



# Participation of Civil Society Organizations in REDD+

A case study review of  
Cote D'ivoire, Mozambique & Cameroon

**Final report**

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Deforestation in Cameroon

<https://deforestationincameroon.wordpress.com/2014/01/29/deforestation-in-cameroon/>

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# Acronyms and abbreviations

CGRN	Natural Resources Management Committee
CSO	Civil Society Organisation
CTR-	Technical Committee of Review
ER	Emission Reduction
ER- PIN	Emission Reduction Program Idea Note
ERPs	Emission Reduction Programmes
ESMP	Environment and Social Management Plan
EU	European Union
FAO	Food and Agricultural Organization
FCPF	Forest Carbon Partnership Facility
FLEGT VPA	Forest Law Enforcement, Governance and Trade Voluntary Partnership Agreement
FNDS	National Sustainable Development Fund
GoM	Government of Mozambique
IEC	Information Education and Communication
IEC	Information Education and Communication
IO-REN	Ivorian Observatory O for the Sustainable Management of Natural Resources
IP	Indigenous People
ITC-REDD+	The REDD+ Interministerial Technical Committee
MINEPDED	Ministry of the Environment, the Protection of Nature and Sustainable Development of Cameroon
MINESUDD	Ministry of the Environment, Urban Sanitation and Sustainable Development
MITADER	Ministry of Land, Environment and Rural Development (of Mozambique)
MozFIP	Mozambique Forest Investment Plan
NC-REDD+	National REDD+ Commission
NGO	Non-Governmental Organization
PACJA	Pan African Climate Justice Alliance
R-PIN	Readiness Project Idea Note
R-PP	Readiness Preparation Proposal
RCI	Republic of Côte d'Ivoire
REDD+	Reducing Emissions from Deforestation and forest Degradation, and foster conservation, sustainable management of forests, and enhancement of forest carbon stocks.
SEP-REDD+	Permanent Executive Secretariat of REDD+
UN-REDD	The United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UN-REDD	United Nations Programme of REDD+
UNFCCC	United Nations Framework Convention on Climate Change
UT REDD+	Technical Unit of REDD+

# 1 INTRODUCTION

## 1.1 The REDD+ Initiative

Globally, forest area is decreasing at a most recently reported annual rate of 3.3 million hectares from 2010 to 2015 (Garzuglia, 2018). Being one of the major carbon pools, deforestation and forest degradation leads to greenhouse gas emissions as well as reduces the capacity of forests to sequester carbon, thus enhancing global warming. After being named among the major causes of greenhouse gas emissions, a number of initiatives have been implemented to promote sustainable forest management of which Reduced Emissions from Deforestation and Forest Degradation (REDD) is among.

Reduced Emissions from Deforestation and forest Degradation and the role of conservation, sustainable forest management and enhancement of the carbon stocks in developing countries (REDD+) is a financial incentive-based climate change mitigation initiative designed to compensate national governments and sub-national actors in return for demonstrable reduction in carbon emissions from deforestation and forest degradation (UNFCCC 2010). REDD+ can support countries in ensuring sustainable forest management, and provide incentives to address some of the main drivers of deforestation and forest degradation, such as slash-and-burn agriculture (shifting cultivation) and fuel wood consumption.

A country interested in REDD+, develops and submits to the Forest Carbon Partnership Facility (FCPF) a Readiness-Plan Ideal Note (R-PIN) as an expression of interest in addressing the causes of climate change in that country through reducing deforestation and forest degradation. This is then followed by preparing a REDD+ Readiness-Preparation Proposal (R-PP), a process during which the country identifies the drivers of deforestation and forest degradation and, if needed, sets up institutional frameworks for addressing them. When the R-PP is approved, a country then develops a National REDD+ strategy/action plan for addressing the drivers of deforestation and forest degradation. The REDD+ strategy includes strategic actions and activities aimed to reduce emissions from deforestation and forest degradation.

In addition to and following from the REDD+ strategies, some countries have developed Forest Investment Plans (FIP) to actualize some strategic options of the Strategy. FIPs help in addressing drivers of deforestation and forest degradation within and outside the forests.

When countries demonstrate results of emission reduction, they receive results-based payments for their REDD+ results-based actions. These processes take place with full and effective participation of relevant stakeholders, including Indigenous Peoples (IPs), local communities, Civil Society Organizations (CSOs), private sector, academia and the media.

Furthermore the indigenous and local population formed a larger platform on REDD+ processes and climate change in April 2018, regrouping large networks of Indigenous and local communities. Platform REDD+ changement climatique des population Autochtones du Cameroun (PREPAC). For them to play their role in the effective participation of indigenous peoples in the REDD+ and ER-PIN process and the fight against climate change in Cameroon.

The REDD+ process is mainly supported by two international REDD+ support platforms: the United Nations Programme on REDD+ (UN-REDD) Programme (a partnership constituting FAO, UNDP and UNEP) and the Forest Carbon Partnership Facility (FCPF) of the World Bank. Other bodies that have supported the REDD+ process are as a result of bilateral support between countries such as Agence Française de Développement (AFD) under the Debt Reduction and Development Contract (C2D), the European Union REDD Facility (EU REDD), Austrian Development Agency and Norwegian Development agencies. These are country specific based on the diplomatic ties that the two countries enjoy.

