

REPORT

Rome,
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8-12 March
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on Forestry**
Eleventh session



**Food and Agriculture Organization
of the United Nations**

PREVIOUS SESSIONS

First Session	Rome, Italy	8-13 May 1972
Second Session	Rome, Italy	22-29 May 1974
Third Session	Rome, Italy	22-27 November 1976
Fourth Session	Rome, Italy	15-19 May 1978
Fifth Session	Rome, Italy	26-30 May 1980
Sixth Session	Rome, Italy	3-7 May 1982
Seventh Session	Rome, Italy	7-11 May 1984
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Ninth Session	Rome, Italy	9-13 May 1988
Tenth Session	Rome, Italy	24-28 September 1990

REPORT

of the

ELEVENTH SESSION

of the

COMMITTEE ON FORESTRY

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MATTERS REQUIRING ATTENTION BY THE COUNCIL

The attention of the Council is drawn to:

(i) **Establishment of a Consultative Group on the Tropical Forests Action Programme**

Most members agreed with the proposal submitted by the Independent Chairman for the establishment of a Consultative Group on the Tropical Forests Action Programme. General points of agreement among these delegations included the terms of reference as amended with respect to national sovereignty, sustainable development objectives and the non-legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests, as well as its role in monitoring the flow of funds for implementing national forestry action plans and recommending feasible financial mechanisms to stimulate the availability of funds and resources. It was also agreed that a steering committee was unnecessary given the limited size of the proposed Group. Amendments were suggested by several delegations regarding specific points (para. 25).

The Committee recalled that the decision on the establishment of the Consultative Group was the responsibility of the Council, but that guidance and suggestions were to be provided to facilitate the Council's work on this particular point at its hundred and third session. In this regard, some delegations suggested that, since full consensus had not been reached on the establishment of the Consultative Group, it might be better not to recommend a decision at the next session of the Council but to open a period of reflection during which sponsorships could be recomposed (para. 36)

The Independent Chairman of the Council noted the suggestion of a period of reflection, in order to refine proposals on outstanding issues. He suggested that this should not go beyond the next session of the Council, otherwise it could further delay decision on a matter which had already been on the Council's agenda for four sessions (para. 37).

(ii) **Forestry and sustainable development**

The Committee stressed the important responsibilities of FAO in the follow-up to UNCED in forestry. It recognized the importance of the five main priority areas proposed by FAO in this regard. While members of the Committee noted a number of additional important areas there was agreement that further prioritization would be necessary (para. 53).

The Committee unanimously regretted that the FAO Programme of Work and Budget for 1994-95 showed further reduction in allocations for forestry, in spite of UNCED and repeated calls for support to national forestry action plans (para. 54)

(iii) **Forestry and nutrition**

The Committee felt that linkages between forestry and nutrition and the interaction between forestry and agriculture for nutritional well-being were of interest well beyond the confines of the forestry sector and requested FAO to bring these linkages to the attention of the Committee on Agriculture and the Committee on World Food Security with the suggestion that there be greater flexibility between agriculture and forestry budgets (para. 65).

(iv) **Medium-term perspectives and programme priorities for forestry, 1994-99, and Programme of Work and Budget for 1994-95**

The Committee endorsed in general the priorities presented in the medium-term perspectives and programme priorities for forestry, 1994-99, and in FAO's programme of work and budget for 1994-95 (para. 81). It recognized the importance accorded to national forestry action plans and requested that resources devoted to supporting TFAP implementation be maintained (para. 84); it also noted the importance given to "greening of the world", and the fact that the UNCED "forest principles" had called for attention to be paid to all regions whether tropical, temperate or boreal (para. 86).

The Committee recognized the importance attributed by Agenda 21 of UNCED to capacity building and recommended that this concept be integrated across the entire forestry programme, under both the regular and field programmes (para. 90).

The Committee recalled that in the 1992-93 biennium even the approved forestry programme could not be carried out in its entirety. The proposal to cut the forestry allocation by US\$ 649 000 for the 1994-95 biennium, in the context of no programme growth for the Organization, was therefore deeply regretted and should be reconsidered (para. 93).

The Committee remarked that insufficient budgetary support to forestry had occurred despite repeated appeals and exhortations for increased allocations by the Committee itself and by the governing bodies. The Committee was concerned that the budget proposals did not reflect the equal importance given by governments at UNCED to forestry and agriculture. COFO members were called upon to communicate at the Council or Conference level this concern regarding the proposed budget (para. 94).

The Committee requested additional clarification from FAO on a number of budgetary issues. These included requests for information regarding which services would be reduced in support of the field programme, scheduled for reduced allocations in every programme area; information on details of which support cost would be absorbed by which programme and sub-programme; and greater overall transparency. The Committee felt the need for better accountability criteria which would allow FAO to maximize efficiency and identify areas of its greatest comparative advantage (para. 95).

The Committee was informed of the financial constraints facing the Organization but nevertheless felt that a special case should be made for forestry. It recommended unanimously that, in reviewing the overall priorities of the Organization, the Council reaffirm its earlier calls for allocation of increased resources to forestry (para. 97).

INTRODUCTION

1. The eleventh session of the Committee on Forestry was held at FAO Headquarters, Rome, Italy, from 8 to 12 March 1993.

2. The session was attended by delegates from 92 Members of the Committee, by observers from eight other Member Nations, three UN Member States and the Holy See; by representatives from the following UN organizations: United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), United Nations Economic Commission for Africa (ECA), United Nations Economic Commission for Europe (ECE), World Food Programme (WFP), International Labour Organization (ILO), World Bank and by observers from 17 intergovernmental and international non-governmental organizations. The full list of participants is given in *Appendix B*.

