

Report of the fifth session of the

COMMITTEE ON FORESTRY

Rome, 26-30 May 1980



FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

PREVIOUS SESSIONS

- First session — Rome, 8-13 May 1972
- Second session — Rome, 22-29 May 1974
- Third session — Rome, 22-27 November 1976
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REPORT
OF THE
FIFTH SESSION OF THE COMMITTEE ON FORESTRY

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MATTERS REQUIRING ATTENTION BY THE COUNCIL

A. MATTERS REQUIRING DECISION

None.

B. MATTERS FOR INFORMATION

Wood and Energy

The Committee endorsed the viewpoint that wood-related energy should be seen in the context of national energy policies and noted that fuelwood and charcoal do meet basic energy requirements of rural populations. The importance of integrating tree growing for fuel with agricultural practices was indicated and the participation by local communities and individual farmers in such programmes, for example through forest owner associations, was strongly recommended by the Committee. The Committee also recommended that Governments adapt their administrative structures and institutions to provide necessary extension and support services to rural populations engaged in tree planting. (paras. 16 and 17).

The Committee, while acknowledging the increasingly important role the forestry sector had to play in meeting rural energy requirements, cautioned against abandoning other objectives of forest management. It recommended to governments that wood for energy should be an integral component of forest management together with watershed management and environmental protection. Particular attention should be given to residue utilization of those parts of the biomass not presently included in active management and suitable for energy use. (para. 21).

The Committee noted with approval the excellent examples cited by several delegates of programmes, projects and species that had been used successfully in establishing forests and trees for energy and local community development. It indicated that FAO should collect and disseminate such information to the greater benefit of the rural populations of the member countries. It recommended that FAO should act as the lead agency within the United Nations system on matters related to wood for energy and provide technical assistance to Member Governments in cooperation with other agencies and institutions, as and where necessary. (para. 22).

Forest Management Orientation for the 1980's

The Committee fully supported and emphasized the concepts contained in COFO-80/3 "Towards a Forestry Strategy for Development", including the objectives and priorities identified. The Committee considered the approach which integrates in a more balanced manner the protective, productive and social functions of forestry activities as particularly relevant to present and expected future conditions in the countries, and noted that the needed policy reorientations were fully consistent with the Declaration of Principles and Plan of Action of the World Conference on Agrarian Reform and Rural Development. (para. 29).

Recognizing the complexity of design and implementation of programmes and projects oriented towards rural development, the Committee agreed that attention should be given to the strengthening of forestry organizations. In particular, the Committee recommended that FAO devote increased efforts to professional and technical education and, in close collaboration with ILO, to vocational training, and to supporting governments in their extension activities at the community level. (para. 30).

The Committee emphasized that high priority should also be given to those activities conducive to a better design and analysis of investment projects. It recommended that FAO increase its support to efforts aimed at the creation of a better planning and investment analysis capability at the project level in ways which would ensure that a proper balance of the productive, protective and social functions of forestry is attained in multidisciplinary systems of management which would actively involve local populations and secure benefits for them. (para. 31).

While the political will needed to implement this strategic reorientation was present in many developing countries, there was a need for increased collaboration of advanced industrial societies and for expanded support from international, technical and financial organizations. The Committee recommended that governments of developed countries increase their financial and technical support, through bi- or multilateral channels, to the implementation of forestry projects for rural development in developing countries. (para. 32).

The Committee recommended that FAO support all those efforts aimed at the creation of appropriate technology, without necessarily limiting action to small-scale processes. The Committee further recommended that FAO dedicate increased efforts to the rationalization of marketing both at the national and local level, as well as at the international level. (para. 33).

Matters Referred to the Attention of the Committee and not Related to other Items of the Agenda

The Committee welcomed the report on follow-up to the recommendations it had addressed to FAO at its Fourth Session and expressed the wish that such a document be prepared for future sessions. (para. 34).

The Committee welcomed the presentation of Secretariat Note COFO-80/5 on decisions taken by FAO's Governing Bodies in the field of forestry, and expressed the wish that such information be provided at future sessions. (para. 37).

The Committee considered the recommendations of those Regional Forestry Commissions that had met since its Fourth Session. The Committee agreed with the need expressed by several Mediterranean countries for a body which would deal on a continuing basis with the forestry problems of special concern to the Mediterranean area, including forest fires, reforestation, and management and use of scrub and maquis-type land. (para. 39).

The Committee expressed its appreciation of the interest shown by the Joint FAO/ECE/ILO Committee on Forest Working Techniques and Training of Forest Workers in the transfer of technical knowledge and invited them to continue along these lines. It noted the suggestion made that bodies, similar to the Joint Committee which was providing valuable service in the ECE region, might be considered in other regions. (para. 41).

The Committee agreed with the European Forestry Commission's recommendation that a small group of experts from recipient and donor countries examine the opportunities of undertaking technical cooperation at the international level and report accordingly. (para. 42).

The Committee took note of the report of the Thirteenth Session of the Latin American Forestry Commission held in Mexico in February 1980, and particularly stressed its support for the recommendation covering the formation of study groups in various fields of forestry activity to improve the effectiveness of the Commission. (para. 43).

Review of Forestry Field Programmes

The Committee noted the progress made in technical cooperation amongst developing countries, and recommended that, as the number of experts and consultants from developing countries was increasing, their use in technical cooperation programmes should be increased. (paras. 45 and 46).

The Committee noted that, although the FAO Forestry Department was currently operating 160 projects, there were unusually few projects in the preparatory ('pipeline') stage. The Committee strongly recommended that forestry administrations take full advantage, in cooperation with FAO, of the various mechanisms (including UNDP country programming) for financing the forestry programmes. The Committee noted with satisfaction the readiness of donor countries to support the forestry field programme, for example as recorded in the report of the Tenth Session of the North American Forestry Commission, held in Mexico in February 1980. (para. 50).

The Committee stressed the contribution made by the field programme to the identification of investment opportunities and the scope for the expansion of the forestry field programmes through the technical support components in investment preparation and implementation and requested that this work be increased. (para. 51).

Review of FAO's Programme of Work for the Forestry Sector

The Committee expressed its full support for the concepts contained in documents COFO-80/8 and COFO-80/9. It was suggested that, nevertheless, more meaningful decisions could be taken if the Committee had a more detailed analysis of the forestry activities of other multi- and bilateral donors and agencies. The Committee indicated that FAO might carry out such analysis. (para. 59).

The Committee assigned high priority to the subject area of wood as a source of energy and recognized the production of wood for fuel as a major objective in forest management. The Committee recommended that FAO extend its assistance to member countries in their efforts to organize the more efficient production and use of fuelwood and charcoal. The Committee stressed the important role of FAO in preparing and disseminating information and documentation on the subject, including information on the experience of member countries. (para. 61).

The Committee recommended that regional and global forest inventory and outlook studies continue to form part of the FAO Forestry Department programme, and that FAO support training and assistance in the development of national capability in statistics, sector analysis and planning and the formulation of investment programmes. (para. 62).

Recognizing the need for the better management of tropical forests and for the expansion of forest plantations, the Committee recommended that FAO continue to support activities aimed at the development of innovative management models, at the identification and dissemination of improved seed and species, at the incorporation of secondary products of forests such as meat from wildlife, nuts and medicinal plants in management plans, and at the analysis of ways in which afforestation in arid and semi-arid zones, as well as in degraded areas, could be expanded. In particular, the Committee recommended that FAO include the study of the characteristics and extent of shifting cultivation and its effects on the environmental and economic dimensions, as well as the analysis of ways in which it could be replaced by managed, as well as socially and environmentally acceptable, forms of land use. The Committee also recommended that FAO continue to support activities concerned with the control of desertification and the stabilization of continental sand dunes. (para. 63).

