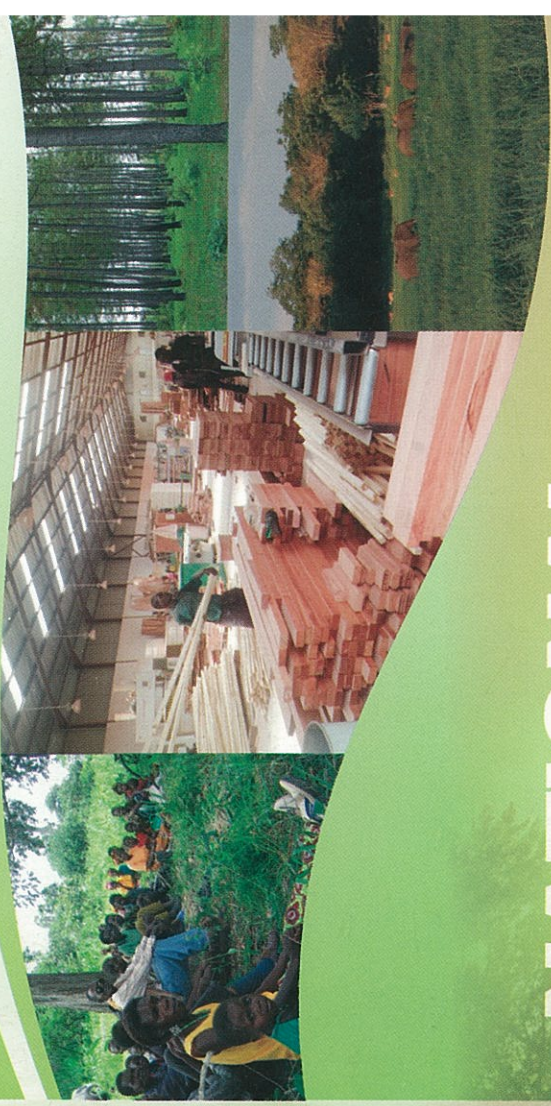




Republic of Zambia



NATIONAL FORESTRY POLICY

**Ministry of Lands, Natural Resources
and Environmental Protection**

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7.2.4 Development of criteria and indicators for sustainable forest management

The Forestry Department in consultation with stakeholders, shall establish universally accepted criteria and indicators (C & I) for sustainable forest management developed within the national context. Criteria and indicators will benefit the forestry sector, as they will be used to assess its performance and improve its economic standing and contribution to GDP. Criteria and indicators will increase the value of forest products that will provide rural economies with high returns.



Foreword...



Forests, woodlands and trees are among the nation's most extensive natural heritage resources, which require judicious management. They are renewable assets whose continued availability depends on our actions. In deriving benefits from these resources, it is incumbent upon every citizen to ensure that biological diversity, soil and water conservation are not compromised.

The review of the National Forestry Policy of 1998 was necessitated by the increasing demands on forest resources of Zambia, the need to address emerging issues such as climate change, bio-energy development, prioritization of agriculture, eco-tourism and the environment as engines for Zambia's development, and the need for devolution of management systems. The 2014 National Forestry Policy, therefore, aligns the forestry sector to current trends in forestry and to the necessity of meeting the national strategies as enshrined in the National Policy on Environment, national programmes and plans, and Multilateral Environmental Agreements and treaties to which Zambia is a signatory.

This Policy is a review of the National Forestry Policy of 1998 that was based on the Zambia Forestry Action Plan (ZFAP) and stakeholder views. The major objective of ZFAP was to develop a national strategic framework for the forestry sector of Zambia. Under ZFAP, a number of thematic studies in the forestry sector were undertaken resulting in a number of successes but with a few gaps. Even though the National Forestry Policy of 1998 provided initiatives for sustainable forest management, the current Policy aims to address new challenges and other emerging issues. These include strategies related to the contribution of the forestry sector to poverty reduction and Zambia's national economy.

This policy was developed through a comprehensive country wide consultative process underpinned by principles of devolution, empowerment, equity and justice, and community and private sector participation. The major aim of this Policy is therefore to re-direct and vigorously motivate responsible sustainable forest management and feasible stakeholder interventions in forestry development for the good of Zambia.

In order to meet the vision and mission of the sector, everyone's task is to turn the forestry sector into a dynamic and vibrant economic sector. The value of the sector and its sustainability should be appreciated and be a concern of everyone. In the pursuit of realizing and appreciating the value and sustainability of forest resources, it must be borne in the national psyche that our livelihoods and the integrity of our ecosystem hinge on how well we manage forests. This can be by optimizing actions that reduce deforestation, forest degradation and the emission of greenhouse gases. For this to be achieved, it is of utmost importance that the strategies embodied in this policy are implemented meticulously as livelihoods and ecosystem integrity may depend on these actions. We owe it to posterity not only to conserve our forests but also to improve upon them as well.

C. Atimbu

Hon. Christabel Ngimbu, MP

MINISTER OF LANDS, NATURAL RESOURCES AND
ENVIRONMENTAL PROTECTION

7.2.3 The National Forestry Master Plan

The Forestry Department shall formulate a National Forestry Master Plan that will provide a strategic framework with clear targets that will be informed by the stipulations of the Zambia Forest Action Plan. In order to implement the provisions of the National Forestry Master Plan, the Forestry Department shall ensure that Forest Management Plans are formulated for each type of forest. The Annual Forestry Plan of Action will then implement the Forest Management Plans. The Forest Management Plans will have clearly defined and measurable indicators and a monitoring and evaluation framework that will also include the roles of stakeholders in this process.



To this end, political will and viable sources of funds shall be vigorously pursued so that the benefits of the various programmes undertaken in the forestry sector can be realised and accessed to meet a flourishing economy and a sound environment. The following sources of funding have been identified:

- i. Adequate budgetary provision from Parliament for indigenous forest management, forest plantation establishment, extension and support for local level forest management units;
- ii. Revolving fund to be established from licensing of forest products and services;
- iii. Investments arising from public private partnerships between key actors and the private sector, private commercial forestry, the national carbon programme and other commercially-oriented options;
- iv. Revenue generated from research activities;
- v. Donations and endowments from private organizations; and
- vi. Government assistance and support from Cooperating Partners.

7.2.2 Monitoring and Evaluation

To ensure that the implementation of this policy is systematic, a detailed Plan of Action has been worked out in the Zambia Forest Action Plan (ZFAP) and whose planning phase came to a conclusion in 1997 shall be followed. The Ministry shall develop and implement a rigorous results-oriented, transparent and participatory monitoring and evaluation framework to which the Forestry Department and stakeholders engaged in forestry shall respond. The M&E plan shall be implemented at the summit of the forestry management system, the province, district, forest concession, and any other lower level of forest management, protection or utilisation.



Acknowledgement...



The development of the National Forestry Policy was achieved through a broad-based consultative process involving key stakeholders in all the provinces of Zambia. We wish to thank our cooperating partners who provided technical and financial support for the inception workshop and policy review process. Thanks are also due to government departments for enriching this policy. Special recognition is accorded to the Planning and Information Department, Ministry of Lands, Natural Resources and Environmental Protection who facilitated the Policy Review Process based on Cabinet Guidelines for writing national policy documents. Gratitude is also extended to stakeholders and staff members of the Forestry Department who contributed significantly to the formulation of the guiding principles, objectives and measures contained in the National Forestry Policy document.

