



DEPARTMENT OF WATER AFFAIRS AND FORESTRY

**A WOODLAND STRATEGY FRAMEWORK FOR
THE DEPARTMENT OF WATER AFFAIRS AND
FORESTRY**

June 2005

Executive Summary

When the White Paper on Sustainable Forestry Development in South Africa was published in 1996, it explicitly included woodlands in forestry policy at national level.

“Government policy in South Africa is formulated to include "forests of all kinds", that is, the indigenous forests, ... natural woodlands, where tree cover may be as little as 10%, plantation, and community forests. This accords with the Food and Agriculture Organisation's (FAO) definition of forests.”

(Extracts from the White Paper: paragraph 1.1)

The forestry policy corresponds with international environmental agreements to which South Africa is signatory, notably a number of UN Conventions. The National Forest Act (NFA) was subsequently developed to provide legislative instruments for the implementation of the national policy. The NFA includes numerous provisions that have relevance to woodlands. This strategy proposal recognises and makes reference to the purposes of the Act and main sections that relate to woodlands. It indicates areas of emphasis where appropriate.

Through interactions with other organs of State, the private sector and civil society, as well as through research work and internal consultation, more clarity was developed since 1998 regarding the role and involvement of the Department. This strategy proposal builds on this work. It demonstrates that woodlands form an essential component of a number of strategies that are being developed within forestry to give effect to the Forestry vision that was adopted in October 2003. Virtually all functions within Forestry should therefore reflect woodlands and give appropriate emphasis according the relative importance of woodlands within different regions of the country or on the national scale.

The proposal does not recommend many new functions or programmes. Only three additions are recommended, of which one effectively constitute revitalisation of the Department's advisory services function.

It is concluded that the inclusion of woodlands into the existing forestry work is essential in order to give effect to the national forestry policy and the Forestry vision.

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Strategy Proposals for the Implementation of the National Forestry Policy in terms of Woodlands (Outputs from the woodlands workshop at Blydepoort, February 2005).

A WOODLAND STRATEGY FRAMEWORK FOR THE DEPARTMENT OF WATER AFFAIRS AND FORESTRY

1. Introduction and Purpose

The role of the Department in terms of woodlands have long been discussed and questioned. The National Forest Act and the White Paper on Sustainable Forest Development clearly indicate that woodlands are included in the national forestry policy. This document takes one step further in outlining what practically should be done to implement the policy in terms of woodlands. It provides broad outlines of programmes and functions that would be required and point out where woodlands should be incorporated into existing functions and programmes of the Department as well as where new functions should be established.

2. Background and Discussion.

The Forestry vision centres on benefits that people derive from forests and the sustainable management of these forests resources. Woodlands represent a very important forest resource within this context, because it is accessible to many people and provides a range of forest goods and services. As a resource the woodlands presents a major opportunity for the Department to give effect to its forestry vision. Subsequent to the adoption of a new vision for Forestry during October 2003, an in-depth study was done on the role and mandate of DWAF with regards to woodlands in terms of its own policy, i.e. the forestry white paper and the National Forests Act. The National Veld and Forest Fire Act was considered as well, although in less detail. At the same time some international conventions to which South Africa is a signatory, were investigated and it was found that the current forestry policy is in harmony with these UN conventions. It can be shown that the forestry policy considered these conventions and has given effective expression to them. The implementation of the Department's policy with regard to woodlands will therefore significantly contribute towards the forestry vision and it will at the same time give effect to international agreements.

Out of these investigations some clear roles and functions for the Department can be identified. It is recognised that there is also other legislation that has an influence on Woodlands, e.g. NEMA, the NEM BA, CARA and so on. There are fundamental constitutional considerations as well. There are woodland related aspects of government service provision that are the established domains of other organs of State, for example the management of protected areas and law enforcement. The national forestry policy in terms of woodlands therefore does not only affect the Department, and in turn the Department is not only bound by its own Acts. These are complexities that were long recognised. Understanding the Department's own legislation and policy is, for the formulation of strategy, a very important point of departure, however.

The purposes of the NFA and corresponding provisions that are relevant to woodlands are summarised in Table 1 below. It shows four general areas of emphasis that are relevant to woodlands. Out of these one can conclude two broad objectives i.e. the protection of woodlands and the promotion of equitable and sustainable use. The same objectives also apply to natural forests. However, there is less emphasis on the protection element in the case of woodlands. There are various roles and functions that can be deduced from the provisions of the Act. These functions are reflected in the strategy proposals contained in this paper.

Table 1. Purposes of the NFA and the main provisions in terms of woodlands that give effect to these. (Note that the reference to relevant sections in the third column does not include all sections).

Purposes of the NFA s1	Provisions of the Act	Relevant sections
To promote sustainable development and management of forests	Principles to guide decisions affecting forests	s3(1) s3(2)(a) s3(3)(b),(c) s3(4)
	Provision for Criteria, Indicators & Standards	s4(2) s4(6) s4(7) s4(8)
	A mandate for Research	s5(1)
	A mandate for Monitoring of forests	s6(1)
	A mandate for Dissemination of Information	s6(2)
	A requirement for Reporting	s6(3)
To provide special measures for the protection of trees and forests	A principle requirement to set aside minimum areas of different woodland types as protected areas	s3(3)(b) s3(4)
	Provision to declare protected areas	s8
	Provision to declare protected woodlands	s12(1)(c)
	Provision to protect species of trees	s12(1)(d)
	Provision to protect individual trees and groups of trees	s12(1)(a) s12(1)(b)
	Provision to declare controlled forest areas for the purpose of rehabilitation or to prevent deforestation	s17
	Provision to declare State forests	s50
	Offences and penalties	s61 s62(2) s62(3) s63 s64

Purposes of the NFA s1	Provisions of the Act	Relevant sections
Measures for protection (continued from previous page)	Provisions for enforcement, including appointment and powers of Forest Officers, penalties for offences, compensatory orders and rewards for evidence	s65 s66 s67 s68 s69 s58 – s60
To promote the sustainable use of forests for environmental economic, educational, recreational, cultural, health and spiritual purposes	Principles to promote equity	s3(3)(c)(ii) s3(3)(c)(iii) s3(3)(c)(iv) s3(3)(c)(v) s3(3)(c)(vii)
	Provisions for consumptive and non-consumptive use of State forests (which may include woodlands)	s20 s23(1) s24(6) s26, 27
	Access to forests other than State forests	s21
Promote community forestry	Principles to promote equity	s3(3)(c)(ii) s3(3)(c)(iii) s3(3)(c)(iv) s3(3)(c)(v) s3(3)(c)(vii)
	Provision for Community Forestry Agreement on State Forests	s29 s30 s31
	Provision for rendering training and advisory services to support community forestry	s32(1) s32(2)(a) s32(3)
	Provision for the supply of plants and seed	s32(1) s32(2)(b) s32(3)
	Provision for supplying material and financial support	s32(1) s32(2)(c) s32(3)

