs (Marta Miranda, WRI)
- Comments

*Coffee break -- 10.45 - 11.15*

*Session 2 continued -- 11.15 - 12.30*

- Presentation: information needs from an industry perspective (Jean-Jacques Landrot, IFIA)
- Discussion: recommendations regarding key data needs and priorities

*Lunch (12.30-13.30)*

*Session 3 -- 13.30 - 15.00*

#### Innovative monitoring approaches - governmental

(Note: 15 minutes for each presentation, plus time for questions focused on clarifying points)

- Case study 1 presentation: Mamadou Fofana, Côte d'Ivoire
- Case study 2 presentation (video): FEMA environmental control monitoring, State Government of Mato Grosso, Brazil
- Case study 3 presentation: Makombo Mawawi, Democratic Republic of Congo
- Case study 4 presentation (TBD), Gabon

*Coffee Break -- 15.00 - 15.30*

*Session 3 continued -- 15.30 - 17.30*

- Discussion based on previous presentations:
  - (i) What additional examples might participants want to draw attention to?
  - (ii) What are the successful elements of government monitoring approaches, which might be replicated and expanded upon?
  - (iii) What are the key impediments to their success, and how might these be addressed?

### **Wednesday March 12:**

*Recap of day 1 and of agenda for day 2 -- 8.30 - 8.45*

*Session 4 -- 8.45 - 10.30*

#### Innovative monitoring approaches –non-governmental

(Note: 15 minutes for each presentation, plus time for questions focused on clarifying points)

- Case study 1: SAMFU monitoring of illegal logging in Liberia (Silas Siakor)
- Case study 2: UK Timber trade efforts to secure legal timber supply (Andy Roby)
- Case study 3: SGS monitoring (Antoine de La Rochefordière)

- Case study 4: Global Forest Watch Central Africa Monitoring (Eric Nguimbog)

*Coffee break -- 10.30 - 11.00*

*Session 4 continued -- 11.00 - 12.00*

- Discussion based on previous presentations:
  - (i) What additional examples might participants want to draw attention to?
  - (ii) What are the successful elements of non-governmental monitoring approaches, which might be replicated and expanded upon?
  - (iii) What are the key impediments to their success, and how might these be addressed?

*Lunch -- 12.00 - 13.00*

*Session 5 -- 13.00 - 14.30*

*Communications: how should monitoring data be packaged and communicated so as to influence policy and promote accountability?*

- Overview presentation of the issue and challenges (Dominique Touranchet, FORAC)
- Discussion of options

*Session 6 -- 14.30 - 17.30*

*Recommendations: successful monitoring strategies in support of FLEG declarations*

*Note: there will be a half-hour coffee break at 15.30*

Breakout groups to discuss the following items:

- What would we recommend as successful monitoring strategies for meeting forest law enforcement needs?
- What is needed to assure monitoring ultimately influences forest law enforcement on the ground (i.e. how do we get results out to key stakeholders in a way that will result in action)?
- What enabling conditions (policy, resources, etc) are needed, for these strategies to be widely adapted?
- Where might government, industry and NGO efforts be combined, for greater impact?

### **Thursday March 13:**

*Session 7 continued -- 8.00 - 10.00*

- Report back by breakout groups
- Plenary discussion and synthesis of key recommendations

*Coffee break -- 10.00 - 10.30*

*Session 8 -- 10.30 - 12.30*

*Synthesis of recommendations*

- Presentation by workshop committee of recommendations re data collection, monitoring approaches and communications which would go to the FLEG, as synthesized from session 1-7 discussions
- Discussion and revision as needed

(Note: there will be a 15 minute interlude during this period for Global Witness to present results from their independent monitoring work in Cameroon)