## **1.2 Status of REDD+ process in Cote d'Ivoire, Mozambique and Cameroon**

### **1.2.1 Cote d'Ivoire**

Côte d'Ivoire became a REDD+ member and started its REDD+ process in 2010. In 2011, the country launched its REDD+ activities during a workshop in which the regulatory and institutional framework for REDD+ was discussed. In 2012, Côte d'Ivoire's commitment to the REDD+ process was affirmed when the council of ministers issued a Decree on the creation, organization and running of the national commission for REDD+. This decree laid the foundation for the national REDD+

process and provided for the establishment of REDD+ preparation management structures. Côte d'Ivoire embarked on the process of developing a REDD+ readiness preparation proposal (R-PP) in 2013, which it submitted to FCPF in 2014. Studies relating to Strategic REDD+ options commenced in 2015 and a National REDD+ strategy incorporating all Emission Reduction Program activities was finalized and approved in 2017.

### **Institutional framework**

The 2012 Decree established and organized the National REDD+ Commission (NC-REDD+), an intersectoral body under the leadership of the Ministry of the Environment, Urban Sanitation, and Sustainable Development (MINESUDD). The role of the NC-REDD+ is to provide analytical, advisory and coordination support for REDD+ implementation. The NC-REDD+ is composed of three bodies responsible in ensuring that REDD+ is integrated into national, regional and local-level policies.

The National REDD+ Committee is the highest body with representation from all relevant ministries, line ministries and state-owned enterprises. It is responsible for managing the national REDD+ strategy. It is tasked with defining REDD+ directives and guidelines; approving the work plans from the REDD+ Interministerial Technical Committee (ITC-REDD+) and Permanent Executive Secretariat of REDD+ (SEP-REDD+); monitoring, overseeing and evaluating implementation of the REDD+ process; setting up a national REDD+ fund; and establishing procedures for managing and redistributing resources derived from the REDD+ process.

The REDD+ Interministerial Technical Committee (ITC-REDD+) consists of all Ministries as well as other stakeholders. It is responsible for inter-ministerial cooperation, sectoral coordination and establishment of regional committees tasked with the regional implementation of decisions made by the NC-REDD+. These regional committees will have the same composition as the ITC-REDD+ at the national level. Each regional committee is chaired by the region's prefect and the representative of the Ministry of Environment, assisted by the representative of the Ministry of Forests.

The REDD+ Permanent Executive Secretariat is nominated by MINESUDD and heads the NC-REDD+. It is responsible for implementing the REDD+ process and is composed of seven thematic groups whose roles have been defined in the R-PP: (i) information, education, and communication (IEC) and deployment in the territories; (ii) convergence with the agricultural sector (private sector engagement); (iii) strategy and

implementation framework; (iv) UN-REDD pilot projects; (v) Social and Environmental Assessment; (vi) Reference level and MRV; and (vii) Monitoring and Evaluation.

### 1.2.2 Mozambique

Mozambique initiated the REDD+ readiness process in 2008 when it commenced the process of preparing the R-PIN that was submitted to FCPF in the same year. Following approval of the R-PIN, drafting of the R-PP started in 2010 and was submitted in 2011. The country then prepared its National REDD+ Strategy that was approved in 2016. The Social Environmental Safeguard Assessment was prepared concomitantly with the National REDD+ strategy to inform structuring of the REDD+ initiatives. In January 2017, the Government of Mozambique (GoM) submitted its Readiness Package, which was approved by the Participants Committees Meeting in 2017.

#### **Institutional framework**

The main institutional structures for the REDD+ process were formalized upon issuing and adoption of a Decree in 2013. The institutions include the Technical Unit of REDD+ (UT REDD+) and the Technical Committee of Review (CTR)/ National REDD+ Steering Committee. The CTR is an inter-ministerial working group that undertakes consultation and supervision of the National REDD+ Strategy. It pilots inter-institutional coordination among all the sectors and stakeholders involved in REDD+. It also provides technical allowances for the UT-REDD+ including the script supervisor technical reports. The CTR is composed of two chambers: (i) the Deliberative Chamber formed by Natural Resources Management Committee (CGRN) members (6 chairs) and local civil society representatives (5 chairs); and (ii) the Consultative Chamber formed by Academia (2 chairs), GoM (3 chairs and 1 from FNDS/FIP Coordination), national and international NGOs (6 chairs at minimum) and the World Bank (1 chair). The Consultative members aim to provide multidisciplinary advisory and advocacy support. The committee is expected to meet three times a year.

The UT REDD+ is responsible for managing the national REDD+ Programs and Projects Data Management System as well as communicating to the entity in charge of the Emission Reduction (ER) Transactions Registry Ministry of Land, Environment and Rural Development of Mozambique (MITADER) all information related to ERs generated by REDD+ projects (In charge of implementation of the REDD+ activities).



