DEPARTMENT OF WATER AFFAIRS AND FORESTRY

NFAP REVIEW

JANUARY 2004

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INTRODUCTION

The National Forestry Action Programme (NFAP) was produced in 1997 and was intended to be a strategic plan for the forest sector in South Africa for the following three years. In the NFAP's own words (see Chapter 2):

> *2.10 "This document* (NFAP) *is the strategic plan. It expounds the most important work to be done for the next three years, identifies specific goals for each and provides action plans."*

The intention from the outset was that the NFAP would be a framework for action and not a detailed, rigid plan and that it would be reviewed regularly – probably every three years. It is now seven years since the NFAP was produced and for the first time an attempt is being made to review progress, as a necessary step towards developing a new NFP in 2004.

This document is a synthesis of key findings from a number of independent reviews of the different sections of the NFAP. This document does not attempt to provide an exhaustive analysis of progress against each task – instead it seeks to identify the main themes and provide an overview of progress against each as a platform for the NFP.

Structure

This document is divided into three parts.

- Part 1 **provides a narrative text of the key highlights** emerging from each of the NFAP sections.

- Part 2 provides a **review of progress** for the NFAP in terms of the Criteria and indicators (C&Is) for the forest sector. The reason for doing this is because the NFP is likely to be structured according to the C&Is rather than the old section headings of the NFAP.

- Part 3 is **the task tables**, taken from the original NFAP with a scorecard provided as an additional column for those who may wish to look at any particular task.

PART 1

KEY HIGHLIGHTS EMERGING FROM THE REVIEW OF THE SECTIONS OF THE NFAP

SECTION III: COMMUNITY FORESTRY

Introduction

Community Forestry was the term used in the past to describe those forestry activities which contribute to local economic development and which have the potential to improve poor people's livelihoods. The NFAP acknowledges that Community Forestry is not an easy term to define. What should be noted however is that some of the terminology has changed in the last 6 years:

▪ The term Community Forestry has been dropped by DWAF but the concepts reflected under this term have not;
▪ The term Participatory Forest Management (PFM) has been adopted by DWAF in preference to Joint Forest Management (JFM);
▪ DWAF no longer has a Directorate of Community Forestry but instead a Directorate of PF; and
▪ Forest Enterprise Development (FED) is an emerging term used to describe the "enterprise end" of livelihood-improving forestry activities.

5. Do we yet know the value of forestry goods and services to poor people

The NFAP said that a system of natural forest resource accounting was needed to quantity the full benefits of forest goods and services. The point being made was that if forestry was to claim its rightful place on the development and funding agenda for South Africa it had to be able to demonstrate its worth to poor people. This is not just in terms of the obvious benefits such as jobs and salaries, but the more indirect and less tradable benefits such as soil conservation, water quality and biodiversity.

The questions that the sector should be asking itself are: "Can forestry quantify the livelihood benefits it generates for poor people?" if so "Is the sector putting this message across effectively?" "Do poor people value forests?" "Do policy makers understand the value of forests when they allocate limited resources at a national and provincial level?"

The answer to the above questions seems to be "here and there". Since 1997 there has been a great deal of research into the value of forestry goods and services in South Africa – across all resource types. There are many individual cases where forests are highly valued by poor people. However, what the sector has not been good at is bringing this information to a wider audience, to build a robust policy framework which demonstrates the linkages between forestry and poverty.

We should not be focussing on whether or not we have put in place a system of "Natural forest resource accounting" *per se* – as tasked in the NFAP. We should be focussing on how we quantify forestry's contribution to the lives of poor people – and to the wider economy, so that we can justify forestry's role in poverty alleviation and economic development. This remains a key challenge for the sector to take up in the next NFP.

6. National, Provincial and Local Government

The NFAP placed considerable emphasis on local, provincial and National level planning and co-ordination for the delivery of community forestry services. Back in 1997 the NFAP envisaged a system of community forestry service delivery that cascaded down from National to Provincial to Local Government level. They envisaged likewise that budgets would cascade down and that skills development would take place at all levels within this co-ordinated framework.

Linked to this issue of co-ordination was the expectation that innovative forms of service delivery would be piloted at each level and that best practice would emerge for the country as a whole.

The expectations reflected in the NFAP have not been realised. The progress which has been made however should not be overlooked. There have been donor—supported "projects" looking at service delivery such as the work of Danida and Finida in Bushbuckridge and Limpopo respectively. There has also been some useful experiences gained by DWAF in the urban forestry context for exploring how Municipalities and National Government can work together.

However, Community Forestry (CF) themselves as a Directorate in National Government have struggled to define a role for themselves. This has meant that they have been unable to take forward the National, Provincial, and Local framework for service delivery as envisaged by the NFAP. Despite some useful strides forward between 1998 and 2001 – when they developed "core functions" and Provincial business plans for themselves - the CF Directorate was unable to establish its legitimacy in DWAF. The result was that Community Forestry was abolished in 2002 as part of DWAF's internal restructuring. Many of the initiatives covered under the CF label in the past however live on under the new Participatory Forestry (PF) label today.

DWAF's vision for itself – which drove the internal restructuring - is firstly to be decentralised, and secondly to be a policy maker and regulator for the forest sector. DWAF's role in promoting forestry as a vehicle for poverty eradication has not yet emerged clearly – although its position has been strengthened recently through the development of DWAF's new vision statement for forestry1. Institutionally, therefore PFM is not yet well established. In summary DWAF (as lead agent for CF) is not far from where it was in 1997.

The development landscape and relative roles and responsibilities of National, Provincial and Local Government have changed a great deal. Local Government is much more explicitly placed as the responsible agent for Local Economic Development. Development planning and co-ordination at the local level, is now conducted through LDO/IDP processes. Rather than setting up and leading separate structures and processes to plan for community forestry,

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1 "Forests are managed for people and we need to create an enabling environment for economic and social development through sustainable forestry, especially at the local level

the challenge for DWAF is to effectively participate in the LDO/IDP processes, to make the case for forestry in LED. This is clearly a cluster-level (regional) competence rather than a national one.

7. An enabling policy and legislative environment for Community Forestry

The promulgation of DWAF's National Forest Act in 1998 was a major contributor to an enabling environment for community forestry. Many of the enabling provisions however have not been exploited and tested – in particular the Community Forestry provisions in sections 29 to 32.

From a policy perspective DWAF has taken forward the White Paper and developed some policies and strategies that address forestry's role in addressing poverty and local economic development. The work on PFM, woodlands, enterprise development, plant supply and forestry transfers are steps in the right direction. There is however much work still to be done on these. What also remains outstanding – as referred to above - is an over-arching policy framework which analyses the linkages between forestry and poverty.

Policies and strategies originating from other sectors – in particular land, water and agriculture – remain a challenge. DWAF (Forestry) is engaged with DWAF (Water) on the question of water use licences and good progress has been made towards getting a common vision internally on using forestry to promote LED. Land probably remains the most influential policy and legal issue affecting Community Forestry. Importantly, it should be noted that the land policy and law environment has remained fluid and unstable since 1997 creating challenges for rural development generally. DWAF has built good relationships with DLA and the Land Claims Commissions at National and regional levels – but these tend to be around implementation issues rather than around policy and legislation generally. This issue remains a major challenge in for the sector to take up in the next NFP.

8. Urban Forestry

Urban forestry was specified in the NFAP as a separate strategy. It was subsequently identified by DWAF as one of its CF core functions. Good progress has been made through the urban forestry core function on some important cross-cutting themes. These include the piloting of integrating forestry into IDPs and the whole question of promotion and awareness raising which the NFAP identified as an important part of Community Forestry. It is also through Urban Forestry that DWAF has been able to pilot some innovative forms of service delivery and partnership with NGOs and Municipalities.

These success stories need to be evaluated and the lessons mainstreamed into Community Forestry (or PFM), more generally. There is however an institutional concern in DWAF around urban forestry or what is becoming increasingly called – "Urban Greening". There are many who believe that urban forestry or urban greening is not a strategic issue and that DWAF staff

are getting drawn into inappropriate types of intervention for a National Government Department. DWAF faces an interesting institutional "showdown" to evaluate the importance of urban forestry and make some clear decisions on exactly what DWAF's role is in this regard and what contribution it can make to the lives of poor people.

SECTION IV: NATURAL FORESTS AND WOODLANDS

6. Monitoring and reporting on the state of the natural forest and woodland resource

There are several tasks in the NFAP which relate to the Nation's ability to monitor and report on that State of Natural Forests and Woodlands and the role of this information in policy review cycles - both within Forestry and within other sectors.

Reference is also made in this context to National Forest Resource Accounting. Interestingly "full cost accounting" is a key principle of the national environmental management policy and legislation. Full cost accounting, which forms the foundation of environmental impact assessment (EIA), is an important requirement of the NFA in respect of any development considered likely to affect any given natural forest and woodland ecosystem. The absence of full cost accounting in deriving the existing data about the contribution of forest and woodland resources to rural poverty eradication and/or national economy indicate that they are unreliable extrapolations and guess estimates. The need for information on values of forests and woodlands is essential for both conservation and livelihoods reasons.

Closed canopy natural forest

Good progress has been made with regard to establishing a reliable information base against which to report on closed canopy natural forests. Likewise, a set of Criteria, Indicators and Standards (C,I and Ss) has been developed for natural forests. These C,I and Ss are being rolled-out on a pilot basis.

The information base for natural forest was developed through the National Inventory. Further to this, DWAF is undertaking Systematic Conservation Planning for the Forest Biome as part of a national project on all biomes. This information will provide a strategic-level view of conservation and sustainable use priorities nationally and regionally. It does not provide forest management guidelines at a forest management unit scale.

Woodlands

Prior to the White Paper and NFAP, there had been little or no official recognition of value of woodlands. DWAF has never previously had any involvement in the protection or management of woodlands, other than in State Forests where woodlands happen to occur alongside areas of natural

forest, and in certain mountain catchment areas. Initially the Community Forestry Directorate was given the task to work out mandates, roles and objectives for woodland management. Progress was slow, partly as a result of the lack of prior experience and the magnitude of the task (woodlands cover some 42 million hectares, much of which falls outside of protected areas).

Despite the scale of the challenge, there has been a large body of information generated relating to woodlands – much of it generated using funding from the DWAF research programme. The key question is what is being done with all this information? There has been a mapping of woodlands, carried out by CSIR ref: Baseline study of Woodlands of South Africa. There has been considerable work carried out by research institutions, universities and under the umbrella of various Donor projects. A book on the forests and woodlands of South Africa is currently in press, and brings together the outcome of much of the experiences of the past decade in South Africa, as well as drawing on the regional and international experience.

With the emergence from DWAF of a more "people-centred" rather than "resource-centred" vision for forestry, there is a strong likelihood that woodlands will move closer to centre stage as their values in terms of rural livelihoods and poverty alleviation become better understood. The challenge for the sector as a whole, and for DWAF as "sector leader" is to be able to use the existing wealth of information to describe the extent and value of natural forests and woodlands to poor people and monitor changes over time. This should be a priority for the sector in future – as it heads towards its people-centred vision.

DWAF is mandated to protect a certain minimum area of each woodland type. However, DWAF has not worked out the proportion of each woodland type to be protected. There is however a typology of woodlands which can form the basis for determining the types of woodland which need to be protected. A strategy for protecting woodland areas will be a priority for the next NFP.