The Committee recognized that technical and managerial skills are in short supply in most developing countries and strongly recommended that FAO expand its training, education and extension activities particularly through the establishment of Regional Training Centres; support research relevant to the problems of forestry development in the countries, and contribute to strengthening national institutions for forestry planning and administration. (para. 64).

The Committee noted that the financial resources needed to implement necessary plans for industrial expansion and for forestry in rural development were considerable and recommended that FAO increase its efforts to secure the increased flow of financial resources needed to support the new strategic orientation. It was suggested that FAO carry out an analysis of successes and failures of those forestry projects with a substantial social component so that the lessons learned could be disseminated for use in training activities, and to ensure better project design and implementation. (para. 65).

The Jakarta Declaration

The Committee welcomed the fact that for the first time, at its last session in November 1979, the FAO Conference had discussed and endorsed a declaration of a World Forestry Congress, i.e. the Jakarta Declaration. (para. 67).

INTRODUCTION

1. The Fifth Session of the Committee on Forestry of the FAO Council was held at FAO Headquarters, Rome, Italy, from 26 to 30 May 1980.
2. The session was attended by delegates from 69 Members of the Committee, by observers from 9 other FAO and UN Member Nations and from the Holy See, by representatives of the United Nations, the Economic Commission for Africa, the United Nations Conference on Trade and Development, the United Nations Environment Programme, the International Labour Organisation, the World Bank and the European Economic Community, as well as by observers from 6 other organizations. A full list of participants is given in Appendix B.
3. The session was opened by the First Vice-Chairman, Abdul Aziz Bayoumi, acting as Chairman.
4. The Director-General made the opening statement to the Committee. The full text is given in Appendix D.

Inaugural Speech

5. The inaugural speech was delivered by Abdellatif Ghissassi, Minister of Agriculture and Agrarian Reform of the Kingdom of Morocco. The full text of this speech is given in Appendix E.

Adoption of the Agenda

6. The Agenda was adopted. The Agenda is set out in Appendix A. The list of documents is given in Appendix C.

Election of Officers and Designation of Drafting Committee

7. The Committee elected unanimously as

Chairman	A.M. Khattak	(Pakistan)
First Vice-Chairman	R.M. Peterson	(USA)

8. As Vice-Chairmen representing the FAO regions of Africa, Asia, Europe, Latin America and Southwest Pacific, the following were elected:

Africa	O.M. Mburu	(Kenya)
Asia	E.V. Cortes	(Philippines)
Europe	V. Benvenuti	(Italy)
Latin America	J. Jenkins Molieri	(Nicaragua)
Southwest Pacific	A. Kirkland	(New Zealand)

9. The Committee appointed the following to the Drafting Committee:

A. Zaki	(Morocco)
P. Decker	(Luxembourg)
R.W. Brandt	(USA)
J. Mora Brugere	(Chile)
J. Ortega San Vicente	(Mexico)
B.O.M. Chiyabwe	(Zambia)
Mohd Darus B.H. Mahmud	(Malaysia)
M.G. Bumbu	(Romania)

R.W. Brandt was elected Chairman of the Drafting Committee.

FOREST POLICY ISSUES

Wood and Energy

10. In the introductory statement on COFO-80/2: "Wood for Energy", reference was made to the speeches by the Director-General of FAO and the Minister of Agriculture and Agrarian Reform of the Kingdom of Morocco who had emphasized the important role of forestry in providing energy to the rural populations. Fuelwood had now become one of the major renewable resources for future energy supplies. The issue had also drawn political attention and the FAO Forestry Department had been given Secretariat responsibility for a Technical Panel on Fuelwood and Charcoal which formed part of the 1981 UN Conference on New and Renewable Sources of Energy. The discussion on wood for energy within the Committee on Forestry would therefore provide useful guidelines on important aspects of this subject.
11. Although only 5 percent of the world total energy consumption was derived from wood, in developing countries this figure reached 20 percent, and 80 percent of the wood used in the developing countries was used as fuel. In particular among the poorer sections of the rural population wood played an essential function in meeting basic energy needs and no short-term replacement of this fuel could be envisaged.
12. The potential of the forestry sector to increase its contribution to the energy sector as a whole and the advantages that forests and trees have in this field were analysed. These included the large percentage of forestry biomass that can be used for energy; the ease of storing energy locally available to rural communities without need for advanced technologies or substantial investment; the possibility of the joint production of energy with other forest products and services and the potential for producing alternative fuels. The importance of wood as a raw material with low energy requirements in its conversion to products was also mentioned. To mobilise a greater part of the forestry biomass for energy required, however, a greater knowledge of the total resource, intensification of management practices, increased use of residues left after silvicultural and harvesting operations and of the wood processing industries, and further development of transport technologies and systems to improve supply over longer distances.
13. The problem of creating new resources was essentially of an economic nature. Large plantations required the mobilization of substantial resources of all sorts. The best solution required the integration of energy production with other functions of the forest. The choice of species was of particular importance as was the development of technical capability to establish multi-purpose forests and tree planting.
14. The Committee was invited to consider the possible implications that the increasing role of forests in providing energy would have for national and international policies and institutions.
15. The Committee stressed the importance of the analysis of the subject for the development of rural energy resources and for the forestry sector as a whole.
16. The Committee endorsed the viewpoint that wood-related energy should be seen in the context of national energy policies, and several delegates referred to experiences in their countries where interministerial committees on energy had been established in which forestry was well represented. Several countries cited examples of financial incentives for projects making further use of the biomass.
17. It was further noted that fuelwood and charcoal do meet basic energy requirements of rural populations but that often most of this wood comes not from forest reserves but from farms, homesteads and wildlands. The importance of integrating tree growing for fuel with agricultural practices was indicated and the participation by local communities and individual farmers in such programmes, for example through forest owner associations, was strongly recommended by the Committee. The Committee recommended that governments adapt their administrative structures and institutions to provide necessary extension and support services to rural populations engaged in tree planting. In this context some delegates noted the importance of introducing extension and communications as a subject in the curricula of forest schools.

18. The Committee noted that fuelwood shortages affected most severely the poorest sector of the populations and that excessive pressures on available resources could have marked repercussions on the environment and productivity of natural resources. Growing wood for fuel could, on the other hand, make an important contribution to the management of watersheds and the restoration of degraded forests. The Committee also stressed the importance of more efficient conversion. It favoured the promotion of improved stoves and charcoal kilns as important tools in reducing pressures on existing resources.
19. Many delegates expressed their concern about the lack of data on consumption patterns, future requirements, availability of resources and methods of harvesting to meet these requirements. Such data should form the basis for planning future developments and for identifying and formulating policies, programmes and projects.
20. The Committee noted that wood surpluses exist in some countries or in parts of some countries and indicated that more attention should be given to improving the distribution systems, which could make available this wood or fuels based on it in deficit areas.
21. The Committee, while acknowledging the increasingly important role the forestry sector had to play in meeting rural energy requirements, cautioned against abandoning other objectives of forest management. It recommended to governments that wood for energy should be an integral component of forest management together with watershed management and environmental protection. Particular attention should be given to residue utilization of those parts of the biomass not presently included in active management and suitable for energy use.
22. The Committee noted with approval the excellent examples cited by several delegates of programmes, projects and species that had been used successfully in establishing forests and trees for energy and local community development. It indicated that FAO should collect and disseminate such information to the greater benefit of the rural populations of the member countries. It recommended that FAO should act as the lead agency within the United Nations system on matters related to wood for energy and provide technical assistance to Member Governments in cooperation with other agencies and institutions, as and where necessary.
23. The Committee urged Member Governments to undertake research appropriate to their own needs, in particular with regard to species selection, rotation, calorific value and social acceptability. Several delegates mentioned that such research should include exotic as well as local species. Consideration should also be given to research on wood fuel for domestic and industrial uses.