Without the contribution of various stakeholders who included traditional leaders, local communities, several government departments and cooperating partners, this Policy could not have received the necessary critique, which eventually enriched its content.

Finally, many thanks are directed to all institutions and individuals, too numerous to mention, who contributed to the formulation of the National Forestry Policy of 2014.

Barnaby Bwalya Mulenga
Permanent Secretary

MINISTRY OF LANDS, NATURAL RESOURCES AND
ENVIRONMENTAL PROTECTION

7.2.1 Resource Mobilisation

It is a well known fact that the inadequate contribution of the forestry sector to the national economy and livelihoods, and forest management ineffectiveness are both largely due to inadequate public financing of the forest sector.

The necessary support for developing, testing and transferring sustainable forest natural resources management practices and technologies will require sufficient time and considerable resources. This should particularly be directed at research and development activities and intensive implementation processes involving participation of researchers, extension agents, communities and other stakeholders like locally based NGOs and CBOs. It is for this reason that the support and commitment of both the public and private sectors are required for the urgent implementation of this policy.



Working Definitions...

For effective implementation of the objectives and measures outlined in the Policy, the following will be undertaken:

- a. The Forests Act No. 7 of 1999 will be repealed in order to put in place legislation that will effectively respond to the vision set under this policy;
- b. Criteria and Indicators for sustainable forest management shall be developed in order to provide a baseline for monitoring effective management;
- c. An effective National Forest Monitoring System will be developed to ensure that changes to forests are regularly monitored to facilitate planning. The monitoring system will include guidelines on forest and land-use carbon monitoring;
- d. In order to enhance effective prosecution of forest offences prosecutors will be introduced with support from the office of the National Prosecutions Authority and Attorney General;
- e. The Protected Area System will be expanded from the current National and Local Forests in order to facilitate participation of more stakeholders in the protection of forests. The new system will include Joint Forest Management Areas, Botanical Reserves, Community Forests and Private Forests, to suit different needs and hence increase the forests under protection;
- f. Re-introduce field staff responsible for supervision and monitoring of forest field operations;
- g. Restructure the Forestry Department in order to effectively respond to current challenges and emerging issues like climate change and trans-boundary forest resource management.

Afforestation

The act or process of establishing a forest on land that has not been forested in the past 50 years.

Biodiversity

The total variety of all living organisms, including their genetic constituents, inter-relationships and habitats together with ecosystems and landscapes of which they are a part.

Carbon Sequestration

The uptake of the greenhouse gas carbon dioxide (CO₂) from the atmosphere in growing biomass in afforestation and reforestation or the protection of existing carbon sinks by sustainable forest management practices.

Chitemene

Shifting cultivation involving the cutting and piling of branches which are later burned to create a potash contribution to the soil in a limited area in which crops are planted.

Climate change

A change of climate that is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.

Conservation

The sustainable management and use of nature and natural resources for their inherent value and for the benefit of society, bearing in mind that future generation have as much a right to these resources as our own.

Deforestation

The direct human induced conversion of forests to other land use.

Ecosystem

A dynamic complex of living communities of organisms and their non-living environment interacting as a self-sustaining entity of its own.

Ecosystem Services

End products or components of nature directly enjoyed, consumed or used to yield human wellbeing.

Emissions

The release of greenhouse gases and/or their precursors and particulate matter into the atmosphere over a specified area and period of time.

Environment

The ecosystem of which mankind is part including cultural and man-made features sometimes defined as the complex set of physical, geographic, biological, social, cultural and political conditions that surround an individual or organism and that ultimately determines its form and nature of its survival.

Forest

Land with tree crown cover (or equivalent stocking level) of more than 10% and area of more than 0.5 ha. Trees should be able to reach a minimum height of 5 m at maturity in situ. Young stands that have not yet but are expected to reach a crown density of 10 percent and tree height of 5 m are included under forest, as are temporarily unstocked areas. The term includes forests used for purposes of production, protection, multiple-use or conservation (i.e. forest in national parks, nature reserves and other protected areas), as well as forest stands on agricultural lands (e.g. windbreaks and shelterbelts of trees with a width of more than 20 m).

Forest Degradation

Changes within the forest that negatively affects the structure or function of the stand or site, and thereby lowers its capacity to supply products and/or services.

Forest Ecosystem

A dynamic complex of plant, animal and micro-organism communities and their non living environment interacting as a functional unit, where trees are a key component of the system. Humans, with their cultural, economic and environmental needs are an integral part of many forest ecosystems.



<p>7. Mines and Minerals Development Act</p>	<p>The Act provides for mineral and mines development</p>	<p>All mines are initiated in forests and therefore appropriate technologies and practices in the mining sector are required to ensure sustainable forest management. If mining operations takes precedence over forests, sustainable forest management will be a challenge.</p>
<p>8. Local Government (Amendment) Act No. 9 of 2004</p>	<p>The Act among others provides for decentralisation</p>	<p>The promotion of decentralisation is on line with participatory forest management. Therefore appropriate local government Act will support sustainable forest management.</p>
<p>9. Water Act Cap 198 (Water Resources Act of 2011)</p>	<p>The Act provides for the regulation and management of water resources</p>	<p>Forests protect water catchment areas that ensure continued flow of water.</p>
<p>10. Zambia Development Agency Act No. 11 of 2006</p>	<p>The Act provides for the trade, investment and industrial development in Zambia</p>	<p>Sustainable forest management can be achieved if appropriate trade, investment and industry development measure are put in place to protect the forests.</p>
<p>11. National Heritage Conservation Commission Act, Cap 173</p>	<p>The Act provides for heritage conservation and management</p>	<p>Forests provide support to some natural heritage areas and therefore promotion of heritage sites may also enhance sustainable forest management.</p>

4. Agriculture Act

The Act provides for agricultural practices, development, investment and management

Forest loss through deforestation is one of the challenges for sustainable forest management. In order to reduce deforestation Agricultural practices need to be appropriate

5. Energy Regulations Act No. 16 of 1995

The Act among other issues regulates energy use

Most people use charcoal and firewood as a source of energy. Therefore, appropriate provisions in the Act will facilitate sustainable forest management. For example rural electrification. The regulations of the growing of bio-fuels are important for biodiversity conservation and management.

6. Environmental Management Act No. 12 of 2011

The Act provides for the management of environment and natural resources

Appropriate regulations in the environment and natural resources for example in terms of controlling pollution, emissions, need of environmental impact assessments will help in ensuring sustainable forest management

Forest Management

A system of practices for stewardship and use of forestland aimed at fulfilling relevant ecological (including biological diversity), economic and social functions of the forest in a sustainable manner.

Forest Plantation

Planted trees established by planting or/and seeding in the process of afforestation or reforestation. It consists of introduced species or, in some cases, indigenous species.

Forest Protection

The prevention of harm to forests and the environment usually with tangible intervention and active management.