UT-REDD+ constitutes of a team made up of 8 technicians supported by the FCPF, including: i) a REDD+ senior technical assistant, ii) pilot projects technical assistant; iii) provincial coordinator for Zambézia province; iv) provincial coordinator for Cabo Delgado province; v) financial assistant; vi) procurement assistant; vii) a communications assistant and viii) a technical assistant technician in the field of safeguards. The staff and functions of the UT-REDD are under the subordination of the Ministry of Land, Environment and Rural Development (MITADER), and has been placed inside of the National Sustainable Development Fund (Fundo Nacional de Desenvolvimento Sustentável – FNDS). FNDS provides support on the financial implementation of REDD+ activities, responsible for handling administrative and technical processes. The Ministry of Land, Environment and Rural Development of Mozambique guides and coordinates the REDD+ process.

### 1.2.3 Cameroon

The REDD+ process in Cameroon commenced in 2005. The country submitted its R-PIN in 2008 after which, several REDD+ projects and initiatives were developed and implemented by CSOs and the technical partners of the Ministry of the Environment, the Protection of Nature and Sustainable Development (MINEPDED). Drafting of the R-PP began in 2011, and endorsed in 2013. The process of preparing the R-PP involved a number of consultations carried out at different levels (national, regional and local) and in all the agro-ecological zones.

#### **Institutional framework**

Cameroon established a REDD+ steering committee in 2012 by the Prime Ministerial Decree to guide and coordinate the implementation of REDD+ activities in the country. The 21-member steering committee is a multi-sectorial decision-making body made of different Ministries including the Ministries managing natural resources (Environment, Protection of Nature and Sustainable Development; Forestry and Wildlife; Agriculture and Rural Development; Livestock, Fisheries and Animal Industry; Territorial Administration; Water and Energy) and other sectoral Ministries (Social Welfare, Scientific Research, Finance, Public Investment); Civil Society Organizations (through the Civil Society REDD and Climate Change Platform); Indigenous People representatives; Trade Union of Industries; and Cities and Communities of Cameroon. The steering committee has a Technical Secretariat, an operational body of REDD+ that handles the implementation of the REDD+ process through its branches at the regional and departmental level. The Technical Secretariat's Information, Education

and Communication (IEC) unit was charged with the development of Cameroon's REDD+ Strategy in a consultative and participatory manner, while the Government of Cameroon has delegated the coordination of the REDD+ process to the Ministry of the Environment, the Protection of Nature and Sustainable Development of Cameroon MINEPDED.

Joint-action structures concerning REDD+ also exist at the national level (Interministerial Committee), at the donor and NGO level, particularly the CCPM (Cercle de Concertation des Partenaires du MINFOF/MINEPDED) which contains a REDD+ sub-group, and Civil Society's National REDD and Climate Change (REDD & CC) Platform.

### **1.3 Stakeholder Participation in REDD+**

Stakeholder<sup>2</sup> participation was noted as a key requirement for sound environmental and natural resource management as well as policy development. The role of stakeholder participation is increasingly recognized in the REDD+ process to avoid and minimize negative effects of REDD+ activities, in addition to addressing the needs of indigenous people and local communities during the implementation of the REDD+ initiative. Participation of all the relevant stakeholders in the REDD+ process ensures transparency, equity, as well as formulation of appropriate benefit sharing schemes and giving the duty bearers legitimacy with their actions. Stakeholder participation in the REDD+ process was further fostered through the adoption of "full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities" among the safeguards to guide implementation of the REDD+ activities. The process is thus highly consultative involving governments, Indigenous People, Local communities, Civil Society Organizations, the Private sector, academia and media among others.

UN-REDD and FCPF designed Guidelines to support effective stakeholder engagement in the context of REDD+ readiness for the Forest Carbon Partnership Facility and the UN-REDD Programme, with an emphasis on the participation of Indigenous Peoples and other Forest-Dependent Communities. The Guidelines contain 1) Relevant policies on indigenous peoples and other forest-dependent communities; 2) Principles and guidance for effective stakeholder engagement; and 3) Practical "how-to" steps on planning and implementing effective consultations.

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<sup>2</sup> An individual or group that has a stake/interest/right in the forest and those that are affected either negatively or positively by the REDD+ activities (FCPF and UN-REDD, 2012).

### 1.3.1 Stakeholder Consultation Process in Côte D'Ivoire

Prior to drafting of the R-PP, the Government of Cote d'Ivoire identified all the key stakeholders in the REDD+ process, who were engaged in a national-scale information sharing and awareness raising campaign to establish an early dialogue on the REDD+ concept and R-PP development process. The initial consultations constituted participants from; public administration, financial and technical partners, local communities, civil society, private sector (trade organizations for the various agricultural commodities), women's and youth associations, local authorities, academic and research sectors, and the press at the national and sub-national levels. These were identified with guidance from the stakeholder mapping in the Forest Law Enforcement, Governance and Trade Voluntary Partnership Agreement (FLEGT VPA) and their group's aligned forest management interests. During the initial consultation process that commenced in 2012 to 2013, awareness creation of the basic concepts and process of REDD+ as well as the views and recommendations on how to improve the process were obtained from the participants. The consultations were effected through meetings with public administration, NGOs, technical and financial partners; workshops (Launch and regional workshops); Round table discussions with the private sector; and Collection and analysis of ground information through discussion groups (women's association discussion group, youth association discussion group, civil society discussion group and chieftainship discussion group). On behalf of the local communities, the CSOs made contributions to the R-PP during workshops organized by the UN-REDD+.mission. They took part in critically analysis of the document together with the administration, universities and research centers prior to its submission to FCPF. All the stakeholders were represented during the validation of the documents