3. In the absence of the outgoing Chairman, the First Vice-Chairman, Mr J. C. Mercier (Canada), opened the session. The Director-General was represented by the Deputy Director-General.

4. Mr H. W. Hjort, Deputy Director-General, welcomed delegates on behalf of the Director-General and delivered his statement. The Director-General referred to the heightened international concern for the forestry sector and the need to determine how to conserve, enhance and sustainably manage the forest heritage and to improve its contribution to development. He remarked on the financial constraints faced by the Organization which made it essential to focus on priorities. The determination of such priorities responded to major recent events in forestry, including the tenth World Forestry Congress, the United Nations Conference on Environment and Development (UNCED) and the FAO/WHO International Conference on Nutrition (ICN). The Organization's proposed programme priorities had been drawn up in this light and they reflected in particular actions under Agenda 21. Specific thrusts included the Tropical Forests Action Programme (TFAP), global forest resources assessment, greening of the world and national capacity building. He invited the guidance of COFO on the Organization's proposed programmes.

ADOPTION OF AGENDA (Item 1)

5. The agenda was adopted and is set out in *Appendix A*. The list of documents considered by the Committee is given in *Appendix C*.

ELECTION OF OFFICERS AND DESIGNATION OF DRAFTING COMMITTEE (Item 2)

6. The Committee elected by acclamation Mr Hassan Osman Abdel Nour (Sudan) to the Chair, and Mr Oluf Aalde (Norway) as First Vice-Chairman. As Vice-Chairmen the Committee elected:

A. N. Nkoulou	(Cameroon)
A. Mukerji	(India)
F. Prillewitz	(Netherlands)
J. Valentine	(New Zealand)
O. Carrero Niño	(Venezuela)

The Committee appointed the following to the Drafting Committee:

Australia	(Mark Kelly)
Ecuador	(Luis Segundo Valverde Cuero)
Indonesia	(Benni H. Sormin)
Islamic Republic of Iran	(Morad Ali Ardeshiri)
Netherlands	(Jacobus van Doorn)
Sweden	(Nils Erik Nilsson - Chairman)
Tunisia	(Larbi Chakroun)
United States of America	(Julia M. Morris)
Zambia	(Stanley Sibande)

MATTERS REFERRED TO THE ATTENTION OF THE COMMITTEE**- Report on forest resources assessment (Item 3)**

7. The Committee welcomed the report on the Forest Resources Assessment 1990 and the provision of final results for the industrialized and tropical countries. It looked forward to the early completion of the whole assessment with the inclusion of the non-tropical developing countries.
8. The Committee emphasized the fundamental importance of continuous forest resources assessment to provide the information needed for the formulation, implementation and review of the effects of plans and strategies for forest conservation and development at national and international levels as highlighted in chapter 11 of Agenda 21 of UNCED.
9. The Committee recognized the increasing amount and complexity of information required on forest resources and the difficulty of compiling it at national, regional and global levels and assessing the changes over time.
10. The Committee considered that continuous forest resources assessment at global level was, and continued to be, a fundamental task of FAO and stressed the need for the Organization to give it higher priority in its Regular Programme.
11. With some reservations, the methodology adopted for the Forest Resources Assessment 1990 and its use of modern technologies was considered adequate. The Committee suggested that in the future additional information might be given on non-wood goods and services of forests, and on both environment- and human-related parameters, on the causes, factors and processes of deforestation and forest degradation and on the breakdown of areas and changes by forest cover classes and vegetation types.
12. The Committee advised FAO to strengthen its cooperation in this field with national institutions concerned and international organizations such as UNEP and the International Tropical Timber Organization (ITTO).
13. The Committee considered the four components of the continuous forest resources assessment programme proposed by FAO, i.e. compilation and analysis of national-level forest resources data, strengthening national capacity, assessment of state and changes of forest resources using high resolution remote sensing and sampling and identification and integration of environment-related parameters. Although there was general agreement on the first two components, there were some reservations on the last two. The Committee stressed the need to respect national sovereignty in this context. It supported the use of the Forest Resources Information System (FORIS) for the collection, analysis and reporting of national forest resources information and recommended that the system be disseminated to national institutions.
14. The Committee recognized the weakness of forest resources assessment systems in many countries and emphasized the fundamental importance of capacity building in this field. It stressed in particular the need to intensify relevant training and transfer of technology, including facilitating national access to satellite imagery and the necessary hardware and software, and to disseminate appropriate assessment technology. It requested FAO to assess the needs and means required in this field and to develop its field programme to this end.
15. The importance of national forest resources assessments as a means of achieving sustainable forest management was emphasized. Related to this many delegations noted the relatively small area reported as being under management and urged progress towards sustainable forest management for all forests.

- Progress in the implementation of the Tropical Forests Action Programme and establishment of a consultative group on TFAP (Item 4)

16. The Committee was informed on progress in the implementation of TFAP since it last reviewed the status of the programme at its tenth session, in particular the revamping of TFAP which followed the recommendations of the Committee on that occasion.

