



Department of Water Affairs and Forestry

***Policy and Strategic Framework for Participatory
Forest Management***

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1. Summary of Policy and Strategic Framework¹

Participatory Forest Management (PFM) is an *approach* to forest management, regulation and development for all forest resources in South Africa under the jurisdiction of the National Forests Act. The PFM approach seeks to create enabling management frameworks for forests through which local communities adjacent to or within forests gain rights and responsibilities to a) be part of the management decisions of the state forest; and b) retain a share of benefits from forest goods and services in a sustainable manner. The PFM approach is applicable on all forest types, whether they are natural forests, plantations, woodlands, urban trees or trees in agro-forestry systems.

Although DWAF will promote the PFM approach on both State and private land, it's ability to impact private landowners is more limited. This Policy and Strategic Framework has *prioritized* focus on State Forests, whether managed by DWAF or the new management agents to whom the management will be transferred. DWAF will however promote PFM on private and communally owned land in cooperation with among others the CBNRM initiative in DEAT.

This paper focuses on what an enabling environment for PFM entails, and thus what PFM implies for DWAF. The current process of establishing DWAF's enforcement mandate will further align livelihood objectives for communities with sustainable forest management in terms of community rights and empowerment through involvement of PFM structures in enforcement as well as promoting introduction of community policing. As detailed in this paper, DWAF will have a key role in raising awareness among communities on sustainable forest management.

Aligned with its Forestry Vision, DWAF will give effect to the PFM Policy as follows:

- Establish the necessary institutional arrangement for the implementation of the PFM approach. This includes clearly defining DWAF's role as a national department, and ensuring that DWAF staff at national and regional office levels are informed, trained and equipped to undertake their responsibilities.
- Support, monitor and regulate all other managing agents of State forests to ensure the development and implementation of appropriate PFM enabling measures on all State forests.
- Promote equitable access to natural forest resources to improve quality of life, culture, and traditional values, and restore the dignity of all.
- Promote the PFM approach through a communication and awareness campaign. The campaign will specifically target private and communal landowners, politicians at all spheres of government and Local and Provincial Government.
- Promote PFM planning at local government level such as within the framework of Integrated Development Plans (IDPs) and Local Economic Development (LED).
- Encourage and facilitate economic opportunities such as forest enterprise development and opportunities for poor people that are compatible with and which compliment the conservation

¹ This paper and the extensive consultation process in and outside DWAF leading up to it has been prepared with support from the Danida PFM Project in DWAF.

and sustainable use of forests and other natural resources.

- Promote innovative ways of maximizing benefits from State forests through the sustainable use of forest resources.
- Promote the expansion of forestry through tree planting with the aim of improving rural and urban livelihoods. This will happen through awareness programmes and stakeholder mobilisation.
- Develop appropriate procedural manuals and guidelines to address generic PFM issues such as community consultations or sustainable harvesting systems.
- Develop and facilitate incentives that support the conservation of biological diversity and sustainable use of State forests. This will happen through awareness programmes and stakeholder mobilisation.
- Network with all relevant stakeholders and play a catalysing role to stimulate their involvement.
- Enhance capacity of stakeholders through institutional strengthening, appropriate training and education that embraces traditional knowledge and skills.
- Develop implementation strategies in support of this policy framework as a “PFM series”
- In all, promote community forestry and local participation in management of the forests.

1.1 The Policy and Strategy Development Process

This Policy and Strategy Framework has been developed based on extensive consultations at local, regional and national levels within and outside DWAF during the full year of 2003. This included:

- Operational strategies for Key Performance Areas for PFM, designed by 95 participants in participatory regional workshops across Forestry functions countrywide during June-July 2003.
- Information from National Office workshops and a large number of interviews with key personnel in DWAF.
- Insight into community needs, obtained through a Community Perception Survey on PFM (2002-2003).
- A SWOT analysis of then PF Function.
- Solicited opinions from key experts in the field (Local and International)
- A consultative process with key external stakeholders (Departments and organisations)

2. Policy Framework

2.1 Purpose of Policy

To provide a Policy and Strategic Framework for the implementation of the PFM approach to forest management, regulation and development for all forest resources in South Africa governed by the National Forests Act.