In order to ensure effective stakeholder participation, UN-REDD supported the development and implementation of the REDD+ stakeholder engagement plan, detailing the stakeholder engagement methodology, a work plan with communication and consultation activities, a timeframe and a budget. In order to enable CSOs and indigenous people analyze REDD+ issues, UN-REDD, FCPF and AFD supported outreach and information activities, as well as organization capacity building and participation of the two stakeholder groups.

A number of CSOs are organized into a joint FLEGT/REDD+ platform known as the Ivorian Observatory for the Sustainable Management of Natural Resources (OI-REN). The OI-REN, an informal platform that groups a certain number of Ivorian CSOs, has

been established and operational since 2015. OI-REN is fully involved in the REDD+/FLEGT process and also has strong representation in the ERP and FIP steering committees. The platform supports the organization and implementation of some awareness-raising activities.

### 1.3.2 Stakeholder Consultation Process in Mozambique

The relevance of the REDD+ stakeholder consultation process and how it would be carried out was established by Mozambique's regulatory framework for REDD+ (Decree 73/2013) in line with the FCPF guidelines for stakeholder consultation. The process was initiated in 2010 to collect stakeholder opinions on the REDD+ initiative. The process involved; verification of stakeholder representatives to ensure that the individuals from particular stakeholder groups were representative of the views of that group; Engage the local communities, stakeholders and local government in consultation to obtain opinions on the REDD+ initiative focusing on the anticipated negative and positive impacts of the program, as well as inform development and operations of the projects; and Report on the issues and opinions raised during community consultation sessions.

The consultations took place at the national, provincial and community level. At the provincial level, the consultations were carried out in two provinces within each of the three main regions of the country in which REDD+ initiative, FIP and DGM projects had been proposed to be implemented, or where REDD+ initiatives were already being implemented. These included Maputo and Gaza in the Southern region, Zambézia and Sofala in the Central region and Cabo Delgado and Nampula in the Northern region. From 2013 to 2016, 61 consultations were carried out within the six provinces, constituting 3370 participants, of which 2392 were men and 978 were women. In addition, 22 public consultations have been carried out in relation to the preparation of the National REDD+ Strategy at both national, province and district levels. The consultations have been facilitated by use of a number of Information and communication materials that were prepared and distributed, such as pamphlets, policy briefings, radio and TV material and cartoons.

A REDD+ dialogue platform constituting of civil society and private sector was established in 2014 by UT REDD+ to carry out communication and outreach programs and to discuss issues related with REDD+. Prior to the consultation process, the invitations to the various stakeholders was made in advance to ensure a clear and inclusive consultation process. The agenda of the consultation, list of participants and

the query reports were then placed on the FCPF and UT-REDD+ Mozambique website to ensure transparency of the consultation process.

### 1.3.3 Stakeholder Consultation Process in Cameroon

Stakeholder consultation took place throughout the REDD+ process in Cameroon. In order to ensure an inclusive and effective consultation process, the government of Cameroon launched a stakeholder consultation plan preparation project in 2015, from which a stakeholder consultation plan was developed by the Technical Secretariat's Information, Education and Communication (IEC) unit. Key actors at the national level were involved in the mapping and categorizing of the stakeholders based on their level of dependency and influence on forest resources, knowledge of REDD+, and their capacity of action. In addition, the roles of the different stakeholders in the consultation process were stipulated. Since 2008, more than forty (40) awareness raising, information sharing, training and consultation workshops have taken place involving women, youth, local traditional rulers, indigenous communities, community forest organizations, municipal and regional council, elected representatives and civil society organizations.

In order to achieve effective and efficient participation of civil society in the REDD+ process at the national, regional and international level, a Civil Society National REDD & CC Platform was established in 2011. The platform consists about 20 networks of national and local forest, environmental and social networks. The platform is used by the civil society to dialogue, consult and have innovative exchanges concerning the REDD+ and climate change process in Cameroon with other stakeholders including; women, indigenous peoples, local communities, traditional chiefs, elected representatives, youths, field partners such as state technical personnel and the project promoters. The platform setup regional and departmental level branches, carries out technical workshops and promotes broad-based awareness on REDD+. In order to effectively disseminate information to the local communities, the Technical Secretariat's Information, Education and Communication unit has used decentralized administrations and media channels including radio, television, internet, print media (brochures, posters, policy memoranda and magazines) and social occasions (markets, women's groups, traditional chieftainships, churches). For the CSOs that are not within the platform, the Technical Secretariat has put in place information sharing mechanisms to ensure all stakeholders are informed on the progress of the process and participate in discussions.