17. As of October 1992, there were 90 tropical and subtropical countries involved in planning or implementing national forestry action plans (NFAPs) either under TFAP or through other approaches applying TFAP principles, such as Forestry Sector Master Plans. Twenty-nine countries were already implementing their NFAPs, seven had completed their sector review and 40 were carrying out studies and planning, while another 14 were undertaking preparatory work. The process involved 38 countries in Africa, 20 in Asia/Pacific and 32 in Latin America/Caribbean. In addition, a subregional plan was being executed in Central America while five other subregional exercises were in progress in Africa and Latin America/Caribbean. Support was provided by some 20 donor countries, the four major development banks and 16 other intergovernmental and non-governmental organizations.

18. As of December 1992, external financial support formally committed to NFAPs amounted to US\$ 2.03 billion, against cumulative project proposal requirements for US\$ 6.08 billion. The geographical distribution of this 33 per cent showed sharp contrasts: Asia/Pacific had received commitments for US\$ 1.44 billion, Latin America/Caribbean US\$ 339 million and Africa US\$ 242 million. The secretariat note considered that the overall level of external funding to NFAPs and its distribution were inadequate to meet the challenge.

19. Some delegations expressed concern about and questioned the status and lines of communication of the Coordinating Unit within the FAO Forestry Department, the lack of details on implementation of NFAPs in the report, the method of calculating levels of finance in support of TFAP and levels of staffing in the Coordinating Unit. The Committee noted the very slow pace of TFAP implementation in some countries, particularly in Africa, and urged donor countries and lead agencies to adopt a more flexible and facilitating approach or methodology in order to accelerate the attainment of sustainable forestry development in participating countries.

20. Following the recommendations of the Committee at its tenth session, a consultative revamping process had been initiated, by which major changes were introduced at the national level to the approach, procedures and institutional arrangements for TFAP. As a result, efforts had been made with increasing success to make NFAPs more multi-multidisciplinary, participatory, country-driven and process-oriented. Even so, the lack of resources remained a problem for the implementation of TFAP. The Committee was informed that the goal and objectives of the Programme had been redefined and new Operational Principles had been adopted, the application of which at the national level was being fostered through a series of seminars and training workshops in all the regions involved. An important aspect of the new TFAP approach was the key role assigned to country capacity building for the successful implementation of NFAPs. The secretariat stressed the key role played by the financial contributions of several donor countries, in addition to FAO's Regular Programme allocations, to the activities of the TFAP Coordinating Unit, especially those providing direct support to national and sub-regional exercises.

21. The Committee was requested to provide guidance on how to better mobilize additional resources to support NFAPs in specific aspects of country capacity which were critical for effective action plan implementation, as well as to discuss the complementarity between TFAP and other international initiatives related to tropical forestry. The Committee desired that FAO vigorously pursue generous and adequate funding with donor and international organizations for financing and implementing TFAP.

22. The Committee was also informed that one of the outstanding issues of the revamping of TFAP was the establishment of an international consultative mechanism to provide guidance to TFAP. The discussion on the establishment of such mechanism derived from the Committee's tenth session, which had recommended the establishment of an *ad hoc* group of experts. The Committee was informed of the intensive consultations undertaken after its recommendation had been endorsed by the ninety-eighth session of the Council. The process finally resulted in a compromise proposal which was

submitted to the hundred and second session of the Council. The Council then empowered its Independent Chairman, in consultation with a small group of representatives of member countries, to prepare a final proposal for the establishment of a Consultative Group, paying special attention to the composition, initial selection of members and other pending aspects, and to report to the eleventh session of the Committee for review and recommendations. The Committee was also informed that, following a decision of the Council, FAO had approached the World Bank, UNDP, ITTO and UNEP to invite them to participate in the Consultative Group. The responses were made available to the Committee.

23. The Committee took note of the document prepared by the Independent Chairman of the Council proposing the establishment of a Consultative Group under Article VI.5 of the FAO Constitution. The Group would have 32 members, including five intergovernmental organizations (FAO, ITTO, UNDP, UNEP and the World Bank), 12 developing and six developed countries actively interested in TFAP, three NGOs from developing countries and three from developed countries, as well as the World Resources Institute (a co-founder NGO), the Forestry Forum for Developing Countries and the Forestry Advisors Group. The Group would meet once a year. Its mandate should accord full respect to national sovereignty and sustainable development objectives, as well as the provisions in the non-legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests agreed at UNCED. According to the proposal, nomination of participating countries and NGOs would be the responsibility of the FAO Council, with rotation following a system similar to that adopted by the Council. While, as in any FAO body, only Member Nations would have the right to vote, the issue of voting rights should not arise because of the consultative nature of the Group.

24. The Committee commended the Independent Chairman for his work in drawing up a proposal for compromise based on discussions at previous meetings on the establishment of the Consultative Group. Some delegations noted that the Consultative Group as proposed was different from the original idea launched at the Geneva Consultation in March 1991 of an independent, informal, broad consultative forum.

25. Most members agreed with the proposal submitted by the Independent Chairman. General points of agreement among these delegations included the terms of reference as amended with respect to national sovereignty, sustainable development objectives and the non-legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests, as well as its role in monitoring the flow of funds for implementing NFAPs and recommending feasible financial mechanisms to stimulate the availability of funds and resources. It was also agreed that a steering committee was unnecessary given the limited size of the proposed Group. Amendments were suggested by several delegations regarding specific points.

