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UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA
Joint ECA/FAO Agriculture Division

END OF CYCLE REPORT

(PREPARATORY ASSISTANCE PHASE: AUGUST 1979 TO DECEMBER 1981)

PROJECT NO.: RAF/78/025

PROJECT TITLE: FOREST RESOURCES DEVELOPMENT AND CONSERVATION

23 March 1982
Addis Ababa, Ethiopia

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I. ORIGIN OF PROJECT

1.1 Man is inseparable from his forest environment; indeed, his use and abuse of forest resources are indices of civilization. Thus with increasing population and improved technology, forest exploitation has extended so tremendously that its effects pose a threat to mankind in terms of the impending shortage of wood and wood products, the loss of soil to agriculture, disturbance of atmosphere and water relations, and general environmental degradation. These consequences are more pronounced in tropical countries, and particularly so in Africa.

1.2 Forest exploitation is only one means of forest destruction. Other equally potent agencies are extensive agriculture, grazing and forest fires. Inevitably forest diminution is growing by leaps and bounds leading to firm habitat dis-equilibrium and profound alteration of rural economies. Over the years, the adverse conditions resulting from the misuse of forest resources have been of great concern to member States of the Africa region. Consequently, it became imperative on member States, through ECA, to take urgent steps leading to the arrest of the diminution and degradation of forest resources as well as initiating positive international actions for replenishing and improving the resource base. Therefore the origin of this project stems from the following ECA resolutions:

(a) ECA resolution 296 (XIII): Economic Co-operation of 28 February 1977;

(b) ECA resolution 303 (XIII): Co-operation with the Economic Commission for Europe of 28 February 1977;

(c) ECA resolution 319 (XIII): Accelerated Industrialization in Africa of 1 March 1977;

1.3 In 1978, the UNDP accepted to fund the ECA proposal to launch a regional project on: Forest Resources Development and Conservation (RAF/78/025). Thereafter other important relevant resolutions and statements have been enunciated by the ECA and the Organization of African Unity (OAU) as follows:

(a) ECA/OAU resolution 332 (XIV) with Annex A - Development Strategy for Africa for the Third Development Decade of 27 March 1979;

(b) ECA resolution CM/Res. 722 (XXXIII) - Monrovia Strategy for the Economic Development of Africa of 27 March 1979;

(c) ECA resolution AHG/ST.3 (XVI)/Rev.1 - Monrovia Declaration of Commitment of the Heads of State and Government of the Organization of African Unity on Guidelines and Measures for National and Collective Self-reliance in Social and Economic Development for the Establishment of a New International Economic Order of 27 March 1979; and

(d) The Lagos Plan of Action emanating from the First Economic Summit of Heads of State and Government of OAU (28-29 April 1980).

II. OBJECTIVES OF THE PROJECT

2.1 The objectives as stated in the Project Document for ~~the~~ Preparatory Assistance Phase (Phase I) and approved by the UNDP on 8 December 1978 comprise:

A. Development objectives

2.2 The long-term objectives of the project are:

(i) To arrest the present degradation of forest resources in the Sahelian, Sudanian and Guinean zones of Africa, this degradation being caused by poor organization coupled with human and animal population pressures, mismanagement, and other forms of abuses by exploitation of forest resources; and

(ii) To devise and recommend on policies through which forest resources will not only be preserved but increased and exploited in a more rational way so as to increase production without reducing the potential.

B. Immediate objectives

2.3 The aim of the project during the preparatory assistance period is to help African governments in:

(i) assessing the existing situation in the sector of forestry; especially regarding the degradation of forest resources, the inadequate policies and legislations governing the use and exploitation of forests and the consequences of such policies on the remaining forest potential. The situation of forest research will be appraised, especially in the area of Taungya System embodying small farmers, crop cultivation and forest regeneration. Attention will also be paid to the types, clauses and implications of the agreements between governments and commercial corporations exploiting forest resources;

(ii) identifying and analysing their needs in the field of forest resources production, supply, processing and exports; and

(iii) preparing the way for better ~~devised~~ policies, strategies, and programmes at national, subregional and regional levels for the development and conservation of forest resources and appropriate institutional machinery which will promote the practical implementation of the project.