Forestry Sector

The sector is defined to include all economic activities (ISIC) and is taken to include activities that are dependent on the production of wood fibre (i.e. forests and related services, production of industrial round wood (logging); wood fuel and charcoal; sawn wood and wood based panels; pulp and paper; and wooden furniture; commercial production and processing of non-wood forest products and subsistence use of forest products).

Green House Gase

Those gaseous constituents of the earth's atmosphere, both natural and anthropogenic, that absorb and re-emit infrared radiation.

Gross Domestic Product

The total value of goods and services produced domestically by a nation during a year.

Growing stock

The sum-total of all trees, by number or volume or biomass, growing within a particular area.

Indigenous Tree

Tree species naturally growing in a particular place of Zambia.

Joint Forest Management

A collaborative forest management system between government and local communities in the protection, management and utilisation of forest resources with appropriate user rights as incentives.

Local Knowledge

Collection of facts that relate to the entire system of concepts, beliefs and perceptions that people hold about the world around them. This includes the way people observe and measure their surroundings, how they solve problems and validate new information. It includes the processes whereby knowledge is generated, stored, applied and transmitted to others.

Non-wood Forest Product

Includes all products of biological origin, as well as services, derived from a forest or any land under similar use, that excludes wood in all its forms.

Natural Forest

A forest composed of indigenous trees and not classified as forest plantation.

Participatory Forest Management

A forestry management strategy, which allows different stakeholders to be involved in management of forest resources with appropriate user rights as incentives.

Protected Area

All land gazetted and held in trust by government.

7.1.7 Education and Research Institutions

Education and Research Institutions shall provide academic and skills training required to foster the development of the sector; advise government in policy matters related to the sector; develop appropriate technologies; and develop management systems and practices for the development of the sector.

7.1.8 Cooperating Partners

Cooperating partners shall be partners in development and shall be facilitators in building capacity and complementing government efforts in supporting the sector financially.

7.2 LEGAL AND REGULATORYFRAMEWORK

ENABLING ACT	PURPOSE	REMARK
1. Forests Act	The Act provides for the conservation and protection of forests and trees	The Act sets the standards for forest resources management
2. The Zambia Wildlife Act	The Act is largely responsible for the management of wildlife but it is also responsible for the management of forests as habitats for animals	In order for wildlife to thrive in their habitats, the forest resources need to be well managed and therefore linked to forest resource management
3. Lands Act Cap 184	The Act is responsible for the management and administration of Land in Zambia on which forests grow	Forests grow on land and therefore regulations associated with land management may affect forest resource management. For example giving title deeds in protected forest areas



7.1.2 Local Government

The role of local government shall include the following: formulation and enforcement of by-laws; plantation establishment and management; issuance of forest concession and saw milling licenses; fire management; tree nursery establishment and management, tree planting; registration of private forest plantation; declaration of local forests; revenue collection; provision of extension services, conducting local level inventory; developing and implementing of management plans; data collection; regulating harvesting, and promoting participatory forest management.

7.1.3 Traditional Rulers and Institutions

The traditional rulers shall be involved in the administration and management of forest estates within the area of their jurisdiction. They shall provide land for plantation establishment, local community woodlots and set aside forests for different purposes in collaboration with the local authority. They shall also enforce by-laws.

7.1.4 Local Communities

They shall be the key actors in planning and management of forests and investment in forestry at local levels. They shall also be the implementers and the determinants of tree species and technologies to be used in community based forest plantation establishment and management, and play a key role in participatory forest management. Therefore, local communities and CBOs will be required to put in place participatory forest management systems to promote sustainable forest management in open areas.

7.1.5 The Private Sector

The role of the private sector will include: managing the forest resources conferred to them through concession agreements in accordance with management plans; investment in equipment to reduce wastage; and advising government on the sector policy.

7.1.6 Civil Society

The Civil Society shall work with local authorities and local communities in the management of local forest resources; create awareness; lobby for resources for forests resource management; provide extension services; promote gender mainstreaming; equity in benefit sharing and equitable participation of stakeholders in the management and utilisation of forest resources. They shall also promote advocacy on the developmental role of forests.

Reforestation

The act or process of re-establishing a forest on land that had been deforested in the last 50 years.

Sink

Any process, activity or mechanism which removes a greenhouse gas, an aerosol or a precursor of a greenhouse gas from the atmosphere.

Sustainable Development

Development that meets the needs and aspirations of the present generation without compromising the ability to meet the needs of future generations.

Traditional leader

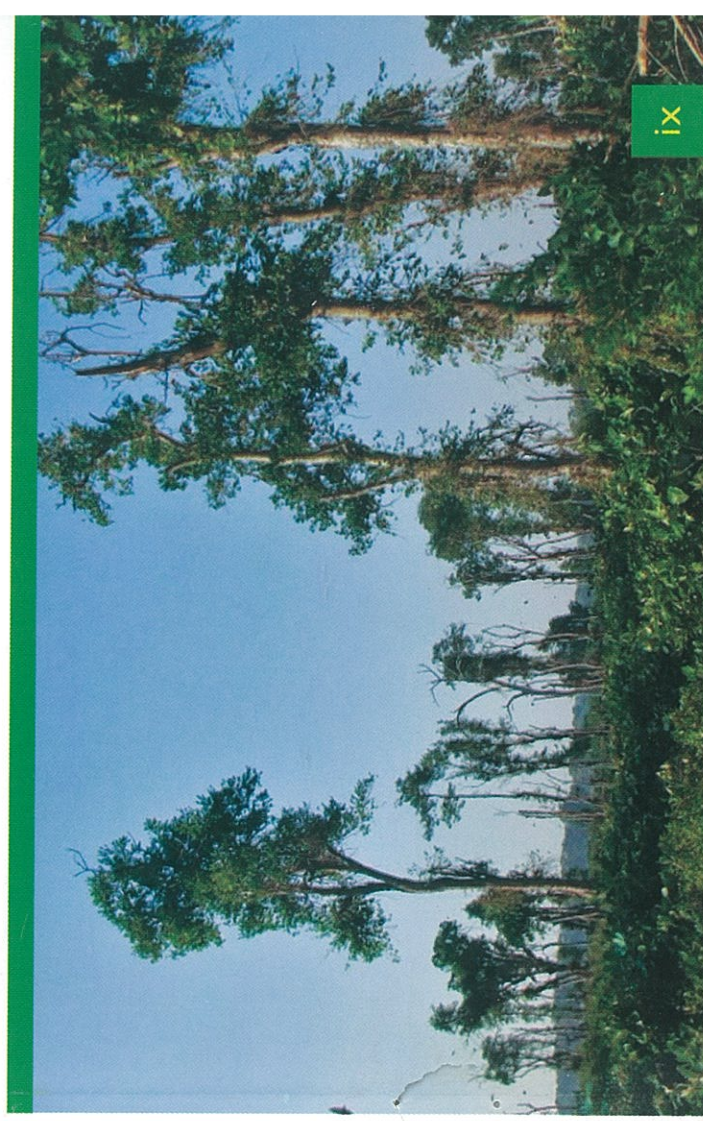
A local ruler of a clan or tribe.

Utilization of natural resources

Consumptive and non-consumptive exploitation or use of natural resource products or ecosystem services.