26. Some members and observers did not support or questioned the usefulness of setting up the Consultative Group under the current proposal considering that, if established under Article VI.5 of the FAO Constitution, it would not attract the effective commitment of the World Bank and UNDP. Some delegations questioned the need to establish another advisory body to FAO, thus duplicating already existing advisory bodies on forestry such as COFO and CFDT. The view was expressed that the Consultative Group, as currently proposed, would deepen what it believed was the isolation and loss of importance of TFAP in comparison with new international initiatives regarding tropical forests, in particular as a follow-up to UNCED. Some delegations stated that their governments would continue to support efforts aimed at conservation and sustainable development of tropical forests at the country level, but did not consider it necessary to invest further efforts in TFAP activities at the international level.

27. Other members generally accepted the proposal on condition that an agreement was reached on a system of reporting by the consultative Group which would guarantee full reference and attention to all views and opinions expressed by all categories of participants. Furthermore, it was suggested that the advisory reports produced by the Consultative Group should be considered official documents of the Council, should reflect the full range of opinions by members and observers and be widely distributed by FAO to all interested countries and organizations, including TFAP coordinating bodies at the national level. Some members also proposed that the procedure for nomination of NGOs by the

Council be similar to that of member countries, that is, that NGOs would themselves select and decide upon their representatives.

28. Some members objected to the possible participation of NGOs on an equal footing with member countries. While they welcomed NGO participation, a distinction should be clearly made between the status of member countries and that of NGOs and intergovernmental organizations.

29. The introduction in the mandate of the proposed Consultative Group of specific reference to respect for national sovereignty, as well as to sustainable development objectives and to the non-legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests agreed at UNCED was welcomed by many delegations. One delegation stressed, however, that these provisions were not enough to avoid what it considered a lopsided approach which focused exclusively on tropical forests, thus putting pressure on developing countries, while there was not a similar focus on the problems of temperate and boreal forests and other environmental hazards originating in developed countries. Under those conditions, that delegation would continue to oppose the establishment of the Consultative Group. Another delegation also opposed the exclusive focus on "tropical" forests and stated that it could consider supporting the proposal only if it referred to a "global" forestry action programme, not just "tropical".

30. One delegation, speaking on behalf of the African countries, while accepting the proposal in general, requested that the representation attributed to Sub-Saharan Africa in the Independent Chairman's proposal be increased from three to four countries, thus bringing the total number of participants in the Group to 33. The reason for such increased representation was the relative importance of Africa, the number of countries and geo-ecological areas involved, as well as the fact that 38 out of 50 countries of the region were actively involved in TFAP. African countries also proposed that rotation within the Consultative Group be on a two-year basis taking account of the large number of countries involved and to allow them to participate on a reasonable time scale.

31. Countries from the North African region made a request as regards the seat due to North Africa in the Consultative Group, namely, that the region was referred to under Category II either as Africa or Near East/North Africa depending on the region to which the seat is made available. The treatment of countries of this region in a footnote was not considered appropriate.

32. It was also requested that developing countries of the South West Pacific be entitled to be represented, particularly as most of them were involved in TFAP and two were already successfully implementing their NFAPs.

33. The representative of the World Bank reaffirmed the Bank's willingness to participate in the Consultative Group but expressed certain concerns. The Bank favoured the use of Capacity 21 resources to prepare sector reviews. The representative of UNDP stated that the commitment of UNDP would depend greatly on that of governments and emphasized that its main preoccupation was at the national level, where it would continue to support efforts of member countries for conservation and sustainable development of tropical forests. The observer from ITTO reaffirmed his organization's willingness to participate in the Consultative Group and expressed the hope that consultations would continue to achieve yet broader consensus and support among members to facilitate the unreserved participation of intergovernmental organizations.

34. Observers from NGOs, like some delegations, raised some objections to the proposed Consultative Group on the grounds that it was no longer the original idea of an independent body as discussed at the Geneva Consultation. They supported the proposal that NGOs themselves select and decide upon their representatives. Guidelines for the participation of NGOs should be drawn up in consultation with NGOs and taking into account the diversity of their interests and contribution to TFAP and the practice of UNCED. One NGO did not agree on the inclusion among NGOs of associations representing industry interests. It considered that those associations defended sectoral interests and could not be compared to NGOs which defended common interests. A suggestion was made concerning the principal groupings of NGOs which should be represented.

35. The Committee discussed the funding of the Consultative Group. Some members felt that it should be funded by the FAO Regular Programme and some that it should be funded by a broader source of funding representing all the TFAP partners. Similar differences of opinion were expressed concerning the costs of the TFAP Coordinating Unit.

36. The Committee recalled that the decision on the establishment of the Consultative Group was the responsibility of the Council, but that guidance and suggestions were to be provided to facilitate the Council's work on this particular point at its hundred and third session. In this regard, some delegations suggested that, since full consensus had not been reached on the establishment of the Consultative Group, it might be better not to recommend a decision at the next session of the Council but to open a period of reflection during which sponsorships could be recomposed.

37. The Independent Chairman of the Council noted the suggestion of a period of reflection, in order to refine proposals on outstanding issues. He suggested that this should not go beyond the next session of the Council, otherwise it could further delay decision on a matter which had already been on the Council's agenda for four sessions.

- Decisions of FAO governing bodies of interest to the Committee [Item 5(a)]
- Recommendations of other FAO Statutory Bodies in forestry of interest to the Committee [Item 5(b)]
- Follow-up to the requests and recommendations of the tenth session of the Committee [Item (c)]

38. The three topics were presented jointly for the Committee's information.

39. Several delegations referred to the discussions of *Silva Mediterranea* regarding the Mediterranean Forest Action Programme (MED-FAP). They confirmed their great interest in the programme and welcomed early preparations by FAO of a framework. Some called for MED-FAP to be linked to the "Blue Plan" to which it gave a strong forestry dimension.