Forest Management Orientation for the 1980's

24. The Assistant Director-General, Forestry Department, introduced Secretariat Note COFO-80/3: "Towards a Forestry Strategy for Development". He noted that forestry development strategies in the past had tended to stress only the productive and, more recently, protective functions of forestry, often disregarding social values. He indicated that the time had arrived for including these values explicitly in the design of forestry development strategies.
25. He pointed out that the process of economic growth in developing countries over recent decades had generally tended to be concentrated in a relatively small, essentially urban, industrial modern sector, thus bypassing to a large extent the rural poor in these countries. He noted that forestry development strategies had tended in the past to follow this pattern, largely due to the secondary importance given in the design of these strategies to the relationships between technical efficiency and the broader socio-economic, institutional and political context in which they were applied. As such, forestry resources had not been managed with the major objective of alleviating poverty. To a great extent, due to this lack of societal perception, technical management prescriptions had not in practice been able to sustain the productive potential of forest resources. He noted that depletion and mismanagement of forest cover were already affecting the human habitat, despoiling watersheds, increasing the recurrence and intensity of floods and the virulence of droughts, enhancing desertification, reducing soil fertility and, in general, degrading the productivity of land. All this was the result of social and demographic pressures, which forest management must deal with to assure the permanence of the forest resource and the continued supplies of industrial raw materials and other forest products.

26. He pointed out that population pressure and land hunger would increase in the years to come, thus increasing demands and making the need more urgent to use a broader spectrum of resources to foster development in general, and rural development in particular. Therefore, a need existed for a critical assessment of the conventional wisdom dominating forestry and for a reformulation of forestry strategies for development. He suggested that such a forestry strategy should be geared to the following interrelated objectives: (i) the eradication of poverty on the basis of a greater access of the rural poor to goods, services and opportunities generated by economic growth; (ii) self-reliant decision-making for promoting equitable participation of the rural people in forestry and forest-based activities, and (iii) integration of the precepts of wise environmental management and permanence of the forest resource base required to secure optimal flow of benefits for the present and future generations.

27. He stressed that this policy reorientation towards a poverty-focused emphasis did not imply the abandonment of programmes aimed at increasing forestry output. Quite the contrary, the approach recognized that a sustained improvement of social welfare could only be achieved through sustained growth. A growth approach was needed but it should be oriented towards raising the productivity of the rural poor through the use of all technological advances without a priori constraining the poor to small and simple technology, and through a closer cooperation of forestry with other sectors and activities in decentralized forestry developmental programmes. Forest industry activity as an important component of integrated forest management would indeed need a still greater emphasis for meeting the increasing demand for forest products in the future, as well as for benefiting various sections of society including the rural people living in and around the forests.

28. However, he indicated that the critical ingredient for implementing such programmes was the political will and commitment on the part of the countries. Subsidiary but essential requisites included the strengthening of national forestry planning capabilities, the adjustment and broadening of the administrative and organizational base of forestry and the strengthening of forestry training, extension and research. These were, therefore, priority areas which required supportive action on the part of FAO. In addition, several other relevant implications of this policy reorientation for the work of the Forestry Department of FAO included: (i) the impact on rural development of the programmes of the Department needed to be included as a relevant and priority dimension in the preparation of such programmes; (ii) additional efforts should be mounted to promote programmes which were based on an integrated, multidisciplinary approach to forestry for rural development; (iii) a closer integration between the Regular and Field Programmes of FAO was desirable and necessary; (iv) given that strategies for rural development were mainly a national undertaking, priority had to be given to activities aimed at enhancing national self-reliance; (v) greater emphasis needed to be given to augment the flow of investment resources to forestry for rural development programmes and projects in the short term.

29. The Committee fully supported and emphasized the concepts contained in the paper, including the objectives and priorities identified. The Committee considered the approach which integrates in a more balanced manner the protective, productive and social functions of forestry activities as particularly relevant to present and expected future conditions in the countries, and noted that the needed policy reorientations were fully consistent with the Declaration of Principles and Plan of Action of the World Conference on Agrarian Reform and Rural Development.

30. It was noted that given the complexity of design and implementation of programmes and projects oriented towards rural development, attention should be given to strengthening forestry organizations. In particular, the Committee recommended that FAO devote increased efforts to professional and technical education and, in close collaboration with ILO, to vocational training, and to supporting governments in their extension activities at the community level.

31. The Committee emphasized that high priority should also be given to those activities conducive to a better design and analysis of investment projects. It recommended that FAO increase its support to efforts aimed at the creation of a better planning and investment analysis capability at the project level in ways which would ensure that a proper balance of the productive, protective and social functions of forestry is attained in multidisciplinary systems of management which would actively involve local populations and secure benefits for them.

32. It was also pointed out that the political will needed to implement this strategic reorientation was present in many developing countries but that there was a need for increased collaboration of advanced industrial societies and for expanded support from international, technical and financial organizations. The Committee recommended that governments of developed countries increase their financial and technical support, through bi- or multi-lateral channels, to the implementation of forestry projects for rural development in developing countries.

33. The Committee also noted that technological developments that have taken place in industrial countries in the forestry field often were not in harmony with the situation prevailing in many rural areas of developing countries. In particular the effect of new technologies on employment should be considered in detail in relation to the prevailing labour situation. It was also noted that the success or failure of this type of strategy would depend to a great extent on the appropriate choice of technology and on the existence of remunerative markets at the local, national or international levels which would provide appropriate and adequate outlets for forestry outputs. The Committee recommended that FAO support all those efforts aimed at the creation of appropriate technology, without necessarily limiting action to small-scale processes. The Committee further recommended that FAO dedicate increased efforts to the rationalization of marketing both at the national and local level, as well as at the international level.

MATTERS REFERRED TO THE ATTENTION OF THE COMMITTEE AND NOT RELATED
TO OTHER ITEMS OF THE AGENDA

(a) Follow-up to the Recommendations of the Fourth Session of the Committee

34. In introducing Secretariat Note COFO-80/4, the Secretary of the Committee stated that it was the first time that such a report on follow-up was presented and invited the Committee's views on its usefulness. The Committee welcomed the Note and expressed the wish that such a document be prepared for future sessions.

35. A number of delegations expressed appreciation of the work FAO had done on long-term studies and reconfirmed the desirability of a new in-depth world study of the forest sector with a view to promoting investment, regretting that this had not been possible in the past biennium.

36. Delegates drew attention to the symposium on "Torrent Control and Industrial and Touristic Activities", to take place in Grenoble, France (September 1980), the symposium on the "Protection and Reconstitution of Mediterranean Forests" in Palermo, Italy (October 1980) and the seminar on "Arid and Semi-Arid Zone Forestry" in Israel (October 1980).

(b) Decisions of FAO Governing Bodies of Interest to the Committee

37. The Committee welcomed the presentation of Secretariat Note COFO-80/5 on decisions taken by FAO's Governing Bodies in the field of forestry. It took note of these decisions and expressed the wish that such information be provided at future sessions.

(c) Recommendations of FAO Regional Forestry Commissions and of other
FAO Statutory Bodies in Forestry

38. In compliance with a request by the Second Session of the Committee, the Secretariat presented Note COFO-80/6 summarizing the recommendations to COFO of the Regional Forestry Commissions that had met since its Fourth Session.