*Close of workshop -- 12.30 - 13.00*

## Workshop Summary

From March 11-13, 2003, MINEF (Ministry of Environment and Forestry-Cameroon) and WRI (World Resources Institute) hosted a workshop in Douala, Cameroon with the support of the United Kingdom and the United States governments to address information and monitoring needs in support of forest law enforcement. The workshop was attended by 35 representatives from government, industry, NGOs, and bilateral aid agencies. The objectives included:

1. Identify key information needed to promote/support forest law enforcement
2. Identify monitoring and reporting strategies (successful approaches) which could be strengthened and widely applied
3. Develop recommendations for AFLEG (ministerial declaration, monitoring implementation activities)

The workshop was organized according to plenary and working group sessions. On the morning of March 11, Mr. Foteu of MINEF, Mr. Hugh Speechly (DFID), and Mr. Alan Kellogg (U.S. Agency for International Development) opened the workshop and welcomed participants. Mr. Dirk Bryant of the World Resources Institute (WRI) outlined the workshop objectives and provided a summary of the agenda.

After lunch, Ms. Marta Miranda (WRI) provided a brief summary of primary data needs and key audiences for forest monitoring efforts. Mr. Landrot (Inter-African Forest Industries Association--IFIA) summarized the data needs of member companies of IFIA and presented the association's code of conduct. Case studies of monitoring approaches were presented by Mr. Mamadou Fofana (Côte d'Ivoire), and Mr. Eric Nguimbog (GFW-Cameroon).

During the morning of March 12, monitoring case studies were presented by Mr. Andy Roby (TTF-UK) and Mr. Antoine de La Rochefordière (SGS). Mr. Hugh Speechly provided a summary of the outcomes of previous FLEG meetings in Asia and agenda items that will likely be discussed at the upcoming FLEG meeting in Africa.

During the afternoon, participants divided into two groups: one group identified underlying challenges to forest monitoring and common infractions and the second group focused on recommended actions for establishing forest monitoring in support of law enforcement. Both groups presented results from their discussions in plenary. Participant comments to the recommended actions for a monitoring agenda were integrated and the action agenda was translated into French and English.

During the morning of March 13, participants debated the proposed monitoring agenda in plenary and a sub-group of participants integrated comments made during plenary into the agenda. The final recommendations were presented in a final plenary session and participants were encouraged to make any recommended changes to a final version that was circulated electronically one week after the closure of the workshop. All comments received from participants on the attached recommended monitoring agenda have been incorporated.

## Workshop Participants

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**Discours prononcé par M. FOTEU KAMENI Roger Conseiller Technique No 2 au MINEF, Représentant de M. Le Ministre de l'Environnement et des Forêts du Cameroun. A l'occasion de la réunion préparatoire des parties prenantes, pour la tenue de la conférence ministérielle sur l'application des Lois Forestières et la Gouvernance en Afrique (AFLEG) du 1<sup>er</sup> au 4 avril 2003 à Yaoundé.**

**Douala hotel la falaise du 11 au 13 mars 2003**

Messieurs et Mesdames les représentants des Organisations Internationales,

Messieurs et Mesdames les représentants des administrations forestières,

Messieurs et Mesdames les représentants des Organisations Non Gouvernementales,

Messieurs et Mesdames les représentants des Industries,

Mesdames, Messieurs,

Chers Participants,

Je voudrais tout d'abord, vous exprimer le regret de son Excellence Chief TANYI MBIANYOR Clakson OBEN Ministre de l'Environnement et des Forêts du Cameroun de n'avoir pas pu personnellement ouvert les travaux de cet important atelier à Douala ; en raison des contraintes liées à ses hautes fonctions. C'est ainsi qu'il m'a demandé de transmettre en son nom, à tous les participants venus d'Afrique et d'autres régions du monde, ses chaleureux souhaits de bienvenu en terre camerounaise. Son espoir est que du 1<sup>er</sup> au 4 avril 2003, si d'autres impondérables ne venaient s'y ajouter, qu'il puisse lui même, avoir le plaisir de vous accueillir à Yaoundé, à l'occasion de la tenue de la conférence interministérielle AFLEG.