- Report on the tenth World Forestry Congress [Item 5(d)]

40. The Committee heard a report on the tenth World Forestry Congress held in Paris (France) in 1991. It was informed that the twenty-sixth session of the FAO Conference had adopted Resolution 1/91 endorsing the conclusions, recommendations and *Paris Declaration* of the Congress and had appealed to all concerned to take follow-up action.

41. It noted that, as requested by the Congress, FAO was monitoring follow-up action and would report on progress in due time. FAO had also drafted a Mediterranean Forest Action Programme, prepared a project proposal for its implementation and another for support to implementation of Congress recommendations in other regions.

42. The delegation of France expressed the host country's appreciation of the unreserved endorsement by the FAO Conference of the outcome of the Congress. It gave credit for success to all participants and thanked FAO for its exemplary cooperation in the organization and conduct of the Congress. On behalf of the Committee, the Chairman paid tribute to the Government of France for the excellent organization of the Congress.

FOREST POLICY ISSUES

- Forestry and sustainable development: UNCED outcome and implications for FAO's forestry programme (Item 6)

43. The Committee recalled the Rio Declaration and the prominence given by UNCED to forest conservation and sustainable development as reflected in the non-legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests, as well as in chapter 11 of Agenda 21, the forestry-related issues of other chapters and the conventions on biodiversity and on climate change.

44. The Committee underlined the need for maintaining the momentum which forestry had gained during UNCED. It stressed that the Earth Summit should be regarded as the beginning of a period of renewed efforts by all concerned in conservation and sustainable development of all types of forest rather than the end of a process. In view of the heavy demand on forests it hoped that considerable resources and public awareness would be mobilized to implement forestry programmes. It stressed the importance of recognizing the role of forests in socio-economic development.

45. The Committee agreed that the prime responsibility for action on UNCED follow-up rested with countries. Chapter 11 was so comprehensive that it would be necessary to decide on priorities for follow-up action at both national and international levels. These should include developing realistic but comprehensive policies and strategies, plans and programmes, and building up human resource capabilities, research and extension facilities and national systems of monitoring and evaluation. The Committee emphasized the need for inter-sectoral coordination of development policies.

46. The Committee stressed the need for FAO to assist countries to strengthen their capacities in the formulation of coherent policies in line with established priorities. It was noted that each country and region was unique and would need to move forward individually. It stressed that FAO should maintain its important supportive role related to global coordination in forestry. In this respect it further stressed the important function of FAO in communication and the dissemination of information in order to ensure sound understanding of forestry issues by governments, policy-makers and the public.

47. At the international level the Committee noted that the United Nations Commission on Sustainable Development (CSD) had recently been established. It recognized the strategic role of CSD at the highest level. At the same time the Committee stressed the need for strengthening and harmonizing UNCED follow-up activities specifically in forestry at the policy and operational levels. Coordination was particularly required among the international organizations concerned to ensure efficient use of the limited resources available. In this context it noted with appreciation the convening by FAO of an inter-agency meeting, immediately before COFO, on follow-up to UNCED in forestry.

48. The Committee was informed of the outcome of the Global Forest Conference held in Indonesia in February 1993. That meeting had adopted the "Bandung initiative for global partnership in sustainable forest development" calling on governments, international organizations and all concerned to increase their efforts towards attaining the goals of sustainable forest development through strengthened partnership between industrial and developing countries. Some delegations noted that during that meeting a proposal had been made that the Secretary-General of the United Nations establish an "independent World Commission on Forests and Sustainable Development".

49. The Committee noted with appreciation several initiatives related to temperate and boreal forests in the context of the European Forestry Commission's activities. The Joint FAO/ECE/ILO Committee on Forest Technology, Management and Training is concerned with sustainable and multiple-use temperate forest management. The second Ministerial Conference on Forest Protection in Europe, organized by Finland and Portugal in cooperation with France and Poland, would be held in Helsinki in June 1993. Under the auspices of the Conference on Security and Cooperation in Europe a seminar of experts on the sustainable development of boreal and temperate forests would be held in Canada in September 1993.

50. The Committee noted with appreciation the establishment of the Centre for International Forestry Research (CIFOR) in Bogor (Indonesia) as one of the centres of the Consultative Group for International Agricultural Research (CGIAR).

51. The Committee stressed the need, as enshrined in the non-legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests, for governments to promote and provide opportunities for the participation of interested parties, including local communities and indigenous people, industries, labour, non-governmental organizations (NGOs) and individuals, forest dwellers and women, in the development, implementation and planning of national forest policies.

52. The Committee called for an enhanced role for FAO regional forestry commissions and regional offices as part of a permanent and effective mechanism for regional and inter-regional coordination. It also suggested that efforts be made to revitalize the operations and impact of the commissions.

53. The Committee stressed the important responsibilities of FAO in the follow-up to UNCED in forestry. It recognized the importance of the five main priority areas proposed by FAO in this regard, viz. support to TFAP, forest resources assessment, sustainable forest resource management beginning at the national level, capacity building in the forestry sector and "greening of the world" through afforestation/reforestation, particularly for desertification control. Among these priority areas, the Committee's discussion focused in large part on TFAP, forest resources assessment, national capacity building and sustainable forest management. While members of the Committee noted a number of additional important areas there was agreement that further prioritization would be necessary.

