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REPORT OF THE

FIFTH SESSION

of the

Held at Accra
24 - 28 April 1978

AFRICAN FORESTRY COMMISSION



FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

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Rome, 1978

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CONCLUSIONS AND RECOMMENDATIONS

A. ADDRESSED TO MEMBER GOVERNMENTS

- The State of Forestry in the Region

1. The Commission agreed that, if possible, future land allocation exercises should take into account rational demands of other land users, while placing emphasis on the protective attributes of forests and on the necessity of forests for the economic development of the countries of the Region. (para. 11)

2. The Commission recommended that, as far as possible in local conditions, forestry extension sections be established in order that the rural community might become involved in the activities of forestry. (para. 14)

- Forestry Programmes in the Sahel

3. The Commission agreed that the problems of the Sahel involved a large number of African States and so the solution of these problems needed cooperation at all levels (state, inter-state and regional); that socio-economic and ecological characteristics of the Sahel should be considered in deciding on a methodology of approach to solve the desertification problem; that the distinctive features and needs of the populations of each area should be considered in the formulation and execution of projects; that only integrated approaches on a wide front of action would provide lasting solutions; that short and medium-term projects should aim firstly at meeting the urgent needs of the Sahelian population in wood products and secondly at creating the basic infrastructure for the implementation of long-term projects, and, finally, that trained manpower and institutional adjustments were indispensable to facilitate the implementation of projects of the programme. (para. 22)

4. The Commission recommended that Governments and National Development Agencies take appropriate action (including the procurement of trained personnel) to combat desertification. (para. 23)

- Approaches to Forestry for Local Community Development

5. The Commission affirmed that forestry systems should be evolved which would be applied by or on behalf of a local community. (para. 28)

6. The Commission urged that, as far as possible, land capability surveys and sound land-use plans should be the basis of land resource allocation. (para. 34)

- Small-scale Forest Industries Mills for Developing Countries

7. The Commission agreed that the overall socio-economic effects of small-scale mills should form the basis for investment decisions rather than purely financial considerations. (para. 37)

- International Action for Tropical Timber Trade Development

8. The Commission urged Member Countries to continue to support the African Timber Organization which had been established at the second interministerial conference of timber producing and exporting states in Africa in Bangui, Central African Empire, in 1975. (para. 51)

- Forest Management Methods in the Moist and Semi-deciduous Tropical Forests

9. While appreciating the socio-economic need for plantations in relation to the growing industrial requirements of the Region, the Commission recommended that the radical conversion of the natural forest to plantations be undertaken only after careful consideration of the probable biological and ecological effects. In addition, the Commission made the following recommendations to Member Governments:

- i) A land-use policy should be defined which takes account of the needs of the forestry sector and strives to ensure environmental stability. International or regional cooperation would be necessary to optimize its effectiveness.
- ii) Management of forest resources should be based on plans covering not only the trees but the products of the entire forest ecosystem.
- iii) The previous wasteful methods of forest resources management should be drastically modified in view of the possible economic future of the so-called "secondary" species.
- iv) Only management methods which ensured the stability of the micro-environment of moist tropical and semi-deciduous forest ecosystems should be employed. Where possible, a combination of natural and artificial methods of regeneration should be adopted.
- v) Frequent monitoring of the forest cover, based on methods of survey being evolved by UNEP and FAO, would be advisable. (para. 61)

- Forestry Field Operations in the African Region

10. The Commission recommended that Member Governments and FAO increase their efforts to encourage the exchange of experts in the Region and the cooperation among its national institutions. (para. 70)

B. ADDRESSED TO FAO

- The State of Forestry in the Region

1. The Commission recommended that FAO and UNDP strengthen their efforts in helping Francophone countries to establish training institutions at the professional level to meet their requirements. (para. 13)
2. In order to increase an awareness of forestry policy and practices by involving rural communities in forestry activities, the Commission recommended that FAO assist Member Countries in establishing extension sections in their Forestry Departments. (para. 14)
3. Noting that forest research in the Region did not yet fully meet the Region's requirements, the Commission recommended that FAO provide assistance in the dissemination of research results of relevance to the Region's forestry development and in arranging the communication of these results directly from one country to another. (para. 15)
4. In view of the fact that many countries experience difficulties in obtaining adequate planting material for their plantation programmes, the Commission recommended that FAO assist further in the identification, collection and distribution of suitable planting material. (para 17)
5. The Commission recommended that FAO and UNDP support the initiatives already taken at the national level to combat desertification in the Region, especially in identifying suitable species for afforestation, the study of optimum methods of utilizing the wood products, and in providing assistance to meet the training requirements associated with the programme. (para. 18)

- Forestry Programmes in the Sahel

6. The Commission recommended that FAO/UNDP/UNEP study the problem of the Sahel at the level of the African continent and that FAO continue to support the execution of national projects which are components of the overall rehabilitation programme. (para. 24)

- Approaches to Forestry for Local Community Development

7. The Commission recommended that studies be made by FAO of the range of assistance and incentives necessary for encouraging forestry for community development projects and for ensuring their success. (para. 31)
8. The Commission also recommended that FAO embark on a series of studies designed to provide Member Countries with options with respect to forest policies, laws and administrative structures, to take account of the new dimensions of forestry for local community development. (para. 32)
9. The Commission further recommended that FAO and other international organizations conduct systematic research on agri-forestry systems and organize training courses and seminars for research workers in this field. (para. 33)

- Small-scale Forest Industries Mills for Developing Countries

10. The Commission recommended that FAO send its experts specialized in forest industries to meetings concerned with the promotion of small-scale forest industries. (para. 40)
11. The Commission recommended that FAO's work on small-scale, simple and comparatively inexpensive production methods be extended to cover also minor forest products and that also the work started on the collection and analysis of information on "intermediate technologies" in the field of forestry and forest industries, suitable for application at the rural community level, be continued and expanded. (para. 44)
12. The Commission further recommended that FAO convene seminars devoted entirely to problems and prospects of small-scale forest industries in developing countries of Africa. (para. 46)
13. The Commission finally recommended that FAO be ready to send, on request and within the financial means available, forest industries missions to countries of the Region which need assistance in evaluating their overall forest industries development plans, identifying small-scale plant opportunities and in follow-up activities leading to investment. (para. 47)

- International Action for Tropical Timber Trade Development

14. The Commission strongly supported the action which FAO had taken in assisting in the establishment and work of the African Timber Organization and the International Tropical Timber Bureau, and recommended that FAO's activities in its world-wide information system be strengthened. (para. 53)

- Providing Forestry Sector Data Appropriate to National Situations

15. The Commission recommended that a seminar be organized by FAO to train local personnel of the Region in the collection of statistics and in their analysis so that policy, planning and investment decisions in the Region might be firmly based. (para 58)

- Forest Management Methods in the Moist and Semi-deciduous Tropical Forests

16. The Commission made the following recommendations to FAO/UNDP/UNEP:
- i) The activities of a Pilot Project started in some West African countries should be continued and steps taken to intensify and extend these to other countries of the Region.
 - ii) Training in the form of seminars and fellowships should be organized for foresters of this Region to equip them with the tools to perform their complex duties.
 - iii) FAO should collate, up-date and publish all information relating to the management of the moist tropical and semi-deciduous forest ecosystems. (para. 61)

- FAO's Medium-term Objectives in Forestry and Main Features of the Forestry Department's Programme of Work for 1978-79

17. The Commission endorsed the proposals of the Committee on Forestry (COFO) and the FAO Council that FAO's present and future programmes in forestry should be concentrated on the six areas proposed. (para. 62)

18. The Commission further endorsed the recommendation of the FAO Council that Forestry for Local Community Development, agri-silviculture, the design of small-scale mills, and the problems of conservation and production in the arid and semi-arid zones be given priority within the areas of concentration. (para. 63)

19. The Commission stressed the importance it placed on the collection, distribution and utilization of improved forest seeds in afforestation programmes, and recommended that this activity be given even higher priority in FAO's future programmes of work. (para. 64)

20. The Commission drew the attention of the Secretariat to the problems of conservation and forest production which existed in the areas between the Sahel zone and the high forest, and recommended that these problems be studied and that a report of the study be made to the next Session of the Commission. (para. 65)

21. The Commission recommended that FAO increase its capability to provide assistance in (a) improving the administrative and legal structures and the managerial competence of Member Countries and (b) the identification and formulation of investment needs in forestry and forest industries. (para 66)

- Forestry Field Operations in the African Region

22. The Commission emphasized the need for the follow-up of projects leading to investment and recommended that FAO strengthen its cooperation with the World Bank and other funding agencies to this effect. Noting the great importance attached in the Region to charcoal production and use, the Commission recommended to UNDP and FAO to step up their work in this regard. (para. 69)

23. The Commission recommended that Member Governments and FAO increase their efforts to encourage the exchange of experts in the Region and the cooperation among its national institutions. It further recommended that FAO and UNDP facilitate the exchange of visits among officers of the countries of the Region. (para. 70)

