

nfp UPDATE - information as of 2004

Nfp process

This section brings a brief chronology of the nfp process, from its early phases to the latest developments. Details are given on the mechanisms, procedures and structures put in place to advance the implementation of the nfp, as well as on the main issues constraining its progress. A final overview on the forthcoming actions and activities closes the section.

Chronology of the nfp process

The preparation of the Ethiopian Forestry Action Programme (EFAP) was initiated in 1990. Two thousand copies of the final EFAP report, which became available in December 1994, were disseminated to the country's regions, donors, NGOs and other relevant government agencies, with the support of UNDP. The regionalisation of EFAP started 1996 and, accordingly, regions have developed their own RFAP based on EFAP. Five regions identified actions, strategies and specific projects that address their priorities in forest conservation and development (FAO, 1998).

Since its completion in 1994, there has been practically no attempt to implement the projects and programs envisaged in the EFAP, which now needs updating to fit the current sector strategy. A major impediment was that the EFAP did not correspond to the present organisation of the concerned institution, which had a low capacity to implement the plan.

Mechanisms and procedures

There is no defined structure put in place to advance the NFP process or to implement the program, neither at federal nor regional level. It was assumed that the sector, which is represented at the federal ministry level by a team, could process and implement NFP, but this has been beyond its capacity. Furthermore, since no budget was provided, the NFP could not proceed beyond a program document.

At the regional levels, the NFP preparation was taken as a one-off process without any monitoring mechanism. Thus, once prepared, the NFP was dormant whilst awaiting funding agencies to implement. Therefore, there is a need to: (a) review the NFP; (b) adjust it to local capacities; and, (iii) tailor it to realistic funding options, both local and foreign sources.

Main constraints

The forestry sector is confronted by problems related to the macro-economic situation and other more specific factors such as:

- lack of a formal forest policy, despite the existence of proclamation No. 94/194 (see paragraph 4);
- absence of policy enforcing mechanisms;
- frequent reorganisation of the forestry institutional systems and related discontinuation of planned activities;
- insufficient funding and technical support.

Currently, the forestry sector at the federal level has a lower organisational profile in the Ministry of Agriculture. Budget allocations and staff resources are often inadequate to monitor forest resources effectively and to ensure sustainable management (Bekele, 2001a). Although forest utilisation provides considerable revenue, this income has rarely been redirected to the management and conservation of the resources (FONL, 2000).

The trend towards decentralisation and devolution of forest management responsibilities to the local governments cannot be effective owing to low capacity of the sector at all levels. The current capacity of the sector is constrained especially at the regional level due to the absence of an appropriate management structure, inadequate allocation of budget and the high level of encroachment for expanding agricultural land and illegal settlements (Bekele, 2001a).

Future actions

It is planned to review and update the NFP to fit in to other sectoral plans such bio-diversity, research, environmental protection and water resources development. The main focus of the national plan is to embark on poverty reduction which should strengthen forestry's contribution to the overall strategy.

Forest policy

The national forest policy and their main achievements are hereby pointed out, together with the draft or official policy statement, when available. Two specific sub-sections on forest tenure and financial issues provide a more complete vision on the socio-economic context influencing the forest policy.

Main achievements

The federal and regional governments of Ethiopia recognise the economic and social values of forests and support their conservation and management for sustainable use. Forestry sector policies include:

- the regulatory framework for the management and development of public forest lands and the utilization of public forests;
- policies governing the pricing and marketing of forest products;
- policies for public enterprises management and for private-sector development.

The **Conservation Strategy** of Ethiopia, the **Ethiopian Forestry Action Plan** and the **National Action Plan to combat desertification** are among the most relevant policy initiatives taken by the government to confront forest resources degradation.

The [Forestry Conservation, Development and Utilization Proclamation No. 94/1994](#) is currently serving as the forest policy statement of the country. Though, significant progress has been made in reorienting forest policies and strategies to help lay the foundations for sustainable forest management.

The 1994 proclamation did contribute much towards relieving the pressure on forests, probably due to the absence of enforcing mechanisms (Bekele, 2001a).

A comprehensive federal policy covering either land use or forest management still has to be officially endorsed. The forestry policy, which is at a draft stage, sets out the following objectives (Bekele, 2001a):

- Satisfying the demand for forest products
- Protecting and conserving genetic resources in general and forest resources in particular
- Reducing soil erosion and protecting soil fertility thereby increasing agricultural production.

The policy also encourages the development of forests by individuals, organisations and government and the designation of protected and productive forests. It also emphasises the security of ownership of forest products to the developers and the importance of protecting the forests both from man-made and natural causes.

The expected outputs of the policy include among others (Bekele, 2001a):

- Participatory forest management practices in selected forest priority areas in cooperation with foreign agencies.

- Privatisation, devolution and decentralization, and recognition of indigenous peoples rights to forest management which are expected to change the roles of forest administration and management

Recognising the problems of land degradation and in the light of future development perspectives, the government of Ethiopia has developed related policies that encourage and attract private investors in the forestry sector; these permit the leasing land outside the possession of farmers and make land available to individual investors who contribute to the improvement of the environment and the people.