54. The Committee unanimously regretted that the FAO programme of work and budget for 1994-95 showed further reduction in allocations for forestry, in spite of UNCED and repeated calls for support to national forestry action plans. The reduced allocations would require FAO to prioritize further among all its activities. The Committee agreed that a reduced allocation to the Forestry Department Regular Programme Budget in light of the global interest arising from UNCED was inappropriate and at odds with its recommendations.

55. The Committee appreciated the role played by FAO in promoting sustainable forestry development and provided suggestions on how to improve its effectiveness in the context of UNCED follow-up. It suggested that schemes like TFAP could continue to be useful as a framework for the formulation and implementation of national forestry action plans. It also stressed the usefulness of regional forestry action programmes to foster cooperation among countries of the same region and welcomed in particular the formulation by the AFWC/EFC/NEFC Committee on Mediterranean Forestry Questions - *Silva Mediterranea* - of the Mediterranean Forest Action Programme.

- Forestry and nutrition (Item 7)

56. The Committee welcomed the timely inclusion of this item on the agenda as an immediate follow-up to the ICN and complementary to UNCED. It noted the principal areas of contribution of forestry to nutrition and food security in enriching diets, supplying seasonal foods, supporting people most dependent on forest resources and providing fuel for cooking and income and purchasing power. It also contributed to the long-term support of food security through the conservation of biological and genetic diversity and the conservation of the environment for sustainable agriculture. The Committee recognized that the contribution of forestry to nutritional well-being could be significant both directly through food supply and by improving incomes thereby facilitating access to food. It endorsed the approach taken in the secretariat note and recognized that the policy implications indicated by the secretariat constituted a comprehensive framework for further action.

57. The Committee expressed the hope that linkages between forestry and nutrition would be also recognized in agriculture and in broader national and international development strategies.

58. The Committee noted the particular dependence of the poor on communal forest resources and recognized that changes in land use and tree tenure could, by influencing access to forest and tree resources, affect the nutrition and food security of local people. It requested FAO to further investigate issues of communal management and changes in tenure.

59. The Committee recognized the importance of local knowledge of and dependence on forest and tree products and forest-based enterprises for food and income in nutritional well-being in many developing countries. It also stressed the particular role of women in this context. There was a need for foresters to work directly with communities in ensuring that forestry activities strengthened the well-being of the poor and nutritionally vulnerable.

60. The Committee also noted the significant role of trees in sustainable food supply, in support of land use and food production and in rehabilitating degraded land. It urged the Organization to help promote suitable technologies including agroforestry. The potential role of trees in restoring the productive capacity of agricultural land should be better understood. The Committee stressed that

forests should be fully recognized in land use planning and land capability surveys for their role in supporting food security and nutritional well-being.

61. The Committee commended FAO on the materials prepared on this subject and requested that these be more generally distributed. It urged member countries to provide feedback on the use of this material and information for development of further documentation. It requested FAO to continue to raise general awareness of what forestry has to offer in relation to nutrition in the context of rural development and food security. It also requested FAO to further develop materials to strengthen this topic in forestry training, research and extension.

62. The Committee emphasized the potential for south-south exchanges of experience and strategies and the importance of local capacity building in strengthening the role of forestry in nutrition.

63. In order to expand the information base for the various regions, the Committee recommended that regional forestry commissions take up the issue of forestry and nutrition/food security and its relevance for forestry policies and strategies in their regions. It requested FAO to promote the incorporation of nutrition considerations in field projects.

64. The Committee emphasized the economic value of forest products of importance to local people. It suggested that this aspect and the role of trees and forests for the nutritionally vulnerable should be assessed and documented. It therefore requested FAO to further address these issues.

65. The Committee felt that linkages between forestry and nutrition and the interactions between forestry and agriculture for nutritional well-being were of interest well beyond the confines of the forestry sector. It underlined the importance of strengthening communication and collaboration on this topic between foresters, nutritionists and health officers at country level. Such interdisciplinary approaches and collaboration needed also to be pursued among the departments concerned in FAO and with other international organizations. The Committee requested FAO to bring these linkages to the attention of the Committee on Agriculture and the Committee on World Food Security, with a suggestion that there be greater flexibility between agriculture and forestry budgets.

66. The Committee was informed that in some cases wild foods, medicines and other products were extracted for export without adequate benefits accruing to the local people or participation in management by those who depended on the resources. It urged more focus on organizational support to help local groups participate in the management of their resources and to control their utilization in a sustainable and profitable manner.

67. Some delegates, while emphasizing the importance of this topic and welcoming the role of FAO in exploring its implications for forestry development, stressed the need for its careful incorporation into the priorities and programme of the Forestry Department in view of constrained financial resources.

FAO'S PROGRAMMES IN FORESTRY

- Review of FAO's regular and field programmes in forestry [Item 8(a)]

68. The Committee considered the regular and field programmes together.

69. It noted the priority activities undertaken under the Regular Programme in the 1990-91 and 1992-93 biennia, namely TFAP, the Global Forest Resources Assessment, support to the tenth World Forestry Congress (1991) and contribution to the preparation of UNCED (1992). It also noted the initial adjustment to the new forestry development priorities emerging from these. The major results and implications of these activities were discussed under specific items of this session of COFO.

70. The Committee emphasized the close inter-dependence between the field and regular programmes. It noted with concern that the ratio of regular to field programme in forestry stood at 1 to 6. It questioned if such a ratio stretched the Organization's capacity to effectively backstop the forestry field programme. It noted that across the Organization as a whole the corresponding ratio stood at approximately 1 to 1.3.