24. In the context of regional training, the Commission specifically recommended to FAO that it pursue with UNDP and interested bilateral donors the possibility of establishing a regional professional forestry school for Francophone countries. (para. 71)

- "Silva Mediterranea"

25. Considering the important role that "Silva Mediterranea" had played in solving forestry problems in a number of its Member Countries, the Commission recommended to FAO to make its best efforts to ensure that "Silva Mediterranea" continue to play its role. (para. 73)

INTRODUCTION

1. The Fifth Session of the African Forestry Commission of the Food and Agriculture Organization of the United Nations was held at Accra, Ghana, from 24 to 28 April 1978.
2. The Session was attended by delegates from the following Member Countries: Algeria, Benin, Central African Empire, Chad, France, Gambia, Ghana, Ivory Coast, Liberia, Morocco, Nigeria, Senegal, Tanzania, Togo, Tunisia, Upper Volta and Zambia, and by observers from the United Kingdom and the United States of America. In addition, there were representatives of the United Nations Development Programme, the United Nations Environment Programme and the FAO/ECA Forest Industries Advisory Group for Africa, as well as observers from the African Timber Organization, the Organization of African Unity, the International Union of Forestry Research Organizations and the Organization of African Trade Union Unity.
3. The Director-General of FAO was represented by Dr. K.F.S. King, Assistant Director-General of FAO and Head of its Forestry Department. Mr. S.C. Tamajong (FAO) acted as Secretary for the Session. A full list of participants is given in Appendix B.
4. The Session was opened by Mr. K. Kese (Ghana), First Vice-Chairman of the Commission, the Chairman, His Excellency A. Patassé (Prime Minister of the Central African Empire) having been unavoidably absent. The full text of Mr. Kese's address is given in Appendix D.
5. Dr. R.K. Gardiner, the Commissioner for Economic Planning, then addressed the Session on behalf of the Government of Ghana. He reaffirmed his Government's interest in the development of Ghana's forests in view of their importance to Ghana's economy on the one hand and of their contribution to the stability of the environment on the other. He was concerned about the threat of desertification and expressed the hope that international and regional cooperation would soon provide a solution. In this connection, the Government of Ghana had allocated over half a million cedis per annum to forestry development programmes. His Government was also concerned with the small number of tree species currently being marketed and hoped that, with developments in research and technology, the position would change. The full text of Dr. Gardiner's address is given in Appendix E.
6. The Assistant Director-General and Head of the Forestry Department, Dr. K.F.S. King, referred to the world's economic situation. The world was beset, almost everywhere, with problems of inflation, with severe balance of payments difficulties, and with very high levels of unemployment. In general, the situation was worse in developing regions because of inherent structural deficiencies in their politico-socio-economic systems. Africa was such a region. He was of the opinion, however, that the forest and forest industries sector in Africa could make a significant contribution to the alleviation of both the balance of payments and the unemployment problems. This was possible, however, only if the African Region took concerted action; only if the problems of African forestry were perceived, not as local, restricted issues, but as issues which affect the continent as a whole. He stated that, although some considered that the great ecological contrasts and extreme social and economic diversity on the continent might act as an obstacle to unified development, he considered this diversity to be a strength. He urged that, in addition to the traditional types of forestry and forest industries development which have been pursued in Africa, more attention be paid to the development of forestry programmes designed to help the rural poor, the forest worker. He drew the attention of delegates to FAO's programme in Forestry for Local Community Development and offered FAO's assistance to Member Countries in this regard. He also emphasized FAO's work with respect to small-scale industries, pointed out that the successful development of these could result, inter alia, in lower capital investment, greater employment per unit of investment and unit of production. The Assistant Director-General ended by emphasizing that, in the final analysis, the success of African forestry will depend upon the training which forestry practitioners will receive, at all levels, in the coming years. He was confident that the problems of African forestry will eventually be solved by African foresters themselves. The full text of Dr. King's address is given in Appendix F to this report.

7. Mr. J.A. Mudavadi, FAO Deputy Regional Representative for Africa, welcomed delegates to the FAO Regional Office for Africa and expressed, on behalf of the Director-General of FAO, his gratitude to the Government of Ghana for facilitating the convening of the Session. Talking of the disproportionate distribution of incomes and wealth between regions and the consequent unbalanced consumption of the limited resources available, Mr. Mudavadi underlined the importance of establishing a New International Economic Order. He highlighted the limited extent of forestry resources in the Region and their vulnerability to degradation as evidenced by the spread of the desert and menace of soil erosion, and invited the Commission to evolve a coordinated strategy to ensure the rational management, exploitation and utilization of these resources. The full text of Mr. Mudavadi's address is given in Appendix G.

ADOPTION OF THE AGENDA

8. With the deletion of item 12 (a), the Provisional Agenda as set out in document FO:AFC/78/1 was adopted. The adopted Agenda is given in Appendix A and the List of Documents made available to the Session is given in Appendix C.

ELECTION OF OFFICERS

9. In accordance with the provisions of Rule II-1 and Rule II-5 of the Rules of Procedure of the Commission, the following officers were elected by acclamation:

Chairman:	K. Kese (Ghana)
Vice-Chairmen:	A.R. Zaki (Morocco) S. Cisse (Ivory Coast) R.P. Yonazi (Tanzania)
Rapporteur:	K. Aladejana (Nigeria)

GENERAL REVIEW

(a) The State of Forestry in the Region

10. The reports presented by Member Countries were followed by lively discussions. The main issues raised in the reports presented by Member Countries were related to matters of policy, resource management, utilization, research, institutions and training.

11. It was noted that most countries still tended to allocate part of their forest land area to forestry development without detailed study of the other land-use needs of the country. It was agreed that, if possible, future land allocation exercises should take into account the rational demands of other land users, while placing emphasis on the protective attributes of forests and on the necessity of forests for the economic development of the countries of the Region.

12. It was noted that in certain countries of the Region new institutional forms were being developed to meet the changing circumstances which were being evolved in view of the emphasis on rural development and in order to improve the efficiency of forest authorities.

13. All Member Countries strongly emphasized the need for forestry training at all levels. In particular, the Francophone countries of Africa pointed out that there was a dearth of training institutions at the professional level to meet their requirements. It was recommended that FAO and UNDP strengthen their efforts in helping the Francophone countries to establish the required facilities.

14. One country reported that it had already established a forestry extension section in its Forestry Department in order that the rural community might become involved in the activities of forestry. This approach had been followed in order to increase awareness of forestry policy and practices. The Commission recommended to Member Countries that similar practices be followed as far as possible in local conditions. It also recommended to FAO that it support the efforts of Member Countries in this regard.

15. It was noted that forest research in the Region did not yet fully meet the Region's requirements. It was, therefore, recommended that FAO provide assistance in the dissemination of research results of relevance to the Region's forestry development, and in arranging the communication of these results directly from one country to another.

16. It was noted that, in addition to the efforts devoted to the management of the moist tropical forests, greater attention was being paid to the establishment and maintenance of plantations aimed at supplying timber for forest industries, including pulp and paper mills. Many countries reported that they still had problems with marketing the lesser known species and this led to forest management problems. In others more species were being used, mainly for local consumption. Work in progress in several countries indicated that charcoal production and the development of mixed hardwood pulp techniques opened a future for the use of numerous species.

17. Progress was reported on inventories. These were considered necessary to provide a basis for economic and management planning. Landsat imagery methods were being adopted to facilitate surveys and to monitor changes in the forest cover. In some countries, integrated management was practised primarily to solve the problems of shifting cultivation, watershed management, over-grazing and to help in contributing to food production. It was stressed by many countries that there were difficulties in obtaining adequate planting material for the pursuance of their plantation programmes. It was recommended that FAO assist further in the identification, collection and distribution of suitable planting material.

18. The Commission took note with satisfaction that the problem of desertification had received and continued to receive much attention in the Region. It heard with interest that in the countries of North Africa considerable progress had been made in the establishment of a green belt of forests to arrest the encroachment of the desert and to improve land use in general in the area, and that similar activities were being promoted south of the Sahara, primarily under the aegis of CILSS. It was recommended that FAO and UNDP support the initiatives already taken at the national level, especially in the identifying of suitable species for afforestation in the area, in the study of optimum methods of utilizing the wood products of the area, and in providing assistance to meet the training requirements that would be associated with the programme.

19. It was noted that, except in a few countries where the export of unprocessed logs was restricted, most countries still exported large quantities of logs. It was mentioned, however, that in some countries institutional arrangements had been adopted to ensure that timber was processed before it was exported.

20. A Secretariat Note summarizing the progress reports submitted by Member Countries to the Session is given in Appendix H.

(b) Forestry Programmes in the Sahel

21. The Secretariat Note FO:AFC/78/3 reviewed some of the most important functions of forestry in the broader plan for the rehabilitation of the Sahel and examined the distinctive features of the forestry programme which is an integral part of the general plan.