2. Specific institutional issues relating to natural forests and woodlands

Natural Forests

A huge shift has occurred since the publication of the NFAP with regard to the institutional arrangements for management of natural State forests. DWAF has adopted a policy of transferring management of forests to other competent management agencies. This policy will bring about a much more direct role for Provincial Conservation Agencies in managing State Forests than that envisaged in the NFAP. Some forests may also transfer to SANParks and others may go to private enterprises, communities or local Government.

DWAF, as the Department with the Constitutional obligation to see to it that natural State Forests are protected – has two major institutional challenges ahead. The first is to implement the policy of transfer. The second, and perhaps more challenging is to create the capacity to monitor, regulate and support other managers after the transfers take place. The future scenario of

DWAF monitoring and supporting Provincial and other management agencies brings clear meaning to the notion of concurrent competence.

Woodlands

Within DWAF, the "woodlands" issue has been a poor fit with the institutional shape of a Department structured around its management responsibilities for State forests. As no woodlands have been demarcated as State Forests DWAF has struggled to identify its responsibilities at national and regional levels. It has also been seen as a low priority issue during the period of restructuring of state assets. As a result responsibility for woodlands was shifted amongst Directorates on an ad-hoc basis several times since the NFAP was released, with no clear focus on what the woodlands issue actually is. Is it a biodiversity issue, a management issue, a fuelwood issue an international reporting issue etc?

Despite some isolated - often "project"-based - interactions with other Government Departments (such as the Bushbuckridge Danida project), there has been no leadership and no policy or strategy framework within which the various woodlands-related issues can be taken up with other Government Departments.

Once again, the DWAF vision is likely to bring about clarity as to the role of Government in woodlands. It is already envisaged that this will be one of the key issues to explore with local government through the rolling out of IDPs. Gearing up for this interaction with Local Government will be a strategic objective for National DWAF over the next few years.

3. Management of the resource

There are several tasks in the NFAP relating to the piloting of management initiatives on the ground on both State and non-State Forest land. Specific issues referred to include management guidelines and piloting of Joint Forest Management (JFM) on state land and Community-based Forest management (CBFM) on non-State Forest land.

Natural Forests

The concept of JFM evolved in South Africa into Participatory Forest Management (PFM) on State land. A great deal of work has been done to develop this concept into a clear adopted policy framework – not least through the support of Danida in a national PFM programme. A great deal of success was achieved in awareness raising around PFM as a concept for community participation in the management of natural State forests, through the establishment of PFM forums. What these forums have failed to generate however, is projects – activities – for which funding is available. Few projects have emerged, primarily due to the lack of capacity on the ground to develop proposals for funding. The PFM forums are struggling to be anything more than talk shops.

DWAF originally adopted PFM as a framework for managing natural State Forests but current strategy is being developed to scale PFM up as an approach to management of all forests generally. The term PFM is therefore expanding its meaning - both in terms of the resources it relates to (indigenous, plantations, woodlands, State land, private or communal), - and in terms of the sorts of activities it relates to (sustainable harvesting, enterprise development, new afforestation and so on).

The key challenge for PFM as a useful concept in South Africa is to use it as a vehicle for economic activity and sustainable use of natural resources. Firstly there needs to be very careful communication about what PFM really is these days – and secondly what it can offer to poor people and how.

Woodlands

Some work has been done on developing guidelines for the management of woodlands. DWAF has been working closely with DEAT's GTZ-funded CBNRM initiative. DEAT's CBNRM guidelines are useful but they remain very generic. There is also a well-documented body of experience with woodland management on a pilot basis, from the Limpopo (Finida) and in Bushbuckridge (Danida) projects. Also the town of Kathu has developed by-laws to govern protection and management of *A. erioloba* . This provides a useful experience in legal and institutional mechanisms for CBNRM.

A Protected species list has been developed, and is in the process of being approved prior to gazetting. A decision support tool for issuing of licenses has been developed and tested for *A erioloba*, the same approach can be extended to other species.

As reflected previously there are a number of inter-connected challenges for the future when dealing with woodlands. These include:

- Unpacking the values of woodlands – tradeable and non-tradeable;
- Unpacking the term PFM (assuming that this now includes concepts relating to woodland management on private and communal land). Does DWAF have a "PFM product" to offer here – either to communities or Local Government?
- Exploring the role of woodlands in IDP development and in Provincial development planning; and
- Developing practical management guidelines for woodlands which include useful silvicultural guidelines as well as generic community development guidelines.

Now that much information has been generated about woodlands, the time has come to do something with it.

SECTION V: INDUSTRIAL FORESTRY

1. A sector growth policy and strategy for industrial forestry

Most of the tasks in Chapter 11 of the NFAP relate to creating a policy and strategy for the industrial forest sector generally. Likewise the tasks in Chapter 14 deal specifically with a strategy for promoting value addition, and 15 looks at international trade. Very little, if any progress has been made on any of these strategies, furthermore they do not appear on DWAF's "to do" list in terms of its strategic plan. Whilst progress has been made on some of these issues it is not DWAF who has been leading these processes. A key strategic question being explored in DWAF at present is what is its sector leadership role with regard to the industrial forest sector. When the NFAP was developed it was assumed that DWAF could be all things to all parties but the reality is that DWAF needs to find a clear role, or niche, for itself within the sector where it can add value. This question is revisited below.

Most of the enabling conditions are however in place for the necessary research, policy work and strategy development to be done in order to develop sector strategies. DWAF has a functioning policy unit, the National Forestry Advisory Council (NFAC) is established and includes industry representation, and there is plenty of opportunity for dialogue between organised industry and Government. With these enabling factors in place why have these strategies for growth not been forthcoming. Are they still relevant, and if so who should be taking the lead. These questions should be answered through the next NFP.

From a DWAF perspective regional growth strategies may be more appropriate than sector-wide growth strategies. It is in DWAF's strategic plan to support specific initiatives which promote growth in those areas where there is potential for job creation and poverty-alleviation, such as the Eastern Cape. Value addition and export and trade would need to be integrated into such strategies. It is also in DWAF's business plan to support SADC and regional NEPAD – related initiatives. The SADC Protocol for forestry – although being a very general statement of intent - is a very important step towards regional co-operation on such issues as Trade, conservation, and development.

2. Managing for sustainability

In terms of general environmental management of industrial plantations, SA companies have made excellent progress towards internationally accredited voluntary certification (FSC and ISO). Approximately 76% of plantations are certified in South Africa which represents 51% of all certified plantations world-wide. South Africa is truly a world leader in this regard. The development of national criteria, indicators and standards in terms of the NFA - which are now complete and being tested - will also provide a more robust legislative framework within which certification can move forward.

The water use issue remains the most contentious environmental issue for SA. However, whether this is an environmental issue or more a political or bureaucratic one seems to be a matter of some controversy. Industry acknowledges the need for regulating water use. However, the real problem is the time it takes for the applications for water-use licences to be issued. Applications can remain unprocessed for up to two years. This creates uncertainty and acts as a disincentive to investment. Efforts are being made to streamline the process through Strategic Environmental Assessments (SEA) in priority catchments but progress on this has been slow. The lack of inter-departmental co-operation within the administration of the water use licence process appears to be the key obstacle – with many Departments involved, each with their own priorities. This issue remains a paramount for the next NFP.

3. Restructuring of ownership of Industrial Forestry

Most of chapter 13 deals with issues associated with restructuring of ownership of State-owned plantations. Good progress has been made in this regard. Of the 550,000 ha of State owned plantations, 168,000 ha (30%) was in the former homelands and managed by DWAF with the balance being in the former RSA and managed by SAFCOL. So far approximately 117,000 (21%) has been transferred to the private sector, 68,000 ha (12%) has been identified for land use conversion (in Mpumalanga, KZN and W. Cape) and a further 300,000 ha (54%) is subject to negotiations with preferred bidders. What remains is DWAF's Category B and C plantations which have not been subject to any disposal process as yet.

The companies taking over the plantations are generally consortia of established SA companies in partnership with BEE partners. For example the Eastern Cape North plantations were sold to the Singisi consortium which is owned 10% by local communities, 25% remains with Government and the balance is owned by Hans Merensky and the ECDC. Most of the large SAFCOL packages are being transferred to similar consortia. The policy for Category B and C plantations is for more direct ownership by communities. What is being learned is that black entrepreneurship is taking an interest in forestry and getting involved in bidding consortia. However, forestry is a scale industry and existing private sector capital and expertise is needed to ensure sustainability. The next NFP cycle should see the process through to completion.

4. Industrial forestry for rural development

Chapter 16 deals with the contribution of industrial forestry to rural development. The section deals with general issues such as land claims, enterprise development, joint ventures and contracting. Chapter 17 deals specifically with small-scale tree growers. These issues have been the subject of much research and analysis and donor support since 1997.

Despite the recognition of its importance, progress on ensuring benefit flows to rural communities from industrial plantations has been slow. This is probably as much to do with the pace at which communities can engage in

enterprise opportunities as it has been about a lack of willingness by either Government or the private sector.

The restructuring process for State forests has been a good vehicle for exploring issues around land claims, community ownership of forest resources, partnerships and benefit sharing generally. Many initiatives have also been moving forward on the ground through the private sector– such as the out-grower schemes which continue to flourish (with or without Government support). There are also policies and strategies being developed by DWAF which look at Forest Enterprise Development, new afforestation, commercialisation of NTFPs, integrating forestry into IDPs, contracting and so on. In terms of an alignment between the interests of all parties involved in the forest sector we can expect these issues to form a major part of any new NFP strategy for the future.

We can also see from DWAF's new vision that these are the kinds of issue which DWAF – in its sector leadership role – will seek to take the lead on in future. All these rural development issues will contribute to providing a framework within which DWAF can facilitate the flow of benefits from industrial plantations to poor people. This is at the heart of the DWAF vision and where DWAF believes it can add value and contribute to Government's national poverty-reduction agenda.

SECTION VI: HUMAN RESOURCES DEVELOPMENT AND LABOUR

As with other sections of the NFAP Section VI, on Human Resources Development and Labour, represented a fairly ambitious agenda for change in the forest sector.

1. Labour Relations

Organised labour relations arevirtually non-existent within the plantation management sub-sector in SA. South African firms have followed the international trend towards outsourcing of non-core activities and forestry contracting is generally regarded as standard best practice.

What is clear from both employer and employee sources is that as a direct result of this trend towards contracting, there are no sufficiently representative trade unions in the sector. SAFCA estimate that less than five percent of the total number of employees engaged in the primary industrial sector are unionised. In consequence, employers are not compelled to bargain with the unrepresentative labour formations, currently active within the sector.

All industry players acknowledge that problems relating to poor labour relations exist within the industry. There is however no mutually acceptable vision for change. All stakeholders have expressed a view that Government should support the process (not play an interventionist role). Government in this case will include DWAF, DoL and DTI. However, the NFAP identified specific tasks for Government (DWAF and DoL), to perform this role. Capacity was to be set up to monitor and report on progress in the sector and provide

oversight. None of this has happened. The NFP needs to explore what the implications are of this and how the same issues should be addressed in future. There is little point identifying tasks for Departments which they are unable or unwilling to perform.