# 2 CSO PARTICIPATION IN REDD+ IN THE THREE COUNTRIES

Both national and international CSOs are taking part in the REDD+ process through awareness creation, advocacy and raising the views of the local communities. These could participate as an individual entity or come together to form a network/platform under which they consolidate their views and opinions to represent the entire civil society community. Establishment of CSO platforms has been witnessed in the three countries of focus, although their full and effective participation is at times constrained by lack of capacity in terms of resources and knowledge on climate change and REDD+.

UN-REDD in collaboration with FCFP have supported the realization of stakeholder participation through establishment of guidelines for stakeholder engagement, funding avenues for building capacity of CSOs in REDD+ including; organizing dialogues for CSOs to air out their concerns regarding REDD+; implementing capacity building programmes to enhance knowledge on climate change and REDD+; and coordinating CSO advocacy. Implementation of CSO participation has been evidenced by designating seats for CSO representatives in the REDD+ committees at the national, regional and international level. For example, the REDD+ steering committee in Cameroon and Ivory Coast have got 1 and 5 number of seats for the CSOs respectively. The UN-REDD programme has one member seat for the CSOs, while the FCPF has two observer seats for the CSOs (one northern, one southern).

It has increasingly become of interest to ascertain the level and degree of CSO participation in the REDD+ process especially by the REDD+ funding entities. These have commissioned a number of studies of which this is among. This study was geared to inform the interventions in building the capacity of Civil Society Organizations and Local Communities in Africa on REDD+, as well as contribute to the documentation and sharing of new knowledge and experiences on REDD+ from across the 18 FCPF countries in Africa. Specifically, the study aimed at assessing the level of CSOs participation in the national REDD+ processes in Cote d'Ivoire, Mozambique and

Cameroon, and to communicate the key gaps and good practices with regards to involvement of CSOs in the three countries.

## 2.1 Methodology for the assessment

An online survey was carried out with PACJA member CSO within the three countries. Online questionnaire<sup>3</sup>(Annex 1) were administered to representative members (Annex 2) of 60 CSOs (20 from each of the three countries), whose details (including the email address) were provided by PACJA. In order to obtain other stakeholders opinions on CSO participation in the REDD+ process, government and academia institutions took part in the study. The link to the online questionnaires to be filled in by the government and academia respondents were forwarded to PACJA contact persons in each of the three countries who sent them to the respective institutions. The questionnaires accompanied an introduction letter (Annex 3) that PACJA addressed to the respondents introducing the consultant, detailing the purpose of the survey, and requesting them to promptly fill in the questionnaire regarding CSO's involvement in the REDD+ process. The questionnaire was adopted with modification from that developed and used by Satyal (2017) in assessing the participation of CSOs in REDD+ and FLEGT in Cameroon, the Democratic Republic of Congo (DRC), Ghana and Liberia. In cases where Skype calls were suggested, the method was constrained due to poor internet connection thus frustrating the data collection process. Similar to Satyal's (2017) study, the degree of participation was classified based on a 5-scale indicator (from Very High to Very Low), namely; informing - one way flow; consulting - two way flow; involving - being asked (or volunteering) to take specific tasks; collaborating - increasing control over decision making; and empowering - having a voice and influence in the decision.

Challenges during the study: The consultant did not have a face to face interview with the respondents which; gave room for reluctance in filling in the questionnaires. The respondents also did not get the opportunity to seek for clarification for the questions that they did not understand. This was key especially since the questionnaire were administered in English and none of the three countries was an English speaking country. This resulted into non applicable respondents portraying the miss understanding of the questions thus affecting the resulting responses.

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<sup>3</sup> adapted from Satyal (2017)

## 2.2 Findings

Although PACJA kept reminding the different CSOs, government and academic institutions to respond to the questionnaires only 21 CSOs responded, ( 4 from Ivory Coast, 7 from Cameroon and 10 from Mozambique) and 6 government bodies (5 from Mozambique and 1 from Cote d'Ivoire) and 3 academic institutions responded (all from Mozambique). The questionnaires were answered by persons from different administrative levels including directors, presidents, managers, coordinators, administrators and delegates. The organizations had different areas of focus including; Natural resource conservation and management, Forest law enforcement, Renewable energy, Mitigation and adaptation to climate change, Land certification and Human rights. This portrays a clear representation of different stakeholders in the REDD+ process. Among the CSOs that participated in the study, 48% reported to have been involved in the REDD+ process. The involvement was through carrying out sensitizations, capacity building, participating in consultative meetings, implementing REDD+ activities and monitoring the implementation of the REDD+ process. Some of the CSOs have participated as part of the public-civil society partnership contributing to the REDD+ readiness process. Among the CSOs that participated in the study. However, only 33% took part in the preparation of the REDD+ documents, specifically the REDD+ strategy. CSOs could have been more instrumental in the development of the REDD+ strategy due to the need of full and effective participation of the relevant stakeholders that are likely to be affected with the implementation of the REDD+ in the country. The CSOs that participated in the REDD+ meetings were mainly (71%) informed through invitation letters while a few (29%) got to know through public domain. This implies that there were initiatives by the REDD+ secretariat to inform the CSOs of the upcoming REDD+ activities.

### 2.2.1 Côte D'Ivoire

In Cote d'Ivoire, 50% of the CSOs that were interviewed reported being involved in the REDD+ process, and took part in the development of the national REDD+ strategy this was because by the time R-PP was developed many lacked knowledge interest, and capacity to engage.