22. The Commission, while appreciating efforts already made by the countries concerned, agreed that

- i) the problems of the Sahel involved a large number of African States and so the solution of these problems needed cooperation at all levels (state, inter-state and regional);
- ii) socio-economic and ecological characteristics of the Sahel should be considered in deciding on a methodology of approach to solve the desertification problem;
- iii) the distinctive socio-economic and cultural features and the needs of the populations of each area (whose collaboration and close participation must be secured) should be considered in the formulation and execution of projects;
- iv) only integrated approaches on a wide front of action would provide lasting solutions to the problems;
- v) programmed projects designed to solve the Sahel problems could be classified into short, medium and long-term, depending on the objectives to be achieved;
- vi) short and medium-term projects should aim firstly at meeting the urgent needs of the Sahelian population in wood products, particularly fuelwood for cooking and heating and poles for shelter, and secondly at creating the basic infrastructure and generating the information necessary for the implementation of the long-term projects which would be included in order to ensure the rational management of national resources;
- vii) trained manpower and institutional adjustments were indispensable to facilitate the implementation of projects of the programme.

23. The Commission, while encouraging the countries that have already initiated action to solve this problem, to intensify and sustain it, recommended that Governments and National Development Agencies take appropriate action (including the procurement of trained personnel) to combat desertification. They should further make the necessary institutional adjustments and procure the necessary personnel to implement the various projects under this programme.

24. The Commission recommended that FAO/UNDP/UNEP study the problem at the level of the African continent (including inputs necessary to solve it) and that FAO continue to support the execution of national projects which are components of the overall programme. The Commission noted with satisfaction the steps being taken to combat the problem of desertification.

FORESTRY POLICY ISSUES

(a) Approaches to Forestry for Local Community Development

25. The Commission fully endorsed the analysis of the features of community forestry in Africa, the classification of community forestry systems in the Region, and the conclusions reached with respect to the action to be taken in the implementation of forestry for local community development projects, as presented in Secretariat Note FO:AFC/78/4.

26. The Commission noted that in many countries of the Region, most of the rural population depended largely upon wood fuels for cooking their food and for the provision of warmth; that in many places wood was the principal building material; and that in arid areas trees were a source of fodder for livestock and the chief source of food in the dry season.

27. The Commission agreed that the beneficial effects of many of the forestry projects in the Region had by-passed the rural poor and that, although they lived near and within the forests, they remained poor, did not generally benefit from large-scale forestry developments, and did not utilize the non-wood and minor forest products of the forest ecosystem.

28. The Commission, therefore, affirmed that forestry systems should be evolved which would be applied by, or on behalf of, a local community.

29. The Commission recognized that problems would arise in the implementation of forestry for local community development. In particular, it noted that (a) it would be necessary for the attitudes of foresters to be changed to accommodate the new dimensions of community forestry; (b) it was imperative that new administrative structures (including the provision of extension workers) be evolved to take account of these changing conditions; (c) many countries would have to revise their existing forest policies and legislation; and (d) many of the traditional tenets of forestry (such as the inviolability of the forest reserves) might have to be reviewed.

30. The Commission considered the relevance of varying systems of agri-silviculture to forestry for local community development projects. It was of the view that such systems could be of great benefit to forest communities, providing them with both food and wood, and giving them an intermediate return before it was possible to harvest timber.

31. The Commission recommended that studies be made by FAO of the range of assistance and incentives necessary for encouraging forestry for community development projects and for ensuring their success.

32. The Commission also recommended that FAO embark on a series of studies designed to provide Member Countries with options with respect to forest policies, laws and administrative structures, to take account of the new dimensions of forestry for local community development.

33. The Commission further recommended that FAO and other international organizations conduct systematic research on agri-forestry systems, and organize training courses and seminars for research workers in this field.

34. The Commission urged that, as far as possible, land capability surveys and sound land-use plans should be the basis of land resource allocation. The Commission emphasized that land use should be rationalized. Some members were, however, of the opinion that encroachments into forest reserves should be permitted only with caution.

(b) Small-scale Forest Industries Mills for Developing Countries

35. The Commission expressed its appreciation of FAO's work aimed at the promotion of designs of small-scale, labour-intensive forest industries plants for developing countries, as described in Secretariat Note FO:AFC/78/5.

36. The Commission found that the case studies included in the "FAO Portfolio of Small-Scale Forest Industries for Developing Countries" could serve as a useful tool for identifying and formulating concrete investment projects in countries (or areas within countries) with limited local markets, shortage of raw material, insufficient capital availability (especially of foreign exchange), abundance of labour and scarcity of skills. The Commission suggested that the Portfolio should also be available in French.

37. The socio-economic aspects of small-scale mills were discussed at some length and their considerable multiplied effect on employment was illustrated by concrete examples. It was agreed that the overall socio-economic effects of such projects should form the basis for investment decisions rather than purely financial considerations. Increased efforts should be made to obtain the understanding and accepting by international financing institutions of this principle.

38. Problems related to financing of small-scale forest industries were discussed in some detail. The Commission noted that the IFC (International Finance Cooperation, which is part of the World Bank) had expressed interest in providing, under appropriate conditions, partial financing needed for such investments. The attention of the Commission was also drawn to the existence of other organizations which could help in this field. One of them is the Centre for Industrial Development (CID) of the ECE set up under the Lomé Convention, to which most of the African countries are signatories. CID is ready to assist by financing feasibility studies and by helping to negotiate the loans needed for investment; CID is already actively involved in investment follow-up to one of the studies from the FAO Portfolio.

39. The Commission stressed that the small-scale, labour intensive forest industries plants, spread over wide areas, provided an excellent means for the diffusion of technological "know-how" and for the development of industrial skills and habits. They could, therefore, effectively accelerate the whole process of forest industrialization.

40. Participants from several countries mentioned that with the present organization and functions of their Forest Services, many elements leading to investment decisions lay outside their authority. It was felt, however, that Forest Services had the means of influencing national investment policies in relation to wood-based industries. They should be the prime movers in initiating meetings in their countries concerned with the promotion of small-scale forest industries; such meetings should bring together all interested parties: planners, foresters, industrialists, marketing organizations, financial institutions and potential investors. The Commission recommended that FAO send to such meetings its experts specialized in forest industries.

41. Some delegates stressed the importance of preparing the case studies on small-scale industries as objectively and impartially as possible and the need to protect developing countries from supplies of equipment unsuitable or in excess of their real requirements.

42. The Commission noted that the re-activated FAO/ECA Forest Industries Advisory Group for Africa, based in Addis Ababa, would now be available to provide impartial advice on all aspects of forest industries development including project identification and pre-feasibility studies.

43. The Commission supported FAO's future programme of work in the field of small-scale forest industries and requested that special attention be given to processes and products based on diminishing sizes of logs. It stressed the great role which projects based on case studies of the FAO Portfolio, completed and planned, could play in the promotion of industrial utilization of wood residues, both from mills and from forest operations.

44. The Commission recommended that FAO's work on small-scale, simple and comparatively inexpensive production methods be extended to cover also minor forest products (e.g. rattan, fruit processing, etc.). The Commission noted that FAO had already started work on collecting and analysing information on "intermediate technologies" in the field of forestry and forest industries, suitable for application at the rural community level. The Commission recommended that this work be continued and expanded.

45. The Commission noted with interest two projects currently implemented in the UK (BRE in Princess Risborough) of special interest to developing countries. One is concerned with the development of technology of using short-length logs (mainly from fast-growing plantations and also from savanna forests) for the production of large-sized elements. It was felt that it would be advantageous to include this project - after its successful completion - in the FAO Portfolio. The other project is developing simple low-cost solar kilns.

46. The Commission recommended that FAO convene seminars devoted entirely to problems and prospects of small-scale forest industries in developing countries of Africa. Such seminars should be organized for sub-regions or groups of countries with similar conditions and attended by representatives of all organizations and institutions involved in planning and implementation of forest industries projects.

47. The Commission recommended that FAO be ready to send, on request and within the financial means available, forest industries missions to countries of the Region which need assistance in evaluating their overall forest industries development plans, identifying small-scale plant opportunities and in follow-up activities leading to investment.

(c) International Action for Tropical Timber Trade Development

48. On the basis of Secretariat Note FO:AFC/78/6, the Secretariat drew the Commission's attention to the fact that tropical timber was one of the products which, in recent years, had moved into the focus of international and regional interest.

49. The Commission noted that the integrated programme for commodities adopted by the Fourth Session of the United Nations Commission on Trade and Development (UNCTAD), held in Nairobi in 1976, specially included, for the first time, tropical timber as a commodity to be considered in future commodity negotiations and agreements.

50. The Commission welcomed FAO's involvement in the preliminary negotiations and endorsed the decision of the Director-General of FAO to assist UNCTAD in every way possible.

51. The Commission urged Member Countries to continue to support the African Timber Organization which had been established at the second interministerial conference of timber producing and exporting states in Africa in Bangui, Central African Empire, in 1975. Its aim was to encourage Member Countries to study and coordinate their activities in the fields of forest economy and the timber trade.

52. The Commission took note of the agreement which had been reached to establish the International Tropical Timber Bureau, the main objectives of which were (a) to foster cooperation among concerned members and intergovernmental bodies in the fields of tropical timber marketing, promotion and utilization, and (b) to facilitate the coordinated efforts of members in attempting to increase the number of tropical timber species traded internationally, in encouraging the export of processed and manufactured timber products, in encouraging product development through cooperation, and in rationalizing marketing channels.