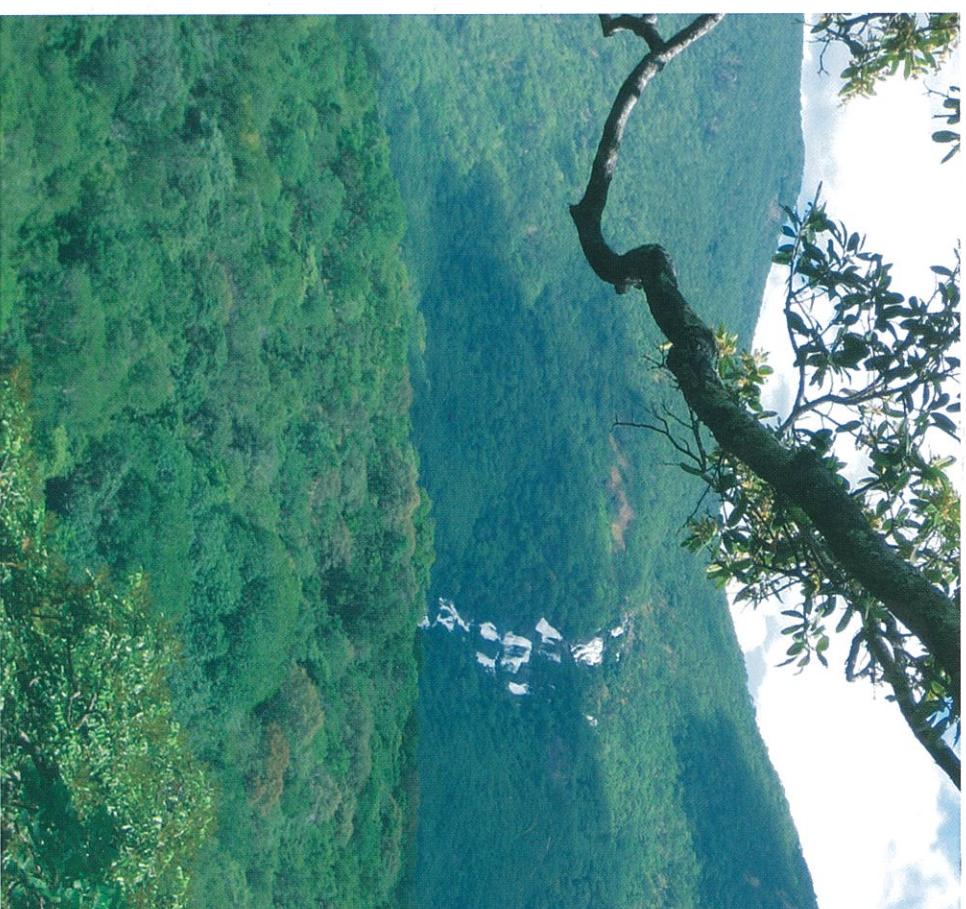
Value added

Enhancement added to a product before it is offered to a customer.



The Ministry will have overall responsibility for policy formulation and coordination of standards and guidelines; law enforcement; forests inventories; and research and development. In addition, the Ministry will be responsible for monitoring and reporting on plantation establishment; issue concession licenses; devise methodologies for cost benefit sharing mechanisms; and promote investment.

Amongst key government bodies that the Ministry will collaborate with include the Ministry of Mines, Energy and Water Development; Ministry of Commerce, Trade and Industry; Ministry of Home Affairs; Ministry of Justice; Ministry of Agriculture and Livestock; Ministry of Labour, Government and Housing; Ministries responsible for wildlife, community development, culture and traditional affairs; Zambia Development Agency and ZESCO.



07 Implementation Framework...

7.1 INSTITUTIONAL ARRANGEMENTS

In order to effectively implement the different measures outlined in this policy document, there is need to make significant institutional reforms in light of the decentralization policy. It is equally imperative that the necessary legal reforms consistent with the proposed institutional structure and the prevailing socio-economic environment in the country are effected at national, provincial and district levels to create a strong integrated framework for cross-sector linkages in the management of forest resources.

7.1.1 Role of Central Government (Ministry of Lands, Natural resources and Environmental Protection)

Currently, the Ministry of Lands, Natural Resources and Environmental protection has overall responsibility for both policy development and coordination and forest resources management. The Government in 2002 adopted the decentralization policy whose objective is to devolve decision-making authority, functions and resources from central government to the Local Authorities. The Decentralization Implementation Plan (DIP) was adopted by Government in February 2013 in preparation for full implementation of the Decentralisation Policy. Central government will retain policy and legal formulation responsibilities, regulation and monitoring and evaluation. In defining the roles and responsibilities of different stakeholders in the forestry sector, the impending implementation of the Decentralisation Policy has been taken into account.

Abbreviations and Acronyms...

C & I	Criteria and Indicators
CC	Climate change
CBO	Community Based Organisation
CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species of Wild flora and fauna
EIA	Environmental Impact Assessment
FNDP	Fifth National Development Plan
GDP	Gross Domestic Product
GHG	Greenhouse gas
ILO	International Labour Organisation of the United Nations
ILUA	Integrated Land Use Assessment
ISIC	International Standard Classification of all economic activities
JFM	Joint Forest Management
MEAs	Multilateral Environmental Agreements
MP	Member of Parliament
MTENR	Ministry of Tourism, Environment and Natural Resources
MDGs	Millennium Development Goals
NFP	National Forestry Programme
NGO	Non-Governmental Organisation
NWFPs	Non-wood Forest Products
PFA	Protected Forest Area
PPP	Public Private Partnership
REDD	Reduced emissions from deforestation and degradation
SADC	Southern Africa Development Community
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change
ZFAP	Zambia Forestry Action Plan



b. Objective 11

To ensure that relevant provisions of international agreements integrated into national policy and legal framework are implemented.

c. Measures:

- i. Implement programmes and projects aimed at addressing desertification, land degradation, deforestation, biodiversity management and conservation, and climate change;
- ii. Implement regional and international protocols on forests and natural resources that support sustainable forest management; and
- iii. Create awareness on relevant regional and international agreements that Zambia is Party to.



6.8 CROSS-CUTTING ISSUES

a. Policy Statement

Equality among women, men and youths in sustainable forest management is important, as all need to benefit from the forest resources. Government will mainstream crosscutting issues such as HIV/AIDS and the gender dimension.

b. Objective 10

To ensure that crosscutting issues such as environment, gender, HIV/AIDS and governance are mainstreamed in all aspects of forest management.

c. Measures:

- i. Ensuring equity for women, the youth and persons with special needs in forest resource tenure, definition of roles and responsibilities, costs and benefit sharing from forest management and development;
- ii. Promulgate and implement workplace policies to take into account the specific requirements of women, men, persons living with HIV/AIDS and persons with special needs;
- iii. Support development of forest programmes that respond to segregated gender needs, the youth and persons with special needs through targeted support systems for capacity building, seed capital and technology development;
- iv. Promote ownership and access to forests, products and services; and
- v. Ensure that activities and investment in the forestry sector do not harm the environment.

6.9 DOMESTICATION OF INTERNATIONAL ENVIRONMENTAL AGREEMENTS

a. Policy Statement

Forests play a key role in improving the global environmental sustainability. To ensure effective and efficient use of development partners financing in the forest sector, alignment and harmonization with the partners in the context of overall sector programmes and projects management and coordination will be strengthened. In addition, international agreements and protocols will be domesticated as a practical way of working with other countries.