Revised objectives

2.4 The objectives of Phase I were redefined in 1980 in close collaboration with FAO and UNEP. The new set of objectives which represents a significant improvement over the earlier one is to all intents and purposes invaluable for a full-scale phase (Phase II) and consists of:

A. Development objectives

2.5 The long-term objectives of the project are:

(i) to provide the necessary basic data and perspectives for assisting the governments of the African region in the development of policies through which forest resources will not only be preserved, but increased and exploited in a more rational way so as to expand overall production without jeopardizing present and future potentials of the humid zones of Africa;

(ii) to provide the basic data and perspectives for arresting the present degradation of forest resources, soil depletion and other undesirable consequences of uncontrolled forest exploitation in the Sahelian, Sudan, Guinea, and humid zones of Africa; and

(iii) to promote firm subregional and regional co-operation in forest resources production, supply, processing, and trade within and outside the region, in a manner such that the countries concerned can be much more self-reliant sectorally and enjoy increased benefits through co-ordinated action programme.

B. Immediate objectives

2.6 The immediate objectives of the project are to provide specialized technical advisory services, on a national, multinational or subregional and regional basis, and in particular to:

(i) prepare, in conjunction with other multilateral organizations and in particular the FAO, UNEP, and other United Nations bodies, strategies and programmes at national, subregional and regional levels for the conservation of forest resources especially those that are of particular economic and environmental importance;

(i') assist the governments of the region in the identification, evaluation, selection and promotion of specific forest resources; and

(iii) initiate the process of the development of national, subregional and/or regional institutions which would foster improved managerial, technical and research capabilities in forestry and anti-desertification measures."

III. PROJECT PLAN

3.1 Originally, a 15 man/month period (January 1979-March 1980) was scheduled for Phase I. This schedule was outdated by the delayed EOD of the Team Leader (who came board on 3 August 1979) who also restructured the project plan on his EOD.

3.2 Project activities during this Phase I were threefold. First, as ECA was a relatively new UN Executing Agency and forestry expertise within the ECA secretariat is neither strong nor articulate in all the vital aspects, it became necessary to maintain close consultations with the FAO Forestry Department on a continuing basis. Therefore a number of visits were paid to FAO Headquarters in order to discuss their basic inputs to the implementation of the project. Also, on one occasion, the Director, FAO Forestry Operations Service visited the ECA secretariat to outline the modalities of FAO involvement in the project implementation. Similarly, consultations were held with UNEP which has special interests in the effects of forestry presence/absence on the environment.

3.3 Secondly, a number of missions were undertaken to forest services and planning ministries of member States with a view to identifying those critical forestry problems amenable to international co-operative efforts. The opportunity of those missions were used not only for gathering information and exchange of views on forestry problems which transcend international boundaries but also to assess the institutional strength or otherwise of the forestry sector, particularly in the area of manpower and resource capabilities as well as overall sectoral performance. The raison d'etre of the new project (RAF/78/025) vis-a-vis of the Forest Industries Advisory Group (FIAG:RAF/77/006) as well as the complementarity of the two projects were succinctly explained.

3.4 The formulation of the full-scale project document constituted the third main activity. Drafts were circulated, as scheduled, for in-house discussion and later sent to FAO and UNEP for comments. At the insistence of the UNDP Headquarters, FAO's concurrence had to be obtained before the relevant activities could commence. Altogether, it took ten months (a considerably longer time than anticipated) before FAO signalled its agreement with the project document. The delayed reaction from FAO profoundly affected timely pursuance of project plan and implementation programme. Inevitably, the life-span of Phase I was extended periodically from the original 15 to 29 work-months (August 1979 - December 1981) and project plan had to be amended accordingly.

IV. PROJECT ACTIVITIES

4.1 The scope of project activities is largely a function of project objectives and the executing capacity on the ground. Since the project plan during Phase I centred around the cultivation of an awareness of the project by member States and formulation of the main project document only one regular expert position (Team Leader) was budgeted for. In addition, there was a consultancy provision for 8 work/months under which three sets of consultants were engaged, and also a silviculture and management expert recruited on short-term basis for the period July-December 1981. In essence, project activities were concentrated on.

Consultation and project promotion with member States

4.2 The formulation of full-scale project document was based on a fair knowledge of the forestry scene gained during consultations with member States. As the geographical limit of project activities during this phase was restricted to countries south of the Sahara, consultations were held with a number of forestry authorities in West, Central, East and Southern Africa.

4.3 After the conclusion of an implementation modality with FAO, the UNDP Liaison Office with ECA circulated the project document at the end of March 1981 to member States for endorsement. By early June 1981, only one country had signified endorsement for the project document. Because of the poor response from member States, project activities were re-oriented toward promotion of the project document. Consequently, three promotion missions were mounted between July and October 1981 to (a) Ghana, Ivory Coast and Nigeria; (b) Kenya and Zaire; and (c) Botswana, Swaziland and Zimbabwe. By the end of Phase I in December 1981 fifteen countries had endorsed the project.