Depuis le sommet de la terre de Rio 1992, bon nombre de pays africains ont pris conscience de l'enjeu capital que représente la gestion durable et la conservation de nos écosystèmes forestiers. Pour souligner l'importance de ce secteur beaucoup de pays ont décidé d'en faire des priorités sur le plan économique. C'est ainsi qu'en septembre 1992, le Cameroun s'est doté pour la première fois d'un ministère de l'environnement et des forêts. Pour souligner l'importance que revêtent les lois forestières, 2 ans plus tard : c'est à dire en 1994, l'Assemblée Nationale a voté une nouvelle loi forestière. Le même processus il faut le dire, s'est déroulé dans bon nombre de pays africains qui aujourd'hui se sont doté de ministères de l'économie forestière et possèdent une nouvelle législation forestière. Parmi les plus récentes, je mentionnerai la nouvelle loi forestière de la République Démocratique du Congo d'octobre 2002. Force est de constater que sous le poids de l'ajustement structurel et de la libéralisation du secteur économique auquel plusieurs de nos pays sont contraints, la conservation et la gestion durable de nos patrimoines forestiers passe progressivement des mains de l'Etat au secteur privé, avec une forte implication de la société civile. La configuration des participants à cet atelier en est la plus belle illustration.

Mesdames, Messieurs,

L'application des lois forestières et la Gouvernance est devenu un processus participatif dans lequel chaque acteur doit jouer son rôle, sur la base d'engagements acceptés et bien compris de tous. Le processus AFLEG duquel vous avez été invités à participer, vise avant tout à émettre à la réflexion, des idées nouvelles permettant de combattre l'exploitation illégale des ressources forestières ainsi qu'une meilleure gouvernance en matière d'économie forestière : c'est à dire, un contrôle plus efficace de la traçabilité des produits forestiers.

Le processus dans lequel nous sommes engagés est en effet mondial ; puisqu'il concerne les consommateurs et les producteurs. A ce titre, il a débuté en Asie où l'ensemble des pays de la région ont

adopté une déclaration ministérielle en 2001 à Bali, dans laquelle ils ont exprimé leur volonté politique de combattre toute violation Des législation forestières grâce à des efforts régionaux et bilatéraux. Et à l'heure actuelle, les pays asiatiques ont mis en place un groupe d'action spécial dont les résultats sont entre autres l'établissement entre l'Indonésie et la Grande Bretagne, d'un protocole pour combattre le commerce illégale des bois. L'Afrique a déjà pris le relais de ce processus. C'est ainsi que, au mois de juin 2002, une centaine de représentant de diverses parties prenantes ce sont retrouvés à Brazzaville en République du Congo pour initier le processus AFLEG au niveau du Continent africain. Au cours de cette réunion, diverses idées ont été émises et ont permis d'élaborer un projet de recommandations qui pourrait aboutir à une déclaration ministérielle consensuelle devant être adoptée durant le conférence ministérielle qui se tient au Cameroun en avril 2003. La dynamique imprimée en Afrique permettra à l'Amérique Latine de prendre le relais de ce processus dans de bonne conditions.

Chers participants,

Le présent atelier à 3 objectifs essentiels qui devront être reflétés dans les résultats de vos travaux, à savoir :

**Premièrement :** l'identification des informations fondamentales dont les Gouvernements, le secteur privé et la société ont besoin pour promouvoir et soutenir l'application des législations forestières en Afrique.

**Deuxièmement :** identifier les approches qui ont eu des succès : c'est à dire une contribution positive ; et utilisée dans le contrôle et la surveillance de l'application des législations forestières qui pourrait être partagée avec ; les autres pays africains.

**Troisièmement :** sur la base de la réflexion des 2 objectifs ci-dessus cités, formuler quelques recommandations devant animer les débats des participants au cours de la conférence ministérielle AFLEG de Yaoundé, et pouvant s'intégrer dans la déclaration ministérielle finale.