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b. Objective 8

To strengthen and develop human capacity with extension skills and a service delivery framework to effectively and efficiently meet stakeholders' needs.

c. Measures:

- i. Restructure and strengthen the Forestry Extension Services in the sector in order to facilitate capacity building and provide extension services for stakeholders in the sector;
- ii. Strengthen extension services through the provision of appropriate and adequate facilities, staff and financial resources; and
- iii. Create public awareness and dissemination strategies to promote forest ecosystem utilization and species conservation at all levels.

6.7.3 Human Capacity Development

a. Policy Statement

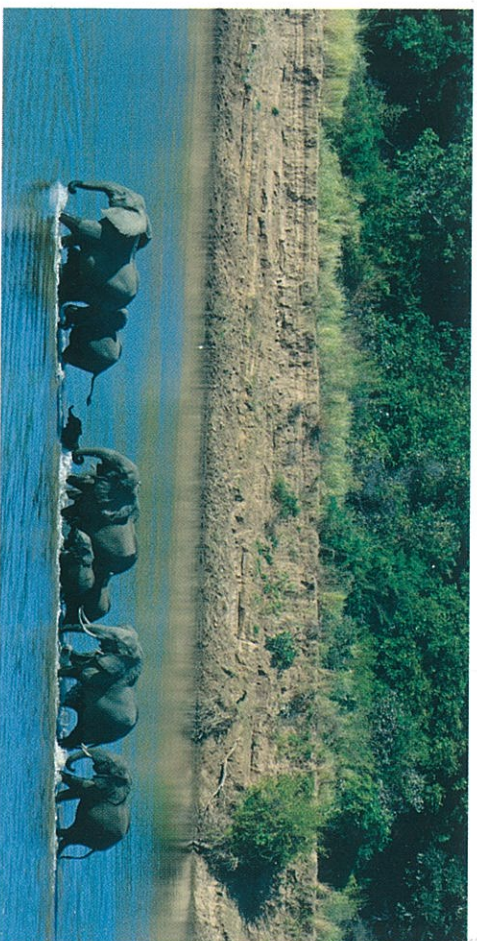
Sustainable forest management requires well-trained personnel with increased skills, and knowledge to meet the current and future challenges of managing forest resource Therefore the national capacity to manage and develop the forest sector will be enhance

b. Objective 9

To develop and broaden skills and knowledge of personnel involved in forest management and development, and support to training institutions.

c. Measures:

- i. Support the operations and strengthen capacities of natural resources training institutions. Support review of curricula and development of appropriate training modules to mainstream emerging issues in forestry based on scientific and local technical knowledge; and
- ii. Improve and provide facilities to men, women, the youth and persons with special needs for formal and informal training at professional, technical and artisan levels.



6.7.2 Forestry Extension

a. Policy Statement

A well-functioning extension service is a prerequisite for the promotion of sustainable forest management. Therefore, enhancing the participation of local community capacities in the provision of forestry extension services will strengthen sustainable forest management through improved staffing and extension delivery systems.



01 Introduction...

Forests are one of the most important natural resources of Zambia, covering 66% of the total land area of the country. About 9.6% are under protected forest reserves. Forests play vital roles in people's livelihoods as major sources of timber, traditional medicine, wood fuel, food and building materials. Furthermore, forests play major roles in both carbon and hydrological cycles. They are key factors in watershed and soil conservation, and are important for other landscape factors (e.g. soil erosion).

However, forest resources are under pressure from the effects of several degrading factors that include deforestation, encroachment, uncontrolled bush fires and agricultural expansion. Forest degradation is primarily as a result of inappropriate management regimes and unsustainable harvesting systems. Since the National Forestry Policy (NFP) of 1998 was put in place a number of new and emerging issues, including challenges and lessons have been identified, which necessitated the review of the policy. The 1998 Forestry Policy enhanced participatory forest management and institutional framework. The issues addressed in the 2014 National Forestry Policy include an expanded protected area system, climate change, bio-fuels, and trans-boundary forest resource management.

The 2014 Policy encourages participatory forest management anchored on the active participation of local communities, traditional institutions, private sector and other stakeholders in the management and utilization of forest resources at all levels of decision making, implementation, monitoring and evaluation. The policy also encourages the definition of stakeholder roles, resource tenure, costs and benefit sharing mechanism related to forest resources management, investments and forest industries development. The policy therefore, is aligned within the framework of the Decentralization Policy, Zambia's Vision 2030 and the Revised Sixth National Development Plan (RSNDP 2013-2016). Further, the Policy recognizes regional and international opportunities and obligations or frameworks such as the SADC protocols on forestry and other natural resources, CITES, MDGs, and forest related MEAs.

The 2014 National Forestry Policy is divided into eight chapters, starting with the introduction in Chapter I. Chapter II presents the Situational Analysis, highlighting the policy development process and the current situation. Chapter III highlights the overall vision of the policy, while Chapter IV presents the rationale. Chapter V outlines the policy guiding principles. The policy objectives are outlined in Chapter VI while the policy measures are presented in Chapter VII. Finally, Chapter VIII presents the Implementation Framework.

b. Objective 7

To strengthen research institutional capacity in order to provide informed information for decision making.

c. Measures:

- i. Restructure the research function of the forestry sector;
- ii. Promote research and development through capacity building for research personnel;
- iii. Provide specialized equipment and other facilities for the forestry sector;
- iv. Enhance collaboration between forestry research and other research and training institutions both within and outside the country;
- v. Promote private-public partnerships to finance forestry research;
- vi. Facilitate and promote the intellectual property protection of research findings, new technologies and the development of cheap, environmentally friendly, sustainable and efficient forest development and utilization technologies for the benefit of the nation; and
- vii. Strengthen linkages and co-ordination between research and extension to facilitate the documentation and dissemination of forestry research findings to end users including dissemination in local languages.



6.6 SUSTAINABLE PRODUCTION AND PROCESSING OF CHARCOAL

a. Policy Statement

The government recognises the importance of charcoal both as a source of energy and income for the peri-urban and urban population and will put in place measures to ensure that it is sustainably produced in order to reduce deforestation while contributing to the livelihoods of people.

b. Objective 6

To put in place measures that will promote sustainable harvesting of wood and production of Charcoal in order to reduce deforestation.

c. Measures:

- i. Create public awareness on the impact of unsustainable charcoal production on the environment, socio-economic and climate change;
- ii. Design and set aside charcoal production areas in each district;
- iii. Provide guidelines for charcoal production on farmlands and other productive areas;
- iv. Put in place charcoal production tracking system to ensure sustainable harvest of trees and production of charcoal;
- v. Promote and provide technical support for small, medium enterprise in charcoal production to enhance sustainable forest management;
- vi. Regulate the export of charcoal; and
- vii. Promote efficient charcoal production methods.

6.7 FORESTRY RESEARCH AND DEVELOPMENT, EXTENSION AND CAPACITY BUILDING

6.7.1 Forestry Research and Development

a. Policy Statement

Research and development is important in improving the goods and services that forests provide to the people. In order to improve conservation and management of biodiversity, research and information dissemination will be strengthened through development and support of demand-driven, affordable, and well-coordinated research, institutions and programmes.