2. Employment and Employment Conditions

Worker representatives contend that it is in the primary wood growing activities (plantation operations) that the greatest casualisation of workers is taking place resulting in non-compliance with labour legislation and low levels of remuneration. DWAF and Unions have applied to Employment Standards Commission for sectoral determination to establish minimum wages and employment standards for the sector. The larger companies (such as SAPPI) are also setting minimum standards for contractors and are investigating the question of a minimum wage. Certification is a key driver for encouraging companies to voluntarily impose such conditions on contractors.

Following the promulgation of the Skills Development Act (1998) Department of Labour have taken the lead in establishing a Forest Industries Education and Training Authority (FIETA). This FIETA will be responsible for research and for regularly publishing findings so that changes in the sector may be monitored. No reports have however yet been forthcoming. At present information concerning the sector workforce is unreliable. This unreliability affects policy formulation, planning and development processes in the sector. Attention needs to be paid to strengthening the capacity of institutions in the sector to adequately monitor employment trends and patterns, including for example, the FIETA (Sectoral Skills Plans), unions (membership figures) and DoI (UIF data). Importantly, FSA and SAFCA as employer organizations need to be engaged as partner organizations for this purpose.

3. Tertiary education

The goal for the NFAP strategy regarding tertiary education has been adequately met. Educational institutions, by virtue of their international, continental and local networks and linkages are well placed to continue to provide quality graduates and diplomates with the necessary skills that support the specific requirements of the forestry sector.

All of the five tasks related to this strategy have been successfully completed. Curriculum development, diversification and modularization have been successfully accomplished, effective networks and linkages have been established and maintained, demand-responsive education is provided to local and African students and universities have actively pursued and enrolled students from disadvantaged background in relevant departments.

4 Meeting Skill needs of the Forest Sector

Overview of Skills Development in the Sector

A Forest Industries Education and Training Authority (FIETA) has been successfully established to coordinate the development of skills in the Forest

sector. DWAF, employer and employee organizations all participate actively in the FIETA. The FIETA is statutory body with prescribed rights, duties and obligations, in terms of the Skills development Act. Each year since its formal establishment in 2000, the FIETA has produced a revised sector skills plan for the forestry and forest products industries.

A major problem reported by employer parties represented on the FIETA relates to the inordinately lengthy period taken by with the South African Qualifications Authority (SAQA) to register learnerships. As a result, sector representatives claim that sector and workplace skills plans are not effectively implemented owing to the delays in these registration process.

A common business complaint, one which is not only experienced by the Forest industry, relates to the time-consuming process required to implement learnerships. The chief problem relates to the (un)necessary bureaucracy and red-tape experienced by companies who seek to implement training at the workplace. As a result of the lengthy formal requirements to arrange and implement industry approved learnerships, FSA report increasing frustration on the part of employers in the sector. Employers therefore pay skills levies to the FIETA in the form of an additional business tax, without any intention to participate in the programmes of the FIETA.

Empowerment through Skills Development.

One element of the NFAP strategy for skill development in the sector has not been implemented, namely the establishment of an effective system for providing education and training opportunities to people not engaged in the sector. A National Skills Fund has been established precisely for the purpose of providing access to education and training opportunities for the economically vulnerable and socially-excluded segments of society.

Given that DWAF is seen as the main custodian and driver of Participative Forestry, the department is ideally placed to access training grants for community development purposes.

SECTION VII :RESEARCH, TECHNOLOGY AND INNOVATION

The NFAP envisages a system for institutions to co-ordinate research and dissemination. A coordinating structure was envisaged which would be representative and cover the full spectrum of forestry research needs. No progress has been made in this regard. Research remains unco-ordinated within the sector and often isolated from the key policy processes it is often intended to support.

There has been some progress in establishing international networks with such international partners as CIFOR, AFORNET, FORNESSA, ICRAF, GFAR and CGIAR. These are important global links, but they mean very little unless DWAF can demonstrate how these international partnerships will facilitate the achievement of national and regional goals.

A new draft research strategy has been developed in April 2003. This strategy is still in draft form and still needs final approval within the Department before implementation. It was not developed as a direct response to the NFAP as such but rather in response to the needs of the sector. The strategy needs to be clear on DWAF's own research needs as well as its sector leadership role. The strategy needs to be converted into an operational plan with key responsibilities and deliverables.

SECTION VIII: PROVIDING LAW FOR THE SUSTAINABLE DEVELOPMENT OF THE FOREST SECTOR

The goal set by Section VIII of the NFAP of providing law for the sustainable development of the forest sector has been achieved. The National Forests Act, 1998 (Act No. 84 of 1998) was passed by Parliament in October 1998. All the suggestions made in the NFAP have been addressed in the Act in some manner. The Act provides a good framework for the development of regulations, systems, procedures, incentives and guidelines that will further promote and support the management and development of the countries forest resources. The challenge the national forestry functions now faces is implementing the progressive legislation in a local level environment that is still faced with the many challenges posed by transformation. Implementing new systems, while still recognising the role and strengths of traditional systems is paramount to ensuring the effectiveness of the Act.

SECTION IX: DEFINING THE ROLE OF GOVERNMENT IN THE FOREST SECTOR

The NFAP was spot on in terms of identifying the need to create a national forestry function which is aligned to national policy. Progress against achieving this goal has been slow but has been accelerating in the last two years. Government has taken great strides towards divesting itself of its non-core management responsibilities for both plantations and indigenous forests. Progress on transfers of plantations is reported under Section V. Progress on the transfer of indigenous forests has been slow but policy is in place and negotiations are proceeding with SANParks and Provincial agencies on a number of areas including the entire Eastern Cape, the entire Western Cape including Knysna and Tsitsikamma and the Mpumalanga low veld forests.

DWAF has also undergone major internal restructuring since 1997. There has been an institutional restructuring for both the water and forestry components. This process has separated the core policy-making and regulatory functions from the operational management functions - which are being phased out. This is in line with NFAP recommendations. The split was with effect from 01st April 2002 so there is still much work to be done in DWAF to operationalise the new arrangements – particularly in terms of the long term future role of the regional offices or "clusters" as they are called.

DWAF has recently (November 2003) adopted a new vision statement for forestry which is as follows:

> *"Forests are managed for people and we need to create an enabling environment for economic and social development through sustainable forestry, especially at the local level*

A change management plan has been drawn up to assist DWAF to reorganise itself around this vision.

The debate continues from time to time as to whether the Forestry function in Government belongs in DWAF, should be split up or should move elsewhere. For the time being it looks likely to remain with DWAF but at some point in the future the question will doubtless be raised again as it was in the NFAP.

SECTION X: INTEGRATING THE FOREST SECTOR WITH OTHER NATURAL RESOURCES POLICIES

The final section / chapter of the NFAP dealt with integrating the forest sector with other natural resource policies. This is something of an overlapping chapter. The water issue was once again identified as a strategic issue which has been commented on under Section V.

In terms of table 26.1 there are various tasks to be performed. Task 1 called for Strategic Environmental Assessments (SEAs) to accelerate the issue of planting licences in key provinces. These have not been undertaken despite the mobilisation of donor funding – although progress on the E. Cape is being made at last.

Task 2 called for the integration of forestry into IDP planning which has been reported on under Section III (Community Forestry), and which is beginning to happen now that Local Government structures are establishing themselves. Good progress has been made on a pilot basis in Limpopo.

Other tasks include integration of forest policy with environmental policy and legislation. The specifics mentioned in the NFAP have been overtaken by events but DWAF has actively engaged in the formulation of the Protected Areas Bill, and National Environmental Management Act (NEMA). Relationships between DWAF and other Departments at a policy making level are reasonable but could be much improved.

The other area dealt with in this section is Criteria and Indicators (C&Is) which have been reported on under Sections IV and V and upon which section 2 of the document is structured.

Part 2:

NFAP REVIEW AGAINST THE CRITERIA, INDICATORS AND STANDARDS (C, I & Ss)

Introduction

The purpose of this section is to report on progress and key findings relating to the NFAP against the Criteria, Indicators and Standards (C, I & Ss). This exercise is something of an experiment. It is conducted in the spirit of moving DWAF towards a culture of reporting generally against the C, I & Ss. One of the many advantages of adopting the C, I & Ss is that the system provides a cascading reporting format from Forest Management Unit level upwards, right through to national reporting and beyond into international reporting. It becomes in effect, an international language for reporting on the sustainability of forest management in each country.

In addition to the general reporting needs of South Africa, there are specific Criteria, Indicators and Standards, which relate to the process of policy review and formulation itself (Criteria 19 and 22)2. The NFAP is an important policy document and DWAF seeks to learn how to apply the C, I & Ss in the policy review process by applying them to the NFAP review and NFP development process going forward.

By providing this NFAP review in two formats – against the old NFAP section headings and the C, I &Ss - it is intended that this document provides a bridge from the past to a new future, based on C, I & Ss. It was felt that if DWAF were to jump straight into the C, I & Ss format (without reporting against the old format), many readers would struggle to see continuity from the old NFAP. By providing both, it is hoped that DWAF and the wider audience for this document can make the transition. The cost of this approach is some repetition in the text, which is to be expected as we are essentially reporting the same information in two different formats.

The criteria themselves are divided into ecological, economic, social and institutional and these four groupings make up the headings for this section of the review.

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2 Also Indicator 24.1 – DWAF' national strategic plan for the forestry sector (i.e the NFP)

PART 1 ECOLOGICAL CRITERIA

Criteria 1 Natural forests are protected

Indicator 1.1 Implementation of forest protection plans

The NFAP does not talk specifically about forest protection plans at the FMU level. However it does look at the institutional arrangement for management of natural forests and woodlands (chapter 8 and 9) and removing the obstacles to sustainable management (chapter 10). Dealing with these issues will enable proper management planning to take place.

In terms of closed canopy natural forests, the future institutional arrangements for management are currently being determined through implementing a policy of transfer from DWAF to other nature conservation bodies. It will be predominantly Provincial conservation agencies who will take over management, although National Parks, private companies, local government and communities may manage natural forests in future. Management planning at the FMU level will be the responsibility of the new manager. DWAF has identified a role for itself to provide management guidelines and support in this regard. DWAF is developing "systematic Conservation Planning" (SCP) as a strategic framework within which direction can be provided to managers at the FMU level. SCP will identify biodiversity and sustainable use "hotspots" nationally and regionally which will guide FMU level planning.

Criteria and Indicators should be a basis for new managers to manage and report against. The C&Is are outcome based and could examine the outputs of processes such as Systematic Conservation Planning.

In terms of woodlands, progress is less tangible. DWAF has identified the need to take up the issue of woodland management in the IDP planning process with local Government. The NFAP also tasks DWAF to develop management guidelines for woodlands. Some has been done on this through pilot project initiatives, (Danida Bushbuckridge and Finida Limpopo), however these need to be developed into tools for supporting communities, private landowners, and conservation agencies in developing woodland management plans generally. DWAF's PFM policy also provides a framework within which such management planning would need to be conducted, with a strong emphasis on participation by communities (where appropriate).

Indicator 1.2 State of forest protection

Nothing to report arising from the NFAP as the measures would be reported on at FMU level.