2.2 Policy Objectives

2.2.1 Overall Policy Objective

The objective of PFM is that through participation in the sustainable management of forest resources these resources contribute to local economic development and that the rights of all South Africans to benefit from the country's natural resources are protected, and the livelihoods of poor and previously disadvantaged groups are improved.

2.2.2 Principles Guiding PFM

Two of the six purposes of the National Forest Act are key to PFM:

- a) community forestry;
- b) greater participation.

Two of the nine principles set out in the National Forest Act provide overarching guidance to the PFM. They are:

- Promote the fair distribution of economic, social, health and environmental benefits of forests.
- Advance persons or categories of persons disadvantaged by unfair discrimination.

DWAF has adopted eleven principles derived from the National Forest Act principles to guide the approach and practices in the Forest Function and for management of state forests:

- *Being people centred:* Forests form part of rural people's livelihoods. Sustainable Forest Management must be fit people's livelihood strategies, and will support and develop these.
- *Participatory and holistic approach:* Participatory management will be encouraged as a routine and a style of promoting the involvement of local people in forest management wherever possible.
- *Sustainability:* Forest management will be implemented in an economically, socially, politically and environmentally sustainable manner.

- *Transparency:* Forest management will be based on transparency and honesty and, as far as possible, be implemented with a common vision amongst stakeholders.

- *Equity*: Forest management will promote a balanced, fair and gender-sensitive approach.
- *Benefits*: Forest management will strive to ensure tangible short- and long-term benefits to local and other stakeholders through, for example, the development of markets and enterprises to increase the values of the forest produce and the development of sustainable harvesting practices.
- *Remedial measures*: Forest management will ensure that mechanisms are in place to address fairly any conflicts that may arise.
- *Capacity building*: The process of forest management will promote local empowerment by building capacity and utilising appropriate traditional knowledge.
- *Cultural and traditional values*: Forest management will be based within the current legal and policy framework of South Africa whilst acknowledging cultural and traditional authority, indigenous knowledge and local values.
- *Partnerships*: An integrated approach to forest management will be encouraged through partnerships with various stakeholders.
- *Dynamic approach*: DWAF will maintain a pattern of continuous consultation and feedback amongst stakeholders, ensuring that the lessons learned can be applied to modify the process if necessary.

2.3 Legislative and Policy Mandate

2.3.1 Legislative Mandate

The **National Forests Act** (No 84 of 1998) provides the key legal framework for this PFM Policy and Strategy Framework. One of the Act's purposes is to promote PFM. Chapter 4 (sections 29 – 32) of the Act deals with community forestry which is part of PFM and makes provision for community involvement in the management of forests. The NFA outlines principles for sustainable forest management and gives the Minister the power to set criteria, indicators and standards for assessing and enforcing sustainable forest management. Any community wishing to do anything in a State forest for which a license is required, and/or to manage a State forest or part of it, whether alone or jointly with an organ of State may make an offer to the Minister to enter into a CFA.

A CFA must among other things identify the licensed activities that the community or communities intend carrying on. It must regulate the use and the management of the forest in a way that is sustainable. Such an agreement may also provide for the management of a protected area. As incentives for community forestry, the Minister may provide information and training services, establish and maintain nurseries and other facilities to provide seed and plants for community forestry and provide material or financial assistance for community forestry, including recovery from disaster, if no such grants are available from any other source. The Minister may also grant financial or other assistance to the registered owner of land outside a State forest as an incentive for the management of a protected area.

2.3.2 Policy Mandate

This PFM Policy and Strategic Framework is guided by the DWAF Vision for forestry of November 2003, namely:

Forests are managed for people and we need to create an enabling environment for economic and social development through sustainable forestry, especially at the local level.

The PFM Policy and Strategic Framework is directed by various documents. They are:

- **The White Paper on Sustainable Forest Development in South Africa** (1996, section 2.6: Policy on Community Forestry) – The White Paper provides that forestry will be redirected towards the achievement of Reconstruction and Development Programme goals. The living conditions of all South Africans should be improved; excluded groups, particularly women, will be included; and small business for economic empowerment will be promoted.
- **The National Forestry Action Programme** (September 1997, Section 3) – The overall policy goal is sustainable forest development to satisfy national and local goals which include the conservation of forest resources, a healthy environment, social equity and economic efficiency. Participation of all relevant stakeholders must be ensured with the focus on the needs and aspiration of previously disadvantaged people and poverty reduction.
- **The Framework for the PFM Programme** (July 2001) including principles for indigenous forest management.
- **The Policy and Guidelines on Access to State Forests** (2002).
- **Policy regarding access to State forests for outdoor recreation, education, culture and spiritual purposes** (2002).
- **Principles, criteria, indicators and standards for sustainable forest management of natural forests and plantations in South Africa** (2002) – DWAF has approved 24 criteria and 80 indicators for sustainable management of natural forests and plantations, of which 10 criteria and 22 related indicators have particular relevance to PFM.
- **Policy and Strategic Framework for the transfer of natural state forests to other managing agents** (November 2003).
- **Other national laws and policies**, not managed by DWAF, also apply. These include the National Environmental Management Act (Act 107 of 1998), the Restitution of Land Rights Act (Act 22 of 1994), and two new Bills still to be proclaimed by the President – the National Environmental Management: Biodiversity Bill (includes provisions re benefit sharing) and Protected Areas Bill.

2.3.3 The Policy Rationale

Forest resources provide significant environmental goods and services that benefit SA society. Although the 2 million hectares of forest cover only 1.7% of the country, the forest sector contributes R14.6 billion to the economy, representing 4.1% of total export earnings. Forestry resources, in particular woodlands, contribute significantly to rural livelihoods and income generation through fuel wood, construction material, medicinal plants and a range of other non-timber forest products. Seventy percent of people living in rural areas are poor with three out of four children living in households with incomes below the minimum subsistence level. This creates huge pressure on the natural resources, leading to degradation and depletion. The rural poor are not benefiting sufficiently from forest resources and their poverty is threatening the sustainability of the resource base, while more sustainable and unexploited potential exists in many cases for forests to contribute to livelihoods and local economical development.

Where possible, management of forests should contribute to improved rural livelihoods and economic upliftment of local communities through sustainable forest management. Involving stakeholders in the management of forests – especially state owned forests - allows for the joint identification of needs and innovative ways to meet these needs. It creates ownership among stakeholders of the forest and hence, to its continued environmental conservation, as that is the fundamental precondition for a sustained yield of benefits accruing to the local communities.

2.3.4 Impact of Transfer of State Forests to new Managing Agents

Approved DWAF policy² states that it will transfer management of all state natural forests to other competent management agents, primarily Provincial Government Departments or agencies, by the end of the financial year 2006/7 subject to certain conditions. Natural State Forest land will remain proclaimed as State Forest and DWAF will review management and ensure realization of the policy goals. Only land which is not used for forestry purposes will be considered for de-proclamation.

DWAF further intends to contract out management responsibility for all Category B and C plantations by the end of the financial year 2006/7 and full ownership and management responsibility to community-based enterprises by the end of the financial year 2013/14. The Category B and C plantations³ will eventually be managed sustainably by community-based enterprises, exclusively or in partnership. To ensure that these enterprises develop the necessary expertise and experience, the process of devolution will be handled in phases. Within the framework for the land claim process, plantation land will ultimately be de-proclaimed as State Forest land, with the exclusion of patches of indigenous forest within plantation estates that will not be de-proclaimed.

For PFM to succeed, institutions to which management of forests is transferred must adopt this management approach. In order to ensure that these measures are in place before handing over the Forests, DWAF should:

- Set standards for management as a legal basis for the lease agreements, including communities' rights to be involved.
- Keep the communities informed about these rights.
- Develop a monitoring function to monitor, regulate and report on the status of participation on State Forests (including Category B & C plantations) managed by other agencies.
- Intervene when necessary, to ensure sustainable forest management, by providing technical support to ensure that managers manage according to the agreed standards.

² Policy and strategic framework for the transfer of natural state forests to other management agents, Nov 2003.

³ Category B plantations are those that contain less economically viable plantations compared to Category A and are not contractually committed in the long term. Most of the category C plantations were established to provide communities with building material and firewood.

The DWAF criteria and indicators are being rolled out in DWAF forests concurrently, and will be key tools in ensuring compliance with PFM.

2.3.5 Impact of Land Claims

Government's land reform laws, policies and programmes apply on forestland and need to be taken into account when implementing the PFM approach. Of most relevance are land claims and tenure rights on forest land. The approach to negotiating settlement of valid claims on State forests, protected areas, and World Heritage Sites is addressed in Cabinet Memorandum No. 5 of 2002. In summary, the Cabinet memorandum provides for ownership of land in title without physical occupation, but with arrangements for compensatory remuneration and benefits set out in the land claim settlement agreement.