02 Situation Analysis...

2.1 POLICY DEVELOPMENT PROCESS

Zambia enjoyed an extensive forest resource base since attainment of political independence in 1964, until the early 1980s. The main reasons for a decline in the forest ecosystem have been largely due to population increase, economic decline, unsustainable agricultural practices, inadequate land-use planning and management and inadequate policies and legislation.

The 1998 National Forestry Policy contributed to the maintenance of a sizeable forest estate that offered invaluable protection to soil, agriculture, headwaters and catchment areas. The forest estates further provided a habitat for other biological resources, critical services to environmental flows, mining and raw materials to manufacturing as well as tangible commodities for commerce. However, most of the past Policy measures have not been implemented owing much to the non-commencement of the Forests Act No. 7 of 1999, which was supposed to put in place an enabling institutional structure through the establishment of the Zambia Forestry Commission.

The process of reviewing the Forestry Policy of 1998 followed a systematic and structured approach. This involved conducting broad-based consultations through engagement of provincial and district stakeholders in consultative meetings, which took place between 1st and 14th September 2009. The provincial consultative workshops were supplemented by consultations from selected districts within each province. The Forestry Sector Situation Analysis Report was then prepared based on the provincial consultations in order to inform the forestry policy review. A draft National Forestry Policy of 2009 was prepared and subjected to a National Stakeholders Review process. Submissions from national stakeholders were used to revise the draft National Forestry Policy, which was subsequently circulated among government line ministries for comments.

2.2 THE CURRENT SITUATION

Forests cover 66 per cent of Zambia's total land area that translates into approximately 49.97 million hectares. Gazetted forest reserves cover an estimated 9.6 per cent. Out of the total area classified as forest reserves, 44 per cent is set aside for production, 30 per cent for both protection and production, and the remaining 26 per cent is for protection only. The whole estate occurs on state and customary lands. However, evidence of continued forest destruction leading to soil erosion, loss of biodiversity, dwindling water and agricultural productivity, environmental degradation and their negative impacts on the micro-climate, food security, national energy supply and social welfare are well acknowledged. This necessitated a compelling need to institute appropriate measures not only to firmly re-invigorate the integrity of the forest estate but also to provide a viable framework for sustainable forest-based livelihoods. It was recognized that attracting investments, creating responsive corporate/public enterprises, and redefining forest resources ownership and governance was crucial. Furthermore, the need to marshal meaningful commitments from a wide range of stakeholders for tree growing and protection including the sustainable utilization of forest products and services became apparent.

In recognizing the declining resource base and the need for a strategic approach to forest resources management, the Zambia Forestry Action Programme was formulated and implemented from 1994 to 1998. The programme identified some major factors that affected the forestry sector, which included weak institutional, policy and legislative framework that required reviewing. These factors are reflected in the Zambia Forestry Action Plan for the period 1998-2018. The process resulted into the revision of the 1965 Policy. However, the non-commencement of the Forests Act No. 7 of 1999 limited the full implementation of the Forestry Policy of 1998.

A forest resource assessment undertaken through the Integrated Land Use Assessments (ILUA) from 2005 to 2008 revealed that 63 per cent of forest-land is relatively undisturbed or slightly disturbed, 26 per cent moderately disturbed and 5.6 per cent of forest is considerably disturbed. The total wood volume for the country's forests stands at 2,940.7 million cubic meters with 39.1 cubic meters as the tree volume per hectare. The commercial volume per hectare is estimated at 4.9 cubic meters. Estimates by ILUA have shown that the rate of deforestation is 250,000 – 300,000 hectares per annum. This is attributed primarily to agriculture expansion into the forested land. Permanent land use changes, driven by low crop productivity in crop lands under subsistence agriculture, settlements, in-migration, forest production (livelihoods), infrastructure development, mining and mineral exploration have therefore been the main causes of deforestation and forest degradation in Zambia.

b. Objective 5

To enhance the processing and marketing of forest products and services in order to ensure the optimal contribution of the forestry sector to the national economy and the forestry industry.

c. Measures:

- i. Establish mechanisms for accounting of carbon in forests as a way of addressing deforestation and facilitate marketing and sale of forest carbon;
- ii. Develop a system to monitor the processing and marketing of forest products and services so as to determine the contribution of the sector to the GDP;
- iii. Establish standards for forest products and services with relevant authorities;
- iv. Regulate the export of raw timber in a bid to encourage value addition and optimising benefits to the local economy; and
- v. Conduct promotion and market research activities to enhance investment and awareness.



6.4 INVESTMENTS IN FORESTRY AND FOREST BASED INDUSTRY DEVELOPMENT

a. Policy statement

Zambia is a country with a large potential to develop a competitive forestry industry. Government will continue developing and attracting new investment in forest based industrial development.

b. Objective 3

To increase the participation of the private sector in the development of the forestry industry in order to enhance the contribution of the sector to the growth of the economy.

c. Measures:

- i. Create a stable and conducive investment climate for forest industry development by providing incentives for the creation of public private partnerships in the production, value addition and marketing of wood and non-wood forest products;
- ii. Promote forest certification as a means to enhance sustainable forest management;
- iii. Promote and provide technical support towards forest-based ecotourism;
- iv. Facilitate the establishment and operationalisation of the Timber and Honey Auction Floor;
- v. Develop mechanisms for value addition to forest products for both local and foreign investment and regulate export of primary wood and non-wood forest products; and
- vi. Promote the participation of micro, small and medium enterprises in the harvesting of wood and non-wood forest products such as mushrooms, honey and bees wax.

6.5 PRODUCTION, PROCESSING AND MARKETING OF FOREST PRODUCTS AND CARBON TRADING

a. Policy Statement

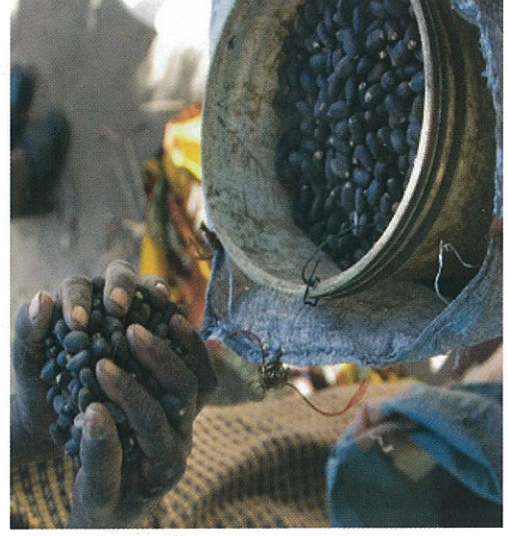
Forests provide an important source of income to majority of the citizens and raw materials necessary for artisans and processing activities. Forest products are traded in both local and foreign markets for various reasons depending on the needs for cash and accessibility of markets.

2.2.1 Consumption of Wood and Non-wood Forest Products and Services

Forest products make a significant contribution to rural livelihoods in Zambia. There is a high level of domestic dependency on forest products for day-to-day subsistence, including fuel, shelter, food, pasture and fodder, medicines and household utility items. Forests provide goods, employment and business opportunities (e.g. pit-sawing and trading in wild fruits). In times when the household is faced with stress and shocks, forests provide safety nets such as relief in times of famine.