Criterion 2 Biodiversity of Natural Forests is conserved

Indicator 2.1: The extent of natural forests by forest type
Indicator 2.2: The extent of forest type occurring in protected areas.

These two indicators are discussed together for reporting purposes. There are a number of tasks in Table 8.1 of the NFAP which relate to developing a better understanding of the extent and condition of natural forests and woodlands, and task 8 in table 9.2 deals with reporting on the State of Natural Forest and woodlands. See also reference to criteria and indicators themselves under indicators 2.3/2.4.

Through the development of national forest inventory, DWAF for the first time is able to report on the extent of closed canopy natural forest and the proportion of this which is located in protected areas. Likewise, through the use of National Land Cover data a reasonably accurate assessment can be made of the extent of different forest and woodland types and the proportion of each occurring in protected areas. Approximately 54% of all natural forest is in protected areas although all natural forest is protected by legislation. Approximately 17% of woodlands are in protected areas although specific species may be protected by legislation (State of the Forest Report 2003).

DWAF is mandated by legislation to protect a certain minimum area of each woodland type. DWAF has not yet worked out the proportion of each woodland type to be protected. There is however a typology of woodlands which can form the basis for determining the types of woodland which need to be protected. A strategy for protecting woodland areas will be a priority for the next NFP.

Indicator 2.3 Presence of specific organism as bio-monitoring indicators
Indicator 2.4 Status of forest dwelling species at risk of not maintaining viable breeding populations

These two indicators are discussed together for reporting purposes. The development of the draft criteria, indicators and standards for indigenous forests provides an excellent framework for monitoring and reporting on the condition of protected areas at an FMU level. These are in a process of being field-tested. It is intended that a similar set of C,I &Ss be developed for woodlands. This is a task for the next NFP cycle.

Criterion 3 Forest ecosystem structures are conserved and processes maintained

Indicator 3.1 Condition of forest margins
Indicator 3.2 Condition of forest canopy
Indicator 3.3 Population structure of target species

Nothing to report arising from the NFAP as the measures would be reported on at FMU level.

Indicator 3.4 Extent and connectivity of natural ecosystems

There is nothing specific in the NFAP relating to this indicator, however one of the objectives of the policy to transfer natural forests to other conservation agencies is to integrate forest management into landscape management and protected area networks. It is believed that general conservation agencies can better achieve this than managing "forests" in isolation.

Indicator 3.5 Rehabilitation of degraded forests
Indicator 3.6 Nutrient cycling

Nothing to report arising from the NFAP as the measures would be reported on at FMU level.

Criterion 4 Forests are protected from negative effects of fire, and diseases and alien invader plants

Indicator 4.1 impacts of pests and diseases
Indicator 4.3 Infestation of alien invader plants

Most of the environmental issues pertaining to the management of industrial plantations are captured in chapter 12 of the NFAP, and corresponding tasks in table 12.1. In terms of general environmental management of industrial plantations, SA companies have made excellent progress towards internationally accredited voluntary certification (FSC and ISO). Approximately 76% of plantations are certified in South Africa which represents 51% of all certified plantations world-wide. South Africa is truly a world leader in this regard.

Certification is already promoted through the act. However, in future, certification will have to comply with C,I &Ss once they are in regulations. It will therefore be important to determine the nature of the required regulations for C,I &Ss, It will not be practical or in the interests of the sector to have all C,I and measures regulated as it may not be possible for all operators to attain these targets. C,I &Ss should be enabling rather than used as a blunt regulatory instrument that would act as a barrier to companies achieving certification.

Indicator 4.2 Negative impacts of fire

The NFAP is surprisingly silent on the issue of fire. Fire is a day to day operational issue for all forests managers and is therefore captured through the C,I &Ss at FMU level. However, fire has also been an institutional issue for DWAF as the department mandated with the responsibility of developing and implementing the National Veld and Forest Fire Act. This legislation has been promulgated and represents a significant achievement by DWAF since the NFAP. The key issue for the next NFP is whether DWAF will remain as the appropriate Ministry for the fire portfolio - as it is felt by many to be a poor fit with DWAF's forestry and water mandates.

Criterion 5 Production potential is maintained or improved.

Indicator 5.1: Standing stock assessments
Indicator 5.2: Level / rate of resource use

Nothing to report arising from the NFAP as the measures would be reported on at FMU level.

Indicator 5.3: Level of multiple resource use
Indicator 5.4: Identification and development of new alternative forest resources

Tasks in Table 8.1 relate to sustainable management of natural forests and woodlands. Similar initiatives are implied in table 16.1, relating to commercial plantations. Many of the multiple use opportunities in plantations come from the associated natural flora. Although at the time of the NFAP commercialisation of such forests products was not specifically mentioned it has become an issue around which DWAF intend to develop a strategy. This would form part of its broader approach to enterprise development for poverty reduction. It also forms a component of the current DFID / WFSP Forest Enterprise Development support theme. Much work is being done in the sector on the multiple resource use in all forest types. Examples will include fuelwood collection, apiculture, mushroom collecting and medicinal plant harvesting. Data is being collected on such initiatives and needs to analysed and drawn together to support the strategy in this regard.

Indicator 5.5: Resource use efficiency

Chapter 14 of the NFAP dealt specifically with value addition which relates to the measure 5.5.1 which looks at the ratio of waste to volume of wood harvested. Despite there being a value–adding strategy in the NFAP no progress has been made on this. DWAF was identified as lead agent.The key question for the NFP is whether such a strategy is still needed, in whose interest should it be done and therefore who should take the lead.

Criterion 6 Soil and water resources are conserved

Indicator 6.1: Water quantity

The water quantity issue remains the most contentious environmental issue for forestry in SA and is captured in chapters 12 and 26 of the NFAP. Whether the water issue is an environmental issue or more a political or bureaucratic one seems to be a matter of some controversy. Industry acknowledges the need for regulating water use. However, the real problem is the time it takes for the applications for water-use licences to be processed. Applications can remain unprocessed for up to two years. This creates uncertainty and acts as a disincentive to investment. Efforts are being made to streamline the process through Strategic Environmental Assessments (SEA) in priority catchments (a task in table 26.1 of the NFAP) but progress on this has been slow. The lack of inter-departmental co-operation within the administration of the water use licence process appears to be a key obstacle. Many Departments (both

nationally and provincially) are involved, each with its own priorities. This issue remains a paramount for the next NFP.

Indicator 6.2: Water quality
Indicator 6.3: Soil conservation
Indicator 6 4: Riparian zone and wetland management activities
Indicator 6.5: Pollution levels

All of these indicators are measured at the FMU level. The issues arising from the NFAP are captured under indicator 4.3 above.

PART 2 ECONOMIC CRITERIA

Criterion 7 Forests make a positive contribution to the economy

Indicator 7.1 Value of forest goods and services

There are two aspects to the measure 7.1.1. Firstly that data on all values of forest products (timber and non-timber) be recorded, and secondly that they be reported on regularly to determine trends.

In terms of putting values to timber and non-timber forest products the NFAP addresses this task in Tables 3.1, 6.1, 7.1, 8.1, 10.1 and 11.1. In all cases the NFAP makes reference to setting up a system National Forest Resource Accounting. The thinking behind this at the time was that such a system was needed to quantify the full benefits of forest goods and services. This is not just in terms of the obvious benefits such as jobs and salaries, but the more indirect and less tradable benefits such as soil conservation, water quality and biodiversity. This would inform policy makers, land owners and land use planners to make fully informed decisions about forestry as a land use.

No progress has been made on setting up such a system *per se* however much of the data that would be required to populate such a system may well have been collected since the NFAP was produced. In particular much more is known about the values of woodland resources – although this information may be dissapated between different researchers. Because there is no system in place there have also been no efforts to collect all such data on a regular basis therefore no trends can be observed.

Much data is however collected and reported on annually by the private sector, in terms of conventional commercial timber trade. This data is readily available (at a price) and a system for its collection need not be duplicated.

From a DWAF perspective the future position for the next NFAP is to consider what sort of systems are required for monitoring values of forest products to meet the needs of poor people. DWAF needs to be focussing on how to quantify forestry's contribution to the lives of poor people. This would enable DWAF to justify forestry's slice of the funding cake, offer meaningful opportunities to poor people, and promote forestry to other institutions involved in rural and urban development.

Indicator 7.2 Value added to forest products

Chapter 14 of the NFAP and the corresponding tasks in Table 14.1 all deal with a strategy for value addition in the industrial forest sector. DWAF was tasked to take the lead on this strategy. No progress has been made in this regard. There are no specific tasks elsewhere in the NFAP which look at value addition in the non-industrial sector.

The measures for this indicator are simply the ability to monitor value addition. This can be done from existing industry data. The NFAP however suggested that DWAF should take a sector leadership role for developing a value adding strategy. This role in the present day looks inappropriate which would explain why no progress has been made. The question for the NFP should be whether such a strategy is needed and if so who should take the lead. It is unlikely that DWAF, in terms of its new vision would take the lead. DWAF's interest in such a strategy would perhaps be on value addition outside the industrial sector and BEE within the industrial sector.

Indicator 7.3 Forestry's contribution to the local economy

Once again the measure for this indicator is simply the ability to record timber and NTFP values annually as a trend. As recorded under indicator 7.1, this cannot be done and a question for the NFP is can it be done, should it be done and by whom?

Indicator 7.4 Forestry's contribution to local development

The two measures for this indicator are the number of locally-owned SMMEs and the nature of forestry-funded infrastructure. Chapter 13 of the NFAP deals specifically with a strategy for widening ownership and participation in the industrial forest sector. Tasks 2 to 5 in Table 13.1 deal specifically with the restructuring of State-owned plantations. Good progress has been made in this regard. Of the 550,000 ha of State owned plantations, 168,000 ha (30%) was in the former homelands and managed by DWAF with the balance being in the former RSA and managed by SAFCOL. So far approximately 117,000 (21%) has been transferred to the private sector, 68,000 ha (12%) has been identified for land use conversion (in Mpumalanga, KZN and W. Cape) and a further 300,000 ha (54%) is subject to negotiations with preferred bidders. What remains is DWAF's Category B and C plantations which have not been subject to any disposal process as yet.

The companies taking over the plantations are generally consortia of established SA companies in partnership with BEE partners. For example the Eastern Cape North plantations were sold to the Singisi consortium which is owned 10% by local communities, 25% remains with Government and the balance is owned by Hans Merensky and the ECDC. Most of the large SAFCOL packages are being transferred to similar consortia. The policy for Category B and C plantations is for more direct ownership by communities. What is being learned is that black entrepreneurship is taking an interest in forestry and getting involved in bidding consortia. However, forestry is a scale

industry and existing private sector capital and expertise is needed to ensure sustainability. The next NFP cycle should see the process through to completion and efforts need to be made to measure the impact of these processes on local economic development and job creation.

Tasks 1 and 6 of Table 13.1 deal more generally with strategic issues of ownership and investment for the sector as a whole. No progress has been made in either task. A question for the NFP should be what role DWAF needs to play in facilitating pro-poor restructuring and investment for the sector which is outside the direct control of the State.