39. The reactivation of the AFC/EFC/NEFC Committee on Mediterranean Forestry Questions - "Silva Mediterranea" was strongly supported by several Mediterranean countries. The Committee agreed with the need expressed by these countries for a body which would deal on a continuing basis with the forestry problems of special concern to the Mediterranean area, including forest fires, reforestation, and management and use of scrub and maquis-type land.

40. The Chairman of the European Forestry Commission transmitted the recommendations made by the Joint FAO/ECE/ILO Committee on Forest Working Techniques and Training of Forest Workers in the report of its thirteenth session ((TIM/EFC/WP.1/10) concerning the need to transfer to other regions experience, information and know-how in the Joint Committee's fields of activity.

41. The Committee expressed its appreciation of the interest shown by the Joint Committee in the transfer of technical knowledge and invited them to continue along these lines. It noted the suggestion made that bodies, similar to the Joint Committee which was providing a valuable service in the ECE region, might be considered in other regions. The activities of such bodies would need to reflect the particular socio-economic conditions in the regions concerned. The Committee invited the Regional Forestry Commissions to examine this suggestion.

42. The Committee agreed with the recommendation made by the European Forestry Commission that a small group of experts from recipient and donor countries examine the opportunities of undertaking technical cooperation at the international level and report accordingly.

43. The Committee took note of the report of the Thirteenth Session of the Latin American Forestry Commission held in Mexico in February 1980, and particularly stressed its support for the recommendation covering the formation of study groups in various fields of forestry activity to improve the effectiveness of the Commission.

REVIEW OF FAO'S PROGRAMME OF WORK FOR THE FORESTRY SECTOR

(a) Review of Forestry Field Programmes

44. FAO's field programmes in forestry were considered by the Committee on the basis of Secretariat Note COFO-80/7. The Committee's attention was invited in particular to:

- technical cooperation among developing countries;
- the need to ensure the participation of the rural populations in forestry projects;
- expanded facilities for training;
- the financing of international technical cooperation programmes in forestry and securing investment follow-up where appropriate.

45. The Committee noted the progress made in technical cooperation amongst developing countries, particularly through the activities of the Forest Industries Advisory Groups in the Latin America and Africa regions and the one proposed for Asia; the regional project for forestry education in Central America; and the cooperation in anti-desertification and fuelwood production measures by forest services in the Sahelian zone.

46. Several delegations pointed out the fact that technical advances in developing countries had themselves had the effect of generating and facilitating cooperation, particularly where national institutions and expertise in a given Region were complementary. The Committee recommended that, as the number of experts and consultants from developing countries was increasing, their use in technical cooperation programmes should be increased.

47. To further technical cooperation and to ensure that field projects were adequately followed up and supported, the Committee expressed the wish for more frequent and consistent contacts between the FAO Forestry Department and the countries concerned.

48. The Committee endorsed the policy of involvement of rural populations in forestry development programmes. This can be ensured by the application of an integrated forest management approach in the designing of projects.

49. The Committee stressed that human resources within any country were the primary element in development and in the increase of technical and economic self-reliance. Education and training in forestry and agro-forestry should thus continue to be an important component of the field programme. The Committee expressed its interest in the plans being formulated in cooperation with UNDP for the promotion of university-level forestry education on a regional basis in francophone Africa and for a Regional Agro-Forestry Training and Demonstration project in Latin America.

50. The Committee noted that, although the FAO Forestry Department was currently operating 160 projects, there were unusually few projects in the preparatory ('pipeline') stage. The Committee strongly recommended that forestry administrations take full advantage, in cooperation with FAO, of the various mechanisms (including UNDP country programming) for financing the forestry programmes. The Committee noted with satisfaction the readiness of donor countries to support the forestry field programme, for example as recorded in the report of the Tenth Session of the North American Forestry Commission, held in Mexico in February 1980.

51. The Committee stressed the contribution made by the field programme to the identification of investment opportunities and the scope for the expansion of the forestry field programmes through the technical support components in investment preparation and implementation and requested that this work be increased.

(b) Review of Progress Made in 1978-79 and Main Features of the Programme of Work in Forestry for 1980-81

and

(c) FAO's Medium-Term Objectives and Proposals for Future Programmes of Work in Forestry

52. The Assistant Director-General, Forestry Department, introduced Secretariat Notes COFO-80/8: "Review of Progress Made in 1978-1979 and Main Features of the Programme of Work in Forestry for 1980-1981" and COFO-80/9: "FAO's Medium-Term Objectives and Proposals for Future Programmes in Forestry". He pointed out that the main differences between the Programmes of Work of the two biennia were related to the creation of a new programme in 1980-1981: "Forestry for Rural Development" and the consolidation of some sub-programmes. The Programme of Work for 1980-1981 was organized around four technical programmes, each one with three technical sub-programmes.

53. The Fifth Session of the Committee constituted a bridge between the seventies and the eighties and therefore it would be appropriate, on this occasion, to review the main experiences of the last decade and discuss the lessons learned which could have relevance for the eighties.

54. A main characteristic of the decade of the seventies had been the disparity in progress achieved in the different regions and countries. In general, progress had been slower than expected but, what was more significant was the fact that it had been slower in those countries where progress was most needed. This growth, although slow, had tended to ease some important shortages, such as that of pulp and paper, which had been perceived to be a major problem at the beginning of the decade. Imbalances which had emerged in particular regions and countries had increased the demand for regulatory mechanisms in the international trade in forest products and had led some countries to strive for a higher degree of self-sufficiency. These tendencies might be expected to continue to influence the development of international trade in the years to come.

55. At the national level the benefits of growth had hardly been perceived by the large numbers of people who continued to live in absolute poverty. Accordingly, it was apparent that immense effort would have to be made towards eliminating these disparities at both the national and international levels. This task would require institutional and technological

innovation appropriate to the economic conditions prevailing in less developed countries - a process which had gained some momentum in the seventies - and massive investment in human and physical resources. At the same time, such innovation and investment should be directed to give additional importance to the proper integration of socio-economic and political elements of forestry strategies.

56. The rising cost of energy had characterized the seventies and was likely to be a dominant feature of the next decade. Pressure on the forestry sector to satisfy energy needs, particularly those of the very poor, but also those generated by industrial demands, would continue to mount. Population and economic expansion would impose additional demands on land and the forestry profession would have to gear itself to the orderly transfer of land use and to the achievement of its complementary use in multipurpose schemes.

57. Another characteristic of the past decade had been the increasing preoccupation with environmental values and, although this found expression mainly in some developed countries, it was not unreasonable to expect a similar development in less developed countries in the years to come.

58. In all these developments, the common denominator had been an increasing perception of the need to plan and implement forestry projects and programmes, bearing in mind the most fundamental consideration that people are the means, the objective and the protagonists of development. COFO-80/9 had been prepared in the light of these perspectives.

59. The Committee expressed its full support for the concepts contained in documents COFO-80/8 and COFO-80/9. It was suggested that, nevertheless, more meaningful decisions could be taken if the Committee had a more detailed analysis of the forestry activities of other multi- and bilateral donors and agencies. The Committee indicated that FAO might carry out such analysis.

60. The importance of communications publicizing the contribution of forestry was noted and the Committee emphasized in particular the value of Unasyuva, as an important vehicle for disseminating this type of information.