71. In this regard the Committee was informed by the secretariat that the forestry field programme received technical backstopping not only from officers funded under the forestry regular programme but also from operations officers who were all experienced forestry professionals, and, increasingly, also from other technical divisions outside the Forestry Department.

72. The Committee stressed that, with new global initiatives in forestry being launched, a healthy field programme was essential for fostering forestry development. It therefore called for increased financial support to the forestry field programme especially in relation to UNCED follow-up and the implementation of national forestry action programmes. The Committee noted with satisfaction the rapid growth of the forestry field programme in the period 1986-91 and expressed the hope that this trend would continue. It recommended that governments and other funding sources, especially UNDP, maintain their growing support to the forestry field programme.

73. The Committee regretted that it had been felt necessary to reduce the allocation to forestry in the current biennium.

74. The Committee recognized that the share of forestry in technical cooperation programmes funded by UNDP or other donors largely depended upon the priority accorded to forestry by recipient governments. It therefore urged these governments to continue to forcefully make the case for forestry in their country programmes.

75. The Committee heard the representative of UNDP regarding prospects for support to forestry by that agency. It noted that there was a basis for optimism regarding new approvals of projects under UNDP's normal programme.

76. The Committee was gratified to note the steady improvement in the main performance parameters of forestry projects subjected to evaluation. It stressed the need to apply evaluations to more than 10 percent of projects. It recommended that the focus on the quality of projects and their design be continued and that more extensive use be made of ex-post evaluations; funding should be sought for this.

77. The Committee expressed concern over the large number of relatively small projects in the programme which might not be able to achieve desired impacts. It therefore welcomed the current trend towards larger projects of longer duration. It welcomed the attention given under the field programme to capacity building, forest conservation, management and sustainable development. For the future, the Committee recommended that emphasis include capacity building, implementation of national forestry action programmes and UNCED follow-up at country level.

78. The Committee fully supported the strong emphasis on Africa of the forestry field programme. It requested that this be maintained in the future to address Africa's priority needs particularly in the fields of national capacity building, desertification control, soil and water conservation, environmental rehabilitation and fuelwood production.

79. The Committee drew the attention of FAO to the need for more rapid progress in supporting national execution modalities and in increasing the use of national experts and consultants. It felt that national self-reliance required more substantive attention to training than at present. It therefore requested FAO to take appropriate steps in this regard.

80. The Committee recognized the current trend towards a programme approach in development cooperation and was pleased to note that FAO was adapting fully to this approach in its forestry field programme. It requested FAO to continue this adjustment in future.

- Medium-term perspectives and programme priorities for forestry, 1994-99, and Programme of Work and Budget for 1994-95 [Item 8(b)]

81. The Committee considered jointly the medium-term perspectives and programme priorities in forestry and the proposals for 1994-95 as regards forestry. It endorsed, in general, the priorities presented therein. It noted with satisfaction the increasing attention being given to the multiple contributions of the forestry sector to overall economic and social development. It welcomed in

particular the intention to encourage participation from non-governmental sectors in policy making and in the formulation of programmes for sustainable development.

82. The Committee stressed that current threats to forests had attracted unprecedented levels of concern among policy-makers and the general public. In this connection, it recalled the heavy new demands to respond to calls for action in forestry-related chapters of Agenda 21, follow-up to UNCED, the non-legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests, work associated with the conventions on biological diversity and on climate change, currently in process of ratification, and assistance to current negotiations on a convention on combating desertification.

83. The Committee noted the Organization's efforts to reflect duly the decisions adopted by UNCED in both the medium-term document and the programme proposals for 1994-95.

84. In its review of proposals in detail, the Committee recognized the importance accorded to national forestry action plans. It requested that resources devoted to supporting TFAP implementation be maintained and welcomed the fact that multidisciplinary support was being provided by all departments concerned in the Organization.

85. In the field of forest resources and environment, the Committee endorsed the overall priority to continuous global forest resources assessment, with future activities as indicated earlier by the Committee.

86. It also noted the importance given to "greening of the world", noting that the non-legally binding authoritative statement of principles for a global consensus on the management, conservation and sustainable development of all types of forests had called for attention to be paid to all regions whether tropical, temperate or boreal. The Committee welcomed the offer of some governments to share their experiences in "greening" with countries facing similar situations.

87. Related to the needs of reforestation and afforestation programmes, the Committee called for support to genetic improvement activities. It recognized the importance also of conservation and sustainable use of biodiversity.

88. The Committee expressed concern at the limited attention given in the programme to combating desertification and requested the Organization to remedy this.

89. In the area of forest products, the Committee endorsed greater attention to efficient utilization and increased attention to added value of forest products. It reaffirmed support for activities in development of non-wood forest products. It felt that such products and small-scale forest enterprises had great potential to offer income and other benefits to rural people. It agreed that attention to larger scale enterprises be de-emphasized but it should not be eliminated.

90. The Committee recognized the importance attributed by Agenda 21 of UNCED to capacity building. Adequate national capabilities were a prerequisite to sustainable development. While the programme on forest investment and institutions would spearhead capacity-building work, the Committee recommended that this concept be integrated across the entire forestry programme, under both the regular and field programmes.

91. Also in the area of investment and institutions, the Committee recognized the importance given to policy advice and institutional strengthening, including training, education and research and extension support to people's participation, all of which were central to capacity building. The Committee also welcomed the proposed policy and institutional support to countries undergoing structural adjustment and transition to market economies.