Since the publication of the forestry white paper and promulgation of the NFA, a couple of initiatives were taken to internalise woodlands into the work domain of the Department. There was a stakeholder workshop at the Ranch Hotel in Polokwane, Limpopo Province in 1999. The CSIR was also commissioned to do a baseline study on woodlands. This included a component on roles and responsibilities. A four-day workshop was hosted as a result of that in March 2002 in Pretoria. During this workshop

external stakeholders were consulted again and recommendations were made on how the Department should proceed with woodlands. The outputs of this work needed to be taken forward in a constructive way. On the basis of these consultations with external parties , and for the purpose of developing strategic proposals for implementing the existing national policy in terms of woodlands, it was therefore considered feasible at this stage to concentrate on internal consultation. It is believed that the Department is at present in the best position that it has ever been since 1998 to move forward on woodlands. A Departmental position need to be formulated at this point in time.

For this purpose the Executive Manager: Forestry recommended a workshop that was convened during February 2005 at Aventura Blydepoort in Mpumalanga. Staff from relevant provinces and the National Office participated in this workshop. External stakeholder participation was mainly through representation of the NFAC's Committee on Sustainable Forest Management (CSFM), Working for Water and two representatives from a nearby community. Furthermore some external resource people were invited to address the workshop audience about specified woodland matters.

During the process of this workshop referred to above, participants identified and prioritised pertinent issues that needed to be addressed in the interest of sustainable management of woodlands. In order of priority these were:

- Co-operative Governance
- Education and lack of awareness
- Unsustainable management of woodland resources
- Inadequate support services to promote sustainable use and management
- Inadequate application of legal instruments and enforcement
- A need to promote alternative energy and biomass resources
- Lack of adequate information on woodland biodiversity and integration with national biodiversity planning
- Deficiencies in legislation
- International obligations and co-operation

Although it was possible during the Blydepoort workshop to identify these main issues and to prioritise them, it was not possible to work out the details of strategy. The workshop succeeded, through much discussion, to propose some preliminary suggestions of matters that needed to be worked on. On the basis of these outputs of the Blydepoort workshop, and with consideration of the outputs of previous workshops with external stakeholders, the present strategy recommendations were developed. The proposal does not offer infinite details about all the different areas of work. In order to further work out those details, more focussed work would be necessary.

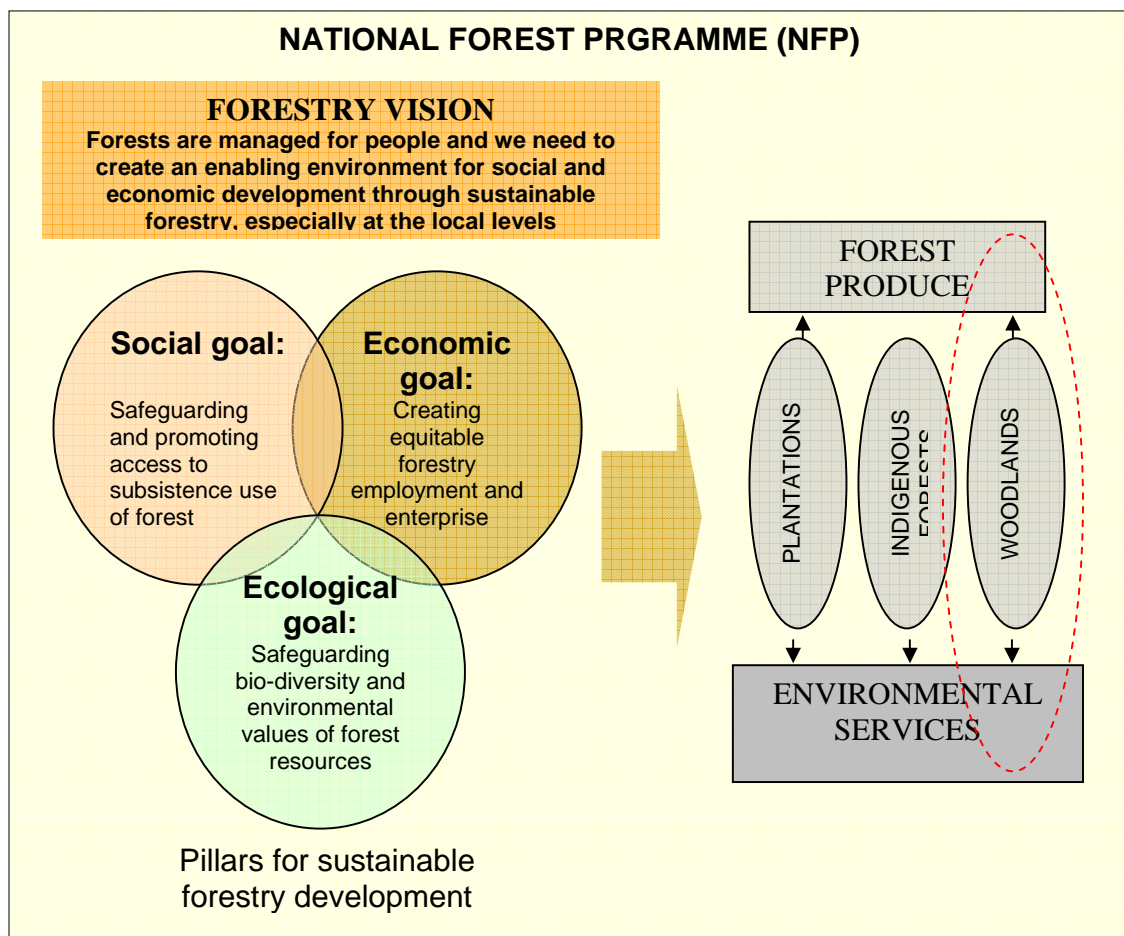
It must be noted that it is generally accepted that the Department does not actually manage woodland on any significant scale. This was also a point clearly made during the stakeholder workshop of 2002. However, the Department has a role and needs to ensure that woodlands are managed more sustainably.

3. Proposed Strategy Framework

3.1 The Broader Context

A proposed strategy for woodlands needs to be compatible with the overarching National Forestry Programme (NFP) being rolled out by the Department. This is necessary to ensure that strategy for woodlands is coherent with the Forestry Vision of DWAF and that gives content to the socio-economic and environmental goals for forestry contained in the White Paper on Sustainable Forestry Development and NFA. This is also necessary to ensure that strategy on woodlands is consistent with the priority forestry policies, strategies and sub-programmes being developed under the NFP.