61. The Committee assigned high priority to the subject area of wood as a source of energy and recognized the production of wood for fuel as a major objective in forest management. The Committee recommended that FAO extend its assistance to member countries in their efforts to organize the more efficient production and use of fuelwood and charcoal. Subjects for such assistance include the development of improved harvesting and conversion systems; the collection and analysis of the required information on demand and supply and on socio-economic aspects involved; and the training of forestry personnel, with emphasis on extension work. It was stressed that forestry sector studies, development planning and project formulation should include consideration of energy. The Committee stressed the important role of FAO in preparing and disseminating information and documentation on the subject, including information on the experience of member countries.

62. The Committee agreed that FAO was in a unique position to carry out the collection and disseminating of information to keep the world informed on the global and regional situation of the forestry sector and on the state of forest resources. It considered that such information was essential to the formulation of national plans and policy for the sector and that there was a need to develop national capability in the compilation of statistics in planning sector strategy and to prepare investment programmes in a way adequate to attract the support of government and investment agencies to develop the contribution of the sector. The Committee recommended that regional and global forest inventory and outlook studies continue to form part of the FAO Forestry Department programme, and that FAO support training and assistance in the development of national capability in statistics, sector analysis and planning and the formulation of investment programmes.

63. The Committee stressed the need to continue with efforts for the better management of tropical forests and for the expansion of forest plantations. The Committee recommended that FAO continue to support activities aimed at the development of innovative management models, at the identification and dissemination of improved seed and species, at the incorporation of secondary products of forests such as meat from wildlife, nuts and medicinal plants in management plans, and at the analysis of ways in which afforestation in arid and semi-arid zones, as well as in degraded areas, could be expanded. In particular, the Committee strongly recommended that FAO include the study of the characteristics and extent of shifting cultivation and its effects on the environmental and economic dimensions, as well as the analysis of ways in which it could be replaced by managed, as well as socially and environmentally acceptable, forms of land-use. The Committee also recommended that FAO continue to support activities concerned with the control of desertification and the stabilization of continental sand dunes.

64. The Committee recognized that a key factor in fostering development in the forestry-based sector was the improvement and expansion of technical and managerial skills which are in short supply in most developing countries. The Committee strongly recommended that FAO expand its training, education and extension activities particularly through the establishment of Regional Training Centres; support research relevant to the problems of forestry development in the countries, and contribute to strengthening national institutions for forestry planning and administration.

65. The Committee noted with satisfaction that increased funds were being made available through international financial bodies and aid agencies for financing forestry development projects, particularly projects for wood for energy and environmental management. However, it was also noted that the financial resources needed to implement necessary plans for industrial expansion and for forestry in rural development were considerable and recommended that FAO increase its efforts to secure the increased flow of financial resources needed to support new strategic orientation. It was suggested that FAO carry out an analysis of successes and failures of those forestry projects with a substantial social component so that the lessons learned could be disseminated for use in training activities, and to ensure better project design and implementation. Such an analysis should also include studies of how rural institutions could be improved so as to secure the active participation of the local population in the development process.

66. It was noted that improvements in the resources and institutional fields should be matched by development in industrial processing and trade. The Committee felt that FAO should carry out studies for the design of small wood preservation plants to be used mainly in rural areas; that it should continue to support the exchange of information on trade and markets, particularly on trade between developed and developing countries; and that it support studies oriented towards the use of non-traditional materials for pulp and paper making.

OTHER MATTERS

The Jakarta Declaration

67. The Committee welcomed the fact that for the first time, at its last session in November 1979, the FAO Conference had discussed a declaration of a World Forestry Congress, i.e. the Jakarta Declaration.

68. The Committee also noted that the Conference had endorsed the Declaration and considered that it reflected a turning point in the history of forestry and in the evolution of forestry's contribution to social and economic development in general, and to the well-being of rural people in particular, and had agreed that the Declaration had opened up new horizons for FAO's role in the forestry sector.

Ninth World Forestry Congress

69. The Committee noted the appreciation expressed by both the Latin American and North American Forestry Commissions of Mexico's invitation to host the Ninth Congress. The Committee also noted that decisions with respect to the hosting of World Forestry Congresses lie with the FAO Council.

AGRIS Forestry

70. The Committee noted that the proposals for development, recommended by the Fourth Technical Consultation on AGRIS Forestry and endorsed by the Technical Consultation of AGRIS Participating Countries in May 1980, were still under consideration.

Date and Place of Next Session

71. In accordance with Rule XXXI of the General Rules of the Organization (GRO), the Committee agreed that its next session be held in Rome early in 1982, the exact date to be established by the Director-General in consultation with the Chairman of the Committee.

AGENDA FOR THE FIFTH SESSION OF THE COMMITTEE ON FORESTRY

1. Adoption of Agenda
2. Election of Officers and designation of Drafting Committee

FOREST POLICY ISSUES

3. Wood and energy
4. Forest management orientation for the 1980's

MATTERS REFERRED TO THE ATTENTION OF THE COMMITTEE AND NOT RELATED TO OTHER ITEMS OF THE AGENDA

5. (a) Progress report on follow-up to the recommendations of the Fourth Session of the Committee
- (b) Decisions of FAO Governing Bodies of interest to the Committee
- (d) Matters referred to the attention of the Committee by Regional Forestry Commissions and other FAO Statutory Bodies in forestry which held sessions subsequent to the Fourth Session of the Committee

REVIEW OF FAO'S PROGRAMME OF WORK FOR THE FORESTRY SECTOR

6. (a) Review of forestry field programmes
- (b) Review of progress made in 1978-79 and main features of the Programme of Work in Forestry for 1980-81
- (c) FAO's medium-term objectives and proposals for future programmes of work in forestry

OTHER MATTERS

7. The Jakarta Declaration
8. Other business
9. Date and place of next session
10. Adoption of Report

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LIST OF DOCUMENTS

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5(a)	COFO-80/4	Follow-up to the recommendations of the Fourth Session of the Committee
5(b)	COFO-80/5	Decisions of FAO Governing Bodies of interest to the Committee
5(c)	COFO-80/6	Recommendations of FAO Regional Forestry Commissions and of other FAO Statutory Bodies in forestry
6(a)	COFO-80/7	Review of forestry field programmes
6(b)	COFO-80/8	Review of progress made in 1978-79 and main features of the Programme of Work in forestry for 1980-81
6(c)	COFO-80/9	FAO's medium-term objectives and proposals for future programmes in forestry
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Information Documents

COFO-80/Inf. 1	General Information for Participants
COFO-80/Inf. 2	Annotated Provisional Agenda
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OPENING STATEMENT

by

DR. EDOUARD SAOUMA, DIRECTOR-GENERAL OF FAO

Mr. Chairman
Excellencies
Distinguished delegates and observers
Ladies and Gentlemen

I wish to extend a warm welcome to all of you who are participating in this Fifth Session of the Committee on Forestry.

I am particularly happy to welcome H.E. Abdellatif Ghissassi, and I am most pleased that he could spare the time from his very pressing duties and responsibilities to come to address this session of COFO. It is the first time that this committee has been addressed by a Minister of Government and underlines the importance which His Excellency attaches to these deliberations. Mr. Minister, we are highly appreciative of your presence.

I attach great importance to the work of this Committee because of the increasing role of forestry in the field of food and agriculture. Forestry is an important economic activity and contributes significantly to the gross national product in many countries. International trade in forest products is estimated at about US \$40 billion per annum and it is thus a major source of foreign exchange. Forestry activities generate large avenues of gainful employment, and forest based industries have spurred the modernization of many economies.