Chapter 16 of the NFAP deals with the contribution of industrial forestry to rural development. The section deals with general issues such as land claims, enterprise development, joint ventures and contracting. Chapter 17 deals specifically with small-scale tree growers. These issues have been the subject of much research and analysis and donor support since 1997. Despite the recognition of their importance, progress on ensuring benefit flows to rural communities from industrial plantations has been slow. This is probably as much to do with the pace at which communities can engage in enterprise opportunities as it has been about a lack of willingness by either Government or the private sector.

The restructuring process for State forests has been a good vehicle for exploring issues around land claims, community ownership of forest resources, partnerships and benefit sharing generally. Many initiatives have also been moving forward on the ground through the private sector– such as the out-grower schemes which continue to flourish (with or without Government support). There are also policies and strategies being developed by DWAF which look at Forest Enterprise Development, new afforestation, commercialisation of NTFPs, integrating forestry into IDPs, and contracting. In terms of an alignment between the interests of all parties involved in the forest sector we can expect these issues to form a major part of any new NFP strategy for the future.

We can also see from DWAF's new vision3 that these are the kinds of issue which DWAF – in its sector leadership role – will seek to take the lead on in future. All these rural development issues will contribute to providing a framework within which DWAF can facilitate the flow of benefits from forests to poor people. This is at the heart of the DWAF vision and where DWAF believes it can add value and contribute to Government's national poverty-reduction agenda.

Criterion 8: The forest economy is resilient

Indicator 8.1 Diversification within the forest industry

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3 DWAF vision: "Forests are managed for people and we need to create an enabling environment for economic and social development through sustainable forestry, especially at the local level".

There are various measures for this indicator which deal with diversity in terms of species used, range of goods produced, range of participants, and range of scales of production.

The NFAP deals with environmental diversity issues only in terms of its references to criteria and indicators as reported under indicators 2.3/2.4 and criteria 4 to 6. In terms of economic diversity, this is implied in the strategies in Chapters 14 (value addition) and 15 (international trade), although very little progress has been made on either. In the NFP the sector should be asked to consider the perceived risk in this regard for the SA forest sector. Is it too narrow or is it adequately diverse to absorb shocks – does this need to be a theme for the future?

Diversity in terms of range of participants and scales of production is addressed specifically in chapters 13 (widening ownership), 16 (maximising the contribution to rural development) and 17 (promotion of small growers). These issues have all been reported on under indicator 7.4 above.

Indicator 8.2 Staff turnover in forest based businesses

The issues addressed by the NFAP in connection with employment are discussed under criterion 13.

Indicator 8.3 Taxes, levies and charges paid by forestry

The NFAP does not specifically deal with taxes, levies and charges. Chapter 12 does however specifically look at the water use issue. Implicit in this area of regulation is the question of water use charges. A Water Resources Management Charge was imposed for the first time in January 2003 which was for the effective period from April 2002. Forestry must pay this charge as it is deemed a "stream flow reduction activity" in terms of the National Water Act. Despite some dissasitfaction expressed by many who have had to make the payments (particularly organised agriculture) DWAF is reporting collection rates of upwards of 60%. The NFP may well have to confront the forest industry on the question of how well they are absorbing this additional cost.

Otherwise the NFAP looks more at the question of incentives and subsidies to assist the industry rather than levies and taxes. Task 2 in Table 13.1, task 6 in 14.1 and Task 6 in table 15.1 all deal with supply side incentives. Interestingly no progress has been made on any of these tasks. The general view of industry as reflected by Forestry SA is that they are not looking for export or other incentives. They welcome a free market. What does concern them however is that they are treated fairly as a land user as compared to, say agriculture, in terms of water use charges, and that they are given clarity and certainty on what the future charges will be. Uncertainty and a continually changing regulatory environment make for disincentives for investment. This will certainly be an important policy theme for the future NFP.

PART 3 SOCIAL CRITERIA

Criterion 9 People have rights to access and use of forests

Indicator 9.1 Opportunities for forest-based enterprises

There are a number of activities in different chapters of the NFAP which deal with opportunities for forest based enterprises. Chapters 13, 16 and 17 in Section V (industrial forestry) deal with widening ownership, contributing to rural development and promoting small growers. Progress in this regard has been discussed above under criteria 7 and 8. The relatively new FED stream of DFID's support programme for forestry is looking to develop such opportunities as models for further enterprise development. It is still early days with this support but they have initiated some pilot activities on the ground in Limpopo and Eastern Cape. Key areas being explored are new afforestation in the Eastern Cape, commercialisation of NTFPs, enterprise development and BEE opportunities through contracting and value addition.

Task 7 in Table 6.1 (enabling community forestry) and tables 9.2 and 10.1 (Natural Forests and woodlands) do not mention forest-based enterprises specifically, but have tasks relating to piloting communal property management and Joint Forest Management. Some progress has been achieved in this regard through donor-funded initiatives including the Danida project in Bushbuckridge and the Finida project in Limpopo. Danida have a national PFM project which has achieved a great deal of success in awareness raising around PFM as a concept for community participation in the management of natural State forests. However, few FMU-level projects have emerged, primarily due to the lack of capacity amongst community members to put the necessary funding proposals together.

The key challenge for PFM as a useful concept in South Africa is to use it as a vehicle for economic activity and sustainable use of natural resources. Firstly there needs to be very careful communication about what PFM really is these days – and secondly what it can offer to poor people and how.

Indicator 9.2 Rights are understood and protected

Chapter 24 of the NFAP deals exclusively with the new legislation being considered at that time. The new Forest Act emerged a year later in 1998 and is a great achievement which protects rights and seeks to enable SFM. The Act provides for access by the public to State Forests and provides a licensing system for undertaking certain activities. Local communities may have an exemption to the licence where forest products are collected for domestic purposes

In addition to Chapter 24, tables 6.1 (Community Forestry) and 10.1 (Natural Forests and Woodlands) of the NFAP deal with legal rights. Table 6.1 deals with communal land tenure in the context of communal property management. This is a very complex environment in South Africa at present which explains why DWAF has had very little success in this regard.

In task 2 Table 10.1 DWAF (with others) is tasked with reviewing alternative legal ownership models for forestry in the business context. Much of this work has been done – not necessarily because the NFAP said it should be so –but rather these issues have been critical for dealing with the restructuring of State owned plantations (including the woodlots) – much of it done by FLMU - and for enterprise development and PFM generally. What probably needs to be done is to bring much of this work together from its various sources into a single document for dissemination.

In tasks 7 and 8 of Table 10.1 DWAF alone is tasked with clarifying and communicating the rights of stakeholders. Progress has been made on clarifying the State's position on State Forest land under land claims – both natural and plantations and there are Cabinet Memoranda to this effect. There is also PFM policy emerging which provides a vision for how access and use rights on State Forests would be regulated. There is however much still to be done on dissemination to rights-holders and forest managers on the ground. There has however been some effective training of forest managers regarding the new Forest Act.

Criterion 10 Forests are used responsibly

Indicator: 10.1 Control and enforcement of access and use

As indicated above, the legal framework for managing access and use on State Forests is relatively young. There is a growing body of experience on how the Act should best be enforced but there is not yet a consistent approach to compliance and enforcement across the country. For this reason DWAF is currently working on a compliance/enforcement strategy which seeks to bring together best practice into a set of guidelines which could be disseminated to all forest managers. Only when this is in place will it be possible to monitor effectively the incidence of conflict and non-compliance as reflected in the measure. This was not a feature of the NFAP but should be reflected in the NFP.

Criterion 11 Land tenure of forest areas is clearly defined, recognised and secure

Indicator 11.1: Security of land tenure.

The measures for this indicator refer to the number of disputes over land and the number of settled land claims. As indicated above, Government's position on land claims is clear for both natural forests and plantations. No claims have however yet been settled, and various long-running disputes (such as Dukuduku and Mthunzini) have not been resolved. The real test is yet to come as more claims reach settlement stage.

Task 1 of Table 16.1 of the NFAP required DWAF and DLA to put together a database of land claims and monitor progress. This has been done for commercial plantations but not for natural forests, and not for privately owned

land. Task 3 required DWAF to disseminate information about successful claims. This cannot yet be done as claims have not been settled.

Criterion 12 Cultural, ecological, recreational, historical, aesthetic and spiritual sites and services supplied by forests are maintained.

Indicator 12.1: Level of satisfaction among users.
Indicator 12.2: Identification and registration of significant sites.
Indicator 12.3: Condition of sites of significance.

The NFAP does not deal specifically with special sites of this kind. The NFAP would only reflect this issue indirectly in terms of the system of National Forest Resource Accounting as discussed under criteria 7 and 8. It just so happens that DWAF has commenced work on putting such an inventory together. There is not however a detailed scoping of what needs to be in the inventory and a plan for completion. The extent to which DWAF is obliged to complete the task is a matter for internal regulation to decide. Once there is an inventory in place, monitoring would be at an FMU level. Such inventories should already be in place in ISO / FSC certified forests

Criterion 13 The distribution of employment benefits from forests is fair.

Indicator 13.1: Employment opportunities associated with forestry.

Section VI of the NFAP (chapters 19 to 22) deals with Human resources in the forest sector. The main emphasis of this section is on the quality of human resources skills and HRD in the context of making South Africa internationally competitive. Its emphasis is somewhat different from the C & Is although there is some overlap. There is nothing specific in Section VI which deals with the measures for indicator 13.1 which are the percentage of employees from local areas and affirmative action issues within different occupational classes. For these particular measures it would be more appropriate to refer to chapters 16 (maximising contribution to rural development) and 17 (promotion of small growers), both of which have been discussed under criteria 7,8 and 9.

Throughout this document it emerges strongly that local level participation and benefit sharing from forestry development will be a central issue, of common interest to all stakeholders, for the new NFP. It is also well established that the greatest perceived benefit which forestry can offer at the local level is jobs. Whilst this was identified in the NFAP, it was not well defined and understood then. A great deal of experience has been gained and expectations raised since of what the forest sector can and should offer. All efforts over the next few years should concentrate on delivering against these expectations or the sector will be seen to have failed to meet the needs of local people.

In terms of general perceptions regarding an HR agenda for the new NFP all parties acknowledged that they are not happy with the current status quo – in terms of the levels of skills, conflicts and "image" of the sector as an employer. The industry would strongly support a strategy for skills development however current trends towards contracting out of employment and decreasing union representation make it harder to articulate a worker

perspective when negotiating such a strategy with employers. There is still a role for Government to facilitate a process of dialogue in this regard and the NFP could be the logical platform. Whether DWAF is competent to engage and lead such a debate at present is questionable and perhaps the role of DWAF is process facilitation and DoL can provide the necessary technical expertise.

Indicator 13.2: Employer compliance with labour legislation.
Indicator 13.3: Remuneration of workers.

These two indicators are addressed together as they tend to relate to similar issues. Chapter 20 of the NFAP deals with employment and employment conditions.

Worker representatives contend that reasonably good labour relations exist in downstream wood processing industries. It is in the primary wood growing activities (plantation operations) that the greatest casualisation of workers is taking place resulting in non-compliance with labour legislation and low levels of remuneration. DWAF and Unions have applied to Employment Standards Commission for sectoral determination to establish minimum wages and employment standards for the sector. The larger companies (such as SAPPI) are also setting minimum standards for contractors and are investigating the question of a minimum wage. Certification is a key driver for encouraging companies to voluntarily impose such conditions on contractors.