It is reported that the international conservation organization had knowledge of the process but the national organisations at that time did not have the capacity, resources and knowledge about the REDD+ so they could not participate. Out 50% of these CSOs reported fair representation of CSOs in the national REDD+ process, reporting



that CSOs participated at all levels of the REDD+ processes including planning, implementation and monitoring. The 50% that reported unfair representation claimed that the REDD+ project is mainly a responsibility of the ministry through the REDD+ executive secretariat. Given the cost involved in the consultation process the CSOs could not mobilize themselves and be at the forefront of the REDD+ discourse.

The participating CSOs are often engaged in the process. Some of these are listed among the participating CSOs by the Executive Secretariat and thus get invitation letters either through the post office box or email informing them about the meetings while others get to know about the meetings through public domain (e.g. media and internet) .Participation of the CSOs was entirely under free will.

According to some CSOs (50%), information regarding REDD+ meetings is understandable and availed in time while others (50%) reported the information not being understandable. This implies that the discourse of REDD+ is still unfamiliar among quotas of the actors. Similarly, some CSOs (50%) were consulted to review and comment on the text and materials while others were not (50%). As a result, 50% rated the CSO consultation process very strong while 50% rated it neutral. 50% of the CSOs expressed their views in the meetings while 50% did not. Generally, all the CSOs reported strong involvement in the REDD+ process based on attending REDD+ meetings although their views were not considered in the final version of the national REDD+ documents.

According to the CSOs, they do not have a say during decision making in the REDD+ process, neither are decisions communicated to them. They independently look out for the final documents in order to know the final decisions that were made. Before attending the meetings, CSOs had prior information and enough time. Whereas some of the CSOs categorize the overall level of participation as involving (50%) because they attended meetings with the REDD+ executive secretariat, others consider it as collaborating.

### 2.2.2 Mozambique

About 40% of CSOs participated in the development of the national REDD+ strategy. All the CSOs that participated in the process reported fair representation of CSOs in the national REDD+ process because they always participated in the planning, implementation and monitoring activities in the REDD+ strategy. In addition, the

government stakeholders reported that the CSOs were well represented (in numbers) in the different meetings.

Majority (75%) of the CSOs got to know about the REDD+ meetings through invitation letters (post office letters and emails) while 25% through obtained the information through public domain (e.g. media and internet). Those who were invited to participate in the REDD+ process were mainly those CSOs that work in the natural resource sector.

Whereas 25% of the CSOs reported circumstances of having been manipulated to participate in the REDD+ process, some government institutions (20%) report reluctance of some CSOs to participate in the REDD+ process. All the available information on REDD+ meetings provided was timely, complete and understandable to the CSOs. All the CSOs reported that they were invited and consulted during the review of the texts and materials on REDD+.

When requested to rate the REDD+ consultation process, 50% of CSOs considered it neutral while the other 50% considered it strong. All the CSOs expressed their views during the meetings, and the majority (75%) reported strong involvement in the REDD+ process. According to 75% of the CSOs, their views during the consultation process were considered in the final version of the national REDD+ documents, which was also reported by the academia and government institutions. The 25% that did not receive the final version of the documents regarded their views not considered.

All the CSOs reported to have had a say during decision making in the REDD+ process and the decisions were communicated to all of them through various approaches including; the regular email, regular meetings (dissemination and discussion), letters and use of provincial platform. The government institutions also noted that their contribution in decision making was further emphasized through providing them with draft documents for comments. CSOs reported that they considered their level of participation in the REDD+ process as high – collaborative because they were involved in almost every stage of the REDD+ process.

CSO participation was characterized by; provision of ample time and capacity building in preparation of the REDD+ meetings. The government bodies also provided them with agreed instructions to guide their involvement. In general, the CSOs reported an involving participation process with them as an integral part of the whole process.

### 2.2.3 Cameroon

Majority (86%) of the CSOs in Cameroon did not participate in the REDD+ process, with only 14% of them taking part in REDD+ strategy. The CSOs that participated in the process reported fair representation in the REDD+ process since they were involved in all levels of the REDD+ process. These CSOs always participated in the REDD+ meetings that they got to know about through invitation letters (via post office letters and emails). CSO participation was at free will.

Prior to the meetings, background information, reports and terms of references were communicated to them via mail. During the meetings, the CSOs were consulted to review and comment on texts/materials. These rate the consultation process as strong. The CSOs expressed their views in the meeting and rate their involvement in the REDD+ process being strong. The CSOs confirmed that their views were considered in the final version of the national REDD+ documents since their input during the discussions were reflected.

CSOs reported having a say during decision making in the REDD+ process and the decisions being communicated to the CSOs management and staff that are directly involved in national REDD+ process through regular emails and regular meetings (dissemination and discussion). The CSOs only consider their participation as high (collaborating) and not very high (empowering) because they do not take part in decision making, which is left to the public partners or government officials.

Before participating in the REDD+ process, the CSOs has prior information, enough time and appropriate skills and mechanisms for participating effectively. The overall CSO participation in the REDD+ process is collaborating (high) because public officials retained decision-making powers. This implied that much as CSOs can make contributions or suggestion the final decision making powers are left to the government officials.