The total growing stock (volume) across all land uses for Zambia is estimated at 2.9 billion m³, with the majority of this volume, 2.1 billion m³, held in semi-evergreen miombo-dominated forests. Industrial round wood removal from all forest types combined is projected to reach over 1 million m³ (estimated at 59,000 m³ from indigenous forests, 311,000 m³ from plantations and 777,000 m³ from other modified forests). It is estimated that the demands for plantation round wood will soon outstrip the potential supply of 400,000 m³ per annum. Timber exports from indigenous forests made up 10,159.2 m³ constituting 82.6% compared to only 2,139.9 m³ from plantation tree species (ILLUA, 2008).

In terms of Non Wood Forests Products, the honey industry engages an estimated 20,000 beekeepers countrywide and an additional 6,000 honey hunters. It is estimated that annual domestic consumption of honey is 300 tones, and an additional 700 tones are used for beer brewing. Rural populations consume about 50% of the domestic honey trade, 36% is sold to traders, 8% is sold on the road side, and 6% is traded in urban areas. The beekeepers have been reported to have the potential of increasing honey export levels from around 600 metric tones annually to 2,000 metric tones. Because of increasing consumer preferences for organic products, honey demand is forecasted to continue on an upward trend.



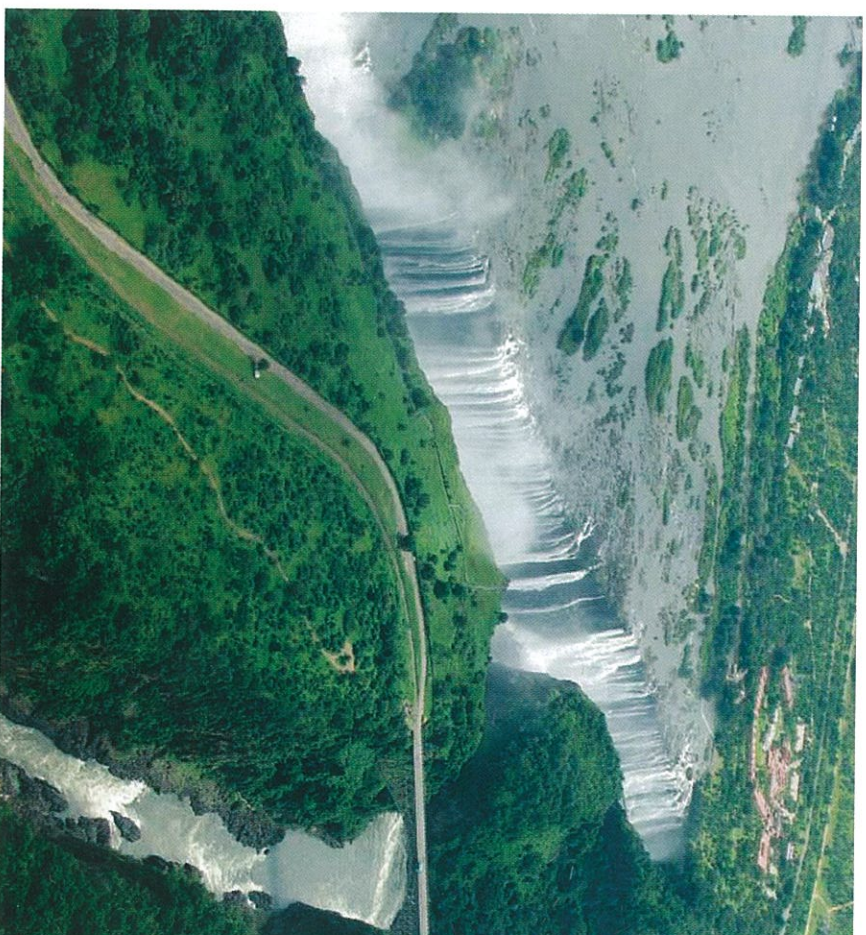
2.2.2 Contribution of Forestry to the National Economy and the Environment

Generally, forests have a dual benefit to the economy through direct and indirect contribution even though the forest sector's contribution to the national economy is grossly under-reported. The real value of natural forests is unknown and neither has any effort been made to quantify its protective value to catchment areas, water bodies, soil, agriculture, and roads, among others. Moreover, there are other major contributions such as those made by women and other groups through trading in Non-Wood Forest Products (NWFPs) that have not been adequately recognized. NWFPs are estimated to act as a major contributor to food security and as a safety net in many poor households particularly those in forest-based communities. Apart from its contribution in terms of food, forests are also a major source of medicinal plants that derive from numerous wild plants used by rural, peri-urban and urban communities to cure numerous illnesses. Forests sequester carbon allowing for a relatively clean environment in which to carry out economic and development activities.



The forestry sector as a whole contributes about 5.2 percent of the GDP in Zambia. This mainly comes from forest-based industries which account for at least 3.7 percent of the GDP, while charcoal production and fuelwood collection account for 2.2 percent and 0.8 percent, respectively. Commercial logging and non-timber forest products contribute about 0.3 and 0.1 percent to the GDP, respectively (FEVCO and CSO, 2006).

- ii. Provide incentives for development of alternative energy sources and technology reduce reliance on biomass;
- iii. Promulgate an appropriate legal framework to facilitate the establishment appropriate monitoring systems for reducing deforestation and forest degradation;
- iv. Define forest resource tenure regimes, roles and responsibilities, cost and benefit sharing mechanisms originating from sustainable forest management, carbon reducing deforestation and reducing forest degradation;
- v. Develop strategies for increasing the capacities of local communities to adapt to climate change impacts;
- vi. Provide a framework for undertaking incentive based initiatives aimed at adaptation and mitigating against the impacts of climate change; and
- vii. Develop appropriate regulations for the promotion of forest-based bio-fuels in order to ensure sustainable forest resource management and land.



In addition, it has been recognized that in general, there has been low investment in the sector resulting in use of old technology in the production of forest products posing safety and health risks. Further the increased promotion of bio-fuels requires an appropriate approach to ensure that forests and land are sustainably managed. It has been recognised that poor management of forest has an influence on climate change and therefore, there is need to put in place appropriate mechanisms to facilitate programmes related to climate change.

Though mining forms the backbone of Zambia's economy through exports, as the potential for expanded operations continue to increase, this poses a challenge on sustainable forest management. This is because large tracts of natural forests are cleared for mining operations. In addition, pollution from the mines affects growth of vegetation.



- iii. Establish, implement and maintain ecosystem restoration mechanism;
- iv. Establish criteria and indicators for sustainable forest management;
- v. Promote sustainable management of trans-boundary forest ecosystems through institutional partnerships and bilateral and/or multilateral agreements;
- vi. Promote multi-sector coordination of land-use system that ensures the protection of headwaters, river basins, terrestrial resources and rehabilitation of degraded and threatened ecosystems;
- vii. Establish forest ownership categories and management models for forest reserves, forests on customary lands, private forests and other forest reserve categories;
- viii. Conduct regular forest inventories and monitoring and integrate local knowledge in the management and utilisation of forest resources;
- ix. Exercise a precautionary principle in the adoption of new silvicultural technologies;
- x. Prevent the import and export of known and unknown invasive plant species or other forestry activities in line with existing national legislation; and
- xi. Ensure forest health at all times by protecting forest resources against damage by fires, pest and disease outbreaks and against unsustainable harvesting practices.