In terms of specific NFAP tasks in Table 20.1, good progress has been made. DWAF and DoL appear to have clarified roles and responsibilities with DWAF taking very much a back seat. Following the promulgation of the Skills Development Act (1998) Department of Labour have taken the lead in establishing a Forest Industries Education and Training Authority (FIETA). This FIETA will be responsible for research and for regularly publishing findings so that changes in the sector may be monitored. No reports have however yet been forthcoming. The tasks in Table 19 do not appear to have been fulfilled. These relate to DWAF establishing an oversight capacity. This is unlikely to be done by DWAF and should be taken up through the FIETA

The key question for the NFP is whether or not the current initiatives referred to here are enough to bring about a formalisation of employment conditions and minimum wages, particularly in the primary forestry activities which are mainly undertaken by contractors – and whether these can be effectively monitored.

Criterion 14 The distribution of the costs from forestry is fair.

Indicator 14.1: Negative impacts of forestry activities on people.
Indicator 14.2: The spatial distribution of forests in relation to vulnerable communities.

Most of the measures which relate to these indicators would be recorded at the FMU level. For example impacts of noise, number of people/households

who are negatively impacted and so on. These are not strategic issues addressed by the NFAP at a national level and are not reported on here.

Indicator 14.3 The costs of negative impacts.
Indicator 14.4: Discontinuation of forest activity.
Indicator 14.5: Conflict over distribution of costs.

The issues relating to costs of forestry are not dealt with directly in the NFAP but relate to the question of forest resource accounting which was discussed under criteria 7 and 8.

Interestingly, in relation to indicator14.4 – this is very much seen by the companies as a DWAF national issues – particularly in relation to plans to take out plantation in the Southern Cape, Greater St. Lucia area and Mpumalanga lowveld. The NFP may have to confront this particular spin-off from the restructuring process which was not anticipated in the NFAP.

Criterion 15 Crime in forestry areas is minimised.

Indicator 15.1: Incidence of crime.
Indicator 15.2: Cost of security.

The question of crime in forestry was not considered at the time of the NFAP. Recording against the measures in this regard is likely to be predominantly at FMU level. Whether or not a national strategy is required is a question which could be posed within the NFP process.

Criterion 16 Forestry contributes to the reduction of HIV/AIDS and its resultant impacts.

Indicator 16.1: Absenteeism.
Indicator 16.2: HIV/AIDS management strategies.

HIV/AIDS is not referred to specifically in the NFAP and therefore there are no targets against which progress can be monitored. HIV/AIDS is however recognised by DWAF and the industry as a strategic issue and work is being done at present to develop an HIV/AIDS strategy. This will certainly feature strongly in the next NFP.

Criterion 17 There is effective stakeholder participation in forestry management.

Indicator 17.1: Effectiveness of participation.
Indicator 17.2: Implementation of outcomes of participation.
Indicator 17.3: Capacity to participate.
Indicator 17.4: Conflict management

Stakeholder participation in forest management is a theme which runs throughout the NFAP. Progress is reported on against themes emerging from the NFAP in this regard rather than against each of the indicators as listed above.

Participatory planning and service delivery

In Section III of the NFAP (Chapters 3 to 7) – which deals with Community Forestry – participatory planning in the design and delivery of services is captured in a number of task tables. The intention at the time was that DWAF would take the lead on designing a responsive and integrated community forestry support service. Overall, progress in this regard has been poor, with most of the recorded experiences coming from the donor-funded projects in Limpopo and Bushbuckridge. The future direction for this sort of participation will be in terms of integrating forestry into local Government planning through the IDP processes.

Piloting participatory forest management

Chapters 8 and 10 of the NFAP – dealing with natural forests and woodlands – have tasks relating to the piloting of participatory styles of management on both State and non-State forest land. As has been reported under indicator 9.1, PFM has been developed as a national strategy for forest management, however progress on the ground in terms of participatory management and development of forest resources has been very slow. Lessons should start to emerge from managing the lease agreements for State Forests which have been leased out through the restructuring process, where there are good opportunities for participation on commercial plantations.

An important theme for the next NFP will be to document what sort of participation is it that the sector is looking for. What do the various stakeholders want out of their participation and can the forests deliver against expectations so that some kind of best practice norms and guidelines can be set.

Criterion 18 Forests are developed and managed so that persons or categories of persons disadvantaged by unfair discrimination are advanced.

Indicator 18.1: Awareness among disadvantaged persons of forest management opportunities.
Indicator 18.2: Generation of forest management opportunities for disadvantaged persons.
Indicator 18.3: Realisation of forest management opportunities by disadvantaged persons.

As with the previous criterion empowerment of the previously disadvantaged is a theme which runs throughout the NFAP. Progress is reported on against themes emerging from the NFAP in this regard rather than against each of the indicators as listed above.

Community Forestry and PFM generally

The whole rationale for a discipline called "community forestry" was that it was recognised that poor, disadvantaged sections of society needed to be provided with support in order to access the opportunities which the forest sector can offer. Central to an effective community forestry strategy would be information on forestry opportunities and support services to enable disadvantaged persons to access them. However, it has been reported elsewhere in this document that DWAF has failed to develop a clear community forestry strategy and has failed to establish an integrated support service for disadvantaged people. Community Forestry as a term has been abandoned by DWAF but many of the underlying issues have been picked up (to varying degrees) by the PFM strategy. According to draft PFM policy and strategy it certainly sees itself as the vehicle by which disadvantaged people would access forestry opportunities. Whether of not DWAF makes any more progress with its PFM strategy than its Community Forestry one remains to be seen.

Piloting participatory forest management

As reported under criterion 17, the piloting of participatory styles of management on both State and non-State forest land was an important theme for the NFAP. Participatory styles of management are being piloted in order to provide a vehicle by which previously disadvantaged persons can participate in forest management. However, as has been reported above, despite a great deal of Government and donor interest, actual participation at FMU level has been very limited.

Restructuring State assets

The restructuring and privatisation process was reported on against indicator 7.4. It should be noted that one of the many objectives of restructuring was to bring about participation in forestry by previously disadvantaged persons. The restructuring process was one over which Government had a high degree of control and has presented an opportunity for testing the interest and the mechanisms by which participation can be achieved. The Category A process has brought about participation at ownership and management level albeit in a minority sense. The Category B and C restructuring initiatives look set to deliver more direct ownership and empowerment by previously disadvantaged. The key challenge will be to ensure that the restructured business units are commercially viable.

Promoting small-scale growers

Chapter 17 of the NFAP deals directly with small-scale growers which are assumed to be from previously disadvantaged communities. This strategy has been reported on under indicator 7.4. Although a great deal of information has been collected and time invested on this issue, very little progress has been made at an FMU level.

Participation by women

The only task which looks specifically at the role of women is task 3 in table 10.1 relating to the role of women in the management of natural forests and woodlands. Participation by women has been a principle adopted within the PFM policy and strategy since the outset. A great deal of effort has been made to ensure participation be women in PFM fora. This has been successful to an extent however an observation made is that although women participate, men still make the majority of decisions. The importance of this issue for the future of the forest industry should be tested through the next NFP.

PART 4: INSTITUTIONAL CRITERIA

Criterion 19 People participate in forest policy development and review.

Indicator 19.1: Nature of opportunities created for participation in forest policy development and review.
Indicator 19.2: Stakeholder satisfaction with policy-making process.
Indicator 19.3: Stakeholder capacity to engage in policy-making process.

This particular criterion is an interesting one to consider when undertaking a review of the NFAP. NFAPs and NFPs are meant to be vehicles for participation in forest policy development and review. It is frequently said that NFPs are as much about process as they are about products.

Certainly the NFAP was intended to be participatory and inclusive in its design, and as can be seen in the "welcome" statement at the beginning of the NFAP it was intended that the NFAP be reviewed on a three year cycle. General feedback from most stakeholders involved would suggest that many sector interests felt the NFAP process was a participatory one. It is likely (as might be expected) that the more empowered stakeholders (such as organised industry, academia and research organisations, and parts of Government), were better able to take advantage of the process than the more marginalised stakeholders such as communities, workers, and local Government. Other constraints faced were limited time and budget for consultation. Imperfect as the process may have been, it was a good starting point.

The key issue is what has happened since and what happens next. It is now 7 years later that the NFP is being considered. There are certainly some credibility concerns for the NFP already before it has even commenced. A culture and practice of participatory forest policy review and development has not emerged in the intervening years. This reality places great pressure on the NFP which will need to address the following:

- Keep some thread of continuity from the NFAP
- Engage the right stakeholders meaningfully around the issues which matter to them

- Be efficient with stakeholder's time and with the process as a whole
- Produce a final product or products which is credible and which captures the real issues of concern and the mechanisms for dealing with them – the NFAP on the other hand is frequently criticised for being an unrealistic wish list for the sector.

There are some specific tasks associated with participatory policy review in the NFAP which are discussed under other criteria. For the purposes of cross-referencing, these are mentioned below:

- Under criterion 17, participation by communities in design and delivery of community forestry services is discussed. Implicit in this is the need to develop policies and strategies for service delivery, which would need to be developed in a participatory way.

- Also under criterion 17 is reference to piloting participatory styles of forest management at the FMU level. Implicit in this also is a cycle of policy development, piloting, lesson learning and policy review. The process to date of developing PFM policy and strategy has been very participatory with many stakeholder workshops and a comprehensive audit of stakeholder views.

- Under criterion 22 the institutional arrangements for forest policy development and review are discussed. These refer to the working of the NFAC as a multi-stakeholder advisory body and the Policy Directorate in DWAF as the unit responsible for ensuring stakeholder consultation in policy processes.

Criterion 20 Laws and regulations promote sustainable forest management.

Indicator 20.1: The existence of forest management laws and regulations, including laws and regulations for natural forest protection.

Chapter 24 of the NFAP deals exclusively with the provisions for developing the new Forest Act. This Act has been drafted and represents a significant achievement for the sector as reported under indicator 9.2.

Various other tasks in other chapters of the NFAP raise specific questions about regulation. Task 7 in table 8.1 raises the need to develop penalties and incentives for SFM which is an issue currently under review in terms of the development of a policy and strategy for enforcement as reported under indicator 10.1. Table 12.1 specifically addresses tasks relating to criteria and indicators in regulations which relate to efficient use of water. These regulations have not yet been promulgated but minimum standards, criteria and indicators have been negotiated and agreed upon by the sector.

Chapter 26 of the NFAP recognised the need to integrate forestry policy, strategy and regulation with that of other sectors such as agriculture and water. In terms of progress in this regard, no over-arching framework has been developed, but DWAF does engage with other Departments in the

processes of developing new policy and law and has influenced its content. The recent Protected Areas Bill has been a case in point where DWAF has been engaging closely with DEAT on key issues. Greater co-operation is also emerging around water regulation as discussed under criterion 6. Land legislation a complex issue as discussed under criterion 11.

Indicator 20.2: Supportiveness of forest management laws and regulations.

As has been reported on under indicator 20.1 and 10.1, the whole question of enforcement and compliance is currently under review and will form a key theme for the next NFP. Having legislation is not going to support SFM unless it is enforced in such a way that it produces a successful outcome at FMU level.