### 2.2.4 Challenges and suggestions for improved participation of CSOs

The CSOs faced a number of challenges that hindered their effective participation in the REDD+ process. These include;

- Reconciling the different interests of stakeholders and roles of policy entrepreneurs,
- Limited institutional and media involvement,

- Not inviting all the different institutions with interest in REDD+,
- Difficult to convince communities to change their natural resource exploitation habits and lack of community representation.

They have suggested a number of measures to improve their participation including;

- Capacity building to improve their quality of participation;
- Involve CSOs in decision making; provide information in a timely manner and provide them with technical support;
- Creation of an integrated platform (websites) used for debates, sharing results, progress and experiences; and
- Promote exchange of practice in order to allow us to learn from each other's experience

# 3 CONCLUSIONS AND RECOMMENDATIONS

REDD+ is still relatively new concept among the various actors most especially the CSOs and the community, given that it's a technical subject. There is need for continuous sensitization and capacity building of the relevant stakeholders including the CSOs so that they can use the knowledge and skills to inform the communities and other key actors. Countries involved in REDD+ should have national and subnational forums for the discussion of key issues affecting the participation of CSOs and other stakeholders in the REDD+ process.

The Civil Society Organizations affirm the right to participate actively in each process and procedure as stipulated in the pertaining laws and international obligations. The government has the responsibility to ensure the process is accessible to people from all sectors without any reservations.

Limited understanding of REDD+ processes and limited human resources and financial resources were among the challenges that affect the level of CSOs participation in the REDD+ process. There is need for those involved the process to strengthen the CSOs through building their capacity in REDD+ to enable them participate effectively.

There is need for provision of regular and timely information on REDD+ process to stakeholders so that they can be able to appreciate, and understand the need for their involvement in the REDD+ process.

There is need for creating and promoting enabling conditions for a better involvement of CSOs as an important strategy to address barriers to CSO participation in REDD+ process.

There is need for governments and other interest groups to facilitate the interactive exchange of best practices and lessons learnt on stakeholder engagement and the

participation of Indigenous people and CSO constituencies in national REDD+ processes.

There is need for additional support and political space for CSOs to effectively contribute to decision-making through key REDD+ bodies. For example, capacity to understand and contribute to the issues being discussed in the given timeframe may be different, and CSOs may find it difficult to speak out in environments dominated by government officials and other stakeholders.

CSOs clearly need to have sufficient capacity to understand REDD+ and associated national processes in order to be able to participate meaningfully.

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# 5 ANNEXES

## **Annex 1: Questionnaire for CSOs (questions will be derived for government and academia respondents)**

### **Introduction**

On behalf of PACJA, we are undertaking a review of CSO participation in REDD+ processes in Cameroon, Mozambique and Ivory Coast. The review is aimed to inform PACJA's interventions in building the capacity of Civil Society Organizations and Local Communities in Africa on REDD+, as well as contribute to the documentation and sharing of new knowledge and experiences on REDD+ from across the 18 FCPF countries in Africa. All responses will be treated "anonymously" in the report and related documents. As a key stakeholder in REDD+ in your country, your opinion is highly appreciated.

### **Part I: General information**

- 1 Your name
- 2 Name and address of which organisation you represent:
- 3 Your role in the organization
- 4 Please state the main areas of your organization' work
- 5 Please briefly describe your organization's involvement and familiarity with the REDD+ processes in your country
- 6 When you are asked to participate in a national meeting did you consult with your colleagues in the organization? Yes/No

### **Part 2: Who participates?**

This section seeks to explore in more detail who participates REDD+ processes. The focus is on your or your organization's participation in national policy making but there are some questions related to participation by other CSOs.

- 1 The key processes for REDD+ were the development of the R-PIN, R-PP, the REDD strategy and the ER-PIN. Did you participate in the development of any

of these documents? Did your or any other Civil Society Organisations (CSOs) representatives approve any of these documents?

- 2 Do you think that the civil society stakeholders were fairly represented in the national policy making process with regard to above-mentioned REDD+ processes? Briefly explain.
- 3 Do you think any important interests or stakeholder groups were missed or excluded in the REDD+ meetings leading to the adoption of these documents? If Yes, who were the missed or deliberately excluded?
- 4 Why do you think you were invited/ or were not invited to participate in the meetings leading to approving these documents?

### **Part 3: Moments of participation**

Participation differs from one-off events to ongoing processes. As REDD+ processes are at different stages in different countries, participation of civil society stakeholders should be considered in terms of: (a) at what point in policy cycle (e.g. preparation, negotiation, implementation, monitoring); (b) how regularly; and (c) through what institutional mechanism. Therefore, the questions in this section focus on the time, frequency and institutional mechanism of participation.

- 1 When were you asked for participation or when did you demand participation?
  - Before the policy development (preparation) ASKED/DEMANDED
  - During the policy development (negotiation) ASKED/DEMANDED
  - After the policy development (adoption/implementation) ASKED/DEMANDED

Please briefly explain how your participation was sought.