6.2 LOCAL COMMUNITY EMPOWERMENT

a. Policy Statement

The involved stakeholders consider public participation in forestry and/or natural resource management as an end in itself or as a means to an end. Community empowerment is central to participatory forest management.

b. Objective 2

To empower local communities and traditional leaders in order to ensure adequate protection and management of forests.

c. Measures:

- i. Facilitate collaborative and innovative forest management to enable the participation of local communities and traditional leadership in the management and development of the forestry sector;
- ii. Establish a framework that supports traditional leadership and communities to develop local level rules and regulations to facilitate effective management of forest resources;
- iii. Upscale the application of participatory forest management approaches such as enterprise-based Joint Forest Management (JFM) systems in target forest areas for effective coordination, management and mobilisation of resources; and
- iv. Establish incentives and benefit sharing mechanisms for stakeholders involved in management of indigenous forests and plantation forest development and management.

6.3 ECOSYSTEM SERVICES AND CLIMATE CHANGE

a. Policy Statement

Climate change has broad effects on biodiversity. To mitigate the effects of climate change, government will promote an ecosystem that is an interdependent system of plants and animals by way of moderating negative effects caused as a result.

b. Objective 3

To improve the role of forests in addressing climate change in order to contribute to reducing its impact through mitigation and adaptation measures.

c. Measures:

- i. Create public awareness on the environmental and socio-economic effects of climate change, deforestation and forest degradation arising from unsustainable forest management;

The total national biomass (i.e. above and below ground) is estimated at 5.6 billion tones, with an additional 434 million tones of dead wood biomass, for a total biomass estimate of 6 billion tones. Of this biomass, there are approximately 2.8 billion tones of carbon stored in the forests. The potential for increased carbon sequestration from the terrestrial forests in Zambia is generally high due to high total growing stock of the forests and potential for reducing emission from forests, as approximately 32% of the forest is considered either moderately or heavily disturbed. Over 65% of the forests are secondary regeneration with active growth potential.

Current understanding provides that forest services such as carbon sequestration, that can be quantified and traded across national frontiers, is a major contributor to the economy through its service of providing an atmosphere that has less carbon for human life to flourish. Local communities can also derive direct economic benefits from carbon trading. One of the reasons why the forestry sector's contribution to the national economy has not been well documented is its categorization under the agriculture and fisheries sector resulting in the apparent obscurity of the sector.

Notwithstanding this fact, the forestry sector has great potential for employment creation, raw material for downstream production of various products from sawmills, pulp and paper, sustainable supply of wood fuel and carbon sequestration and trade. Wood and wood products exports have also been significant. Forestry also plays a crucial role in supporting rural livelihoods and food security supply of NWFPs through soil and water conservation and the preservation of biodiversity. Therefore, the essential and critical role of forests to the sustainable development of the country cannot be overemphasized.

2.2.3 Challenges in the Sector

It has been recognized that unsustainable harvesting systems relating to charcoal and fuel-wood production, excessive and increasing forest clearance for farmland, forest degradation, uncontrolled annual burning, have led to reduced biodiversity and contributing to climate change. This has been attributed to inadequate integrated approach to forest resource management and coordinated land use planning and management that has contributed to deforestation and forest degradation. Furthermore, there has been reduced local level monitoring and law enforcement due to inadequate local level structures and participatory approach. This situation has resulted in excess productivity, erosion, siltation, reduction in stream flow and other negative impacts verging in many places upon desertification.

In order to motivate local communities to participate effectively in sustainable forest management, there is need to define and provide guidance on benefit sharing mechanisms and ensure that user rights are clear especially for the local communities. Innovative and incentive based mechanisms need to be introduced in order to enhance effective stakeholder participation on sustainable forest management.

06 Objectives and Measures...

6.1 SUSTAINABLE FOREST RESOURCES AND ECOSYSTEM MANAGEMENT

a. Policy statement

Government is keen to promote the stewardship and use of the forests and forest lands in a way and at a rate that maintains their biodiversity, productivity, regeneration capacity and their potential to fulfill, now and in the future, relevant ecological, economic and social functions that does not cause damage to other ecosystem.

b. Objective 1

To manage the country's forest resources in order to maximize productivity and the development potential of the forest resources.

c. Measures:

- i. Prioritise the preparation and implementation of forest management plans for all types of forests including forests on titled land, which is based on up-to-date information, practices and technologies on sustainable forest management and utilisation of forest products and services;
- ii. Reclassify the conservation status of reserves based on the ecosystem significance of each protected area using a multi-sector approach, levels and science-based methodologies;

03 The Vision...

The Vision of the National Forestry Policy is to attain sustainable forest management of all types of forests to enhance forest products and services, that will contribute to mitigation of climate change, income generation, poverty reduction, job creation and protection and maintenance of biodiversity.

04 Rationale...

The challenges and emerging issues in the Forestry Sector necessitated the review of the National Forestry Policy of 1998. The Forestry Policy of 1998 was aimed at changing the national institutional and legal framework for forest management and administration through, among others, the establishment of the Zambia Forestry Commission. The Policy was part of the government reform programme aimed at changing the centralist approach to forest management through broad stakeholder participation to ensure that the drivers of deforestation and forest degradation were dealt with in a participatory manner. The result was the enactment of the Forests Act No. 7 of 1999 even though this act was not operationalised.

The forestry sector currently contributes about 5.2% to the GDP and provides formal and informal employment to about 1.1 million people, which contributes significantly to the government developmental agenda of poverty reduction through wealth creation. Therefore, increased support to the sector would enhance its contribution to national development. (FEVCO and CSO, 2006).

The revised National Forestry Policy is designed to reduce deforestation and forest degradation. It is also focused on ensuring increased forest cover and enhanced carbon stocks through integrated participatory forest management, improved law enforcement and private sector investment. This would help transform the forestry sector into a proactive economic sector to improve livelihoods of local communities. The shift from centralised management to a broad-based participatory framework is expected to bring about a broad base for governance, transparency and democracy in forest resources management. In addition, introduction of new categories of protected areas apart from the National and Local Forests currently recognised would enhance further, user rights, improved investment and improved forest cover.



The new Policy would explore appropriate approaches to trans-boundary boundary forest management and trade in order to ensure appropriate benefit to the country and the local community surrounding these forests and enhance resource management. Export of forest products, especially timber, will be regulated in order to promote sustainable practices in the harvesting of forest products and promote value addition.

In order to provide for improved planning and informed decision-making in the development of the forestry sector, research and development will be enhanced through research, infrastructure development and improved knowledge and skills.

05

Guiding Principles...

The following will be the guiding principles in the implementation of this policy:

- a. Broad based participation;
- b. Equity and responsibility;
- c. Sustainable Forest management;
- d. Holistic and ecosystem based ;
- e. Abatement of climate change;
- f. Precautionary principle;
- g. Free, prior informed consent;

