



Government of the Republic of Zambia

**MINISTRY OF ENVIRONMENT AND NATURAL
RESOURCES**



**NATIONAL FORESTRY
POLICY**

JULY 1998

The Mission, Goal and Objectives

The Strategic Planning Workshop developed the following mission, goal, and objectives for the ministry:

a) MISSION

To provide an environmental policy framework, monitor, evaluate and co-ordinate its implementation, to ensure protection of the environment and sustainable development, management and utilisation of natural resources for the benefit of the present and future generations.

b) GOAL

To formulate appropriate policies on the protection of the environment, management and development of natural resources and ensure their efficient and effective delivery and implementation by the year 2000.

c) OBJECTIVES

The objectives developed during the strategic planning workshop were regrouped according to their functional areas as follows:

i) Research, Planning and Management Information System:

- To review and formulate policies on environmental protection and conservation of natural resources;
- To review existing environ-

ment and natural resources legislation.

- To provide guidelines, monitor, and co-ordinate environmental impact assessments;
- To review and update guidelines on the establishment and operations of natural resources committees at provincial and district levels;
- To carry out inventories on natural resources;
- To establish an environmental resources information management system;
- To undertake and promote environmental and natural resources research;
- To develop environment and natural resources Management and utilisation of natural resources;
- To monitor the state of the environment and utilisation of natural resources;
- To co-ordinate activities related to the Management of the environment and natural resources by other Organisations;

- To carry out biological studies for conservation and improvement of biological diversity; and
- To set environmental protection standards and regulations and monitor their compliance.

ii) **Natural Resources Management i.e. Restoration, Improvements and Extension Services:**

- To set aside areas and provide guidelines and supervision for their management;
- To encourage community participation in the management of environment and natural resources;
- To raise the level of awareness amongst the people of Zambia on the values and sustainable management of natural resources;
- To restore environmental quality in degraded areas;
- To ensure the provision of natural resources products in sufficient quantities;
- To establish forest plantations in wood deficit areas;
- To facilitate the establishment of natural resources based industries and regulate their operations; and
- To provide extension services for the management and de-

velopment of natural resources.

iii) **Human Resources Development (Colleges):**

- To promote human resources development in environmental and natural resources management;
- To develop human resources for environmental and natural resources management; and
- To review and develop curricula for environmental and natural resources education.

The above Mission, Goal and Objectives were made under the assumption that the ministry will take charge of all natural resources which include forestry, land management, wildlife, water and fisheries conservation. Apart from forestry, other natural resources have been distributed to ministries of Lands, Tourism, Energy and Water Development and Agriculture Food and Fisheries. The all-embracing term of 'natural resources' is therefore, a misnomer for the Ministry of Environment and Natural Resources. However, the ministry will remain responsible for formulating and monitoring overall environmental protection and pollution control policies in all areas of the environment.

FOREWORD

Forestry Policy has been in existence for a very long time dating as far back as the pre-independence era. The policy currently in force was last revised at independence and has rigidities that have made it a constraint to effective management and utilisation of the forest resources. It is in this view that it was found necessary to undertake a policy review exercise to ensure that the policy is aligned to the prevailing social, political and environmental aspirations.

The policy review was undertaken in the context of the Zambia Forestry Action Programme (ZFAP) whose major objective was to develop a national strategic framework for the Zambian Forest Sector. Under ZFAP a number of thematic studies in the forest sector have been conducted. The priority areas that have been the focus of study are forestry and land-use, conservation of forest ecosystems, forestry based industrial development, woodfuel and the institutional and legal framework.

The Programme had to be undertaken in recognition of the great potential that forestry has to contribute to sustainable national economic development. Forests, woodland and trees are some of the nation's most extensive natural heritage resources which should be judiciously managed and developed. They are renewable assets whose continued availability depends on our actions. In deriving benefits from these resources, it is incumbent upon us to ensure that biological diversity, soil and water conservation are not compromised.

Properly managed and harnessed, the forest sector can generate substantial employment and revenue for the nation and continue to play its critical role in environment and ecosystem preservation upon which the sustenance of life depends.

Our task and vision is to turn the forest sector into a dynamic and vibrant one whose value is appreciated by all and whose sustainability is a concern of everyone. For this to be achieved, it is of utmost importance that the strategies embodied in this policy are implemented meticulously. We owe it to posterity not only to conserve our forests but to improve upon them as well.