Studies

4.4 At the initial stages, it was rather difficult to recruit competent and bilingual consultants who are also familiar with the regional forestry scene. Moreover, some potential consultants identified were not immediately available because of previous commitments. This difficulty greatly hampered the number of completed studies so far. Nevertheless, a study on "Problems of Forest Conservation in Africa" was undertaken within the first year of the project.

4.5 Arising from the establishment of the ECA/FAO Inter-Agency Agreement for the implementation of the project, FAO became an Associated Agency with a sub-contract for the recruitment and backstopping of consultants in specific areas:

(i) Feasibility study on the establishment of a Forest Resources Management Advisory Group (FORMAG) during the Third UNDP Programming Cycle. Two teams of consultants were engaged for this study; and

(ii) The economic role and management problems of non-timber forest resources.

4.6 In the course of the full-scale project formulation, ECA was convinced of the need to up-date the earlier ECA/FAO publication, African Timber Trends and Prospects, 1967. The responsibility for pertinent contributions were allotted between ECA and FAO. As a preliminary input, the Executive Secretary of ECA provided necessary funds from the United Nations Trust Fund for African Development (UNTFAD) for the chapter on "General Economic Background" to the proposed publication. The Team Leader backstopped the consultancy.

Regional consultation on forest resource development and conservation

4.7 This activity was planned for the last quarter of 1981. However, because of the dislocation of project activities due to protracted negotiations with FAO over implementation procedures, the vital consultant inputs to the preparation of essential background papers are not yet finalized. After the completion early in 1982 of the various studies by the ECA/FAO consultants, it should be possible to develop a detailed plan for holding the consultation. Meanwhile, it is hoped that the consultation could be held in September/October 1982.

Expert meeting on tropical forests

4.8 This meeting was organized by UNEP on 25 February to 1 March 1980 and ECA was represented through the project. The meeting was originally scheduled to be held in Libreville, Gabon, but had to be moved to Nairobi, Kenya, at the last minute owing to local difficulties in Libreville.

International congress on African timber and forests

4.9 This symposium was organized by the Government of Congo with the collaboration of the African Timber Organization (ATO) and the European Economic Community (EEC) in Brazzaville from 13 to 20 October, 1981. ECA was represented through the project.

Workshop on transnational corporations in forestry

4.10 This is an important problem area highlighted in the full-scale project document, and is also of special interest to the United Nations Centre on Transnational Corporations (UNCTC) and FAO. An ECA/UNCTC/FAO planning meeting for a regional workshop was held at FAO, Rome, early in November 1981. The workshop is scheduled for November 1982 in Yaounde, Cameroon.

V. ANALYSIS OF PROJECT IMPLEMENTATION AND RESULTS

5.1 The Preparatory Assistance Phase is a period of project conception. While it was not possible to carry out all the pertinent activities promptly for this phase, there is no doubt that the identification of the major problems inhibiting the efficient performance of the sector has been greatly accomplished. Similarly, a vigorous concept and a dynamic perspective have been formulated.

5.2 Three sets of questionnaires were circulated to member States and the MULPOCs between October 1980 and April 1981. The questionnaires were intended to yield reliable data on the forest resources base; the inherent technical, institutional and economic problems; the acceptability of FORMAG; as well as the type, level and quality of services that may be required of FORMAG. Two ECA/FAO teams of consultants were later sent to the field to gather supplementary information on the above, and were also requested to analyse all relevant data and make appropriate recommendations.

5.3 While the reports of the consultants are awaited, their preliminary conclusion is that most countries welcome the UNDP/ECA initiative on the international forest resource development, especially as conceived in the project document circulated to member States earlier on. Thus the strength of the full-scale project lies in the establishment of a full-fledged Forest Resources Management Advisory Group (FORMAG) during the Third Programming Cycle. This is undisputably an appropriate framework for tackling the diversity of urgent problems that are so apparently inimical to the realization of meaningful international co-operation in the sector.

5.4 In this connexion, we would cite the case of the FAC/ECA Forest Industries Advisory Group (FIAG) which has been housed within ECA since 1966 and has, over the years, provided invaluable services to forest industries in the region. It is also pertinent to observe that the activities of FIAG and those of the proposed FORMAG are highly complementary. Indeed, the fact cannot be overstressed that industries cannot exist by themselves except with the intimate support and uninterrupted supply of relevant resources. Therefore the establishment of FORMAG is a desideratum.

5.5 The endorsement of the full-scale project document has been obtained by a fair number of countries. As at the time of writing this report, fifteen (15) countries have indicated strong support for, and approval of the project. Although this number might appear to constitute a small proportion of the total number of countries south of the Sahara (covered during Phase I), there is no doubt that more countries would, in due course, certainly signify their endorsement.