The position of woodlands in the NFP framework is depicted in the diagramme below. Woodlands are important because it provides forests goods that contribute to the livelihoods of rural poor people (social and economic goals) and because it renders environmental services that are important at scales that vary from the local level to the international (economic, ecological and social goals).



The various priority forestry policies, strategies and programmes identified for inclusion into the first cycle of the NFP are presented in the table below:

FORESTRY POLICIES, STRATEGIES & PROGRAMMES	FOCUS AREAS (GOALS)		
	Social	Economic	Ecological
State Forest Transfers & Forestry related Land Reform	X	X	
Community Forest Management (woodlands, small indigenous forests and woodlots)	X	X	X
Participatory Forest Management (public and private forests)	X	X	X
Forestry Enterprise Development (FED)	X	X	
Broad-based Black Economic Empowerment in the Forestry Sector	X	X	
Forest Products Innovation	X	X	X
HIV/AIDS in the Forestry Sector	X	X	
Fuelwood Energy (carbon-neutral energy production)	X		X
Management of Ecological Services (climate change, soil & water conservation)		X	X
Forest Protected Area System Planning (integrated conservation planning and forestry bio-diversity hotspots)			X

Table 2 New strategies being developed within the context of the NFP

Within this context the Woodlands are viewed as a forest resource that forms the basis of most of these strategies. A Woodlands strategy therefore cuts across and incorporates those subject specific forestry strategies and programmes that deal with the challenges facing the sustainable and equitable use of woodlands resources. The major challenge facing the Department is to ensure that these subject specific strategies and programmes not only deal with the challenges of plantations and indigenous forests but are also developed and implemented in relation to woodlands. Most of the subject specific forestry strategies and programmes are related to woodlands as the following demonstrates:

3.1.1. Protected Area System Planning

Whereas all natural forests are given a basic protection in the NFA, this is not the case for Woodlands. The NFA within one of the Principles explicitly require that a minimum area of all different types of woodlands should be protected. This provision has not as yet been implemented. There are a number of mechanisms provided for this in the NFA, and options are available to integrate this work with the protected area networks of other conservation bodies at national and provincial level.

3.1.2. Community Forestry (woodlands) Management

Significant areas of communal land fall within the savanna biome. Community forestry strategies that do not address woodlands will fail to account for one of the most important community forestry resources. A key challenge here is the beneficial and sustainable management of these resources. Community Forestry Management in communal woodland areas is a key strategy and programme that needs to be developed to address this challenge. Such a strategy and programme follows from the Department's statutory responsibility to ensure the sustainability of these resources, to promote the fair distribution of their benefits and to advance people disadvantaged by unfair discrimination (section 3 (3) (c) of the NFA). The White Paper stated that: "*Community forestry will have as its principal element the community driven conservation and management of [natural forests and woodlands] on land owned by the community*"

In short DWAF needs to ensure that these communities receive the required assistance to be able to manage their woodlands beneficially and sustainable. Such a strategy and programme needs to contain the following components, which have already been identified in the Key Issues Paper on Fuelwood Energy:

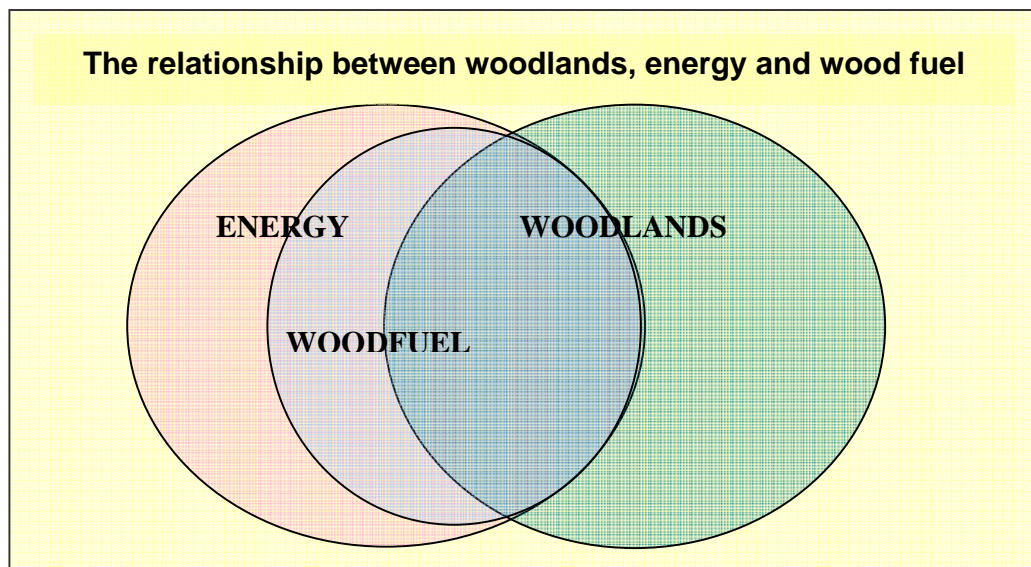
- a. The development of an effective woodlands extension service. Such a service would need to incorporate the following functions:
 - i. dissemination of technical information, management options and "best practice" regarding sustainable use and management of woodlands and trees;
 - ii. facilitation of community projects; and
 - iii. monitoring and reporting of persistent unsustainable practices.

- b. The introduction of incentives for sustainable woodland management. This could be implemented in a number of ways:
 - i. Promotion of rehabilitation forestry. There are significant areas of the country that have been subjected to different scales and intensities of land degradation that require rehabilitation. Yet, frequently the costs of rehabilitation out-weigh the possible economic returns from the land, or the value of the land itself, and hence it is frequently delayed. Section 17 of the National Forest Act, 1998, gives the Minister of Water Affairs and Forestry powers to intervene to prevent deforestation and to rehabilitate deforested areas. A national programme of forest rehabilitation, linked to the national Land Care programme, Working for Woodlands and the Extended Public Works Programme, could have the triple benefit of combating degradation, providing fuelwood sources and carbon sinks, and environmental benefits through improved supply of ecosystem goods and services. Priority areas ("hotspots") for such a programme would need to be identified.