Mesdames, Messieurs,

Je voudrais à cet instant transmettre au World Resources Institute (WRI), les sincères félicitations de Son Excellence Chief TANYI MBIANYOR Clakson OBEN Ministre de l'Environnement et des Forêts du Cameroun, ainsi que son soutien personnel pour avoir accepté d'organiser cet atelier de réflexion à Douala au Cameroun, soulignant si cela en était encore besoin, l'excellence des relations que cet organisme entretient avec son Département ministériel. Nous voulons par la même occasion, remercier les gouvernement de Grande Bretagne et des Etats Unis, qui ont accepté de financer cet important atelier qui doit permettre aux experts africains des Administrations forestières, des industries forestières, des Organisations Non Gouvernementales et de la société civile de réfléchir en commun pour apporter leur expérience sur les manques et les écarts que nous observons actuellement dans l'application de nos législations forestières. Connaissant l'ardeur au travail habituel des uns et des autres, je suis persuadé que les travaux du présent atelier seront couronnés de succès.

C'est sur cette note d'espoir qu'au nom de Son Excellence Chief TANYI MBIANYOR Clakson OBEN Ministre de l'Environnement et des Forêts du Cameroun, je déclare ouverts, les travaux de l'atelier de discussions et d'échanges portant sur le suivi et la collecte des données pour un renforcement amélioré des lois forestières et de la gouvernance en Afrique.

Vive la coopération Internationale,

Vive le Cameroun,

Je vous remercie.

## Key Underlying Challenges to Forest Management in Africa

### Context Analysis: Law Enforcement Challenges and Data Needs

Infractions/violations	State	Logging companies	NGOs	Local population	Solution/information needed
Harvesting in protected areas		xxx		x	Boundary identification and verification, satellite data, field checks
Harvesting outside concession boundaries		xx		x	Boundary identification and verification satellite data, field checks
Harvesting without title	xx	xxx			Satellite data, field checks
Harvesting outside management plan		xxx			Boundary identification and verification, satellite data, field checks, SIF
Recutting on a concession				x	Satellite data, field checks, GIS
Harvesting of CITES protected species		xxx		x	Field/road checks
Harvesting under allowed DBH		xxx		xx	Field checks, concession records, reinforcement of field staff
Working without RIL		xxx		xx	Field checks, concession records, reinforcement of field staff
Unlawful transportation of wood	x	xxx			Road check, transportation documentation, tracking
Falsification of documents	x	xxx			GIS, field/road checks
Non-compliance with "cahier de charges"	xx	xxx			Terms of reference, field checks
False declaration of timber volumes		xxx			GIS, field/road checks, export data producing country and import data consuming country
<b>Underlying Drivers</b>					
Inadequate laws	xxx				Revision of the law, interaction with GIS (including first processing)
Poor land use planning	xxx		xx		Satellite data, socio-econ. research, biophysics, financing
Inadequate taxation	xx				Adoption after discussion between state and forest syndicate with economic data
Breach of trust + corruption	xxx	xx	x		Awareness raising about legality, bonuses, and sanctions
Incompetence	xx	x	x		Good selection of staff (resume, diplomas, work certificate) and training
Insider dealing	xxx	x			Checks and sanctions, competitive bidding
Eco-business	xx		xxx		Rules and regulations, statutes, ethics code
Dogmatism	x		xxx		Opinions of all stakeholders
Personalization	x		xxx		Statutes, rules and regulations
Representativeness	x		xxx		Transparency of objectives, objectives described in statutes
Burning	x			xxx	Satellite data
Illegal felling	x	xx		xxx	Field checks
Commercial hunting	x	x		xxx	Road checks, market surveys, restaurant checks
Illegal occupation of land	x			xxx	Satellite data, delimitation of agroforestry zone
Influence peddling				xxx	Dissemination of laws and boundaries, field checks