Where beneficiaries of the restitution and tenure reform process on state forest land receive income from those parcels of land, this income could create opportunities for economic development and rural livelihood improvement, depending on how the communities decide to use the money. To positively influence the process, forest companies and the State must provide technical support and training to the communities on how to manage and apply these funds, and on how to engage in enterprise development opportunities arising from the management of the forest. This enabling environment for capacity building will include facilitation for external funding, hereunder donor-funding.

3. Strategic Framework for Implementation

3.1 Conditions for successful implementation

Experience to date on efforts to implement the PFM approach is that communities tend to have high expectations of immediate benefits that could accrue from PFM. Due to a lack of progress with actual projects, these expectations have not been met and there is a waning attendance and participation within PFM structures. A risk is that the initial enthusiasm is being replaced by withdrawal and this could lead to conflict or premature impasse. It is thus important that this Policy be translated into a swift implementation strategy. DWAF cannot implement PFM alone. Networking and stakeholder mobilisation becomes important. From experience the following minimum conditions have been developed for PFM to be implemented successfully:

- There must be tangible benefits for communities from their involvement in management. Long-term tangible benefits may not be adequate due to uncertainty and demand for short-term tangible benefits.
- The forest resource base must be able to sustain the PFM activities. Management must address scarcity of forest resources.
- The benefits that forests can generate must represent a meaningful contribution to the livelihoods of community members if their active participation is to be expected. These benefits therefore need to be quantified and communicated.
- Community involvement is likely to be stronger where communities have the ability to restrict access to limited or scarce forest resources to outsiders. Without such ability to control there will be less incentive to conserve. The Community Forestry Agreement (CFA) provides the mechanism by which communities can be involved in the management of State Forests.
- With the assistance of DWAF, the communities must be able to recognise their rights, recognise and accept its role in managing the resource and be able to establish equitable sharing of benefits.
- Where enterprise development opportunities are identified, communities may need to enter into partnerships with private sector companies in order to mobilise capital and expertise. In line with FED policy, the role of DWAF will be to facilitate and broker such partnerships to ensure that the technical support, capacity and resources required are accessible.
- Where forests cannot support livelihoods on their own or where projects cannot be undertaken without support of third party, projects should form part Local Economic Development (LED) initiatives and be streamlined with Integrated Development Plans (IDP) assisted by external support where possible.

3.2 Strategy Actions supporting Implementation of the PFM Approach

The first five strategy actions are in order of priority. The sixth strategy provides detailed actions of various kinds. It is overriding and takes high priority. The six strategies are as ffg:

3.2.1 PFM Toolkit with Procedural Manual and Guidelines

A PFM Toolkit and a procedural manual is in the design stage to provide guidelines, checklists and other support material that enables DWAF staff managing State Forests, private and communal land owners and other key stakeholders to implement the PFM approach effectively. Such material should be simple and user-friendly with an emphasis on communication, outreach and learning content.

The toolkit will include the following guidelines:

- Identification of stakeholders and needs, economic vs. social development.
- Facilitation and management, e.g. PFM forums and committees.
- Fundraising for PFM.
- Financial management of projects.
- Establishing PFM forums and committees.
- Establishment of constitutions for PFM committees.
- Developing an enterprise, from idea to action.
- PFM project management – LFA manual.
- PFM Monitoring and Evaluation.
- Issuing of permits for subsistence and commercial uses of the forest respectively (incl. CFAs).
- Enforcement of permit conditions and agreements.
- PFM principles.
- Case studies and best practice guidelines.
- PFM planning, operational and annual planning.
- Information about IDPs and LEDs.
- Conflict management guidelines.
- Guidelines for tools and mechanisms, e.g. licences, agreements, leases, CPPP, PPP.
- Funding options.

The PFM guidelines will be developed in accordance with the DWAF Criteria and Indicators prescribing sustainable forest management.

3.2.2 Forest Enterprise Development (FED)

Forest Enterprise Development initiatives aim to provide income generation opportunities to local rural communities based on sustainable management systems.