- ii. Woodlands Certification. This entails the development of certification standards, using criteria and indicators, for woodlands. This will promote sustainable management of woodlands where forest goods are being traded in formal markets. Whereas there is almost 80% certification in plantation forestry and more than half the area of natural forests are State controlled, much room exist within woodlands to promote certification. It will be rather complex, however, because of the diversity of objectives for which woodlands can be managed.
- iii. Basic energy grant. Many poor rural communities rely on woodlands as a fuelwood resource. The option of an alternative basic energy grant should be considered for communities who cannot benefit Free Basic Electricity Grant. This could be implemented in a number of ways. It could be a grant payable to individual homesteads that could then use the energy grant to purchase the most accessible or affordable fuels in their area. It could also be a grant payable to communities to enable them to manage or rehabilitate their woodlands or support tree growing or other initiatives that would enhance their access to biomass energy.

3.1.3. Fuelwood Energy

It is recognised that the greatest portion of the annual firewood consumption in South Africa comes from woodlands. Much has already been said about firewood in the paragraph above from which the synergy between community based woodlands management and fuelwood is evident. The relationship between woodlands and wood energy can be illustrated by means of the diagramme below.



Previous interventions aimed at addressing the firewood problem (e.g. the Biomass Initiative) reaffirmed the role of woodlands and demonstrated that people will continue to use this resource despite tree planting campaigns and electrification programmes. It needs to be verified that the Fuelwood Key Issues Paper adequately addresses the priority woodland issues before being discussed with other role players, such as DME, and developed into a strategy.

3.1.4. HIV / AIDS in the forestry sector

Local natural resources provide a safety net for the livelihoods of the poor. HIV is expected to increase poverty, with more households losing their sources of income through loss of employed family members. This spells greater demand for woodland goods and services and dependence upon these. The possible contribution of woodlands to health care in the form of medicinal plants merits consideration as well.

3.1.5. Management of Ecological Services

The ecological services provided by the woodlands are significant not only at local scales. It affects regions, for example at the scale of water catchments, some ecological services are of national importance and an argument can even be made for global recognition of some

Woodlands are strongly correlated with the hotspots of environmental degradation as mapped out in South Africa's National Action Plan for the UNCCD. Deforestation and overgrazing in these areas contribute to soil erosion, sedimentation of water sources and loss of biological diversity. Some of the woodland areas in South Africa are associated with centres of endemism. Woodlands have a significant relation with climate change as well, due to its fire adaptation, its possible response to global warming and potential function as carbon sink or source. Even while carbon values per area-unit may not be equally high in all parts of the country, woodlands are significant because of its scale of distribution (more than 30% of the national land surface area).

More work still needs to be done on the development and crafting of specific strategy for addressing the environmental services of forestry. Woodlands need to form a key ingredient within such a strategy.

3.1.6. Forestry (woodlands) Enterprise Development

Many FED opportunities, particularly in the NTFP sector relate to the use of woodland resources. Woodland products (in the form of curios) are traded commonly within tourist markets. There is a strong informal market in medicinal plants of which a significant proportion is derived from woodlands and there is an emerging market for processed fruits like Marula. It should not be forgotten that woodlands forms the basis of a significant portion of South Africa's tourism and hunting industries. Linked with land restitution there are growing opportunities for enterprise development in these fields. There is also a growing commercial

firewood and charcoal market in urban areas, which is based on woodlands. The Department's FED strategy framework currently provides for FED support in woodland areas and the various sub-strategies for FED are currently being developed. Care should be taken to ensure that sufficient attention is given and resources allocated to support FED opportunities in woodland areas.

3.1.7. Forestry (woodlands) related Land Reform:

There isn't much woodland on the State forests that are at present being devolved. However, the eastern escarpment plantations near Bushbuckridge will need to be rehabilitated to woodlands once taken out of production. Woodlands that do occur on State forests that are being devolved and on those estates that remains with the Department will need to be managed according to acceptable practice. This relate particularly to fire management and the benefits that local communities can obtain from sustainable use.

In a broader context large numbers of rural people are dependent on woodlands resources for their livelihood, causing serious degradation in local areas. The environmental, social and economic goals for forestry can be proven to relate to land reform in general. Significant numbers of people have already gained ownership to land with good woodland cover. Examples are known where degradation occurred after restitution on some properties. The implementation of land reform in the woodland areas of the country is important to meet the social and economic goals from a forestry perspective. The reasons for these are twofold:

- a. The redistribution of land in woodland areas is necessary to promote more equitable access to forest resources, whether these resources are used for subsistence purposes or for forestry related enterprise development and employment opportunities. Most woodland resources are in private or state ownership (other than State forests). The land redistribution and restitution programmes of Government present opportunities for resource poor communities to gain access to these important forest resources to enhance their livelihoods.
- b. Large tracks of woodlands are located in the communal areas of the country and there is overwhelming evidence in South Africa and elsewhere in Africa that poorly managed community woodland resources are often the result of insufficient rights or clarity on rights pertaining to the ownership and use of these resources. Where there is certainty communities do take steps to manage their resources more sustainable. The implementation of tenure reform to clarify and secure tenure rights, linked to the clarification of responsibilities of communities, local authorities and traditional authorities with regard to the management and use of woodlands, is necessary to ensure the sustainable management of these resources.

3.2. The Implementation of Strategies

The implementation of these strategies finds expression in functions and programmes within the broader forestry function. These in turn are translated into projects and activities. The latter is a level of detail that won't be discussed in this submission. The appended output table that resulted from the woodlands workshop in Mpumalanga does give examples of these.

Because of the reasons given above, the woodland strategy presented here does not intend to establish many new functions or programmes but rather the expansion of programmes to include woodlands. The proposed strategy can be summarised by stating that much of the work that is required for woodlands correspond with existing functions and programmes of the Department. Because of the perceived 'uncertainties' prevailing since 1998, it is necessary however to state explicitly that woodlands should be included in this work and it is necessary in some cases to indicate the level of priority that should be given to woodlands in relation to other forest resources.

3.3. Woodlands in relation to existing functions and programmes

Various **existing** functions and programmes in the Department will be used to implement the strategies referred to above. These functions should also address woodlands.

Examples of Functions and Programmes required for implementation of strategies	Examples of forestry strategies that include woodlands						
	Protected Area System Planning	Community Forestry Management	Fuel Wood Energy	HIV / AIDS in the forestry sector	Management of Ecological Services	Forestry Enterprise Development	Forestry related Land Reform
Policy Monitoring and Analysis	√	√	√	√	√	√	√
Protection and Law Enforcement	√	√	√	√	√		
Resource Monitoring	√	√	√	√	√	√	√
Research	√	√	√	√	√	√	√
Information Management	√	√	√	√	√	√	√
General Awareness	√	√	√	√	√	√	√
Integration of forestry with ISRDP and PGDS	√	√	√	√	√	√	√
Fire	√	√	√		√		√
International co-operation	√	√	√		√		

In the context of the above it needs to be noted that the NFA includes an explicit requirement that woodlands should be classified and that minimum areas should be protected. The work that needs to be done for this purpose would for example be included within the functions of Research, Information Management, Protection and Law Enforcement. The classification system for woodlands forms the basis of much of the other work that needs to be done and it is therefore a very important first step towards progress.