5.6 Another important result is the magnitude of awareness and positive reactions that have been established for the project. It is fair to say that a favourable project momentum now exists within ECA and the associated agencies for the full-scale project implementation. Indeed, the project is now practically on a firm threshold both in concept and preparedness.

VI. CONCLUSION AND RECOMMENDATIONS

6.1 It is evident from the foregoing paragraphs that there is a prima facie case for the continuation of this project through the Third UNDP Programming Cycle. The forest resources of Africa are still fast dwindling likewise the spread of desert conditions and the insidious southern encroachment of the Sahara desert resulting from mismanagement and over exploitation of the resource. Furthermore, Africa is at the losing end of the international trade in timber and its products. No effort or cost of measures to develop and conserve the forest estate of Africa will therefore be too great compared to the cost of future reclamation works or endeavours which today's hesitation, will inexorably engender or precipitate. It will be a tragedy for what has been done and achieved to run to waste. The sad fact being that it will be utterly ludicrous, inconsistent, frustrating and distasteful for the 15 countries that have so far endorsed the project to be informed of its discontinuation soon after the strenuous efforts that had been made to obtain their political support and at a time when they are looking forward to meaningful collaborative efforts.

6.2 Forestry is too important a sector in the economies of African States either as timber producers or consumers to be denied a firm footing at ECA through the project which has obligations under the Lagos Plan of Action. The role of forestry as a tool for rural development (providing infrastructure, employment and benefits to agriculture) cannot be overemphasized. Furthermore, ECA's collaborative efforts with FAO and UNEP under the "Tropical Forest Resources Assessment Project in the framework of the Global Environmental Monitoring System - GEMS and also the Regional Seminar on Desertification in Africa, likewise the Seminar on Transnational Corporations in Forestry devolve on the outputs and active participation of the project.

6.3 Lastly but certainly not the least is the complementary role of RAF/78/025 to FIAG. The fact cannot be overstressed that industries cannot exist by themselves except with the intimate support and uninterrupted supply of the relevant resources. Thus a FIAG without RAF/78/025 dealing with the supply and improvement of the resource base would be a second phase development without a foundation. This would be impractical and too redolent of past obtuse mistakes in African development strategies.

6.4 The goals of Phase I for full-scale project formulation, of enlisting the needs, interest and potential involvement of member States, and of creating a conducive atmosphere for project implementation have been reasonably attained. It is therefore strongly recommended that the project continues and the following proposals are made:

Project plan and activities

6.5 A project plan for Phase II to cover the period 1982-86 is to be prepared. This plan is to incorporate all outstanding activities under Phase I and make provision for the following main activities:

(a) Studies on:

- The role of forestry in national economies
- Forestry extension needs and capabilities
- Forestry contracts and concessions
- Silviculture and management practices
- Agencies of forest destruction
- The role of forest exploitation agencies
- Classification and definition of forest produce.

(b) Workshops/seminars on:

- Regional Consultation on forest resources development
- Transnational Corporations in Forestry
- Expert Working Group on Forest Protection and Conservation
- Expert Working Group on Silvicultural Research and Management Practices
- Expert Working Group on Forestry Education
- Forestry Extension
- Intergovernmental consultation on the future of FORMAG (at the end of the Cycle).

Experts

6.6 A survey of the needs of the forest services and the above proposed activities indicate five critical areas. Without prejudice to the final structure of FORMAG, the following composition is indicative of the level of future UNDP assistance.

	<u>Work/months</u>
- Specialist in Forest Policy, Legislation and Institutions	60
- Specialist in Forest Resource Economics and Planning	60
- Specialist in Silviculture and Management	60
- Specialist in Forest Cover Monitoring and Appraisal	60
- Specialist in Forestry Extension	60

6.7 Emphasis should be laid during Phase II on the direct training of national personnel for improving national capacities in forest policy formulation, implementation evaluation and monitoring of all forestry resources. Such training may include a six month associate regional advisers scheme (five for the first year of Phase II, and ten for each of the subsequent years), technical consultations on selected subjects (one each year), group study tours (one each year for English-speaking and one for French-speaking participants), direct participation in the activities of country projects under execution, and finally through the awarding of fellowships to the best in each group of associate regional advisers.

Institutional framework

6.8 The project was conceived by and is located in the Joint ECA/FAO Agriculture Division which has responsibilities for all forestry matters in ECA. Close liaison is, however, to be kept with FAO as provided for under the Inter-agency Agreement. During the preparatory assistance phase, however, the FAO delaying tactics for good ten months was not particularly helpful. Therefore, it is recommended for the future, that collaboration between all UN agencies should be on equal basis, helpful and progressive.