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MINISTER, MINISTRY OF ENVIRONMENT AND
NATURAL RESOURCES

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CHAPTER 1

1.1 PREAMBLE

Forests are one of the most important natural resources of Zambia, covering sixty percent of the total land area of the country though most of it is degraded. The forests play vital roles in people's livelihoods, they are major sources of traditional medicine, woodfuel, food, building materials and play major roles in both the carbon and hydrological cycles. The forests are key factors in watershed and soil conservation. This forest resource is under pressure from the effects of deforestation, encroachment and uncontrolled bush fires. This forest degradation is primarily as a result of inappropriate policies which tend to discourage forest management and appear to favour other land-use types at the expense of the forests.

Against this background it has therefore become necessary that Zambia adopts a National Forestry Policy which aims at increasing the country's forest cover and simultaneously meet the growing local needs for fuel wood, fodder, timber and minor forest products. This Forestry Policy encourages participatory Joint Forest Management (JFM) systems with the active involvement of local communities in the protection, management and utilisation of forest resources.

Inappropriate policies and institutional arrangements have led to the current poor status of the forests. The objectives of the forestry sector cannot be realised using approaches which have guided forestry development over the past three decades. In order to meet these objectives, future

interventions need to be guided by a new set of principles. This forestry policy is based on the following principles:

- ◆ to ensure sustainable forest resources management,
- ◆ to develop capacity of all stakeholders in sustainable forest resources management and utilisation,
- ◆ to promote a participatory approach to forest development by developing close partnership amongst all stakeholders,
- ◆ to facilitate private sector involvement in forestry development,
- ◆ to promote equitable participation by women, men and children in forestry development and adopt an integrated approach, through intra and inter-sectoral co-ordination in forestry sector development.

1.1.1 Sustainable Resource Management

Zambia's abundant forest resources are threatened due to competition for forest land hence the need for sustainable forest management. Sustainable development aims at meeting the objectives of the society in an equitable, economically viable and ecologically sound manner.

1.1.2 Capacity Development

Sustainable management of forest resources can be achieved through active participation of all stakeholders. To ensure effective forest management there is need to build capacity at all levels. Capacity development should include education and training in sustainable forest management at national and local community levels in participatory and gender analysis methods, policy and planning, monitoring, evaluation, research and extension services.

1.1.3 Participatory Approach

The strategies for this Forestry Policy encourages partnership between state agencies, local communities and individuals in order to resolve conflicts of interests through dialogue among key stakeholders and to enhance the sense of ownership of the forests by the local communities. Participatory approach will further be achieved through cost and benefit sharing among stakeholders and the assistance and collaborative work of Non-Government Organisation (NGOs).

1.1.4 Private Sector Forest Development

Most commercial activities in forestry can be better handled by the private sector however government would create an enabling environment for private sector participation in forestry development. Areas of intervention by the private sector include plantation establishment, management and utilisation of forest resources, harvesting and marketing of forest products, forest industries and small-scale enterprises development. This policy provides clarity regarding determination of stakeholders' rights and obligations on land, trees and the forests, as well as to provide an effective incentive framework for rationalising the forest products pricing mechanism so that prices are economically viable for private sector investment.

1.1.5 Gender Participation

The women's contributions to forest sector management and utilisation are critical to sustainable forest management. Gender analysis contributes to an understanding of existing contributions made by both women and men. Gender equity in all aspects of forestry is a fundamental principle in order to achieve the sustainable management and utilisation of forest

resources.

1.1.6 Sectoral Integration

The measures identified in this policy will be implemented to facilitate co-ordination among stakeholders through strengthened institutional collaborative arrangements at all levels. This calls for the development and promotion of holistic strategies which integrate conservation, development and management of forest resources with crop and livestock production, energy and water resources.

1.2 Mission Statement

The mission statement of the forestry sector is to ensure sustainable flow of wood and non-wood forest products and services while at the same time ensuring protection and maintenance of biodiversity for the benefit of the present and future generations through the active participation of all stake holders.

1.3 Goals

In order to operationalise the mission statement, the following goals have been set for the Forestry Commission:

- (a) to put in place effective forest management systems and operating structures.
- (b) to formulate and implement appropriate forest policies and programmes for sustainable management and use of forest resources
- (c) to promote sustainable, participatory management and use of forest such that all stakeholders, men, women and children take active and sustained interest towards effective conservation, production, management and utilisation of the nation's forest assets.