3.4. New functions and programmes required for Woodlands

With reference to the strategies discussed in par. 3.1, there is a need specifically to develop new programmes or approaches for woodlands regarding the following:

Examples of Functions and Programmes required for implementation of strategies	Examples of forestry strategies that include woodlands						
	Protected Area System Planning	Community Forestry (woodlands) Management	Fuel Wood Energy	HIV / AIDS in the forestry sector	Management of Ecological Services	Forestry (woodlands) Enterprise Development	Forestry (woodlands) related Land Reform
Advisory services	√	√	√	√	√	√	√
Renewable energy	√	√	√	√	√	√	√
Alternative biomass resources		√	√	√	√	√	√
Rehabilitation and maintenance	√	√	√	√	√	√	(√)
Facilitation of funding	√	√	√	√	√	√	√
Sustainable forest use systems	√	√	√	√	√	√	√

In terms of the above 'new' functions it should be noted that some of these were also recommended strategy interventions in other submissions that served before FPMC. For example the recommendations regarding a strategy for wood fuel also recommended advisory services, provision of alternative energy and supplementary biomass resources as well as woodland rehabilitation.

4. Resource implications

4.1. Recognition of the importance of the woodlands as a resource and the Department's practical limitations

The woodlands constitute a forest resource of major importance in South Africa. It is the most accessible forest resource for poor communities that contribute in the region of R2000 to R5000 of value to poor households annually. It should be recognised that whereas natural forests cover less than one million hectares of land in total, and plantation forestry covers less than 1½ million hectares, the woodlands collectively cover somewhere in the vicinity of probably 28 to 30 million hectares. It is not possible to deal intensively with a resource at that scale. It will therefore be imperative to focus attention on real priorities and to maximise the collective action of various actors and Government service providers through Co-operative Governance.

4.2. Human Resource Implication at Regional Level

At regional level the staff requirements in terms of the woodland strategy can only be assessed accurately on the basis of more detailed analysis of the work that needs to be done in the field, for example in relation to the implantation of strategies such as **fuel wood, FED, protected area networks**, and so on. This should be done with due consideration of the relative importance of woodlands in each province as compared to other forestry resources. What is suggested is in effect prioritisation of work to make the best use of existing capacity. However, it can be assumed that there will be some need for new posts to deal effectively with matters of law enforcement, information management and advisory support. It may in some cases be possible to redeploy staff into those positions once other functions are devolved. Co-operation with other role players will be a key feature of implementation. It is recommended that regions invest in a few more senior positions rather than many posts at junior level, and that the incumbents in these posts be selected for efficiency and effectiveness. A critical factor for effective performance in these positions will be appropriate knowledge, skills and aptitude – the latter being very important. Management level implications within regions will include a broader range of matters that managers will need to account for and supervise. An added dimension to already existing co-operative governance is implied as well, which may mean a broader range of stakeholders to work with. By having appropriately skilled staff in key positions, co-operation with other service providers will be more effective.

4.3 National Level Human Resource Implications

At national level it is perceived that much of the work relates to existing functions and it is therefore not deemed necessary to invest in additional capacity on a significant scale. This statement is based on the most recent organisation design proposal and assumes that in the process of its development the various functions were adequately analysed. Much of the work would however require capable information support. In fact information services can be seen as the bottleneck where additional capacity is definitely required. It is foreseen that most of the initial work required for the implementation of the policy regarding woodlands will require work at national level. It is therefore considered vital that additional posts should be created for technical specialists to deal with woodlands exclusively within the Directorate: FTIS. There will be a need for one additional GIS official to manage spatial information. When Criteria and Indicators for woodlands become a strategic option, there will possibly be a need for one more person to provide advisory support. The most obvious and pressing need is for woodlands technical expertise. There are two options proposed for woodland technical specialists: a) one post at Assistant Director level, or b) two posts at a slightly lower level, e.g. senior level forestry scientists. This will become even more necessary when more research results become available over time. One of the most critical problems up until this point in time was exactly the fact that there is a substantial volume of information available regarding woodlands, whereas there is inadequate capacity within the National Office to process that information. There would very likely be a need as well to invest in an additional post within Forestry Support to render services to the regions in the development of more detailed planning and application of policy instruments in the field. The post within Forestry Support may be at a Forestry Scientist or Assistant Director level.

4.4. Financial implications for the implementation of the strategy

It may be possible ultimately to set the proportion of the **research** budget that should be allocated to woodlands. Initially, however, there will be a specific requirement for funds to develop baseline information. This may be in the order of R1 million for one or two years. Operational cost requirements need to be assessed. These will include cost of **administration** (travel, subsistence, communication) as well as cost associated with the development of **information materials**, e.g. for awareness campaigns, reprinting of materials that excluded woodlands, display materials, etc. It should be remembered that the cost of producing new information materials won't be much affected by whether the content includes or exclude woodlands. There is only a distinctive cost associated with materials developed for woodlands specifically. The magnitude of cost that can be allocated to the **provision of support services** can be determined on the basis of need in each province. This would include the cost of any material support that can be rendered as per the provision of section 32(2)(c) of the NFA. There exist a number of funding possibilities for physical work within the woodlands. The Department can play a role in facilitating such funding or by utilising some of the funding for its own programmes. Should management however favour a stronger emphasis on **protection and law enforcement**, it is anticipated that the magnitude of demands on an annual basis may be

less predictable. These would include demands for the administration of licences, inspections and prosecution. This is only one reason why an emphasis on promotion and information is favoured over too strong an emphasis on protection.

It should be considered how the budget provisions of current operations that are due to be rationalised, can over time be channelled towards woodland related work, and how existing budgets can be utilised more optimally to also cover the cost of the Department's responsibilities in terms of the woodlands. Detailed cost implications cannot be given within the context of this proposal. It should come from more specific strategies.

5. Recommendations

5.1 Recognition of the Department's role and mandate

The first and foremost requirement for any significant progress is an official statement that the Department acknowledges that its own policy includes woodlands and that woodlands fall within the work domain of forestry. That will create the necessary management environment within which woodland work can be undertaken by staff as part of their workplans.