53. The Commission strongly supported the action which FAO had taken in assisting these latter two organizations in their establishment and work, and recommended that FAO's activities in its world-wide information system be strengthened.

SELECTED TECHNICAL ITEMS

(a) Providing Forestry Sector Data Appropriate to National Situations

54. On the basis of the information set out in Secretariat Note FO:AFC/78/7, the Commission noted that for the countries of the African Region forests were important for several reasons: they were a source of export earnings, they served as a base for industrial development, they provided energy, and they yielded important services.

55. The Commission agreed on the importance of adequate information on which to base policy, planning and investment decisions.

56. The Commission expressed the opinion, however, that in view of the lack of availability of skilled staff for the collection, collation and presentation of statistical data, it was essential that efforts be concentrated on those subject areas that were of first importance to individual countries.

57. It endorsed the approach to information collection outlined by the FAO Secretariat, which ensured concentration on the areas of importance to the country; it also endorsed FAO's programme to support the development of national forestry statistics in the Region.

58. The Commission recommended that a seminar be organized by FAO to train local personnel of the Region in the collection of statistics and in their analysis so that policy, planning and investment decisions in the Region might be firmly based.

(b) Forest Management Methods in the Moist and Semi-deciduous Tropical Forest:
Case Studies

59. The management of the moist tropical and semi-deciduous forest ecosystems has traditionally aimed at maintaining its natural structure. The Secretariat Note FO:AFC/78/8 reviewed the various management methods employed.

60. The Commission noted that:

- no definite policy based on land-use needs of competing interests existed in the Region;
- the moist tropical and semi-deciduous forest continued to support the economies of the countries in which they were located through their highly prized timber species;
- these forests were capable of contributing significantly to the food and other socio-economic needs of man;
- they contained a large number of tree species which posed management and marketing problems;
- because of the wealth of species in these forests, they constituted an invaluable bank of genetic resources, the loss of which might not be in the best interest of mankind;
- wildlife and other non-ligneous components of this ecosystem had not often been considered in drawing up management plans;
- experience dictated that this ecosystem should be conserved in view of its role in micro-environmental stability;
- no fully satisfactory method of natural regeneration for this ecosystem had to-date been evolved. This had resulted in a shift from natural regeneration systems to the extreme case of establishing considerable areas of plantations. It was not known whether this approach would seriously disturb the stability of the ecosystem, and such practices would have to be pursued with caution;
- some flexibility in the application of sustained yield should be encouraged.

61. While appreciating the socio-economic need for plantations in relation to the growing industrial requirements in the Region, the Commission recommended to Member Countries that the radical conversion of the natural forest to plantations be undertaken only after careful consideration of the probable biological and ecological effects. In addition, the Commission made the following recommendations:

to Member Governments

- i) A land-use policy should be defined which takes account of the needs of the forestry sector and strives to ensure environmental stability. International or regional cooperation would be necessary to optimize its effectiveness.
- ii) Management of forest resources should be based on plans covering not only the trees but the products of the entire forest ecosystem (food bearing plants, medicinal plants, wildlife including fish, etc.).
- iii) The previous wasteful methods of forest resource management in which "weed" species were eliminated should be drastically modified in view of the possible economic future of the so-called "secondary" species.
- iv) Only management methods which ensured the stability of the micro-environment of moist tropical and semi-deciduous forest ecosystems should be employed. Where possible, a combination of natural and artificial methods of regeneration should be adopted.
- v) Frequent monitoring of the forest cover, based on methods of survey being evolved by UNEP and FAO, would be advisable.

to FAO/UNDP/UNEP

- i) The activities of Pilot Project No. UN 32/6 (1102-75-005), started in some West African countries (Benin, Cameroon, Togo), should be continued and steps taken to intensify and extend these to other countries of the Region.
- ii) Training in the form of seminars and fellowships should be organized for foresters of this Region to equip them with the tools to perform their complex duties.
- iii) FAO should collate, up-date and publish all information relating to the management of the moist tropical and semi-deciduous forest ecosystem.

MATTERS TO BE REFERRED TO THE ATTENTION OF THE COMMITTEE ON FORESTRY

(a) FAO Forestry Department Activities

- i) FAO's Medium-term Objectives in Forestry and Main Features of the Forestry Department's Programme of Work for 1978-79

62. On the basis of the information contained in Secretariat Note FO:AFC/78/9, the Commission endorsed the proposals of the Committee on Forestry (COFO) and the FAO Council that FAO's present and future programmes in forestry should be concentrated on six areas: (1) tropical forestry development; (2) conservation; (3) forest industries development; (4) promotion of trade in tropical timber; (5) forestry institutions, and (6) forest policy analysis, planning and statistics.

63. The Commission further endorsed the FAO Council's recommendation that Forestry for Local Community Development, agri-silviculture, the design of small-scale mills, and the problems of conservation and production in the arid and semi-arid zones be given priority within the areas of concentration.

64. The Commission stressed the importance it placed on the collection, distribution and utilization of improved forest seeds in afforestation programmes, and recommended that this activity be given even higher priority in FAO's future programmes of work. In this connection, the Commission took note of the services which were being offered by the Tropical Silviculture Unit of the Commonwealth Forestry Institute, Oxford.

65. The Commission drew the attention of the Secretariat to the problems of conservation and forest production which existed in the areas between the Sahel zone and the high forest, and recommended that these problems be studied, particularly with respect to the choice of tree species, and that a report of the study be made to the next Session of the Commission.

66. The Commission welcomed FAO's programme to inculcate a spirit of self-reliance in the Region and to strengthen its local institutions, and recommended that FAO increase its capability to provide assistance in (1) improving the administrative and legal structures and the managerial competence of Member Countries, and (2) the identification and formulation of investment needs in forestry and forest industries.

67. The steps which FAO is taking to ensure that technical assistance projects are brought to the attention of financing agencies were noted and approved.

ii) Forestry Field Operations in the African Region

68. In presenting Secretariat Note FO:AFC/78/10, the Secretariat highlighted the trends in forestry field projects in Africa, assisted by UNDP, multi-bilateral aid programmes, the World Food Programme and FAO's Technical Cooperation Programme. The Commission strongly supported the evolution of UNDP/FAO assistance towards making greater use of national institutions, enhancing the cooperation among the developing countries themselves and contributing to the self-reliance of these countries. It welcomed the establishment of FAO's Technical Cooperation Programme and noted with satisfaction that several Member Countries had already benefited from relatively small but timely projects under this programme.

69. Regarding the amount of funds from various sources devoted to the support of forestry projects operated by FAO in Africa, the Commission appreciated the fact that the aggregate of such funds had increased significantly since the second half of 1977, and noted that forestry assistance to Africa, channelled through FAO as executing agency, now stood first, in relative terms, among the various developing regions. The Commission emphasized the need for the follow-up of projects leading to investment and recommended that FAO strengthen its cooperation with the World Bank and other funding agencies to this effect. Noting the great importance attached in the Region to charcoal production and use, the Commission recommended to UNDP and FAO to step up their work in this regard, in particular through the Forest Industries Advisory Group for Africa.

70. The Commission recommended that Member Governments and FAO increase their efforts to encourage the exchange of experts in the Region and the cooperation among its national institutions. It further recommended that FAO and UNDP facilitate the exchange of visits among officers of the countries of the Region.

71. Attention was drawn to the procedures to be followed in setting up regional projects, and the Commission considered that some of the regional projects should be concerned with training and charcoal production. In the context of regional training, the Commission specifically recommended to FAO that it pursue with UNDP and interested bilateral donors the possibility of establishing a regional professional forestry school for Francophone countries.

(b) Eighth World Forestry Congress

72. The Commission took note with interest of the information provided by Secretariat Note FO:AFC/78/11 on the organization of, and documentation for the Eighth World Forestry Congress, as well as on the arrangements being made for holding the Congress. The Commission appreciated the steps being taken by the Congress Secretariat to arrange for group flights and to otherwise facilitate attendance, particularly from developing countries. The Commission requested the Secretariat to ensure that the documentation for the Congress reach the various countries as early as possible and in the appropriate languages.

(c) "Silva Mediterranea"

73. The Commission learned from Secretariat Note FO:AFC/78/12 that the Committee on Forestry and the European Forestry Commission had recommended to FAO to reactivate, if possible, the AFC/EFC/NEFC Committee on Mediterranean Forestry Questions "Silva Mediterranea". The Commission also learned from the Secretariat that the Near East Forestry Commission (Khartoum, February 1978) had adopted a similar recommendation. Considering the important role that "Silva Mediterranea" had played in solving forestry problems in a number of its Member Countries, the Commission recommended to FAO to make its best efforts to ensure that "Silva Mediterranea" continue to play its role.