Also under this indicator measure 20.2.2 considers the supportiveness of international obligations binding on the SA government. This need is recognised in Chapter 24 of the NFAP and reflected in DWAF's legislation and modus operandii. Indeed DWAF has been playing a very proactive role in international policy and regulatory processes such as African Forest Law Enforcement and Governance (AFLEG).

Chapter 15 of the NFAP looks at international trade rather than international agreements but calls upon DWAF with DTI to ensure that international trade agreements are supportive of SFM in SA. DWAF has not been active in this regard and whether or not it is an issue for concern should be explored in the NFP.

Indicator 20.3: Interdepartmental co-operation in implementation of forest management laws and regulations.

There are a great many references in the NFAP to inter-departmental co-operation between different Government Departments at national level and between different tiers of Government at National, Provincial and Local. In particular Section III (Community Forestry) calls for a unified extension service which presumably would deliver services but also ensure compliance with legislation that supports SFM. As reported under criterion 17 current thinking assumes that such co-operation will be routed through the IDP planning processes at local level which were not envisaged in the NFAP.

In Section IV (Natural Forests and Woodlands) of the NFAP calls for concurrent competence in forest management. As reported against criterion 1, DWAF has adopted a policy of transferring management of forests to other competent management agencies. This policy will bring about a much more direct role for Provincial Conservation Agencies in managing State Forests than that envisaged in the NFAP. Some forests may also transfer to SANParks and others may go to private enterprises, communities or local Government. The future scenario of DWAF monitoring and supporting Provincial and other management agencies brings clear meaning to the notion of concurrent competence.

On non-State Forest land Government as a whole will need to regulate. DWAF envisages delegating certain powers and functions to Local Government. How this develops will be a key theme for the next NFP.

Criterion 21 Forest management institutions comply with all relevant legislation and customary law.

Indicator 21.1: Awareness and understanding of forest management legislation and customary law.

As reported on under criterion 9.2 there have been some very effective training programmes implemented by DWAF to raise awareness and understanding of the Forest Act. Both DWAF's own officials and forest managers from other institutions (private companies and conservation agencies) have attended. There is however much still to be done on dissemination of forest management legislation and customary law to both rights-holders and forest management institutions and their officials at FMU level. This is ongoing work of DWAF and becomes an essential element of effective transfer of management of State Forests.

Indicator 21.2: Capacity of regulatory and management institutions to comply with forest management legislation and customary law.

A major theme of the NFAP is the creation of institutional capacity to promote SFM. The NFAP has tasks in most sections relating to the creation of staff and budgets in DWAF itself, and support to other tiers of Government to enable them to create the necessary capacity to deliver on their roles and responsibilities. These capacity questions go beyond merely regulation but may be captured here as the most appropriate indicator which considers institutional capacity of Government.

Progress on creating institutional capacity for community forestry and management of natural forests and woodlands has been reported on under criteria 17 and 20. Chapter 23 of the NFAP deals with over-arching institutional capacity for DWAF. Generally speaking DWAF has made good progress towards internal restructuring, particularly in the last couple of years. It has not been by any means a smooth or easy process. It was originally hoped that by withdrawing from its commercial and indigenous forestry management functions (transferring) DWAF would be able to quickly develop capacity to deliver its residual policy making, regulating and development functions. The transfer process has however taken longer than expected and DWAF as a whole has been restructuring, which has had a very direct bearing on how forestry has been organised. What is important now is that Forestry has a clear vision and a direction in which it wants to go and an institutional change plan to get there. The NFP will be a process which can monitor progress against the change management plan.

One important residual role which is emerging for DWAF from the forestry transfer process is the need to monitor and provide support to other managers of State forests. This relates directly to measure 21.2.4 which flags the concern that other managers of forests must have adequate capacity to

comply with legislative requirements. This is a risk which has been recognised in the transfer policy.

Indicator 21.3: Capacity of research institutions to support sustainable forest management.

Chapter 23 of the NFAP deals specifically with forestry research. The NFAP envisages a system for institutions to co-ordinate research and dissemination. A coordinating structure was envisaged to play a monitoring and reporting role. This structure would be representative and cover the full spectrum of forestry research needs. No progress has been made in this regard. This is a serious shortcoming by DWAF who was tasked with convening the process. There was nothing inappropriate about what the NFAP suggested - it would simply appear that DWAF has failed to take the initiative and as a result research remains uncoordinated and often inappropriate.

Indicator 21.4: Capacity of education and training institutions to support sustainable forest management.

Chapter 21 of the NFAP deals specifically with tertiary education. Generally the goal and tasks for the NFAP strategy have been adequately met. Educational institutions, by virtue of their international, continental and local networks and linkages are well placed to continue to provide quality graduates and diplomates with the necessary skills that support the specific requirements of the sector. Curriculum development, diversification and modularization has been successfully accomplished, effective networks have been established and maintained and universities have actively sought to enrol students from disadvantaged backgrounds.

Some industry representatives are concerned about a skills drain in South Africa as well trained staff leave the country. The Universities themselves feel that Government should do more to provide bursaries for forestry students.

Chapter 22 of the NFAP deals with broader HRD. The goals strategies and tasks of the NFAP were drafted before the promulgation of the Skills Development Act, which has been implemented by DoL. The FIETA was established in terms of the Skills Development Act. It is the FIETA's job to co-ordinate the development of skills in the Forest sector. Performance of the FIETA should be monitored regularly by DoL. The NFP should not duplicate the work of FIETA. The question for the NFP is whether the sector and the training institutions feel that the FIETA is performing well. It is also important to identify information needs from the FIETA in order to be able to monitor trends in the industry.

Indicator 21.5: Compliance with forest management legislation and customary law.

The measures relating to this indicator would be measured at FMU level and are not reported on here in terms of the NFAP.

Criterion 22 Forest policy is subject to periodic review.

Indicator 22.1: Monitoring of forest policy implementation.
Indicator 22.2: Review of forest policy.

All of what needs to be reported against this criterion has already been provided against criterion 19. It is interesting to note that revision of the NFP itself is a measure under indicator 22.2. What will be important for future monitoring and reporting purposes is a mechanism for reporting on forestry policy development processes. At present there is no obligation on the policy unit to report against these indicators and their measures. This is an institutional issue which needs to be resolved within DWAF. In the future the public could use the C&Is to demand accountability and transparency in reporting from DWAF

Criterion 23 Forest management planning promotes sustainable use and development of the forest resource.

Indicator 23.1: Forest management planning.

Both the measures for this indicator are reported on at FMU level as they relate to FMU-level forest management plans. The one strategic issue already reported on under indicator 21.2 is that there is a post-transfer residual role for DWAF to support future managers of State Forests in the process of developing suitable management plans. The capacity to provide such support does not at present exist within DWAF.

Criterion 24 There is national and provincial strategic planning for forest management.

Indicator 24.1: DWAF's national strategic plan for the forest sector (i.e. the NFP).

The NFAP itself, and in future the NFP, is seen to be DWAF's national strategic plan for the forest sector. This is what the NFAP was intended to be but in truth it has not served this purpose. To the extent that various NFAP tasks have been achieved to varying degrees of completeness is more by coincidence than design. These tasks would have been done anyway, with or without the NFAP. The NFAP itself has not been used as a sector strategic plan. If the NFP is to have more relevance to the sector then it needs a higher degree of ownership than the NFAP had, inside and outside Government. The NFP therefore needs to be relevant, focussed and credible.

Indicator 24.2: National forest sector strategic plans

The measure for this indicator is that each institution involved in forest management should have its own strategic plan. There is nothing specific on this in the NFAP but it is implied within the strategy for DWAF as the national Forest Authority in Chapter 25. DWAF does have a strategic plan which is reviewed annually and is becoming ever more closely aligned with the new vision and institutional needs arising from the current change management

reported on under indicator 21.2. As for whether other organisations have strategic plans, and the extent to which these feed into the future NFP is a challenge to be taken up in the NFP itself.

Indicator 24.3: Provincial strategic management plans for forestry.

There are a great many tasks within the NFAP which relate to inter-departmental co-operation for forestry service delivery. As reported on under indicator 20.3 community forestry support services and concurrent competence for management of natural forests and woodlands were a key NFAP theme. Also in chapters 11 and 17, the NFAP calls for a regional approach to planning forestry development from a water management perspective. As reported on under criterion 6 progress has been slow on the SEA processes which are the closest thing to a Provincial-level strategic plan which has emerged. There are a number of processes calling for Provincial-level strategies - including the need to focus on poverty reduction and water management so the NFP should pick up this theme of Provincial-level strategic plans. Perhaps the NFP itself could be produced as a series of Provincial-level strategies.

Part 3:

NFAP TASK TABLES SHOWING A SCORE FOR PROGRESS AND LINK TO RELEVANT C, I & Ss

A subjective score our of 4 for progress has been given for each task with brief comment in the right hand column foreach table.

SECTION III: COMMUNITY FORESTRY

Table 3.1: Recommended Overall Strategy for Community Forestry

GOAL	To put in place measures to ensure that institutions, services, technologies and policies promote and support self-sustaining community forestry.		
INDICATORS OF ACHIEVEMENT	• an improved understanding of community forestry's value and contribution • agreed roles and responsibilities for different stakeholders • provision of efficient, effective and complementary services • removal of obstacles to community forestry • mobilisation of resources.		
STRATEGY	To develop, throughout the country, provincially based planning frameworks for the development of community forestry, based on an improved understanding of local resources, opportunities and aspirations.		

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS and link to C&Is
1. To improve understanding of the value of community forest resources at the local and national level through developing a system of national forest resource accounting.	DWAF (with Central Statistical Office)	Start: Jan 1998 End: Dec 2000	2 Ongoing research into forestry poverty linkages. Should be a priority for DWAF. NFRA is not necessarily the way to do this. C7, C14
2. Ensure that service-providing agencies are properly resourced according to business plans and budgets.	DWAF (with DME, DA, NGOs, CBOs, companies, provincial and local government)	Start: Jan 1998 Ongoing	2 Good progress on greening although initiative subject to review Other initiatives tend to be ad hoc and project based so there is no over-arcing framework. C21
3. Evaluate and select appropriate mechanisms for financial support to community forestry initiators at local level.	DWAF (with NGOs, CBOs, communities, provincial and local government)	Start: Jan 1998 End: Dec 2000	2 Various separate initiatives rather than a national framework. Eduplant, IDPs, FEDO, DANIDA CFF, FM fund. C18, C21
4. Equip the national forestry authority with skills and capacity necessary to fulfil its mandate.	DWAF	Start: Jan 1998 End: Dec 2000	2 Significant capacity building within old community forestry. DWAF are only recently defining their FED and PFM roles. Capacity is not yet created. C21
5. Align the budgets of national, provincial and local government to fulfil new mandates and roles.	DWAF (with provincial and local government)	Start: Jan 1998 End: Dec 1998	1 See proevious – IDPs is the mechanism for this. C21,C24
6. Disseminate and share experience of successful community forestry development initiatives.	DWAF (with provincial and local government, NGOs, CBOs)	Start: Jan 1998 Ongoing	2 WFSP has just commissioned exactly this task. Rhodes University to deliver by end financial year. Old CF newsletters and inputs into various ad hoc initiatives e.g. Greening conference C18
7. Enter into local and provincial integrated resource planning to: • identify roles and responsibilities • identify local and provincial support needs • identify obstacles to community forestry.	DWAF (with NGOs, CBOs, communities, provincial and local government)	Start: Jan 1998 Ongoing	1 Only progress to date around urban greening. This has been identified as a core activity for DWAF to integrate forestry into rural IDPs. Important cluster function C20 (m20.3.6), C24
8. Pilot and monitor new forms of support services to meet specific needs at provincial and local levels.	DWAF (with provincial and local government, NGOs and CBOs, communities)	Start: Jan 1998 Ongoing	2 – quite a bit of experimentation around plant supply, woodlots, FEDO,PFM, shared service centres C24, C17