5.2 Recommended inclusion of woodlands in existing roles and functions.

Only once the former is done, can one logically move to the next step whereby it can be stated what the Department sees as its role and where it intends to concentrate its efforts. It is recommended that the Department adopt the roles and functions discussed below with regards to woodlands, since these are the roles already indicated in the national policy and legislation and further confirmed through the engagement of regional staff:

5.2.1. Policy monitoring, analysis and policy development

This document is a product of the function under discussion, thereby indicating that to an extent the function is already accommodating woodlands. Continued work is necessary to give input into the processes whereby other policies are developed that affect woodlands and to monitor the effects of policy. Continued work is also required to improve the understanding of the value and importance of woodlands in relation to other sectors and in relation to other forest resources. In addition the necessary contact needs to be maintained with international policy processes to ensure compliance and to gain from these in terms of experience and resources.

5.2.2. Protection of woodlands

There are specific requirements in the NFA in terms of minimum areas of woodlands to be protected and DWAF is already protecting certain woodland tree species by means of NFA Regulations. The NFA provides a range of options for protection of woodlands and makes provision for people to request the Department

to implement protection measures. The protection function centres essentially on the environmental objectives of the policy and the forestry vision. Protection is a familiar domain within forestry and care should be exercised that it does not, for this reason, receive undue emphasis to the detriment of other less familiar roles. However, there is definite need for protection measures, among other to safeguard the resources of local communities against abuse by outsiders.

5.2.3. Enforcement of legislation

This function is inevitable because of the fact that tree species are already protected and woodlands need to be protected as required by the principles of the NFA. There need to be clear guidelines regarding the intensity and degree of emphasis that needs to be placed on this function. It is not recommended that the Department adopt a very strong regulatory approach. The contributions of other organs of state that already have established functions in this regard can and should be mobilised to the fullest through co-operative governance arrangements. The Department should however take the initiative in establishing agreements with these role-players.

5.2.4. Resource Monitoring

This is a function of fundamental importance because it forms a basis for policy monitoring, reporting and adaptive strategic management. It is a function that supports all three main objectives of the forestry vision, i.e. social, economical and environmental. It will initially require integration with existing resource monitoring work at national level and utilise primarily remote sensed data. In addition there will be a need to establish monitoring systems on the ground for long term assessments. The use of Criteria and Indicators (C&I) for woodland becomes a pertinent matter within this function. The recommended approach is to avoid too much emphasis on these tools until such time that the benefit and financial as well as human resource implications are better understood and proven through the use of C&Is in natural forests and plantations. It is not believed that Criteria and Indicators for woodlands at this early stage will offer the best value for the cost it may imply.

5.2.5. Research

The NFA mandate in terms of research in general is clear. There are a number of matters that need to be investigated in woodlands, as suggested in the attached strategy table. There is a lot of work currently underway on the initiative of research organisations and through non-DWAF funding. The Department can therefore begin to engage with these research institutions and explore ways of providing support and adding value to these initiatives without necessarily spending huge amounts of research funding. There would be a need to commission research on some baseline studies that are fundamentally important to further work. The recommendation is to include woodlands research into the Forestry research plan.

5.2.6. Information Management

This is another fundamentally important function that is already established and where woodlands should be incorporated. Whereas it is recommended in the recent Organisation Design that Forestry should provide for technical specialists that are dedicated to plantations and natural forests, it is recommended here that DWAF also appoint a technical specialist exclusively for woodlands to establish and maintain an information base.

5.2.7. General Awareness

General awareness raising is an established role within Forestry. It finds expression among other through the Arbor Week campaign. There may be a need to structure awareness work in a more focussed manner in general. For the purpose of this submission it is recommended that woodlands form part of the information materials and media productions that forestry develop from time to time. Woodland specific material may need to be developed. The internal consultation with DWAF staff gave this a high priority rating. However, this should be done on a well co-ordinated and focussed basis and not ad-hoc.

5.2.8. Integration of forestry with ISRDP and PGDS

It is vitally important that roles and responsibilities at local and district level should be clarified. The contribution of woodlands to the economies of provinces and municipalities also need to be understood and acknowledged. Areas that require protection need to be identified for the purpose of local spatial planning. All of these will depend on sound information, thus emphasising the importance of the information management function proposed above. It will also require the development of specific communication media as discussed under General Awareness in par 5.2.8.

5.2.9. Fire Regulation

The existing programmes to implement the NV&FFA go beyond plantation forestry, indigenous forests and woodlands, to include even land where no forestry occurs. It therefore already provides implementation mechanisms for woodlands. Whereas woodlands are fire adapted ecosystems, there may be a special interest to monitor fire within woodlands and encourage its correct use. Inappropriate fire management in woodlands is detrimental. There will be an interest to observe the extent thereof. Through interaction between the fire and information functions, the necessary mechanisms and procedures for information collection and processing will be resolved.

5.2.10. International co-operation

This relates especially to the international conventions, e.g. the UNCBD, UNCCD, UNFCCC, CITES and the SACD Forestry Protocol. This function would require

participation in policy processes and reporting on relevant information. It would thus also be strongly reliant on the information management function mentioned above (5.2.6).

5.3 Recommended new programmes and functions

New programmes and functions would be required especially to address the Socio-economic objectives of the policy. These are currently perceived to be weak areas of the Department's service provision especially for woodlands.

5.3.1. Advisory services

It is recommended that the Department develop an Advisory Support Programme aimed towards other service providers and local communities. This programme should build on the principles of Participatory Forest Management, although the target areas won't be State forest land. The emphasis should be on communal land and areas of land restitution. Within this programme the following focus areas are recommended.

- Renewable energy
- Alternative biomass resources
- Rehabilitation and maintenance

It is advised that the Advisory Services function should be given stronger emphasis than protection and enforcement, although the importance of protection and law enforcement is recognised.

5.3.2. Facilitation of funding

This function is recommended in order to harness the benefits of existing mechanisms outside of DWAF that can support woodland initiatives financially. It will also be necessary to co-ordinate and facilitate internal funding mechanisms, as provided in section 32(2)(c) of the NFA. This is a necessary function because financial support will be required for implementation of projects on the ground (rehabilitation work, for example) and it will be necessary to ensure that sound practices are followed in the utilisation of funding provisions.

5.3.3. Sustainable forest use systems

This programme is recommended to investigate the levels and mechanisms of use of various forest goods obtainable from woodlands that can be sustained without permanent damage to the resource. It is necessary to provide information support and guidance for the benefit of the advisory services programme and for resource and policy monitoring.

6. Conclusion

In his presentation at the February 2005 woodlands workshop at Blydepoort, Mpumalanga, Twine noted that:

“Woodland resources play a critical role in buffering rural households from extreme hardship due to poverty, by providing free or cheap domestic resources, providing opportunities for generating income, and contributing to household nutrition. However, sustainability of the resource base is under threat. This has major implications for both biodiversity and livelihood security of the rural poor who depend on these woodlands. Poor households are most vulnerable to resource depletion, as they are most dependant on essential resources such as wild food products, and are less able to compensate for resource decline by purchasing alternatives.