BUSINESS OF THE COMMISSION

(a) Amendments to the Statutes and Rules of Procedure of the Commission

74. The Commission took note of the amendments to its Statutes consequent upon Resolutions to this effect by the Conference of FAO, as described in Secretariat Note FO:AFC/78/13. In order to give effect to the aforementioned Conference Resolutions, the Commission adopted amendments to its Rules VII.2 and XII.1 as proposed in the Secretariat Note.

(b) Date and Place of Next Session

75. Noting with gratitude the offers to act as host received since the Third Session from Cameroon and Tanzania, and at the present Session from Liberia, the Commission requested the Secretariat to pursue the matter further.

(c) Adoption of the Report

76. The draft report was introduced by the Rapporteur who highlighted the important matters discussed, conclusions reached and recommendations made. The Commission then examined and adopted the report.

AGENDA

I. PROCEDURAL MATTERS

1. Adoption of the Agenda
2. Election of Officers

II. GENERAL REVIEW

3. The state of forestry in the Region
 - National progress reports
4. Forestry programmes in the Sahel

III. FORESTRY POLICY ISSUES

5. Approaches to forestry for local community development
6. Small-scale forest industries mills for developing countries
7. International action for tropical timber trade development

IV. SELECTED TECHNICAL ITEMS

8. Providing forestry sector data appropriate to national situations
9. Forest management methods in the moist and semi-deciduous tropical forest

V. MATTERS TO BE REFERRED TO THE ATTENTION OF THE COMMITTEE ON FORESTRY

10. FAO Forestry Department activities:
 - (a) The Forestry Department's medium-term objectives and main features of the Programme of Work 1978-79
 - (b) Forestry field operations in the African Region

11. Eighth World Forestry Congress

12. Activities of subsidiary bodies:

- "Silva Mediterranea"

VI. BUSINESS OF THE COMMISSION

13. Amendments to the Rules of Procedure of the Commission
14. Date and place of next session
15. Other business
16. Adoption of the Report

APPENDIX B

ANNEXE B

LIST OF PARTICIPANTS
LISTE DES PARTICIPANTS

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-- S. Cisse (Ivory Coast/Côte-d'Ivoire)
-- R.P. Yonazi (Tanzania/Tanzanie)
- Rapporteur: -- K. Aladejana (Nigeria)
- Secretary/Secrétaire: -- S.C. Tamajong (FAO)

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Administrative Officer/Administrateur
Meetings and Reports Officer/Chargé des réunions
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Consultant

Interpreters/Interprètes

Translator/Traductrice

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- G.P. Hazoumé (RAFR)
- D.D. Mattravers-Messana (Mrs./Mme.)
(FOD)
- E. Sisto-Knorr (Mrs./Mme.) (FOD)
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APPENDIX C

LIST OF DOCUMENTS

<u>Agenda Item</u>	<u>Code Number</u>	<u>Title</u>
1	FO:AFC/78/1	Provisional Agenda
3	FO:AFC/78/2	The State of Forestry in the Region (see Appendix H)
4	FO:AFC/78/3	Forestry Programmes in the Sahel
5	FO:AFC/78/4	Approaches to Forestry for Local Community Development
6	FO:AFC/78/5	Small Scale Forest Industries Plants for Developing Countries
7	FO:AFC/78/6	International Action for Tropical Timber Trade Development
8	FO:AFC/78/7	Providing Forestry Sector Data Appropriate to National Situations
9	FO:AFC/78/8	Forest Management Methods in the Moist and Semi-Deciduous Tropical Forest: Case Studies
10(a)	FO:AFC/78/9	FAO's Medium-Term Objectives in Forestry and Main Features of the Forestry Department's Programme of Work for 1978-79
10(b)	FO:AFC/78/10	FAO's Forestry Field Operations in the African Region
11	FO:AFC/78/11	Eighth World Forestry Congress
12(b)	FO:AFC/78/12	AFC/EFC/NEFC Committee on Mediterranean Forestry Questions "Silva Mediterranea"
13	FO:AFC/78/13	Amendments to the Statutes and Rules of Procedure of the Commission

Information Documents

FO:AFC/78 Inf.1	General Information
FO:AFC/78/Inf.2	Annotated Provisional Agenda
FO:AFC/78/Inf.3	Provisional Timetable
FO:AFC/78/Inf.4	List of Documents
FO:AFC/78/Inf.5	List of Participants

National Progress Reports from:

Benin
Central African Empire
Chad
Congo
Ghana
Ivory Coast
Lesotho
Liberia
Morocco
Nigeria
Senegal
Tanzania
Tunisia
Upper Volta

OPENING ADDRESS

by

Mr. K. Kese
Deputy Chief Conservator of Forests, Ghana

Mr. Commissioner, Distinguished Delegates, Ladies and Gentlemen:

I am speaking to you as the first Vice-Chairman of the Fourth Session of the African Forestry Commission, which was held in Bangui from 22 to 27 March 1976.

I had hoped that the Chairman for that Conference, His Excellency Ange Patassé, then Minister of State in Charge of Tourism, Water, Forests, Hunting and Fisheries, but now the Prime Minister of the Central African Empire, would be present here himself to open this conference. Unfortunately, he is unable to be with us because of heavy state commitments. I wish to seize this opportunity to congratulate him on his elevation to this high office, and on behalf of you all, to wish him well in his new appointment.

The African Forestry Commission provides an invaluable forum for reviewing the main forestry developments in the Region and the dissemination of technical information. It also provides an opportunity for human contact to the extent that no amount of correspondence could ever achieve. Old friendships are renewed and new and lasting ones are formed among people who follow a common profession but come from different parts of the continent.

I feel sure that the bonds that bring you all together in Accra will be reinforced by the interchange of ideas and experiences which are such a feature of the conference.

Mr. Commissioner, Distinguished Delegates, Ladies and Gentlemen, I now have the great pleasure in declaring the Fifth Session of the African Forestry Commission open.

APPENDIX E

OPENING ADDRESS

by

Dr. R.K. Gardiner
Commissioner for Economic Planning
Government of Ghana

Your Excellencies, Commissioners of State, Distinguished Delegates, Ladies and Gentlemen:

It is indeed a great pleasure for me to be present here today to perform the opening ceremony of this Fifth Session of the African Forestry Commission of the Food and Agriculture Organization of the United Nations.

Allow me first of all, on behalf of the Supreme Military Council and the people of Ghana, to extend a most cordial welcome to all the distinguished guests here assembled.

This session, I am informed, is the continuation of one last held in the Central African Empire, just over 2 years ago.

Your main concern, I am further informed, is to harness collectively at the continental level all efforts to maintain and develop one of the continent's most precious and renewable resources, namely the forest resource, for the maximum benefit of mankind.

The role of these forests in the lives of the vast majority of our peoples as a source of regular supply of most of their basic essentials of life, is well known.

It is needless to assert, therefore, that in our determined efforts to develop our national economies and to improve upon the quality of the standards of life of our peoples, a more intensive and rational use of all available resources including the forest resource, is called for.

As custodians of this most valuable natural resource, I am convinced that you will, Distinguished Delegates, during the course of your days of deliberations here, arrive at solutions to many of the problems being encountered with the continued utilization of the forest resources of our continent.

Allow me to remind you, in passing, only of a few of the major pressing problems requiring immediate and lasting solutions.

The untold hardships of several rural communities occupying the Sahelian region of the African continent is common knowledge. That the process of desertification slowly creeping across this zone of Africa can to some extent be alleviated by the Forester in his efforts at restoring and providing adequate vegetative cover is internationally accepted.

The Government of the Supreme Military Council on her part is fully committed to this international obligation and has allocated a yearly sum of over half a million cedis on forestry development programmes, to counteract the threat of the Sahel in her northern and upper regions.

We shall be looking forward to you, Distinguished Delegates, for effective consolidation of our various efforts at overcoming the menace posed by this threat.

A second area of grave concern to us all is the relatively small number of timber species from our forests currently being marketed. This is undoubtedly one of the special fields where concerted effort at the international level can bring much good.

This is a noble challenge which I would now seriously wish to throw to you. We are convinced that solutions to this problem remain the surest way to enable our various economies extract an appropriate contribution from a resource occupying almost 20 percent of the total land area of our continent.

At this stage, Distinguished Delegates, I once again wish you a most hearty welcome, a happy stay and many days of fruitful deliberations.

Thank you.

OPENING ADDRESS

by

Dr. K.F.S. King
Assistant Director-General and Head of Forestry Department

Mr. Chairman, Commissioner for Economic Planning, Distinguished Delegates, Ladies and Gentlemen:

We meet at a most inauspicious time in the world's history. We meet at a time when the entire world is in economic disarray. We meet in circumstances in which the world is beset, almost everywhere, with problems of inflation, with severe balance of payments difficulties, and with quite unacceptable levels of employment.

These problems and difficulties affect the whole world. But they are exacerbated in the developing countries by the legacies of our colonial past; by the terms of trade that are dictated and controlled by the countries of the north; by the inadequacy of our infrastructure, of our institutions, of our manpower, and of our political systems. They are made more pernicious by our structural inabilities and deficiencies.