1.4 Overall Objective

The overall objective of the forestry sector is to enhance the quantitative and qualitative contributions of the sector towards the nation's socio-economic development in a sustainable manner.



CHAPTER 2

2.0 INTRODUCTION AND BACKGROUND

2.1 Introduction

Until the attainment of political independence in 1964 and shortly afterwards, Zambia had an extensive forest resource base. However, over the last three decades, the forest ecosystem has been impoverished largely due to population increase, economic decline, escalating rate of deforestation and inadequate policy and legislation. Although, about 60 percent of Zambia's land area is under one type of forest or another, evidence of continuing forest destruction leading to soil erosion, loss of biodiversity, dwindling water and agricultural productivity, environmental degradation and their negative impacts on food security, national energy supply and social welfare is widespread. There is now a compelling need to institute appropriate measures not only to firmly re-invigorate the integrity of the forest estate but also to provide a viable framework to attract investments, create responsive corporate/public enterprises, redefine forest land ownership and Marshall meaningful commitment from a variety of stakeholders to tree growing, protection

and forest products utilisation.

The various studies commissioned and data assembled under the Zambia Forestry Action Programme (ZFAP) 1995-1997 have brought into sharp focus how the existing Forestry Policy has negatively affected the forest sector's role in the national economy. For instance, for a long time, forestry production has been pursued solely as a government enterprise and has thereby been greatly disadvantaged from lack of competition. The Forest Department has for a long time concentrated on wood production and its by-products while other forest products have been completely ignored. Moreover, the Department's capacity for policy implementation has, over the years, been reduced. Thus, the potential contribution of the forest estate is neither fully assessed nor attainable

in the present circumstances. A major aim of this new policy is, therefore, to re-direct and vigorously motivate feasible and acceptable public (government) and other stakeholder interventions in forestry development for the good of Zambia.

2.2 Existing Forestry Policy

The Forestry Policy as it has existed has failed to provide an environment for sustainable forestry development. At its inception in 1965, the Policy instituted the Forest Department as the sole actor in the sector. It gave explicit and implicit powers to the Department as the largest and most formidable estate agent and manager in the country. The Department has enjoyed unchallenged monopoly to grow trees, determine where and when to harvest forest produce and fix and revise prices of goods and services from

the forest. The Policy has been oblivious of the important roles of local communities and is completely silent on gender issues. On the other hand, the political and socio-economic environment has been such that continued forest clearing for agricultural production is accepted as a better form of development than conservation and management of the natural ecosystem. Moreover, the devolution of power to the local authorities has worsened the situation in that the local authorities allow activities in forests that could otherwise be located elsewhere. This is due to unclear institutional arrangements. Over the last decade these problems have been compounded by the sustained high demand for woodfuel which has in turn propelled a flourishing charcoal industry, to the detriment of valuable forests and woodlands.

However, the existing Policy has made appreciable gains for the country. It has provided for the constitution of a sizeable forest estate which offers invaluable protection to soil, agriculture, headwaters and catchment areas and provides habitat for other biological resources, critical services to dams and mining, raw materials to manufacturing as well as tangible commodities for commerce. Yet most of the Policy measures have not been implemented owing partly to growing competition from other social-economic sectors and partly to outdated institutional provisions.

The major tenet of the existing Policy is its centralist approach. For instance, determination of areas for forest reservation was not borne out of consensus with other stakeholders but merely imposed. Severe shortages of development resources have further prevented the Forest Department from "reaching out" to local communities. This

has greatly eroded the possibility of a common forestry goal between the Department on the one hand, and the citizenry on the other. Evidently, there is need to launch a new Policy with dynamic elements for effective participation of all stakeholders so that appropriate and timely interventions are enforced to ensure sustainable forestry development.

2.3 The Forest Resource Base

Zambia has an extensive forest and woodland cover with 9.9 percent of the total land area being gazetted forest reserves. Of the total forest estate, 44 percent is set aside for production, 30 percent is for both production and protection while the remaining 26 percent is specifically for protection. The estate occurs on state, trust and reserve lands.

It is indeed unfortunate that no comprehensive forest inventory has been undertaken in the last three decades. An exercise carried out in 1984-1986 covered only a few locations and, therefore, existing yield estimates are essentially based on assumptions of changes during the last 30 years.

2.4 Consumption of Forest Resources

The major consumers of forest resources are households and the industrial sector. About 88 percent of households depend on the forest to meet their basic energy requirements.