Participatory forest management - NGOs, both local and international, are advocating participatory forest management, but it is still at the infant stage. In addition, access rights have been recognised for the local communities under the current draft forest policy. Efforts are also underway to develop mechanisms whereby the opinions of local communities can be considered in decision making. There is an increasing concern on how to meet the needs and respect the rights of indigenous people who are forest dependent (FONL, 2000).

Environmental Policy - Since Ethiopia is mostly mountainous, all development activities have to reflect the conditions found in such environments. These conditions are accommodated in the Environmental Policy of Ethiopia and in other relevant policies and strategies, e.g. those on forestry and water resources development. The Environmental Policy of Ethiopia and other policy documents relating to natural resources management all take the mountainous nature of Ethiopia into consideration (UN, 2002).

Forest, trees and land tenure

According to the land proclamation of 1975, all forest land areas of 80 ha and more belong to the State and the use of forest land is based on a system of quotas issued by the forest administration. Technicians in the field locate areas of forest from which the quotas can be cut. The charges paid depend on the type of tree species and its value, its location, volume and the type of product (Bekele, 2001b).

According to the [Forestry Proclamation No. 94/1994](#) there are three types of forest ownership in Ethiopia: State forests, Regional Forests, and Private Forests. State and regional forests shall be utilised in accordance with management plans either approved by the Ministry or the appropriate regional body.

Farmers are entitled to lifelong, inheritable and transferable rights to the use of land and trees planted thereon.

The overall rights and responsibilities for the conservation and development of forests rests on the government. Local communities have the responsibility to cooperate in the effort made by the government to protect and develop forests. The private sector has the opportunity to develop forest resources based on the lease agreement made on the use of land made with the respective regional governments. The private sector is entitled to use his forest products both for own use or sale.

In the case of lowland woodlands and shrub lands, they usually belong to the local community and are managed by the community members. However, the ownership still remains public.

More information available on the following document: <ftp://ftp.fao.org/sd/SDA/SDAR/Ethiopia.pdf>

Institutions

This section presents an overview on the main forestry and forest-related public bodies operating at the national and local level. Details on the decentralization processes and structures are also provided, when available. A special sub-section on the major national and sub-national stakeholders outside the public sector completes the picture.

Decentralization

Ethiopia assumed a new form of administrative structure following a change in Government in 1991. Regions were formed based on the different tribal settings with the main administrative unit within the regions being Woreda and Peasant associations.

The decentralisation and devolution process that Ethiopia has undergone in the last few years has resulted in new political and administrative institutions. The introduction of a federal system has changed the balance of power in favour of the newly created regional states (Bekele, 2001b).

The regional agricultural development bureaux have become responsible for the preparation of plan and budget for their respective regions. The regional states now have the power to raise their own revenues and plan and execute their own development activities in accordance the policies of the federal government. The decentralisation and devolution do not stop at the regional level. The Woreda level is the lowest decentralised level of formal state structure within the regions. Below that are peasant associations, kebelles, tabias and villages with local councils which have the mandates to develop and enforce by-laws governing the management of natural resources (Bekele, 2001b).

Other stakeholders

- Ethiopian Agricultural Research Organization
Regional Bureaux of Agriculture
- IBCR (???)
Ministry of Energy and Mines
- Ministry of Education, including higher learning Institutions
- Religious Institutions
- Ethiopian Heritage Trust
- Environmental Protection Authority

Legislation

The main forestry laws and regulations, either enacted or under development, are listed and shortly presented. Details are given on other significant legal instruments pertaining to sectors having a bear on forestry, such as agriculture and environment. A complete list of legal papers from the joint ECOLEX database is provided.

Forestry legislation

The following Legislation impacts directly on the forestry sector:

- The Ethiopian Water Resources Management Policy
- The National Population Policy of Ethiopia
- National Policy on Bio-diversity Conservation
- The Energy Policy
- The Environmental Policy of Ethiopia
- Draft Environmental Impact Assessment Proclamation
- [Forestry Conservation, Development and Utilization Proclamation No. 94/1994.](#)
- [Forest and Wildlife Conservation and Development Proclamation \(No. 192/1980\).](#)
- [Exploitation of Private Forest Regulations \(L. N. No. 346 of 1968\).](#)

Other relevant legislation

- [Water Resources Utilisation Proclamation No. 92/1994.](#)

Salient features of environmental laws in the Federal Democratic Republic of Ethiopia may be found at:

- http://www.unep.org/dpdl/symposium/Documents/Country_papers/ETHIOPIA.doc

- <http://www.law.du.edu/naturalresources/Individual%20Countries/Ethiopia.htm>

Ethiopia's submission on Agenda 21:

<http://www.un.org/esa/agenda21/natinfo/wssd/ethiopia.pdf>

FAO, Country Forestry profile (Web_01):

http://www.fao.org/forestry/fo/country/index.jsp?lang_id=1&geo_id=60

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