In short, Mr. Chairman, the global political and economic environment in which this Fifth Session of the African Forestry Commission is taking place, is such that, either we despair that the problems of the world in general, and of Africa, in particular, are so immense, so intractable, that there is little that meetings such as this can contribute to their solution, or (and this is my position, and the position of the Food and Agriculture Organization of the United Nations), that it is only by combining efforts, by international co-operation, by an African approach to the problems of the continent, that we can begin to hope to tackle successfully the burning issues of our time.

I say that I have a strong conviction that it is only by concerted action that many of the problems which face the Third World in general, and Africa, in particular, can be solved. I say this, however, with a full appreciation of the fact that the continent of Africa embraces countries with varying political ideologies and aspirations; countries at varying stages of social and economic evolution; countries which cover the gamut of under-development.

I say that we must perceive the problems of African forestry and forest industries development, not as local, restricted issues, but as issues which affect the continent as a whole, as problems which have their genesis in common roots and which are perpetuated because of common deficiencies; because of our inability often to understand that the narrow, parochial paths which we pursue in an attempt to solve our difficulties can lead often only to failure and to frustration.

And I say this, conscious of the fact that in Africa there are many regional differences, great ecological contrasts and extreme social and economic diversity. I say this conscious of the fact that, within the context of forestry Africa is a continent of disparities.

Countries such as Cameroon, the Central African Empire, the Republic of the Congo and Zaire, to name only a few, are rich in forest resources which, if efficiently managed and marketed, can play an important role in the attack on economic and social under-development.

Other countries, in contrast, have squandered their forest patrimony, and all that remains of once verdant and productive forest lands are denuded areas, which not only do not make any significant contribution to economic development, but, perhaps more important, are no longer capable of reducing erosion and siltation and of regulating water supplies. As a consequence there are frequent floods and there are frequent droughts. And the destruction of these forests has led to much human suffering, much human misery.

And there yet are other countries, such as those which are collectively referred to as the Sahel, which have totally different forest conditions. Here the dominant type of vegetation, as you know, is savanna, and the density of trees and shrubs is often very low. Here, it appears that the role of forestry should not merely be of tree planting and wood production, per se, but rather the forests should be seen as performing a leading economic and social function, aimed at combatting desertification and contributing to the overall social and economic development of the zone.

The list of contrasts in ecosystems is by no means exhaustive, but I submit that it illustrates the diversity of forest resources which is on the African continent, and the differences in the problems which are encountered in one area or another. I submit further that though at first glance it might appear that these disparities in resources, these differences in problem orientation are divisive, they are in fact, or rather should be, the strength of African forestry. For if the continent is studied as a whole, if the forest resources are analysed, not only from the national view point, but also at the continental level, if the potential supply of forest products is examined and their potential demand projected, it can, I submit, be clearly demonstrated that the African continent, taken as a whole, in terms of forest resources, in terms of demand, in terms of potential forest industrial development, can not only be self-sufficient in timber, but can produce a significant surplus for export from the continent. I submit further that the value that is added through processing which will accrue in the African countries themselves, and not as it now does, in the developed countries, would make a significant contribution to general development and would assist in the creation of work opportunities in the forests and in the factories. Moreover, there would be considerable savings, and not insignificant earnings, of foreign exchange.

Therefore, if properly analysed, properly planned, and properly developed, the forest and forest industries sector of Africa can assist remarkably in overcoming some of the problems which beset the countries of the world: the problem of unemployment and the problem of large balance of payments deficits.

That is the potential. What is the reality? We find that there is very little intra-continental trade in wood and wood products in Africa. In the past, there had been fierce competition among the timber producing countries of Africa for the export markets of Europe. As a result the prices that were obtained were often low, the forests were creamed for the few species which were demanded in Europe, and as a consequence the forests were degraded though not fully exploited, the returns which accrued to Africa were marginal, nothing was done to promote an indigenous market, nothing was done with respect to the wood trade among African countries, and the contribution of the forests to the economic development of most countries of the Region, was minimal and derisory.

In recent years there have been established Regional Timber Boards which are designed to ensure, among other things, that the African producing nations obtain the best returns for their products, do not compete unnecessarily among themselves, co-ordinate their timber producing and marketing activities, and aim at the ultimate integration of forest policies of the Region.

Obviously, these efforts are to be commended. But it seems to me, and here I give a personal opinion, that the old, beaten, well-worn, traditional paths are being followed. The emphasis is still on exports from Africa to the so-called metropolitan countries. The practices that have been established by the colonial pro-consular classes in the past are still being slavishly pursued. It is true that they have been given a modern guise. But

the fundamental approach, the basic thought-processes, the underlying concepts remain the same. The potential markets of Africa are still ignored or are considered secondary. The outlook is still westward. The indoctrination processes of centuries still have a marked effect, and your economic development is still dictated by the fashions and whims of the metropolitan countries. The New International Economic Order is not being implemented even in those areas, in which we, from the Third World, have some modicum of influence.

But it is not only in the field of trade in forest products that your approaches to forestry and forest industries development have a pre-independence stamp. Your concepts of forest industries development incorporate the myths of large-sized mills, press-button technologies, and sophisticated equipment that are irrelevant to your needs and inappropriate for your societies. In many countries of the Region forest industrialization policies, which appear to be fraught with danger, have been formulated and are being pursued: forest industrialization policies that are based on an uncritical acceptance of technologies, and more important, of methods of analysis and of approaches to development that are not consistent with your stated aspirations.

Again, in many countries of the Region, the old pre-independence forest policies which were evolved with imperialistic objectives are still extant. These policies, a priori, must have a stultifying effect on your development. I suggest that they be re-examined, and changed, if necessary. The means for implementing the new policies should be made available. And above all, the needs of the rural poor, the forest dwellers should be consciously identified and deliberately catered for.

Mr. Chairman, we, in the Food and Agriculture Organization of the United Nations, have over the past three years or so, carefully assessed the advice we have been giving the developing countries in the field of forestry in the past. We have reached the conclusion that some of this advice, though given without malice, indeed though proffered with the best of intentions, did not take fully into account the social and economic characteristics of the developing countries which we served. We have, for example, realized that in the past we tended to support planning from above. That, as evidenced by our actions and by analyses of our written reports, there was implicit in our recommendations to the developing countries a belief and a faith in the "trickle down" theory of growth. Where the projects with which we have had the honour to be involved have achieved some measure of success, the benefits have in many instances by-passed the rural poor, the forest worker, and have accrued either to the already local rich, or to the foreign entrepreneur. As a result, even, we emphasize, where there have been successful projects, the poor have become poorer, they have remained hungry and malnourished, and their lives have continued to be of unallayed misery.

We have therefore evolved a different approach. We have not abandoned all of our traditional approaches, but we have added a new dimension to our programmes. We recognize that there is a need, indeed that there is a necessity, to involve the people in many of our activities and consciously to establish as one of our goals, if not the main goal, the improvement of the quality of life of the rural poor and the providing of assistance to them, so that they may be able to mobilize their own resources. We have come to the conclusion that these are just as important as rates of economic growth.

The new programme, which we have evolved, we have called Forestry for Local Community Development. We have been assisted by experts from all the developing regions of the world. In fact, it is true to say that in very large measure, it is their programme. We have obtained the financial resources for the programme from our own FAO resources and from the Swedish Government. We intend, over the next five years, to assist those countries which desire such assistance, in any aspect of forestry for local community development. Our only requirement is that the project must be people-oriented, and that the people should be involved in all stages of the decision-making process.

We believe that forestry, particularly forestry in Africa, has an important role to play in integrated rural development; we are of the opinion that through the employment of combined systems of agriculture and forestry, rural peoples in particular, and national economies of Africa in general, will benefit greatly; we hold the view that such systems

can alleviate the severe pressure that is now exerted on the forests for fuel and for more land on which to grow food; we know that small-scale mills can be developed which are suitable for the industrial conversion of the wood raw material in these communities. Indeed, Mr. Chairman, we in FAO have already developed a portfolio of such small-scale mills and as you know, these will be discussed here during our Session, and their relevance to the different situations in Africa examined.

Lest there be some confusion, I wish to state most emphatically that the Food and Agriculture Organization is not replacing industrial forestry with community forestry. We are not substituting small-scale mills for large traditional-sized mills. However, we have recognized that we have tended to concentrate on the one rather than the other, and it is our intention to redress the balance.

One final word, Mr. Chairman. No matter what your policies, your plans, your programmes and projects; no matter what level of technology you adapt; no matter how much you involve the people in your decision-making processes, and how much you direct your resources to the improvement of the people, all will be to no avail unless there is trained manpower, and unless your institutions are modernized to take advantage of new directives and new methods of work. In the final analysis, therefore, the success of African forestry will depend upon the training which forestry practitioners will receive, at all levels, in the years ahead. The quality of the training provided and the numbers that are trained will be the critical factors in the development of the sector. This we will also discuss during the session.

Mr. Chairman, the Director-General of FAO wishes me to thank the Government of Ghana for the assistance it has given us in staging the Fifth Session of the African Forestry Commission. He has asked me also to thank the distinguished delegates and observers for coming to the Commission, and to wish them success in their deliberations. I thank Mr. Robert Gardiner, the Commissioner for Economic Planning, for doing us the honour of attending the session.