Forest enterprises offer one of the key mechanisms and often the most empowering and sustainable, through which benefits can be generated from forest resources and accrued to rural communities. The DWAF FED strategy will therefore form a vital component of the PFM approach. Enterprise development is broad in its scope and may include such initiatives as new afforestation, commercialisation of timber and non-timber forest products (NTFPs),

downstream processing of forest products, ecotourism and so on.

DWAF is currently developing the FED Policy and Strategy separately from this document. The general approach by DWAF will be to play a facilitating role. DWAF will facilitate access for the communities to forest goods and services, funding, technical expertise, training and potential business partners. DWAF may not be in a position to provide such support directly in the case of private forests except where the Minister has entered into a CFA or as a Section 32 (2) & (3) arrangement⁴ as per the National Forest Act.

3.2.3 Sustainable Harvesting levels for Forest Resources

For successful PFM implementation, it is imperative to develop sustainable harvesting systems for forest resources. To achieve this, the following is necessary:

- Assessing harvesting levels of timber and non-timber forest products from forests resources
- Identifying participatory management methods to ensure long term sustainability, based on a process with key stakeholders involving the following steps:
 - Problem/ situation diagnosis and underlying causes.
 - Expected future demands and supply, eventual shortfall and consequences.
 - Identification of possible ways to improve the supply (or reduce/substitute demand) in the short to long term through adoptive management where scientifically determined Yield Regulation Systems have been developed.
 - Outline of draft plans for revised management and use strategy, and specified obligations for involved stakeholders.

3.2.4 Afforestation and Tree Planting

PFM implementation can be achieved by promoting the expansion of forests where appropriate in consultation with existing players as set out in DWAF's Strategic Plan as well as encouraging the planting of trees in a non forest context. This can be achieved by:

- Empowering existing small-scale growers by offering linkages to silvicultural extension programmes, as well as stimulating development of new small growers. This also includes those who become forest owners as a result of a land claims cases on former state forestland as a result of the transfer of assets or as a result of a Community Forestry Agreement.
- Supporting non-governmental greening initiatives and awareness-raising through campaigns like Arbor Week driven either by Government or NGOs.

⁴ 32. (2) The Minister may—

(a) provide information, training, advice and management and extension services for community forestry;
(b) establish and maintain nurseries and other facilities to provide seed and plants for community forestry;
(c) provide material or financial assistance for community forestry, including recovery from disaster, if no such grants are available from any other source.

(3) The Minister may enter into an agreement with a person or organ of State regulating the matters referred to in subsection (2).

- Together with key partners exploring the potential for establishing trees for urban planting programmes based on funding from public or private funds, e.g. Eskom Development Foundation.

3.2.5 Forest Management Planning at Forest Management Unit Level

The development of forest management plans at Forest Management Unit level with the participation of all affected stakeholders will ensure a socially, economically and environmentally sustainable management that is capable of improving the livelihood of local communities. Such plan will be respected and appreciated by all parties.

DWAF has to take the following steps to achieve the development of management plans:

- Clarify opportunities for integration of forest management plans with IDPs and LED through pilot projects
- Clarify the roles of different institutions in the planning process and where and how forest management plans fit in
- Encourage new management agents to develop local level PFM strategies with affected communities

3.2.6 Development of other detailed Support Strategies within DWAF

DWAF is presently undergoing a process to ensure alignment of this PFM Policy and Strategy Framework with other developmental policies in South Africa and the restructured Forestry Function in DWAF. In conjunction with this DWAF will develop a series of detailed support strategies to assist the implementation of PFM. These are:

- Identifying financial support mechanisms for the lease of land by communities.
- Clarifying DWAF's mandate to direct benefits accruing from state forest management to the communities, as well as the mandate to hand over forest land and concomitant management responsibilities to communities.
- Compliance with the Public Finance Management Act.
- Facilitating finances, technical support and training to enable community beneficiaries (including land reform beneficiaries) to participate in forest management and to reinvest rental income from lease agreements into income generating forest related projects if feasible with additional external funding.
- Developing a system, including necessary funding mechanisms, for providing dispute resolution services to communities and other stakeholders involved in PFM.
- Establishing a clear institutional and legal framework to support the communal forests and their management.