92. The Committee expressed strong concern, however, that the proposed budget reduction was affecting mainly the programme on investment and institutions, which had to play a major role in capacity building. It requested that resource allocation to this programme be re-examined. Support was also given to maintaining the periodicity of *Unasylva* and of meetings of regional forestry commissions.

93. The Committee regretted that the proposed medium-term perspectives and priorities of work proposals were taking place against a background of reduced budgetary resources. The Committee recalled that in the 1992-93 biennium even the approved forestry programme could not be carried out in its entirety. The proposal to cut the forestry allocation by US\$ 649 000 for the 1994-95 biennium, in the context of no programme growth for the Organization, was therefore deeply regretted and should be reconsidered.

94. The Committee remarked that insufficient budgetary support to forestry had occurred despite repeated appeals and exhortations for increased allocations by the Committee itself and by the governing bodies. The Committee was concerned that the budget proposals did not reflect the equal importance given by governments at UNCED to forestry and agriculture. COFO members were called upon to communicate at the Council or Conference level this concern regarding the proposed budget.

95. The Committee requested additional clarification from FAO on a number of budgetary issues. These included requests for information regarding which services would be reduced in support of the field programme, scheduled for reduced allocations in every programme area; information on details of which support cost would be absorbed by which programme and sub-programme; and greater overall transparency. The Committee felt the need for better accountability criteria which would allow FAO to maximize efficiency and identify areas of its greatest comparative advantage.

96. The Committee was informed by the secretariat of the particularly difficult circumstances which had obliged the Director-General to reluctantly consider reduced allocations to FAO's three technical Major Programmes, including forestry. Main factors were: the difficulties experienced by many Member Nations in meeting their financial obligations; the deteriorating prospects for support cost income with consequent needed absorption of carefully-selected posts under the regular budget and the impossibility of containing any longer necessary expenditures for administrative support. The secretariat indicated that there had been no option but to reduce funding for all three technical Major Programmes (i.e. agriculture, fisheries and forestry) without any discrimination among them.

97. While recognizing the above constraints, the Committee nevertheless felt that a special case should be made for forestry. It recommended unanimously that, in reviewing the overall priorities of the Organization, the Council reaffirm its earlier calls for allocation of increased resources to forestry.

OTHER MATTERS

- Date and place of next session (Item 9)

98. The twelfth session of the Committee will be held in Rome from 3 to 7 April 1995.

AGENDA

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

MATTERS REFERRED TO THE ATTENTION OF THE COMMITTEE

3. Report on Forest Resources Assessment 1990
4. Progress in the implementation of the Tropical Forests Action Programme
Establishment of a consultative group on the Tropical Forests Action Programme
5.
 - (a) Decisions of FAO Governing Bodies of interest to the Committee
 - (b) Recommendations of other FAO Statutory Bodies in forestry of interest to the Committee
 - (c) Follow-up to the requests and recommendations of the tenth session of the Committee
 - (d) Report on the tenth World Forestry Congress

FOREST POLICY ISSUES

6. Forestry and sustainable development: UNCED outcome and implications for FAO's forestry programmes
7. Forestry and nutrition

FAO'S PROGRAMMES IN FORESTRY

8.
 - (a) Review of FAO's regular and field programmes in forestry
 - (b) Medium-term perspectives and programme priorities for forestry, 1994-99
FAO's Programme of Work and Budget for 1994-95

OTHER MATTERS

9. Date and place of next session
10. Adoption of report

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LIST OF DOCUMENTS

Agenda item	Symbol	Title
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3	COFO-93/2	Report on Forest Resources Assessment 1990
4	COFO-93/3	Progress in the implementation of the Tropical Forests Action Programme
	COFO-93/3 Supp. 1	Progress in the implementation of the Tropical Forests Action Programme - External financial support to national forestry action plans (NFAPs)
	COFO-93/3(a)	Establishment of a consultative group on the Tropical Forests Action Programme
	COFO-93/3(a) Supp. 1	Consultative Group on the Tropical Forests Action Programme (TFAP/CG) - Outcome of contacts with World Bank, UNDP, ITTO and UNEP
	COFO-93/3(a) Supp. 2	Consultative Group on the Tropical Forests Action Programme (TFAP/CG) - Participation of non-governmental organizations (NGOs)
5	COFO-93/4	Decisions of FAO Governing Bodies of interest to the Committee
	COFO-93/5	Recommendations of other FAO Statutory Bodies in forestry of interest to the Committee
	COFO-93/6	Follow-up to the requests and recommendations of the tenth session of the Committee
	COFO-93/7	Report on the tenth World Forestry Congress
6	COFO-93/8	Forestry and sustainable development: UNCED outcome and implications for FAO's forestry programmes
7	COFO-93/9	Forestry and nutrition

8	COFO-93/10	Review of FAO's regular programme in forestry
	COFO-93/11	Review of FAO's field programme in forestry
	COFO-93/12	Medium-term perspectives and programme priorities for forestry, 1994-99
	COFO-93/13	FAO's Programme of Work and Budget for 1994-95

Information documents

COFO-93/Inf. 1	Provisional timetable
COFO-93/Inf. 2	List of documents
COFO-93/Inf. 3	Rules of Procedure of the Committee and current and past officers
COFO-93/Inf. 4	Statement of competence and voting rights by the European Economic Community and its Member States

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(as at 31 March 1993)

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Bolivia	Libya
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Iraq	Zaire
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* Member Organization