Mr. Chairman, I know that in my remarks I have been somewhat critical of African forestry. But I have been motivated by a conviction so strong, that it amounts almost to positive certainty, that the difficulties of, and obstacles to forestry development on the African continent can and will be overcome, and that the problems which we face in the forestry sector in Africa will be solved by African foresters themselves. Indeed they must. It is my hope, indeed I am certain, that during this session we will make one step forward towards finding these solutions.

I, too, wish you a successful session. Thank you.

OPENING ADDRESS

by

Mr. J.A. Mudavadi
FAO Deputy Regional Representative for Africa

Mr. Chairman, Honourable Commissioner, Excellencies, Distinguished Delegates, Ladies and Gentlemen:

In welcoming you to the Regional Office for Africa of the Food and Agriculture Organization of the United Nations, I would, in the same breath, like to take this opportunity to thank the Government of Ghana, on behalf of the Director-General, for facilitating the convening of the Fifth Session of the African Forestry Commission by extending to us the usual courtesy with which this country has become associated; and to the British Council for putting at our disposal their meeting hall. In particular, I should like to thank Dr. Robert Gardiner, the Commissioner for Economic Planning, for giving us the honour of opening these proceedings.

Mr. Chairman, one of the greatest challenges of our time is the search for a rational and equitable means of parcelling out the scarce resources available to mankind. In addition to the unevenness of geographical endowment of these resources, the disproportionate distribution of incomes and wealth between regions affects the effective demand for these resources and causes unbalanced consumption, with the richer countries having more than their share. This creates perpetual surplus in some regions and deficits in others. In the African Region, where effective demand is lowest, the comparative advantage which would otherwise be enjoyed by countries which are richly endowed with a number of resources, is lost to countries which, because of high incomes, have greater propensities to import the same products they produce at home where conservation measures on resources are enforced. Increasing recognition of this situation constitutes the cardinal principle on which a quest for a New International Economic Order is based.

With regard to the forestry resources, the African Region cannot be said to possess the comparative advantage it might enjoy in respect of other natural resources. Indeed, it is reliably estimated that out of the 2 970 million hectares or one quarter of the land area covered by closed forest, Africa's share is only 190 million hectares or just over six percent of the global reserve. Out of the Third World share of 46 percent of the world total, Africa's share is only 14 percent. Relative distribution of Africa's share gives the following picture: Central Africa, 80 percent; West Africa, 10.50 percent; East Africa and Islands, 10 percent and North Africa, 0.50 percent. Although no figures are readily available for Southern Africa, this is telling enough. For instance, the per caput share of developing countries in closed forest as of 1975 gives the following picture: Africa, 0.50 ha; Latin America, 2.16 ha; Asia, 0.20 ha and Oceania, 10 ha. Thus, not only do the present resources in Africa seem inadequate to support the growing human and animal population, to the same extent as other regions (except Asia) would, but their rate of exploitation is considered to be high enough to threaten depletion in a relatively short time unless parallel measures are instituted in favour of reforestation. This would result in the Region becoming net importer of wood and wood products, thereby adding to the already high import bill which, at the moment, is largely attributable to manufactured goods, especially machinery and equipment. When account is taken of the fact that woodfuel contributes 58 percent to the total energy consumption in Africa - the highest of any region - the prospect of scarcity of wood could be disastrous if not catastrophic to the rural masses, who use it as the only source of energy for cooking, heating, blacksmithing, etc.

Recent surveys show that, while developed countries have maintained a judicious balance between the rate of replacement of their forestry resources, in developing countries the trend has been and continues to be that of intensive deforestation. This is largely because of the increasing demand on arable and grazing land - a demand which is aggravated by population pressure.

Mr. Chairman, over the next five days, you will be reviewing the state of forestry in the Region with a view to evolving an integrated policy designed to combat desertification through land degradation. You will no doubt wish to carry out an appraisal of the policies pursued by the national governments and inter-governmental bodies in respect of such practices as shifting cultivation, grazing and commercial logging.

Mr. Chairman, if the figures quoted above have highlighted the inadequacy of forestry resources in this Region in relation to other regions and the vulnerability of these resources to degradation as evidenced by the spread of desert and menace of soil erosion in many parts of the Region, they also challenge this gathering to evolve a coordinated strategy at sub-regional and regional levels to ensure a rational management - including conservation measures - exploitation and utilization of these resources. As you can see from the figures quoted above, certain sub-regions (notably Central Africa) enjoy surplus reserves of forestry resources while other sub-regions (notably North Africa) are in perpetual deficit. In terms of population, the Region would still be self-sufficient if cooperation in the extraction and marketing of these resources were strengthened. As a Regional Commission you might wish to address yourselves to this point. This cooperation applies as much to forestry resources as to minerals, water, soil, wildlife, etc. The seemingly gloomy picture painted by the statistical figures quoted above refers to the actual forestry resources. It needs to be emphasized, however, that the potentials of increasing the reserves in the Region are unlimited if the right policies are adopted. Dr. King has made this point more emphatically in his address and it remains for you to devise ways of making these potentials a reality.

Thank you Mr. Chairman.

APPENDIX H

THE STATE OF FORESTRY IN THE AFRICAN REGION

SECRETARIA' NOTE

I. INTRODUCTION

1. This paper reviews the forestry situation in the African Region between the Fourth and Fifth Sessions of the African Forestry Commission on the basis of the 14 National Progress Reports received. There may well be significant progress in countries whose reports are unavailable.

II. SALIENT FEATURES OF FOREST POLICY AND INSTITUTIONS FOR FORESTRY DEVELOPMENT

(a) Development Planning

2. Most countries in Africa appear to realize the importance of development planning and several have formulated specific forestry development plans as integral parts of overall national economic development plans. These plans are generally of three to five years' duration. Main activities cover institutions, training, protection, production and extension. A few perspective forestry plans scanning the turn of this century exist and there appears to be some progress in planning with other land uses in view.

(b) Formulation of Policy

3. Various surveys, inventories, supply and demand forecasts have been prepared, either by indigenous institutions or with the assistance of international and external institutions. These are used in the formulation of forest policies in the countries where they exist. Efforts are being made to keep these surveys up to date, widen their scope, include multiple land-use considerations, and involve the people more and more. Social cost/benefit analyses are done in some specific cases but are not in general application.

4. Major changes and trends are reported in some countries. These range from fundamental institutional changes to slight innovations to meet new situations.

5. In most countries there is an increasing awareness of environmental considerations and some countries are taking active steps to protect natural forests on watersheds and on fragile ecosystems. Reforestation gains prominence both as a supplement to environmental considerations, and as a source of fuel, fodder and wood.

6. Some countries have imposed restrictions of varying intensity on the export of unprocessed forest products.

(c) Implementation of Policy

7. Legislation has been enacted in some countries to restructure their implementing institutions, review or redefine functions, guarantee environments, revise forest fees and taxes and to prevent smuggling of wood products across land borders.

8. There appear to have been no radical changes in the existing pattern of state, communal and private forest ownership. Many countries report losses of forest land to agricultural or other forms of land use. In some cases these are planned but in many others they are the result of illegal encroachments and settlements. Reports of increases in forest land are few and cover degraded lands or areas where soil stabilization and erosion control are of paramount importance. One country is extending its agrarian reform to forest land.

9. Contracts for the utilization of public forests are biased in favour of private entrepreneurs, though state entrepreneurship also occurs. Depending on size and duration, there may be licences or leases, the former being smaller and of shorter duration and the latter larger and of longer duration. Generally, the range is from a few months to twenty-five years.
10. Management control is usually exercised by the forest authority. Prices are determined by the forest authority or by auction sales. Regeneration is largely left to the forest authority though in some countries statutory contributions to the regeneration effort are made by entrepreneurs and there are also instances of entrepreneurs undertaking regeneration themselves.
11. There appears to be a liberation of Forestry Departments from restrictive attachments of the past and a growing recognition of forestry potentialities on rural development. In some countries fundamental organizational changes have taken place, giving the forest authority full autonomy, whilst in others more moderate modifications to enhance functional efficiency have been carried out. Certainly the traditional institutional forms are being examined critically in the light of changing circumstances and needs. Noteworthy is the establishment in one country of a forest extension section for rural community development.
12. With very few exceptions, staffing remains inadequate. Man-power planning targets have not been achieved or have been overtaken by events. Service conditions are generally unattractive, and the qualifications and versatility of many foresters enable them to occupy more lucrative niches elsewhere with considerable aplomb.
13. Finance also is seldom adequate for the urgent tasks in hand. The chronic shortage of foreign exchange in some instances imposes severe limitations on a number of inputs. Most countries make provision in their budgets for at least recurrent expenditure and some development programmes but the latter can be quite insignificant in some cases. Special afforestation and forest improvement funds exist in some cases but an increasing amount of investment comes from external sources in other cases.
14. Private forestry does not as yet play a role of great significance.
15. A few countries have autonomous Research Institutions but some confine emphasis to the priority problems of their situation. Others are dependent on or have connections with Research Institutions in more developed countries and a number of joint research projects are being undertaken. Generally though the research efforts in the Region do not match the requirements and even more regrettable is the lack of research co-operation and communication within the Region.
16. Research funding is from both internal and external sources and the earlier comments on staff and finance apply here also.