3.3 Institutional Arrangements for Implementation of the PFM Approach

Overall roles of various institutions the implementation of the PFM approach are set out in the table below:

Institution	Responsibilities
DWAF	Policy and regulatory functions include: ▪ Support to PFM activities and developing guidelines to promote poverty alleviation and livelihoods development through forestry ▪ Advocate and monitor development approaches and social aspects in forest management and restructuring of State forests ▪ Ensure the PFM approach is included in transfer agreements with managing agents and that these agents comply with these requirements ▪ Promote investments and enterprise development in support of participative forestry ▪ Facilitate networks of support service providers ▪ Develop and facilitate PFM as a cross-cutting theme to be mainstreamed in all Forest Functions. ▪ Ensure support to the roll-out of the criteria and indicators and related management instructions of relevance to PFM on the basis of information gained from the clusters ▪ Facilitatory support to community activities – i.e. support projects and activities on the ground and assist communities to gain access to technical and financial support ▪ Technical support and advice to Managing Agents on how they implement the PFM approach in the form of toolkits
Managing Agents: include ▪ SANParks ▪ Provincial authorities & conservation bodies ▪ Private companies ▪ Communities	Implementation of the PFM approach in the management of forest resources in accordance with the conditions set out in their transfer agreement and the Criteria and Indicators for sustainable forest management. These agents will be monitored by DWAF.
Community groups	Engage actively and direct the implementation of the PFM approach in projects and activities that affect them.
Civil society	Support to community groups so that they are able to take up the opportunities offered by the PFM approach in order to reap benefits

PFM Forums and Committees are specific structures that can be established at a local level if local communities adopt the PFM approach. The PFM structures are not mandatory for PFM interventions and other recognised institutional arrangement at the local level can serve the same purpose. Other examples are local business authorities, informal forest user groups or management committees established under other legislation (e.g. NEMA). Existing local structures are a preferred vehicle as the establishment and maintenance of new structures is very resource demanding and full of pitfalls rooted in community tensions, conflicting interests etc.

A PFM Committee is a structure that represents a local community in the implementation of PFM. Once formal agreements regarding rights and benefits are in place, a legal entity must

be established so that contracts, agreements or other concessions (eg CFA's, licences, etc.) are legally binding. These entities can take the form of a Communal Property Association, a trust or some other legal structure. A PFM Forum is a formally organised committee representing different PFM Committees and Government agencies operating within a specified geographically designated area. Detailed guidelines for the formation of PFM forums and committees are available⁵. The different institutions will be guided by their constitutions and terms of reference.

3.4 Communication and Awareness

Communication and awareness is absolutely critical for successful PFM implementation. It is required at two levels: firstly within DWAF and secondly outside of DWAF.

3.4.1 Communication and Awareness within DWAF

The objectives are:

- To make staff aware of the institutional and organisational implications of rolling out PFM at both national and cluster level and make clear to staff and their managers their respective roles and responsibilities in this regard.
- To stimulate an organisational culture based on transparency, accountability and information sharing.
- To empower all PFM service providers with information to enable them to contribute effectively to the implementation of PFM. This could be achieved through:
 - A shared and equal level of knowledge and understanding of the vision, policy, objectives and activities of DWAF related to PFM
 - Provision of PFM guidelines as part of the PFM Toolkit
 - Exchange of lessons learnt on PFM (the good and bad stories).

DWAF must develop and implement a detailed plan and budget to achieve these objectives that will include the following:

- Procedures that accommodate openness and transparency, for example regular meetings and information sharing.
- DWAF must chair a National Office reference group on PFM with representatives from each of the relevant regional offices. This group will share information and knowledge about PFM and provide advice and direction.
- Establishment of Regional PFM teams and a national network to enable communication and to institutionalise internal sharing and mentoring on PFM. The network will be based on the existing PFM Co-ordination Committee that will be extended by establishing a mail and net-based network for all involved staff. As new management agents take over state forest management they will also be included. Activities can include: a) participatory forest management incentives for innovative contributions to participatory forest management projects benefiting local communities; b) a web page with informative contents on best practices, PFM

⁵ DWAF/Danida 2003: *Formation of PFM Forums and Committees*

tool kit, contact lists, resource persons, etc.; c) a protocol for use of E-mail list servers; d) regular (e.g. bimonthly) newsletters/news-mails; and e) regional excursions and meetings aimed at exchanging experiences.

- Key items must be communicated initially, eg: the PFM policy and strategic framework; the PFM toolkit; how PFM can be integrated with IDPs and LED; the content of the strategic plan for forestry so as to clarify roles and responsibilities.