Woodfuel supply presents a rather intractable syndrome. While the demand is increasing exponentially there are severe local shortages. Therefore, its harmful effects to the environment and well being of the masses are evident. In

the short and medium term, the problem can be addressed through participatory practices such as agroforestry and community based forestry.

2.5 Contribution of Forestry to the National Economy

Forestry's contribution to the national economy is grossly under-reported. The value of the natural forests is unknown and neither has any effort been made to quantify the protective value of forests to catchment areas, water bodies, soil, agriculture, roads, etc. Moreover, there are major contributions made by women and other groups through trading in non-wood forest products which have not been recognised.

Data from the Central Statistical Office shows that forestry accounts for only 0.9 percent of the GDP. This is, indeed, an incorrect evaluation of forestry's economic role since it is categorised with agriculture and fisheries. It is thus not feasible to appreciate the extent of employment opportunities, foreign exchange earnings and the multiplier effects attributable to forestry alone. Forestry has great potential in employment creation, raw material production for sawmills, pulp and paper factories, wood exports and sustainable supply of woodfuel. Forestry also plays a crucial role in supporting rural livelihoods and food security through soil and water conservation and the stabilisation of biodiversity resources. Indeed, the essential and critical role of forests to the sustainable development of the country cannot be overemphasised.

It is clear that in spite of its endowment, the forest sector has not been vibrant. The immediate and underlying causes for its depressed performance are lack of active and full

participation of key stakeholders towards sustainable forest management, inept policy and legal framework, lack of institutional capacity and co-ordination, land/tree tenure issues and prevailing socio-economic pressures. There is therefore, an urgent need to revise the Forest Policy to orient it with the changes in the socio-economic development of the country.



CHAPTER 3

3.0 POLICY OBJECTIVES

In order to meet the mission and goals of the forestry sector the following specific objectives are identified:-

3.1 *Sustainable Forest Resource and Ecosystem Management*

Zambia is endowed with a variety of fauna, forest, and some high productive ecosystems such as the teak forests of the south - west region and the extensive Miombo woodlands which are highly renewable in their natural state. These extensive forests consists of forest reserves, forest areas under traditional leadership(open areas) and plantation forests. Over the years, the forest estate has been continually depleted to the point that a considerable proportion of the forest land has been lost to other land use types.

In order to urgently realise the development potential of the

forest estate, the following objectives and strategies are required:

Objective

To ensure the integrity, productivity and the development potential of the forest reserves:

The quality of our forest cover has over the years deteriorated to alarming levels mainly as a result of inadequate capacity of the Forest Department and the lack of Community involvement in forest management. The principal of sustainable forest management should be applied at all times to ensure optimal utilisation of forests and forest products by all stakeholders while maintaining its renewable natural state.

Strategies

- (a) making available up-to-date information on forest management and sustainable utilisation.
- (b) according high priority to the preparation and implementation of community based forest management plans
- (c) assessing and consolidating the productivity of forest reserves through stakeholders' participation in management, utilisation, cost and benefit sharing
- (e) protecting forest resources against damage by fires, pests and diseases and against destructive harvesting.
- (f) revision of the legal status of Forest Reserves namely:
 - ◆ National/Local
 - ◆ Protection/Production

Objective

To ensure adequate protection of forests , by empowering

local communities and promoting the development and use of forest and non-wood forest products:

Over the years forest management has centred mostly on policing with the Forest Department as the sole player sidelining the communities that live and are in direct contact with the forests on daily basis. This scenario has led to the communities viewing the forests as belonging to the state and not to them and as such they have not come forward to assist Government in its management. All key stakeholders particularly local communities must be involved in the management of forests and forest products. Adequate sensitisation should be done to emphasise the importance of sustainable forest management as well as promote the use of forests and non-wood forest products among local communities.

Strategies

- (a) revision of the Forest Act 1973 to incorporate ideas of joint forest management and facilitate the participation of local communities, traditional institutions, non-government organisations and the private sector in the management and development of the forest sector and;
- (b) formation of forest committees for effective co-ordination, management and mobilisation of resources.
- (c) encouraging forest ownership by individuals (in the spirit of the Land Act of 1995)

Objective

To promote investment in plantation forestry

One of the reasons for increased pressure on natural forests

has been the inadequate investment in plantation forestry. Since the establishment of the plantations on the Copperbelt and other parts of the country no serious attempts have been made to establish other plantations. The private sector should participate more in plantation forestry development through afforestation, reafforestation, research and production of value added forest products.