(d) Rural Community Development

17. Some countries have made significant progress in integrating forestry activities in the life patterns of the rural communities. Soil stabilization, soil fertility improvements, provision of shelter and forage for livestock, provision of fuelwood, foodstuff and non-wood products are reported. In some cases village and urban tree planting, and planting for protection of roads and rivers have been carried out, fully involving the people.
18. Agri-silvicultural methods are employed by many countries, though the motivation may not necessarily accord priority concern to rural communities.
19. Various government agencies, amongst which are Departments responsible for Local Government, Agriculture, Veterinary, Animal Husbandry, Health, Education and Rural Development, are involved in these activities and are generally well received.

20. The example of the formation of an extension service for rural development has been mentioned already and an example is also mentioned where the national political party involves itself in the organization of rural tree planting.
21. In the moister forest areas where extreme land pressure magnifies the conflict between forestry activities and agricultural interests, and where also complex land tenure systems exist, the people's responsiveness is not so healthy.
22. Incentive schemes, in cash and kind, mentioned in some countries is worthy of wider examination and emulation.

III. THE FOREST RESOURCE AND ITS MANAGEMENT

(a) Progress in Forest Inventory and Plans

23. Some progress has taken place in inventory work and improvements and up-dating are currently being undertaken or are projected. Some countries have also embarked on remote sensing imagery to speed up surveys and to monitor changes in the forest cover. In others not enough is being done.

(b) Changes in Forest Area

24. Changes in forest area show decreases in total. Logged areas are not regenerated, alienations to agriculture occur far too frequently whilst the transfer of even degraded land from agriculture to forestry is infrequent. Indications are that this trend will continue and it makes it even more imperative that some agri-silvicultural systems more compatible with the agricultural practices of the people and which might provide a solution, should be given priority.

(c) Status of the Management of the Natural Forest

25. There is a wide range of silvicultural and management systems reported in working plans. In practice, there is evidence to suggest that, apart from a few cases where radical conversion to plantations has been the method adopted, an impasse has been reached. Generally, it is realized that basic data and knowledge are inadequate, that a number of assumptions have not yielded the expected results, that mounting operational costs and market limitations militate against theorized possibilities and that time is an enemy in more than one sense.
26. Regulated cuttings either on a mono-cyclic or poly-cyclic basis are still in vogue. Refining or stem improvement treatments are done, and restocking either in lines or in groups, both regular and irregular, find favour with others.
27. Increases in forest roads constructed, opening up of areas for exploitation and facilitating plantation programmes, fire fighting etc. are reported. The problems of land-locked countries with poorly navigable rivers and long hauls to the coast through other countries remain immutable.
28. On hazards to the forest, deforestation, illegal farming and illegal felling take pride of place in moist forests but the effects of noxious weeds are being increasingly noted. In the drier forest types, these hazards supplemented by fires and over-grazing are important. Insect and fungal diseases are also problems which are likely to increase as the ecosystems are traumatically altered.
29. Some countries are integrating forest activities with the agro-pastoral activities of human populations to good effect. Fire protection measures are in some cases quite commendable. Insect and fungal diseases are being tackled with varying degrees of enthusiasm and resource. On the whole though protection measures are inadequate and require strengthening.

(d) Forest Plantations

30. The inevitable decrease of natural forests, the increasing demand for wood and forest products, and the recognition of the role of forests in the conservation of soil and water, have galvanized a number of countries into stepping up their planting activities. A wide variety of species suited to local conditions or to some industries are planted.

31. Financial and other assistance comes from the country's own budgetary allocations, special local funds, from the World Bank, World Food Programme, FAO/UN and various donor countries. Loans for reforestation are also obtainable from agricultural banks in some countries.

32. World Forestry Day, Arbor Days, Tree Planting Weeks are amongst the publicity measures used to arouse interest in forest tree planting, and the involvement of a political party in one case could have exciting results.

33. State or public plantings far exceed private efforts.

34. Costs vary from country to country and the common trend is that they are rising. A few countries have managed to ostensibly lessen costs by using national servicemen on plantation schemes.

IV. WATERSHED MANAGEMENT

35. In many countries, agricultural expansion and practices, particularly of the mechanized variety, wanton deforestation, fires and overgrazing leave bare the soil to the elements. Erosion and soil degradation follow at the sites, rivers and streams lose their purity and perennial attributes, and dams and reservoirs get silted up. Everyone is the loser.

36. Responsibility and involvement range from forest authority to other government departments, to specialized agencies, to nobody in particular.

37. Most countries find it difficult to quantify accurately the effects of the problem. Excessive run-off with consequent floods and low stream-flow in the dry season, loss of topsoil, stream sedimentation and dam siltation have been measured for specific cases in some countries. No country-wide data are presented.

38. Suggested steps to combat these problems are public education, research, and training of competent staff in this field. Specifically the banning of land clearing on certain terrains and along river banks, encouragement of contour farming, rehabilitation of denuded areas and the mandatory requirement of an environmental impact statement on all projects are considered as steps in the right direction.

V. WILDLIFE CONSERVATION AND NATIONAL PARKS

39. This subject is dealt with in the report of the Sixth Session of the AFC Working Party on Wildlife Management and National Parks.

VI. TIMBER AND WOOD PRODUCTS

(a) Logging, Transport and Forest Roads

40. Logging enterprises are largely privately owned, though joint ventures with state, and outright state ownership are becoming more common. The companies build their own access roads to their timber concessions and in some countries these have been integrated into national road systems.

41. The estimates of waste resulting from logging are rather alarming and figures of from 25% to 60% standing volumes have been quoted. Improvements are recorded where training and proper supervision obtain, and some countries have set up training institutions to remedy existing defects.

42. Mechanization of felling and extraction is continuing in most countries but problems have arisen with increased costs of fuel and spare parts, long delivery periods for new equipment and spares, and the foreign exchange constraints of some countries.

(b) Forest Industries

43. Again ownership is spread amongst private, joint ventures and state agencies. Main locations of industrial plants are either near the source of raw material, at some centre of gravity in an urban area or within the vicinity of a port or a river.

44. Expansions are envisaged in a number of countries though there is evidence that a number of existing plants are working well under capacity. Efforts are being made, with varying degrees of success, to attain a higher degree of processing and to raise the value of the product.

45. Existing plants range from small, antiquated, improperly managed mills to large integrated wood processing complexes with competent management, covering lumber, veneer/plywood, board products and furniture parts. A number of pulp and paper mills are in operation and even more are projected.

46. Some improvements in techniques are noted, resulting in elimination of waste and greater utilization of residues over the whole Region, though no great forward strides have been made.

(c) Timber Trade

47. The timber trade continues to be directed towards the industrial centres of Europe and North America. The buoyancy of the trade is, therefore, directly related to economic conditions prevailing in the importing countries. Frequent increase in ocean freight, the cost of equipment and the rising local costs and wages are affecting production costs. There is less and less margin for inefficiency. Some countries have placed varying restrictions on log exports, thus encouraging further local processing.

48. On the other hand, in some countries local demand has risen so much that timber export is the least of their concerns. Such demand does not appear to be met adequately by inter-African trade due to prior commitments of timber companies. Inflation and high local prices are also stifling exports in some countries.

49. The Region has a wood products deficit but there is as yet inadequate harmonization of trade amongst member countries. Poor communications and tariff restrictions contribute to this state of affairs.

50. No major long-term agreements for forest products are reported but preferential trade practices exist, and tradition and the frequency and availability of shipping influence the direction of trade.

51. The ACP (African, Caribbean, Pacific)/EEC Convention promises to hold good prospects for co-operation. Both the Economic Community of West African States (ECOWAS) and the African Timber Organization (ATO) are still finding their feet, having been created only recently. They will certainly foster inter-African timber trade.

VII. FORESTRY EDUCATION AND EMPLOYMENT

(a) Education and Training

52. A few countries have formal courses at university level and in some cases these have been expanded to cope with continuing education and to meet changing demands. Apart from these few, most countries avow critical inadequacy of such training opportunities and this view is most strongly expressed by a number of Francophone countries.

53. Many countries still rely on training in developed countries at the professional level. The cost of these are mounting year by year, competition for entry increases in intensity and there are adjustments in programmes to suit development in those countries which do not necessarily coincide with requirements of member countries.

54. Training at the intermediate level appears to be slightly better provided for and, being local, is of much greater relevance. There is also evidence of inter-African co-operation in this regard, though it could be pursued on an increasing scale.

55. Training at the vocational level is carried out on the job and is supplemented by block courses in some countries.

56. The industries normally take care of industrial training themselves and facilities exist in some countries for up-grading through polytechnics right up to professional level.

(b) Employment

57. Inadequate statistics make a meaningful analysis and comment on this impossible.

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