ANNEX I

STAFF POSITIONS AS AT 31 DECEMBER 1981

1. Team Leader and Specialist in Forest Policy and Institutions
2. Specialist in Silviculture and Management
3. Research Assistant
4. Secretary

ANNEX II

COUNTRIES THAT HAVE ENDORSED THE FULL-SCALE
PROJECT DOCUMENT AS AT 31 December 1981

Republic of Benin

Botswana

Burundi

Comoros

Gabon

Ghana

Kenya

Liberia

Madagascar

Niger

Nigeria

Seychelles

Sudan

Upper Volta

Zimbabwe

ANNEX III

TITLES OF REPORTS AND DOCUMENTS

	<u>Date</u>
The Future of Agroforestry Systems (Invited Paper for the Commonwealth Forestry Conference, Trinidad and Tobago)	September 1980
Problems of Forest Conservation in Africa (English and French)	January 1981
African Timber Trends and Prospects, 1960-2000, General Economic Background (English and French)	January 1981
Agroforestry and Forest Laws, Policies and Customs (Invited Paper for the United Nations University/University of Ibadan IDRC/CRAF/IITA Workshop on Agroforestry in the Lowland Humid Tropics, University of Ibadan)	April 1981
Forests and Rural Development (Invited paper for publication in ECA Quarterly Bulletin: Rural Progress)	November 1981
An Analysis of the Forest Resources Development Needs and the Services for the Forest Resources Management Group (FORMAG) at ECA	Expected from FAO in January 1982
The Economic Role and Management of Non-Timber Forest Resources	Expected from FAO in January 1982

Note: Back-to-office Reports are available on each and every mission undertaken.

ANNEX V

EQUIPMENT

<u>Stock</u>	<u>Quantity</u>	<u>Date</u>
1. Desk, Executive, Steel L-Shape with two drawers and cabinet	2	4 May 1979
2. Chair, Executive Swivel	2	4 May 1979
3. Desk, Steel, Double Pedestal with extension typewriter stand	1	4 May 1979
4. Chair, typist, swivel padded	1	4 May 1979
5. Chair, side tub frame, padded	6	4 May 1979
6. Shelving storage steel closed back type	6	4 May 1979
7. Cabinet filing steel four drawer	3	4 May 1979

ANNEX IV

CONSULTATIONS AND PROJECT PROMOTIONAL MISSIONS

<u>Countries/Organizations</u>	<u>Object</u>	<u>Date</u>
FAO, Rome	Consultation with Forestry Department	24 September - 2 October 1979
UNEP, Niarobi, Ghana, Ivory Coast and Nigeria	Consultation with Forestry Authorities	10 November - 12 December 1979
Somalia	Consultation with Forestry Authorities	15-23 January 1980
Zaire, Congo, Central African Republic, Gabon and Cameroon	Consultation with Forestry Authorities	12-25 February 1980
UNEP, Nairobi	Expert Meeting on Tropical Forests	25 February - 5 March 1980
FAO, Rome	Consultation on Draft Project Document and Attendance at the Fifth Session of the Committee on Forestry in the Tropics and also Attendance at the Fifth Session of the Committee on Forestry	18 May - 1st June 1980
UNEP, Nairobi	Consultation on Draft Project Document	10-18 June 1980
Botswana, Tanzania and Zambia	Consultation with Forestry Authorities	7-26 October 1980
Mozambique, Swaziland and Lesotho	Consultation with Forestry Authorities	3-17 March 1981
UNEP, Nairobi	UN Inter-Agency Meeting on Desertification	18-25 March 1981
Nigeria	United Nations University- University of Ibadan/IDRC/ IITA Ibadan Workshop on Agroforestry in the Lowland Humid Tropics	25 May - 12 June 1981
FAO, Rome	Consultation and Selection of ECA/FAO Consultants for RAF/78/025	3-11 June 1981

<u>Countries/Organizations</u>	<u>Object</u>	<u>Date</u>
Ghana, Ivory Coast and Nigeria	Promotion of Project Document	30 June - 11 July 1981
Zaire and Kenya	Promotion of Project Document	15-26 September 1981
Congo	International Congress on African Timber and Forests	13-20 October 1981
Botswana, Swaziland and Zimbabwe	Promotion of Project Document	13-28 October 1981
FAO, Rome	ECA/UNCTC/FAO Planning Meeting on Workshop on Transnational Corporations in African Forestry	4-12 November 1981