Strategies

- (a) facilitating private sector participation in plantation forestry.
- (b) facilitating the establishment of forest based enterprises which focus on value-added products, whose economic value is captured within the country.
- (c) contributing to the long-term development of forest resources through the promotion of sustainable production methods underpinned by a comprehensive reforestation programme.
- (d) establishing an appropriate incentive framework for investors in forest plantations including land availability and security of tenure.

Objective

To ensure sustainable management of forest ecosystems and biodiversity application through scientific and indigenous technical knowledge

Apart from the provision of food, building materials, medicine and woodfuel, the forests also play a major role in the maintenance of the ecological balance and the hydrological cycle. Forests are important components in preserving our biodiversity which is under threat due to forest degradation. These crucial functions have not always

been adequately appreciated in forestry development programmes.

Strategies

- (a) promoting a land-use system that ensures the protection of headwaters, river basins and terrestrial resources
- (b) facilitating sufficient and sustainable allocation of land between major competing uses and sectors such as agriculture and energy
- (c) developing a land-use policy that recognises the role of Forestry in maintaining ecological and climatic functions.
- (d) identifying additional areas of representative ecosystems and high endemism and provide for their protection
- (e) promoting forest ecosystems conservation awareness at all levels
- (f) promoting rehabilitation of degraded and threatened ecosystem areas and;
- (g) promoting the use of indigenous knowledge in the management and utilisation of forest resource

3.2 Forest Based Industries And Non-Wood Forest Products Development

The majority of the Zambian people depend on non-wood forest products as a source of medicine, cultural identity, shelter, food, crafts, recreation and industrial raw materials. The contribution of non wood forest products has not been well documented. The potential of forest based industries has not been fully developed due to a variety of problems ranging from inadequate skilled human resource to low recovery rates of the forests. At present the woodfuel

industry is the single largest forest based industry/ providing about 90% of the household energy requirements. To promote the role of the private sector in the development of forestry in Zambia, the following objectives and strategies are proposed:

Objective

To promote the growth of forest-based industries by ensuring raw material supply, facilitating capital formation and ensuring the enhancement of new investments in forest based industries and small scale enterprises

Even though Zambia is endowed with a rich resource base in forestry raw materials, industrial development in this sector has been minimal. Most of Zambia's forestry raw materials have had to be taken outside the country for processing. The potential of forest based industries is not fully developed and the sector has experienced a variety of problems ranging from inadequate skilled human resource to low recovery rates. The industry needs to be urgently revamped for it to contribute effectively to the nations' economic development.

Strategies

- (a) creating a stable and confident environment for forest industry through licensing, guarantee of wood supply, existence of plantations
- (b) assessing and encouraging the improvement of capacity utilisation and capitalisation of existing and emerging forest based industries
- (c) providing training in aspects of sustainable forest management in areas such as saw doctoring, wood preservation, drying and overall management of the

forest industries.

- (d) providing training in marketing, harvesting and preservation skills to non-wood forest product entrepreneurs

Objective

To ensure sustainable management of forest resources for wood fuel production:

Woodfuel is the largest source of energy in Zambia. It has been estimated that about 90% of rural and urban households depend on woodfuel for their energy needs. Exploitation of forests for woodfuel is one of the main causes of forest depletion. Given that the consumption rate of woodfuel is a function of population, the demand for woodfuel is likely to keep increasing with the growth in Zambia's population. The country therefore risks facing a woodfuel shortage in the near future. It is therefore essential that sustainable methods of exploitation and utilisation of wood fuel are developed and implemented.

Strategies

- (a) encouraging the establishment of woodfuel plantations in wood deficit areas
- (b) improving the efficiency and technology of charcoal production and utilisation
- (c) encouraging the utilisation of plantation species in charcoal production
- (d) encouraging the use of alternative sources of energy as a way of reducing consumption of charcoal.

Objective

To recognise and support the development of non-wood forest products:

The majority of the Zambian people depend on non-wood forest products as a source of medicine, cultural identity, shelter, food, crafts, recreation and source of raw materials. However, presently the contribution of non-wood forest products to the national economy and livelihoods has not been documented and very little or no support at all is rendered to these products.