Sustaining these woodland benefits for consumptive use is clearly important. There is also national and international justification for promoting the sustainable management of woodlands from the perspective of biodiversity and other environmental services. The inclusion of woodlands in forestry functions and strategies as outlined in this framework proposal therefore will make a substantial contribution towards achieving the objectives of the Forestry vision and policy.

**Strategy Proposals for the Implementation of the National Forestry Policy
in terms of Woodlands**

	Key Issue / Problem	‘Programme’ level action required	Examples of projects and activities	KFA¹
01	<p>CO-OPERATIVE GOVERNANCE AND CONCURRENT COMPETENCE</p> <p><u>PROBLEM STATEMENT:</u></p> <p>There are many policies and initiatives involving a range of Government institutions at different levels. Apparently there is lack of synergy and co-operation that result in contradictions, duplication and lost opportunities</p>	<p>Institutional co-operation and policy alignment</p>	<ul style="list-style-type: none"> ▪ Identify role players and develop an understanding of their roles and functions ▪ Investigate the way in which other central government departments have successfully implemented concurrent competencies and develop a guideline for managers and decision makers in Forestry ▪ Develop communication / collaboration guidelines for both national and local levels ▪ Develop and implement an inter-governmental / intra-departmental reporting system and monitor performance of DWAF’s co-operation through this. ▪ Establish agreements on co-operation with relevant Provincial departments. Delegate / assign legal powers, including those for protection of trees and woodlands, to provincial and local authorities and other agencies, and monitor their performance 	1, 2, 3

¹ KFA numbers refer to the proposed new KFAs

		Ongoing woodland policy analysis and monitoring	<ul style="list-style-type: none"> ▪ Participate in high level (national and provincial) processes, identify policy trends and interpret their implications in terms of woodland sustainability 	1, 2, 3
		Woodland policy implementation support through ISRDP & PGDS	<ul style="list-style-type: none"> ▪ Integrate woodlands with local government planning processes ▪ Participate in (and where necessary establish) local government and community forums (including PFM and local policing forums), and promote sustainable woodland management and effective law enforcement in these 	1, 2, 3
08	<p>EDUCATION AND AWARENESS</p> <p><u>PROBLEM STATEMENT:</u></p> <p>Ignorance among the general public and some resource users about a range of issues that affect woodlands, undermine sustainable use and management of the resource.</p>	Woodlands Awareness Programme	<ul style="list-style-type: none"> ▪ Develop an education and awareness programme for people involved with resource management and policy development, e.g. communities, farmers, FED forums, conservation forums, FPAs, the Presidency and other role players ▪ Promote forestry legislation by means of awareness raising ▪ Develop a general awareness programme with input into schools, local institutions and tertiary institutions ▪ Link up with co-operative governance forums for education and awareness initiatives ▪ In cooperation with M:FP&S make efforts to get information through to high level decision-makers; ▪ Compile information package around livelihoods from woodlands; intensive collaboration with Dept of Agriculture; learn from Botswana process on 	2, 1, 3

			<p>wild products project in this regard</p> <ul style="list-style-type: none"> ▪ Launch awareness raising campaign to induce rural communities to change over from natural energy resources to alternative energy sources while respecting cultural ceremonial practises 	
10	<p>UNSUSTAINABLE MANAGEMENT OF NATURAL WOODLAND RESOURCES</p> <p><u>PROBLEM STATEMENT:</u> There is a concern that woodlands across a range of landscapes and tenure systems are not sustainably managed, and that the concept of sustainability itself is poorly understood.</p>	<p>Sustainable Harvesting Systems</p>	<ul style="list-style-type: none"> ▪ Determine sustainable harvesting levels for a range of woodland products ▪ Conduct resource inventories and determine the rate of removal ▪ Develop sustainable harvesting systems ▪ Develop a toolkit for best resource use practices for all role players 	1, 2, 3, 5
		<p>Rehabilitation and Maintenance programme</p>	<ul style="list-style-type: none"> ▪ Promote research on best methods for woodlands resource rehabilitation (soil, flora, fauna, etc.) ▪ Support / Facilitate development and implementation of rehabilitation & maintenance plans (e.g. Working for Wetlands, Working for Woodlands, Land Care, Desert Margins Programme, etc.) 	1, 2, 3, 5
		<p>Fire Management</p>	<ul style="list-style-type: none"> ▪ Promote FPAs and the use of fire breaks in woodland management ▪ Monitor burning regimes and practices in woodlands ▪ Identify research needs regarding fire in woodlands ▪ Develop guidelines for appropriate fire 	1, 3, 5

			management to promote best practice for specific woodland types	
		Resource Monitoring	<ul style="list-style-type: none"> ▪ Develop resource monitoring systems ▪ Establish permanent plots for measuring growth and change ▪ Link with the National Land Cover Project to access remote sensed data and to ensure the analysis is compatible with DWAF's definitions ▪ Develop GIS methodologies for data processing 	1, 2, 3, 5
		Research	<ul style="list-style-type: none"> ▪ Identify research needs and disseminate research results to stakeholders ▪ Conduct applied research to specific commercially important woody species in order to inform their management and utilisation (e.g. research on sustainable harvesting levels) 	1, 2, 3, 5
		Funding	<ul style="list-style-type: none"> ▪ Facilitate access to funding sources e.g. EPWP, DBSA and international sources 	1, 2, 3, 5
02	<p>EFFECTIVE ENFORCEMENT OF LEGISLATION (REGULATION)</p> <p><u>ROBLEM STATEMENT:</u> Various legal mechanisms exist that support sustainable use, management and protection of woodlands, however,</p>	Law Enforcement	<ul style="list-style-type: none"> ▪ Evaluate and selectively integrate research findings into law enforcement strategy and into guidelines for implementation ▪ Develop and implement monitoring tools for effective law enforcement in woodlands ▪ Make the issuing of licences/permits for use of live woodland trees conditional upon a sustainable harvesting plan, and integrate monitoring and evaluation of the sustainability of natural resource 	1, 2, 3