3.4.2 Communication and Awareness to Stakeholders outside DWAF

Communication and raising of awareness outside DWAF will focus on politicians at all three spheres of Government, the new managing agents to whom assets will have been transferred as well as local stakeholders and communities.

The objectives are:

- Policy makers and management to give appropriate priority to the PFM approach as a prime component of integrated natural resources management.
- That all stakeholders recognise the economic, social and environmental benefits of the PFM approach and the measures needed to achieve such management. The ultimate aim to develop a shared vision and understanding of PFM between DWAF and external stakeholders. This includes:
 - o DWAF staff at regional and national office level;
 - o Current and future managers of both plantation and indigenous state forest land;
 - o National, regional and local politicians and authorities;
 - o Community organisations and other stakeholders directly affecting (or affected by) the forest, including: traditional authorities, traditional leaders associations, traditional healer organisations, sangomas/inyangas, medicinal plant users, civic organisations, interest or user groups, development organisations, NGOs, farmers associations, ethnic groups, local business, service providers for rural development and donor organisations
- To ensure public accountability and legitimacy of the PFM approach.

DWAF will develop and implement a detailed awareness campaign that will specify:

- o What must be communicated, what is the message, what problems are addressed and why are they relevant?
- o Who the target group is, and what the appropriate language and methodology is?
- o How it should be communicated? This can be through direct interaction, traditional (print) media, electronic/digital media or consider use of images and music which are a more direct and powerful means of communication than words. Consideration for the use of case studies and of ‘ambassadors’ such as the National Forests Advisory Council (NFAC) is advisable.
- o When it should be communicated? Timing should take advantage of ‘windows of opportunities’, i.e. external conditions that create an enabling momentum for communicating the message.
- o Media strategy is a vital component of the overall awareness campaign. The media is the primary influence on the thinking of the public and politicians. The campaign could include regular media briefings, workshops and encounters for journalists, provision of photos and video filming and the encouragement of local project managers to stimulate local press interest through site visits, interviews, and special events, e.g. Arbor Week, etc.
- o Protocols of how public records about the forest will be made available to the public.

- o Compilation and dissemination of case studies that illustrate the positive impact of participatory forestry on rural livelihoods.

3.5 Training and Capacity Building of DWAF Staff

Training and capacity building is essential for DWAF staff to:

- Understand the PFM approach and its applicability to different forestry scenarios, and select and implement the appropriate PFM tools accordingly.
- Facilitate FED processes, including legal opportunities and limitations to commercial exploitation of forest land, screening of market potentials, fund raising, drafting proposals, creating networks and partnerships, establishing a production unit, marketing and sales.
- Facilitate and coach others in order to reveal understanding of different cultures, values, practices and how they affect and are affected by the forest resource.
- Encourage PFM through the areas of:
 - o Business and entrepreneurial skills;
 - o Participatory methodologies;
 - o Fundraising, including PPP procedures;
 - o Legal rights and restrictions;
 - o Facilitation and conflict resolution skills.

The PFM training plan⁶ must be implemented in accordance with the methodologies established in the PFM Training Management Manual⁷.

Capacity development programmes for communities will also have to be developed, albeit with funding support.

3.6 Monitoring

It is the responsibility of DWAF to monitor the implementation of PFM country wide in order to:

- develop a framework for measuring and analysing the impact of PFM in accordance with the DWAF Criteria and Indicators for sustainable forest management.
- ensure compliance with the policy and strategy.
- provide information for management and key stakeholders to assess whether the PFM approach is achieving its objectives.
- provide information so that experience can be fed into a review of the PFM approach.
- ensure compliance with the transfer agreement by new managers of transferred State Forests.
- provide information to communities to support sustainable management.

Monitoring is about feedback from implementation. Through reporting, information can be

⁶ DWAF/ Danida 2002: *PFM Training Plan*.

⁷ DWAF/Danida 2003: *PFM Training Management Manual*.

meaningfully combined, explained, compared and presented to inform recommendations and decision-making. Reporting procedures, responsibilities, requirements (format, language, timeframe, numbers of copies, frequency of reports) as well as the target audience/s should be made clear during the initial planning of PFM activities which DWAF should take part in. The following actions will serve to achieve the above objectives:

- the development and integration of a monitoring mechanism into DWAF's systems based on the PFM guidelines.
- implementation of the Criteria, Indicators and Standards relevant to PFM