Strategies

- (a) encouraging and facilitating private sector involvement in the production and marketing of non-wood forest products;
- (b) developing and encouraging harvesting techniques that ensure optimal regeneration of non-wood forest products
- (c) promoting and encouraging small scale enterprises dealing in non-wood forest products such as mushrooms, honey and bees wax processing; and
- (d) establishing a comprehensive understanding of the resource base by carrying out inventories of non-wood forest products.

3.3 Forestry Research Extension And Training

3.3.1 Forestry Research

Forestry research is considered key to the development of the forestry sector. It provides the fundamental basis by which forestry information is discovered, correctly interpreted and accepted as technology or knowledge available for use and application in solving practical forestry problems. The overall goal of forestry research is to ensure that appropriate forest methodologies and technologies are developed and applied for the proper management and

utilisation of forest resources in the country.

The goal in forest research is to establish an efficient and effective forest research service to conduct research on all aspects of forestry in order to enhance forest productivity and efficient utilisation of both wood and non-wood forest products through the following objective and strategies:

Objective

To develop research expertise, facilities and create an enabling environment to meet forestry research needs.

Research is important in forestry management as it generates information on which decisions are made in tackling forestry problems. Unfortunately, over the past years forestry research has not been active enough to make an impact in forestry management. There is therefore need to ensure that the human resource within the research branch are equipped with adequate knowledge and skills to detect, initiate, analyse and interpret forest-based research problems/opportunities as well as disseminate the findings widely.

Strategies

- (a) formulation of problem solving oriented research action plan;
- (b) ensuring the recruitment of adequately trained and specialised personnel and providing them with appropriate research equipment and other facilities;
- (c) promoting and encouraging the involvement of the private sector in financing forestry research;
- (d) encouraging Forest Research to undertake Consultancy and other fund raising;
- (e) ventures such as the sale of research findings and new

technologies. facilitating the provision of in-service training of research staff to acquaint them with new technologies and innovations in forestry research;

- (f) strengthening linkages and co-ordination between Forest Research and Forest Extension;
- (g) increasing collaboration between Forest Research and other research and training institutions both within and outside the Country;
- (h) promoting the use of useful indigenous knowledge in forestry research;
- (i) encouraging the documentation and dissemination of research findings to end users;
- (j) encouraging the use of multi-disciplinary approach in research planning and implementation; and
- (k) promoting and broadening research in beekeeping and other non-wood forest products.

3.3.2 Forestry Extension

A number of extension agencies have emerged with specific sectoral messages for example crop farming, livestock raising, tree growing, energy, small- scale industry, birth control, health, etceteras. In forestry extension there is need to put in place an effective and efficient system of delivering information on forestry development to the target groups. This will be achieved through the following objective and strategies:

Objective

To strengthen and develop extension skills and service delivery to effectively and efficiently reach stakeholders.

Extension is an important component in forestry management. It is through extension services that

information on the need and how to manage our forests can reach the communities. Extension plays a vital role in enhancing awareness amongst the communities and serves as a link between Government and the local communities. Forestry extension has unfortunately not performed as expected. There is therefore need to build capacity within the extension branch and ensure that the target group/ population fully understand their role in the forestry sector.

Strategies

- (a) promoting integrated approaches to forestry extension through collaborative arrangements with related agencies/departments and non-governmental organisations
- (b) providing training to village forestry extension officers and enhancing gender equity in local forest management
- (c) according high priority to gender balance in extension, training and service delivery; and
- (d) strengthening extension through training and providing the necessary resources

3.3.3 Forestry Training

Development of the forestry sector requires adequate qualified human power to implement programmes. Currently, the sector is constrained by inadequate trained people and weak training institutions. In addition, forestry training has emphasised plantation forestry directed at meeting industrial demand for timber at the expense of indigenous forest management. Recognising that unless a good mix of professional, technical, protection an extension personnel is available to help facilitate stakeholder participation in sustainable forest management. It is

necessary that the human resource base is developed through the following objective and strategies:

Objective

To develop and broaden skills of forestry personnel and strengthen existing forestry training institutions.

Human resource development through training is an important vehicle of development in any sector. The current scope of forestry training in the country does not place much emphasis on practical subjects and pays little attention to indigenous knowledge systems in forest management. There is therefore need to ensure that all human resources involved in sustainable forestry management are equipped with all relevant knowledge and skills to enhance forestry development at all levels in the nation.