However, despite two decades of extraordinary worldwide economic growth, poverty and underdevelopment continue to afflict large masses. By virtue of its preponderant rural location, forestry can help alleviate poverty in these areas where the majority of the world's poor live. Their requirements for housing, food and nutrition and energy can most easily be satisfied from these resources. It is, therefore, important for foresters, planners, political leaders and entrepreneurs to take advantage of these possibilities for the greater benefit of rural people.

FOOD AND NUTRITION

Forest management should not be divorced from the needs of the forest dwellers and neighbouring rural communities. Foremost in this respect is their need for food. Food security and the eradication of hunger and under-nourishment are priority programmes of FAO. The forest biomass holds a wealth of edible material which should be managed for sustained supplies of the vegetable and animal foods consumed in local communities, and for narrowing the protein-gap.

Examples are not wanting where wildlife is the principal, if not the only, source of protein for rural people. FAO is assisting in schemes for the economic production of wild animals as a perennial source of food and income. Further there is a proven complementarity between forestry and agriculture. Forest crops can often be raised in conjunction with agricultural crops, and vice-versa, as in the taungya and farm-forestry practices. Such combined cropping patterns maximize the productivity of land. But even more important is the role of forestry as a fostermother of agriculture. We all know the effects of mismanagement of upstream watersheds on sustained agricultural productivity downstream.

ENERGY

In many areas of the world where the population has no access to alternative energy sources, forestry planners must face the rural energy crisis. Already fuelwood for cooking and heating comprise the bulk of the forest output in the Third World, where at least 1.5 billion people depend on it as a source of domestic energy.

As the cost of fossil fuels increases, forests are more and more seen as a source of energy. In Brazil massive reforestation programmes and allied plans are afoot for deriving wood alcohol to substitute for petroleum products or to produce industrial charcoal for steel manufacture. The Republic of Korea has established 11 000 village fuelwood blocks covering about 13 000 hectares of plantations.

Production of forest energy can be encouraged through governmental policies and community participation. However, the magnitude, urgency and importance of rural energy programmes warrant the mobilization of international assistance. In FAO, we are attaching great importance to the subject and are contributing to the UN Conference on New and Renewable Sources of Energy. I am, therefore, particularly pleased to note that "Wood and Energy" features high on your Agenda. I look forward to your advice on how FAO's Regular and Field Programmes in forestry could assist member countries in this area.

HOUSING

Timber for housing has always been a major concern of foresters. However, forests must now provide unprecedented quantities of wood and wood products to meet rapidly increasing requirements for dwellings. This problem could be eased by the production of inexpensive housing materials which would be quick and easy to handle. In wood-rich areas, use of wood should be encouraged, not only because of aesthetic and structural advantages, but also to substitute housing components, such as steel, which are produced by energy-intensive and therefore costly methods.

ENVIRONMENT

The exploitation of the forest resource must be harmonized with the need to maintain environmental quality. Responsible stewardship recognizes that forests are a critical element in the ecological balance of nature. The success of foresters and planners will be measured also by their ability to reconcile the production and protection functions of the forests, particularly in fragile and vulnerable areas.

INVESTMENT

But the production of those goods and services from the forest calls for massive injections of investment resources, well beyond the wherewithal of many developing countries. The investment requirements of forestry and forest industries in the developing countries including forest energy programmes have been estimated in the range of 25 to 30 billion US dollars annually during the eighties and nineties. FAO is therefore placing its accumulated experience and resources at the disposal of member countries for preparing forestry and forest industry projects and for promoting an increased flow of investment funds to developing countries.

RURAL DEVELOPMENT

FAO is also gearing its forestry activities to capitalize the still largely unrealized forestry potential in the Third World for development in general, and for rural development in particular. Outlined in the paper "Towards a Forestry Strategy for Development", which will be before you tomorrow, is just that approach.

It is a concrete attempt to use forestry as a more effective instrument of rural development in pursuance of the recommendations made by the World Conference on Agrarian Reform and Rural Development, and subsequently endorsed by the FAO Conference. It reflects the growing concern for the alarming depletion of forests in the Third World, and for the underlying social and poverty problems, which yearn for solution.

The successful implementation of a forestry strategy for rural development will need not only enthusiasm, commitment and mutual understanding among foresters all over the world, but also will depend greatly upon the political will and support from other sectors that foresters could inspire, in order to translate those principles into action. I remain convinced that there is great scope for forestry to make a much larger contribution to social and economic development generally, and in particular to the pressing problems of rural development. I wish you success in your deliberations here and in the challenging tasks of your respective countries.

Mr. Chairman and distinguished delegates, I thank you, and wish you a pleasant stay in Rome.

INAUGURAL SPEECH

by

H.E. ABDELLATIF GHISSASSI

MINISTER OF AGRICULTURE AND AGRARIAN REFORM OF THE KINGDOM OF MOROCCO

Mr. Chairman, Mr. Director-General,
Delegates,
Ladies and Gentlemen,

I wish first to thank the Director-General of FAO, Dr. Edouard Saouma, for having been so kind as to invite me to give the opening address at the Fifth Session of the Committee on Forestry.

It is with real pleasure that I have the honour to take the floor here today.

This Fifth Session of the Committee on Forestry will undoubtedly mark an important stage in the development of world forestry.

During the next few days, you will have to define the main lines of a new orientation in forest policies, which we think will have to be placed henceforth within the framework of the overall strategy for agricultural development formulated last year by the World Conference on Agrarian Reform and Rural Development and by the FAO Conference itself.

The Committee on Forestry is undoubtedly an ideal forum in which eminent specialists in forest policies can discuss and exchange viewpoints on the role and place of forestry in the process of economic and social development.

As was so well confirmed and underlined by the World Conference on Agrarian Reform and Rural Development, the Third World countries will not be able to guarantee to their citizens dignity and the right to be safe from poverty and need without energetic action in the agricultural sector, in particular through fundamental changes in the rural areas. This was one of the main objectives set by the Conference, that Conference which laid emphasis on the fight against poverty and the search for better social justice.

I know how concerned the Director-General is with seeing the recommendations of the Conference translated into concrete action. Has he not invited all the technical departments to review their programmes and activities with this in mind? We unreservedly approve the effort made to this end, all the more so in that our country played an active part in the work of this important Conference, the conclusions of which accord with the objectives it has set itself in rural development, of which the forests constitute an essential component.

In this connexion, allow me to give you an idea of the Moroccan forests in a few words.

My country has a forested area of 7 500 000 ha, or 7 percent of the total land area, consisting of 4 900 000 ha of forest and 2 600 000 ha of esparto fields. Since 1956, the year of our independence, 351 000 ha have been reforested.

The forests which have potential for the production of timber and fuelwood and could be rationally utilized if managed, cover about 60 percent of the forest area, or some 3 million ha.

At present only a slight proportion - 15 percent - of this area has been brought under rational management.

The other forests, suitable mainly for the protection of mountain areas against erosion, are used for grazing. Thus some 2 million ha play a very important role in grazing and take a large share in satisfying the feed requirements of a considerable proportion of the livestock, evaluated at more than 7 million head: argan forests, juniper forests in the high mountains areas, evergreen oak forests in the upper and intermediate ranges of the Atlas Mountains, and secondary species in the Rif.

The country's forests thus constitute a permanent fodder reserve. They supply some 20 percent of the total feed needed by the country's livestock, for an annual value of some \$150 million.

The people living in and near the forests, estimated at 3 million, draw directly from the various forest stands a number of products necessary for their daily lives. Thus the volume of fuelwood used by these people is about 3.5 million m³, or more than the production potential, which is 2.5 million m³.