	<p>there is inadequate application and enforcement of these</p>		<p>use into regulatory systems.</p> <ul style="list-style-type: none"> ▪ Develop enforcement strategy and guidelines for woodlands, recognising the importance of alternative energy and biomass sources ▪ Bring sustainable woodland management programmes and practices in line with law ▪ Develop capacity building and awareness raising strategies for law enforcement in woodlands ▪ Appoint more forest officers to enforce law on non-State land ▪ Promote the formulation of stricter EIA legislation and enforcement of consultative EIA procedures for rural land use changes ▪ Explore incentive mechanisms, e.g. protection of whistle blowers ▪ Promote the formation of partnerships with non-government commercial organisations to assist with regulation/law enforcement regarding the commercial use of woodland products ▪ Collate relevant legislation concerning woodlands and translate into user-friendly manual and toolkit for all role players ▪ Integrate enforcement of protection measures for woodlands with existing local policing forums ▪ Promote and support the effective functioning of PFM Forums ▪ Determine the effect of illegal activities on biodiversity in woodlands, among other by 	
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			developing a reporting system for charges laid.	
07	<p>SUPPORT SERVICES TO RURAL LIVELIHOODS</p> <p><u>PROBLEM STATEMENT:</u> Very many people are dependant upon the woodlands as a source of goods and services that sustain their livelihoods. There are possibilities to enhance livelihoods further through certain interventions for which support services are required</p>	Advisory Services and Mentoring	<ul style="list-style-type: none"> ▪ Develop a programme to provide advisory services in support of sustainable livelihoods as provided for in s32 of the NFA ▪ Develop and implement a mentoring programme of sustainable woodland management aimed at service providers and resource users ▪ Develop monitoring systems that reflect the impact of interventions. ▪ Investigate effective methods of disseminating research information 	1, 2, 3, 5
		Research	<ul style="list-style-type: none"> ▪ Collate and review all existing research information about the role of woodlands in sustaining livelihoods and identify knowledge gaps ▪ Support, promote or commission applied research to support woodlands based advisory services 	1, 2, 3, 5
		Funding	<ul style="list-style-type: none"> ▪ Facilitate access to external funding sources 	1, 2, 3, 5
09	<p>ALTERNATIVE ENERGY AND BIOMASS RESOURCES FOR RURAL (AND URBAN) COMMUNITIES</p>	Renewable Energy	<ul style="list-style-type: none"> ▪ Develop and implement the Department’s strategy for wood fuel with specific reference to woodlands. ▪ Fully integrate Forestry’s strategies and activities regarding alternative energy with those of Working for Water in the short term and with other government agencies (DME, Local Government, 	1, 2, 4, 5

	<p><u>PROBLEM STATEMENT:</u></p> <p>Consumptive use of woodlands for firewood and a range of other goods exceeds the ability of the resource to regenerate in many areas.</p>		<p>Departments of Agriculture, etc.)</p> <ul style="list-style-type: none"> ▪ Investigate factors that hamper adoption of technologies that provide alternative sources of energy ▪ Encourage innovative high-tech industrial research to develop alternative energy solutions for domestic use. ▪ Assess the status of existing woodlots and their strategic placement in relation to natural woodlands and local communities 	
		<p>Alternative Biomass Resources</p>	<ul style="list-style-type: none"> ▪ Collate and review existing information ▪ Investigate fast growing species that can supply non-timber and wood products and services ▪ Determine the client communities and service providers or existing programmes that can be supported 	<p>1, 2,</p>

05	LACK OF ACCURATE INFORMATION ON BIODIVERSITY <u>PROBLEM STATEMENT:</u> Insufficient accurate information regarding woodlands and the biodiversity that it contains impedes planning for the management and conservation of biodiversity in woodlands	Research	<ul style="list-style-type: none"> • Provide capacity for data management and dissemination specifically for woodlands. [Appoint a subject matter specialist for woodlands in the National Office – Dir :FTIS] • Collate and review all existing research information on woodland to identify gaps in order to commission issues-centred research. Create and maintain a database • Support or commission basic and applied ecological and socio-economic research to generate information on all relevant aspects of biodiversity conservation • Investigate the data available from and the future value of existing monitoring systems (permanent & temporary sample plot data) for biodiversity information purposes 	1, 2, 5 1, 2, 3, 5
		Information Management	<ul style="list-style-type: none"> • Conduct a “State of Woodlands Assessment” by collecting and interpreting spatial information, understanding the extent and status of ownership and level of protection. • Collate and review existing information on resource, products and use (legal and illegal) 	
06	INTIGRATION OF WOODLANDS WITH THE NATIONAL BIODIVERSITY PLANNING	This forms part of KEY ISSUE 5 (above) and does not require additional special programmes. It does require information sharing with DEAT as addressed in KEY ISSUE 1.		

	<p><u>PROBLEM STATEMENT:</u></p> <p>DEAT is developing a national level strategy for biodiversity conservation that looks at biodiversity priorities across a range of biomes. DWAF is not in a position to enrich the process and ensure that biodiversity in woodlands is adequately considered.</p>			
03	<p>IMPROVEMENT OF LEGISLATION</p> <p><u>PROBLEM STATEMENT:</u></p> <p>Forestry legislation contain some provisions that are not helpful or sufficiently clear and some of the definitions are not practical</p>	Law Review	<ul style="list-style-type: none"> • Conduct in-house investigation to review definitions in the NFA, with emphasis on those for natural forest, woodland and tree, taking into consideration scientific classifications, and investigate the impact of amended definitions on other provisions of forest law • Identify lacks and needs in existing legislation dealing with woodlands in all spheres of government • Refine/amend the current forest and fire laws as situations demand • Determine DWAF's objective for protecting and regulating woodlands in the context of redefined definitions • Identify loopholes in the legislation 	1, 3
04	INTERNATIONAL PARTICIPATION	International & UN Agreements (UNFCCC, UNCCD, CBD, etc)	<ul style="list-style-type: none"> • Compile an overview of all international legislation and agreements with implications for woodlands • Align national systems, and ensure compliance 	1, 2

	<p><u>PROBLEM / ISSUE STATEMENT:</u></p> <p>There is an international environmental policy agenda and South Africa has made certain commitments that are reflected in domestic policy. These need to be implemented, also in terms of woodlands.</p>		<p>with international systems and law</p> <ul style="list-style-type: none"> • Forge links with UNCCD, UNCBD, UNFCCC, SADC Protocol and FAO as well as other relevant international forums as the need may arise. • Seek alignment with international definitions when changing the legal definition of woodlands and when refining the national level classification of woodlands • Design strategies to streamline ways which different departments participate in international fora and report back to interested and affected departments, and to monitor implementation of decisions taken at these forums 	
		SADC	<ul style="list-style-type: none"> • Design a strategy to make SADC forestry protocol more effective in practice, as a priority • Accept South Africa's responsibility in the development of woodlands classification and protection planning frameworks in terms of SADC Protocol and other international agreements 	1