Strategies

- (a) rationalising the operations and strengthening capacities of forest training institutions
- (b) encouraging the development of appropriate training materials based on scientific and indigenous technical knowledge for sustainable forest management; and
- (c) improving and providing facilities to both men and women for formal and informal training at professional, technical and community level

3.4 Forest Licences

Licensing of forest activities serves the purpose of regulating exploitation and raising revenue. However, the current licensing system has failed to meet this purpose due to the following:-

- ◆ illegal utilisation of forest resources namely exploitation without licences
- ◆ inadequate supervision of concession holders
- ◆ non compliance with the conditions attached to the licence (inadequate supervision and penalties)
- ◆ undervaluing of the forest products
- ◆ inadequate accountability
- ◆ lengthy licensing procedures
- ◆ lack of and outdated forest management plans
- ◆ difficulties in obtaining licences (long distances etc.)

For the forest sector to contribute positively to the national economy and the livelihood of the people, the following objective and strategies should be observed and adhered to.

Objective

To regulate exploitation and ensure efficient use of forest resources and products.

Exploitation of forests for its timber and other products is one of the contributing factors to forest degradation. The lack of community involvement in monitoring the exploitation of forest resources by licence holders has had an adverse impact on forestry management.

Strategies

- (a) developing guidelines and establishing an appropriate authority for issuance of commercial saw-milling and pit-sawing licences for short and long-term forest management and exploitation;
- (b) ensuring transparency and decentralisation of licensing procedures to appropriate local authorities

- involved in Joint Forest Management;
- (c) establishing and supporting the development of the cost and benefit sharing mechanisms through Joint Forest Management arrangements;
- (d) developing capacity at local levels in financial management and administration for efficient and effective management of forest resources;
- (e) ensuring the prices of forest products take into account economic, social and environmental costs; and
- (f) decentralising and broadening the scope of the revolving fund concept.

3.5 Export of Forest Products

The export of forest products is important for the generation of foreign exchange and for the capitalisation of the Zambian forestry industry. However, this does not seem to have materialised and in some cases it has negatively affected the local industry and the resource base. In order to generate capital, employment and encourage sustainable management of the forest resource, the following objective and strategies should be observed.

Objective

To ensure the contribution of the forest sector to national economy and the generation of foreign exchange for the capitalisation of the forestry industry.

Zambia's forest products have a ready market at international level. Before the introduction of timber export regulations in 1997, illegal timber exploitation for the export market was on the increase. This denied government to earn money on its forest resource and as a result the

contribution of the forest sector to the national economy was not being truly reflected.

Strategies

- (a) encouraging the export of value added forest and non-wood forest products;
- (b) establishing international export codes and standards for forest products; and
- (c) in line with the national liberalisation policy simplify the export process

3.6 Gender Considerations in Sustainable Management of Forest Resources

Women who are the primary users of forest resources and are significant oral depositories of forestry traditions often have their rights at variance with those of men with regard to forest ownership, policy formulation and management decisions, consequently their interests are inadequately represented in the development process. It is, therefore, necessary to integrate sustainability with gender equity and social justice, through the following objective and strategies:

Objective

To ensure gender equity in all aspects of forestry management, production and utilisation of forest products, extension training and education.

It is a known fact that women play an important role in the utilisation of forest products. They are the major collectors of firewood, fruits, mushrooms and medicines from the forests. Unfortunately, the decision making process in forest management at both community and national levels is male dominated. All community members that is, men,

women and children are expected to participate fully in the development of the forestry industry while enjoying equal rights to training, education, research, ownership, financial and other material support.

Strategies

- (a) Developing school, college and university curricula for Forestry education and training to suit both men and women;
- (b) ensuring that women receive equitable benefits from forestry programmes; and
- (c) deliberately encouraging women to develop their small non-wood forest products enterprises into viable and income-generating enterprise.



CHAPTER 4

4.0 INSTITUTIONAL AND LEGAL FRAMEWORK

4.1 Institutional Framework

The forest sector has several linkages with other institutions whose activities may be based, or to a large extent rely, on goods and services provided by forest resources. In order to implement the measures outlined in this policy document, it should be recognised that there will be need for institutional reforms. It is equally imperative that the

necessary legal reforms consistent with the proposed institutional structure and the prevailing socio-economic environment be effected at national, provincial and districts levels.

4.1.1 Role of Central Government

Ministry of Environment and Natural Resources. The Ministry has overall responsibility for forest resources development. The role of Government is to formulate and review forest policy and co-ordinate its implementation. The government shall also encourage the establishment of plantations and proper management of indigenous forest and provide a conducive environment for stakeholder participation.