Although our forests cover the country's requirements in fuelwood, cork, alfa, and industrial wood for paper pulp, we are still very short of timber and pitwood. In 1979 the value of our imports under this heading amounted to US \$80 million, as against exports for US \$30 million, of which more than two thirds consisted of paper pulp.

To sum up, Morocco's forest economy is characterized by:

- the relatively small extent of the forested area, which covers 10 percent of the country's total area;
- paucity of rational utilization and management;
- the number of people involved in forest utilization and the amount of cattle supported by the forests;
- the extent of withdrawals, which in the long term bring about destruction of the forests;
- the growing imbalance in the trade in forest products.

All these factors induce those responsible for the Moroccan forests to consider forest management as a way of not only conserving the nation's heritage, but also expanding it in order to adapt it better to the requirements of the economic and social development of the country and of the rural areas in particular.

The foresters of Morocco and of other countries are called on to play a leading role in the management and utilization of these renewable natural resources. As we have just seen in the case of Morocco, population growth and development requirements produce an accelerated consumption of these renewable natural resources, which are the object of ever more pressing and often contradictory calls.

In the developed countries, which have considerable human, institutional and physical resources, it is perhaps less difficult to reorient forest development strategies so as to take into account the new demands posed by urbanization, leisure, industry, agriculture, communications and, more recently, energy requirements.

But in most of the developing countries this reorientation, although rendered even more necessary by the fragility of the structures, cannot but require sustained efforts in a field today which is fundamental, in a current problem of particular importance for most countries: energy.

In this connexion the example of Morocco seems interesting to me, given the insufficiency of the country's primary energy resources and the fact that energy consumption is increasing at a rate of some 10 percent per year.

While the country's energy requirements are growing, there is also a considerable potential for the production of fuelwood and charcoal, which could help to satisfy these requirements, particularly in rural areas. For Morocco, and for the undoubtedly numerous countries which are in a similar situation, it is urgently necessary to make clear the role of the forests as a source of renewable energy in national energy policies and in forest management. At the same time, the role of forest or sylvo-pastoral management in treatment of the watersheds which feed hydroelectric plants must also be underlined.

Faced with the increase in energy requirements, we think it is of the utmost importance to use the existing forest potential in the best possible way, to increase and accelerate reforestation programmes for energy purposes and to undertake management of the watersheds feeding hydroelectric plants.

These are the considerations which guide Moroccan forest policy. I shall mention only the latest project, conducted in cooperation with FAO and the World Bank, which concerns integrated management of the Loukkos watershed, in the north of the country.

I hope that the Committee will give particular importance to wood as a source of energy, a subject which rightly figures in its agenda, because the role of the forest, and in general of all woody vegetation, in supplying energy, is one more reason for integrated management of the entire rural area in the developing countries and a reason for including trees in land use designs. The renewed attention being given to wood as a source of energy gives a new dimension to forestry activities: the supply of a type of energy which, though very elementary, is nevertheless vital for humanity, provides an opportunity for reshaping both the content and the approach of forest policy.

For Morocco, the production of energy from wood will not constitute an innovation of a creation ex nihilo. We are conducting a number of activities which are already at an advanced stage. I should like to mention the success of the dense, short-cycle plantations intended for clear-cutting; the introduction of numerous eucalyptus varieties; and new charcoal-making techniques aimed at improving output. An effort will also be made in connexion with the marketing of charcoal and its promotion in urban households, 80 percent of the domestic energy requirements of the rural population already being covered by this fuel.

It is in this spirit that my country has been engaged for some ten years in research and experiments on high-density plantations (10 000 to 20 000 feet/ha).

These plantations are made using Eucalyptus camaldulensis, for the purpose of obtaining maximum wood production in a short period (2 to 5 years). The biomass thus produced is impressive: marginal land can be put to use very quickly and fuel made available to the people at an economic price.

Research programmes have also been carried out on the cultivation of various kinds of poplars, with densities varying from 1 000 to 10 000 feet/ha. The results are very encouraging and make it possible to reckon on production of woody material after a period of 5 to 6 years.

In addition, half the yield from the industrial plantations of eucalyptus which now cover nearly 100 000 ha in Morocco is used for the manufacture of paper pulp, the other half is made into charcoal.

It is in this way that the fuel requirements of 10 million people, or 80 percent of the country's rural population, are met. This shows the extremely important role that this fuel plays in the rural economy, particularly in the areas situated near forests.

To meet the growing requirements, part of our reforestation work will be oriented towards a type of silviculture adapted to the production of small-sized wood using short felling cycles.

In addition, the esparto area of Morocco can produce annually about 2 000 000 t of forest esparto, or 160 000 t of commercial dry esparto. Some 20 percent of this output, or 40 000 t, are absorbed by crafts and industry. The rest, or 120 000 t, is sufficient to supply electricity production units with an overall power of 12 to 15 MW.

Analyses of esparto carried out by the B.R.P.M. have given satisfactory results as regards the calorific value, which is of the same order as that of Jerada anthracite, between 4 500 and 4 700 kcal/kg.

The Ministry of Energy intends to build small generating stations with a power of 3 MW each. These units, the main purpose of which is to supply electricity to the rural populations in the esparto area in order to stimulate the economy of these regions, would be connected to the national network should local requirements not be sufficient to absorb all the energy produced.

Given the amount of esparto available for use to produce energy, it is estimated that the project will cover the study and construction of four power stations of three megawatts each.

The need for integrated rural development in Third World countries and the full extent of the difficulties to be overcome in attaining it are clear to us all. While it is logical for agricultural development and forestry development to be coherent with each other in plans at national level, it is indispensable that they be coordinated at local level.

The purpose of any planning should be not just to achieve a big increase in agricultural production in absolute terms, but also to give the rural population a fairer share of the fruits of development. It is therefore hardly conceivable to fix ambitious, long-term objectives for forestry unless one pays attention at the same time to the immediate lot of the people inhabiting the forest zones.

Examples of partial approaches have not lacked in the past and the harmful consequences can be seen today. In our view forestry, while maintaining its overall objectives of protection and productivity, must endeavour to adjust them to the immediate requirements of agrarian policy and participate more intensively in rural development.

It is also necessary that in the eyes of the agronomist and the rural development agent, the forest areas should no longer constitute merely a passive reserve of arable land and a source of influences beneficial to agriculture, but a dynamic element for improving rural well-being and incomes, providing employment, serving as a basis for industries and halting the exodus of the population.

All this has been said, but rarely have any efforts been made to translate the consequences into practical action.

It is with regard to this aspect of participation in rural development that I should like to make a contribution today, by talking about the evolution of our forest policy.

The Moroccan Forestry Administration was originally established essentially to ensure protection, management and utilization of the forests, seen as being the private property of the State.

From 1917 on rules and regulation were issued to ensure administration of the forests, suppress offences which endangered their permanency and organize their utilization.

Over the years this action, characterized by administrative repression, has proved to be powerless to contain the ever stronger pressure exerted on our forests by the people living in and near them.

The importance of the forests in the daily life of the people and the usefulness of getting these people to participate in the management of the forests have led the authorities to adopt a new approach.

Thus the law of 1976 paved the way for a policy centred on development of the forest economy, a policy which associates representatives of the people at various levels. To the concern of the public authorities with conserving and using rationally the forest wealth, has been added an interest in stabilising the people by raising their standards of earning, providing them with supplementary resources in order to attenuate the social and economic imbalance existing between the forest areas and the agricultural and industrial regions. The aim, in fact, is to coordinate and reinforce action by the State and by users in developing, conserving and expanding the forest area.