- 2 What stage of document development and approval have you participated?
  - RPIN
  - R-PP
  - REDD+ strategy

Please elaborate with examples of your participation.

- 3 Was your participation
  - Ongoing process?
  - Ad-hoc process that stops and starts?
- 4 Was your participation sought for
  - Short-term?
  - Medium-term?
  - Long-term?
- 5 Please explain how were you invited for participation in the event (e.g. were you a part of working group for REDD+)?

### Part 3: Level/degree of your participation i.e. how you participate?

This section has questions on the level/degree of your participation in the process of preparation and implementation of REDD+. The degree of participation can range from manipulation (non-participation) or being told about a policy process (very low) to having a say and being able to influence outcomes (very high) as described below:

- *Manipulation (non-participation)*: distortion of participation into a public relations vehicle by the powerholders; people are placed on rubberstamp advisory committees or advisory boards for the express purpose of "educating" them or engineering their support.
- *Informing (very low degree of participation)*: one-way flow of information; being informed of the decisions after such decisions are made; or attending meetings and listening in on decision-making, without speaking up. People's feedback is minimal or non-existent.
- *Consulting (low)*: two-way flow: being asked an opinion on specific matters without guarantee of influencing decisions.
- *Involving (medium)*: being asked (or volunteering) to do specific tasks.
- *Collaborating (high)*: increasing control over decision-making; forming groups of primary stakeholders to participate in the discussion and analysis of predetermined objectives set. This degree of participation does not usually result in dramatic changes in what should be accomplished, which is often already determined. It does, however, require an active involvement in the decision-making process on how to achieve it.
- *Empowering (very high degree of participation)*: having a say and being able to influence outcomes; ownership and control of the process rest in the hands of the primary stakeholders.

1 Please mention if there is any evidence of manipulated, reluctant or forced participation. Also, state if you ever experienced participation 'fatigue' or burden (due to requirements to comply with participation criteria or commit to time and efforts).

2 When there is a meeting for REDD+, how often are you informed?

- Never
- Often
- Mostly
- Always

When, by whom and how were you informed? How did you know about the meeting? Was the information also in the public domain (e.g. media, internet)?

3 Was the available information on REDD+ meetings provided in a complete, timely way and understandable to you? YES/NO Please elaborate your choice.

4 When you participated in the national policy processes, were you consulted to review and comment on texts/materials? How do you rate the consultation process?

- Weak
- Moderate
- Strong

5 Did you express your views in these meetings? How do you rate your involvement in the REDD+ processes?

- Weak

- Moderate
  - Strong
- 6 Were your views considered in the final version of the national REDD+ documents? Please elaborate your participation.
- 7 Briefly discuss how the decisions are taken? Do CSO have a say? How are decisions communicated and to whom in civil society?
- 8 Are there any instances where you can consider your level of participation in the REDD+ and processes as high (collaborating) to very high (empowering)? YES/NO. Please elaborate
- 9 Do you consider these meetings/policy-making processes as representative of different community organisations, indigenous people, men and women etc.?
- 10 Which of these statements apply to your participation in REDD+ processes? Please choose the ones that are relevant in your case.
- You had prior information
  - You had agreed instructions from the government
  - You had enough time
  - You had appropriate skills and mechanisms for participating effectively
  - You received training to prepare yourself for these meetings
  - If none of the above, please explain.
- 11 Based on the above classification, how would you categorize your overall level of participation in REDD+ processes? (Please choose the most relevant category that applies and elaborate on your selection).
- Manipulation (non-participation)
  - Informing (very low degree of participation)
  - Consulting (low)
  - Involving (medium)
  - Collaborating (high)
  - Empowering (very high)
- 12 How was your overall experience of participation in REDD+ and FLEGT processes so far? Please highlight how satisfied you are with the way it took place.
- Very satisfied
  - Satisfied
  - Neither satisfied nor dissatisfied
  - Unsatisfied
  - Very satisfied
- 13 In your opinion, how could the participation of CSOs in REDD+ processes be improved/strengthened?

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Annex

3



# PAN AFRICAN CLIMATE JUSTICE ALLIANCE

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May 11, 2018

Dear Sir/Madam,

**RE: INTRODUCTION LETTER: MR. MWAYAFU DAVID**

The Pan African Climate Justice Alliance (PACJA) is currently undertaking a study to assess the level of CSO participation in REDD+ processes in Mozambique, Cameroon and Cote d'Ivoire. The findings of the study will be used to inform PACJA's advocacy work under the Capacity Building Project on REDD+. The results of the study will also be disseminated to the project beneficiaries in the 18 FCPF countries so as to share lessons learned, good practices and recommendations.

PACJA has therefore engaged a consultant, **Mr. Mwayafu Mujasi David** from Uganda Coalition for Sustainable Development - Rio and beyond to undertake the study and compile a report within a period of four weeks. The consultant will be required to interview CSOs and other stakeholders in the three countries of focus.

We are therefore kindly requesting you to provide him with the relevant information that he may require so as to complete the study on time.

Thank you.

Yours Faithfully,

Ms Fathiya Abdulmajid  
FINANCE AND ADMINISTRATIVE MANAGER