Forestry Commission. A new autonomous body called the Forestry Commission shall be established to take over the functions of the Forestry Department. It will be responsible for co-ordination, implementation and enforcement of rules and regulations pertaining to forestry development. The Forestry Commission through entering into management contracts and providing incentives will encourage people to get involved in forest management. Sustainable forest management for the purpose of this policy means conservation, protection and utilisation of forest resources.

4.1.2 Local Government

The role of local government shall be to formulate by-laws, enforce them and facilitate proper and smooth administration of forest estates, in conformity with this policy and existing legal framework, and be involved in setting aside land for forestry purposes and participate in Joint Forest Management.

4.1.3 Traditional Rulers and Institutions

The tradition rulers shall be involved in the administration and management of forest estates within the area of their jurisdiction. They shall encourage the setting aside of land for forestry purposes and advise Government on policy formulation and implementation as well as facilitate local community's (villagers) participation in management and utilisation of forest areas.

4.1.4 Political Leadership

Political leadership is meant Ministers, Members of Parliament, Councillors and party leaders. These shall be supportive to local initiatives and be responsible for resource mobilisation, interpretation and implementation of government policy and legislation.

4.1.5 Local Communities

The local communities including community based organisations, shall advice government on policy formulation and implementation. They shall be the key actors in planning and management of forests at local levels. They shall also be the implementers and the determinants of the species and technologies to be used in community based forestry plantation establishment and management.

4.1.6 Traditional Healers

The tradition healers shall participate in joint forest management and foster sustainable utilisation, and provide indigenous knowledge on medicinal species of plants for the conservation of biological diversity.

4.1.7 The Private Sector

Individuals and organisations that are interested in business

transactions that are related to forest estate management shall be partners in forestry development activities and will be expected to build capacity by providing human and financial resources for forest estate management and utilisation.

4.1.8 Non-Governmental Organisations

Non-Governmental Organisations and Community Based Organisations shall be partners in Forestry development and management. Moreover, they shall be supportive in popularising appropriate forestry technologies, build capacity and provide extension services.

4.1.9 Education and Research Institutions.

Education and Research institutions shall provide knowledge, and appropriate management practices.

4.1.10 Donors

Donors shall be partners in development and shall be facilitators in building capacity and provision of finances.

4.2 Legal Framework

4.2.1 Legislative Reform Objectives

There are several factors that necessitate the need for new forest legislation. These include:

- (a) the need to resolve the difficulties of community participation under the present legislation (Forest Act of 1973);
- (b) the need to harmonise the Forest Act with other relevant pieces of legislation; and
- (c) the need to reflect relevant provisions arising from

international conventions and agreements to which Zambia is a signatory/party.

In order to move away from the predominant sanction and command approaches to incentives and community participation, there is need for new legislation that will provide for the following:

- (a) participation of local communities, traditional institutions, non-governmental organisations and the private sector including equal gender participation in sustainable forest management and conservation of biological diversity;
- (b) continued existence of National Forest and Local Forests;
- (c) revision of laws regulating the establishment of National Forests and Local Forests to provide for joint forest management including empowerment and the sharing of costs and benefits;
- (d) strengthening of forestry institutions by establishing a Forestry Commission; and
- (e) empowering the local communities in management and establishment of forests.



CHAPTER 5

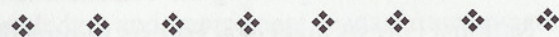
5.0 FUNDING

This policy requires to be implemented with urgency, therefore there is need for support and commitment from both the public and private sectors. To this end, viable

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sources of funds shall be vigorously pursued so that the benefits of the various programmes can be realised and accessed for the good of Zambia. The following sources of funding have been identified:

- ◆ adequate budgetary provision from Parliament for forestry operations.
- ◆ revolving fund to be established from licensing
- ◆ revenue generated from research activities
- ◆ donations and endowments from private organisation and members of the Donor community.



CHAPTER 6

6.0 PLAN OF ACTION

To ensure that the implementation of this policy is systematic, a detailed Plan of Action has been worked out in the Zambia Forest Action Plan (ZFAP) whose planning phase came to a conclusion in 1997.

This National Forestry Policy
Document can be obtained from:
Forestry Department, P O Box 50042,
Lusaka, Zambia. Telephone: 223816.