Participation in the preparation and implementation of the forest policy is made possible through the creation of representative structures, the National Forestry Council and the Provincial Forestry Councils. The people are thus involved in all the decisions taken on the utilization of this patrimony.

I know the problems that such integration may pose, and I also know that each country has its own constraints.

But I believe that insufficient integration in practice between rural development and forestry development activities is, at the moment, a common denominator in many Third World countries.

It therefore seems to me quite right that at this Fifth Session of the Committee on Forestry there should be a discussion on the reorientation of forestry activities and a new formulation of the objectives and role of forestry.

What are the essential elements of this reorientation? I shall try to reply to this question by referring to the example of Morocco.

I would say, first of all, that if forest development strategies are to be given a new slant, the State authorities must be made aware of two basic facts. The first is that the future of forestry is linked to the economic and social development of the people who live in and near the forest areas. The second is that these people and forestry administrations, far from opposing or ignoring each other, should play complementary active roles and collaborate closely in this rural development process.

Only realization of these facts will lead to a political commitment to change the existing legislative and administrative basis in such a way as to enable the forestry administrations on the one hand and the rural institutions on the other to play their new roles with the active participation of the people concerned. In Morocco we have already embarked on this approach: two laws promulgated in 1976 have introduced very important changes into the management of the forest estate; the law on people's participation in development of the forest economy, about which I have already spoken to you, and the law relating to community organization.

In order to give permanent guidance to the State in promoting forest economy, a National Forestry Council has been set up in the Ministry of Agriculture, consisting of the Ministers responsible for the technical and social departments, the governors of the forest provinces and representatives of the people concerned.

This Council is responsible for assembling the elements for defining the government's policy with respect to the economic and social development of the forestry and pasturage regions by studying and proposing the necessary means and measures. For this purpose it has to coordinate the programmes and budgets relating to the various activities involved in the economic development of the forestry and pasturage areas.

In the same way, provincial forestry councils are set up in the provinces.

The Provincial Forestry Council meets at least twice a year under the chairmanship of the Governor of the Province and in the presence of the provincial authorities, the heads of the technical services and representatives of the people.

This council is kept informed of the management of the forests in the area pertaining to it.

It studies all the ways in which people living in the area can participate in the utilization of the forests, and in particular the creation of forest development bodies (cooperatives).

In particular, it gives its advice on programmes for the equipment, development and utilization of the forests.

At local level, the Community Council can regulate questions of local interest such as the collection of dead wood, the use of timber for building, the extraction of construction materials, the organization of forest grazing and the use of fodder reserves by those with rights to such.

The annual forest utilization programmes drawn up by the technical services are submitted for advice to the Community Council.

Finally, the Chairman of the Community Council concerned is automatically a member of the bureau for the adjudication of forest products.

The State has also endeavoured to interest the forestry communities in their patrimony. Thus the funds obtained from the cession of woody or other products (construction materials, fruits, etc.) are credited to the account of the communities on whose territory the forests are situated.

The Forestry Administration remains responsible for ensuring on behalf of the communities recovery of the sums due by forest users.

The money derived from the forests is put at the disposal of the communities, with the proviso that at least 20 percent of the receipts must be reinvested in reforestation work, pasture improvement and fruit plantations.

Thanks to these provisions the people feel involved in developing the forests. They are led to protect "their forest" because they reap the benefits from it.

Despite the newness of this experiment, which has been under way for only three years, it is possible to make a first assessment of the results:

1. The National Council, which as already met twice, is studying how to coordinate actions by the various ministerial departments with a view to orienting their programmes of action for the forestry regions.
2. The Provincial and Community Councils are carrying out their tasks regularly and have made it possible to establish new relations between the administration agents and the people concerned. Frank and permanent dialogue has been established.
3. The forestry officers, used to acting on their own responsibility in the State's private property, have established contact with the elected representatives to disseminate knowledge of techniques and explain their actions.
4. The receipts from the forests have enabled some rural communities to acquire considerable resources and to contemplate development actions for the benefit of their people.

However, adequate legislative and administrative instruments, although indispensable, are not sufficient in themselves to create what is really necessary, i.e. a real, profound change in relationships between the administration and the people.

Here we come to the human problems: a change of attitude on the part of foresters at all levels is necessary. The people are their partners. Forestry training - both refresher courses for those in service and initial training - must be reoriented in this sense. The development of forestry legislation, the creation of institutionalized people's groups and changes in the attitude and in the technical and economic qualifications of foresters are, I believe, the three essential instruments for steering in the required direction the behaviour both of the people and of the administrative agents who cooperate with them.

All this must be planned and organized as a coherent whole to national level by means of suitable planning and management structures.

The mobilization of human resources at all levels, from peasants to agents, technicians and planners, is therefore a priority. Morocco has understood this and ever since independence the Government has been making a considerable effort to provide the Ministry of Agriculture and Agrarian Reform with qualified personnel trained in the country.

A technical-level forestry school was set up in 1955 and a national technical and professional-level forestry school in 1968. The government has decided to complete its effort by providing training in the country, within the framework of the Institut agronomique et veterinaire Hassan II, for high-level foresters, to plan and direct the contribution of forest ecosystems to integrated rural development.

Mr. Chairman, Mr. Director-General, Ladies and Gentlemen,

The essential conditions for translating into concrete action a new forest development strategy in keeping with the concept of development formulated by the World Conference on Agrarian Reform and Rural Development can be summarised as follows, in our opinion and according to our experience:

- political will based on a clear awareness of the relationship between the people, forest areas and the administration,
- recognition of the active role of the population and of the importance of its increased participation in decisions on, implementation of and benefits derived from forestry activities,
- institutionalization of participation by the people,
- transformation of the juridical and organizational basis of the forestry administration,
- training of personnel at all levels imbued with this new mentality and having great capacity for action.

The new strategy for forestry development which thus emerges does not entail, in my opinion, abandonment of the traditional objectives and role of the sector. It simply means that foresters must face up to these new problems and thus give a new internal balance to the complex concept that is forestry. As sciences and techniques progress, their influence makes itself felt in the field of forestry activities. We are witnesses today to the great advance in social and human sciences and it is quite normal that these should be added to the arsenal of forestry action in the same way as genetics, ecology or wood chemistry. That more use should be made of advances in science for forestry development is an important message which I draw from the Secretariat Note entitled: "Towards a forestry strategy for development". In fact, I see the main value of this Note in the new prospects it reveals and which stimulate reflection, particularly because of the questions they pose. I am sure that some of these questions will be the subject of thorough discussions here. In addition, I hope that the work of this Committee and these discussions will, in turn, encourage efforts at international collaboration.

Like all other branches of human activity, forestry has to face new problems and it does so with the arms that only the overall progress of knowledge can give it. That is why the Third World countries are endeavouring to increase their self-sufficiency in science. This enables them to apply with assurance and full knowledge of the facts technologies appropriate to their conditions by drawing on the entire reservoir of know-how. To strive for self-sufficiency does not mean, therefore, shutting oneself up in a sterile intellectual autarky. I should like to affirm before this assembly of foresters from all over the world that I believe firmly in the internationality of forestry as regards the exchange of people, ideas, information and knowledge. FAO is undoubtedly the forum where these exchanges should take place and do in fact occur in a stimulating and objective atmosphere, under the dynamic and enlightened leadership of its Director-General, Edouard Saouma, whom I should here like to salute and thank on behalf of my country and of you all.

Fellow delegates, I hope that this conviction is common to us all. Are not the spread of scientific progress and the encouragement of human contacts of benefit to all, and do they not help to improve mutual respect among nations and world-wide solidarity?

Thank you.

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(as at 15 September 1980)

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