Table 4.1 Recommended strategy for organising effective support for community forestry

GOAL	A coordinated system through which government and non-government institutions offer efficient, effective and complementary support services for community forestry.		
INDICATORS OF ACHIEVEMENT	• understanding of the definition and implications of unification • provision of core services by each candidate institution • clear understanding of roles and responsibilities for each candidate institution, and mechanisms for coordination • relevant community forestry capacity in DWAF • alignment of budgets • services delivered in accordance with end-user needs.		
STRATEGY	To develop, throughout the country, a coordinated system of community forestry service provision based on joint planning between government at all levels and other stakeholders.		
TASK	**RESPONSIBILITY**	**TIMING**	**LEVEL OF ACHIEVEMENT / COMMENTS**
1. Establish provincial level forums for the design of structures to deliver community forestry services.	DWAF (with provincial and local government, NGOs, CBOs, communities)	Start: Jan 1998 Ongoing	2 PFM Forums. Limited to indigenous forests. IDP should play this role C24, C20
2. Design, evaluate and disseminate a system for providing end-users with the information they need and require about service providers and the comparative advantage of each.	DWAF (with provincial and local government, NGOs, CBOs, communities)	Start: Jan 1998 End: Dec 1999	1 Finida project did this in Limpopo – was it ever used – is this a DWAF function – belongs in the IDPs C17
3. Equip DWAF with skills and capacity necessary to fulfil its mandate.	DWAF	Start: Jan 1998 End: Dec 2000	2 Significant capacity building within old community forestry. DWAF are only recently defining their FED and PFM roles. Capacity is not yet created. C21
4. Equip other service providers with skills necessary to fulfil mandates.	DWAF(with DA, provincial and local government, NGOs, CBOs)	Start: Jan 1998 Ongoing	2. Danida, Finida projects carried out training with government and NGO counterparts Urban Greening workshops with local government Underlying problem was that service providers did not accept mandates in this regard. C21
5. Align budgets of national, provincial and local government with mandated community forestry functions.	DWAF (with provincial and local government)	Start: Jan 1998 End: Dec 1999	1– IDPs is the mechanism for this. C21, C24
6. Pilot new innovative approaches to service delivery.	DWAF (with provincial and local government, NGOs, CBOs, communities)	Start: Jan 1998 Ongoing	2 – quite a bit of experimentation around plant supply, woodlots, FEDO,PFM, shared service centres C17

Table 5.1: Proposed Strategy for Community Forestry Support Services

GOAL	To put in place measures which will ensure that end-users receive appropriate and integrated support services to promote self-sustaining community forestry.		
INDICATORS OF ACHIEVEMENT	• a competent, well-trained service • a sound relationship between service providers and clients • a unified service portfolio for natural resources • a user-determined portfolio of affordable services.		
STRATEGY	To develop and apply systems appropriate to each province for delivering relevant support services designed to meet end-user needs and tailored to local resource opportunities.		
TASK	**RESPONSIBILITY**	**TIMING**	**LEVEL OF ACHIEVEMENT / COMMENTS**
1. Develop participatory planning at provincial and local levels to: • identify end-user needs • identify skills gaps in existing service providers • identify research needs.	DWAF (with provincial and local government, CBOs, NGOs)	Start: Jan 1998 Ongoing	1 Only progress to date around urban greening. This has been identified as a core activity for DWAF to integrate forestry into rural IDPs. Important cluster function C24, C20 (M20.3.6)
2. Train service providers at all levels, including community-based trainers.	DWAF(with NGOs)	Start: Jan 1998 Ongoing	2. Danida, Finida projects carried out training with government and NGO counterparts Urban Greening workshops with local government C21
3. Develop national government strategies (see also Chapter 25) for community forestry support services relating to: • extension • training • research • plant and other material supply • promotion • education • finance.	DWAF	Start: Jan 1998 End: Dec 1998	**Strategies developed:** *3. Extension-* Provincial CF strategies and core functions were an attempt to define service delivery strategy. Pilot projects, Danida, Finida, and DFID Eastern Cape explored service delivery modes, but core learning from the pilots were not adequately integrated. *1. Training -* should have been at the CD level, but has not been produced. There has only been ad-hoc training, without an overall strategy *1. Research –*No strategic long term plan was developed. *4. Plant and material supply* strategy was developed in 2000 *2. Promotion –* Arbor week has been a promotion success story, as has EDUCARE. But these are individual initiatives, and there is no overall promotion strategy developed. *1. Education –*some ad hoc initiatives, no strategy. *Finance –* no. C24
4. Pilot new approaches to the delivery of services in each province including: • service grants • private-sector supply and distribution of services and planting material.	DWAF (with provincial and local government, CBOs, NGOs)	Start: Jan 1998 Ongoing	The idea of service grants was not taken forward. Private sector/ local entrepreneurs have taken over of plant supply from DWAF nurseries. NCT and SAWGU have expanded their membership to small growers technical information and planting materials to small and emerging growers.

			C17
5. Pilot new institutional arrangements in each province for delivering services.	DWAF (with provincial and local government, CBOs, NGOs)	Start: Jan 1998 Ongoing	2 – quite a bit of experimentation around plant supply, woodlots, FEDO,PFM, shared service centres C17
6. Harmonise strategies between service providers relating to pricing and methodologies for service delivery.	DWAF (with provincial and local government, CBOs, NGOs)	Start: Jan 1998 End: Dec 1999	1 -Only in the context of joint projects, e.g Food &Trees for Africa, harmonised strategies. C24
7. Provide information to end-users of the range of services available and the means of accessing them.	DWAF (with provincial and local government, CBOs, NGOs	Start: Jan 1998 Ongoing	1-Finida project did this in Limpopo – was it ever used – is this a DWAF function – belongs in the IDPs C17

Table 6.1: Recommended Strategy for Enabling Community Forestry to Succeed

GOAL	Implementation of measures which support the creation of an enabling environment for sustainable community forestry development in rural South Africa.		
INDICATORS OF ACHIEVEMENT	• stakeholder participation, particularly women • strong local markets exist for forest goods and services • secure access to land and tree resources • effective communal property management systems exist • effective and beneficial decisions concerning land-use change • supportive legislation, complementary to existing informal rights • compatible policies from other sectors.		
STRATEGY	To mobilise resources at national, provincial and local levels to remove obstacles to sustainable community forestry development.		

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Review and assess current policy and legislation with a view to achieving harmony at a national level.	DWAF	Start: Jan 19 End: Dec 19	**3 Largely been done – especially on legislation – less so on policy.** A lot of investment in understanding overlapping legislative policy and legislative environment by staff at various levels. Water Act and Land Acts are key. FEDO, objective of providing for "one stop shop" permit processing C20, C22
2. Conduct participatory planning at provincial and local level to determine obstacles to community forestry.	DWAF (with provincial and local government, CBOs, NGOs, communities)	Start: Jan 19 Ongoing	2. Danida and Finida looked at this, main obstacles that emerged is the relatively low priority of forestry in relation to other needs. Plant supply strategy looked into obstacles and barriers as is DFID FM project and work of FEDO. C17,C19
3. Improve understanding of the value of forest resources through establishing an effective system of forest resource accounting which can be used to inform policy makers of the value of community forestry.	DWAF (with provincial and local government, CBOs, NGOs)	Start: Jan 19 End: Dec 20	2 Ongoing research into forestry poverty linkages. Should be a priority for DWAF. NFRA is not necessarily the way to do this. C7, C14
4. Investigate, understand and implement appropriate means to ensure effective participation by women in community forestry.	DWAF (with local and provincial government, NGOs, CBOs, communities)	Start: Jan 19 Ongoing	2 –see PFM policy and pilot projects (Scotney Watts). Women tend to do the work while men control the finances and make decisions. C9, C18
5. Assist local government and CBOs in developing capacity to support sustainable management of communal properties.	DWAF (with provincial and local government, CBOs, NGOs)	Start: Jan 19 Ongoing	1. Danida project gained some experience, forest user groups. CF did not succeed in defining a strategy for promoting woodland management, of which this would have been a key element. Underlying requirement is tenure reform. Progress with this has been minimal as a result of the highly politicised nature of land rights, and the powers to allocate these in former homelands areas. C11, C17
6. Investigate opportunities for communities to utilise existing legislation and local tradition and customs to establish systems of common property resource management (see also Chapter 24).	DWAF (with provincial and local government, CBOs, NGOs)	Start: Jan 19 End: Dec 19	1. Pilots – Danida. DWAF CF did not make any meaningful progress in this regard, see 5 above. There were a number of projects and considerable research carried out independently of DWAF. C11, C20,C21
7. Pilot common property resource management systems.	DWAF (with provincial and local government,	Start: Jan 19 Ongoing	1. as above C11,C17.C20.C21

	CBOs, NGOs)		

Table 7.1: Recommended Strategy for Urban Forestry

GOAL	Effective support to self-sustaining urban forestry initiatives that secure economic, environmental and social benefits for urban dwellers.		
INDICATORS OF ACHIEVEMENT	• understanding of the benefits of urban forestry • understanding of the factors that hamper or promote urban forestry • an effective agreed strategy for urban forestry development • alignment of budgets • inclusion of urban forestry into urban plans.		
STRATEGY	To develop and implement a programme for urban forestry development based on improved understanding of needs, institutional roles and capacities and best practice for support service delivery.		

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Apply participatory planning to: • improve understanding of the value of urban forestry • identify communities' needs • identify impeding and promoting factors • link urban forestry development programmes to Local Development Objectives and Integrated Development Plans.	DWAF (with provincial and local government, CBOs, NGOs and communities)	Start: Jan 1998 Ongoing	*3. Value of urban forestry* – a lot of awareness raising through Urban greening workshops, including poster series *Community needs* – local governments role. *Constraints and opps* – IERM study on this, budgets available Plant supply strategy also looked at this *LDOs/IDPs* , this has been one of the biggest achievements of CF C7,C19,C21,C24
2. Identify potential urban forestry service providers and agree on roles and responsibilities.	DWAF (with local government, CBOs, NGOs)	Start: Jan 1998 End: Dec 1999	4. Has been done thru the IDP process, has worked well and been successful. There is now a lot of clarity about roles and responsibilities from local government right up to National Level. Agreements regarding support role of DWAF now under threat as greening is no longer seen as area of DWAF support. C17,C21
3. Develop urban forestry strategy for DWAF and align internal structures, budgets and staff.	DWAF	Start: Jan 1998 End: Dec 1998	4. Yes, in 2000. A lot of work has gone into it. Revised to take account of shifts twds working very closely with LG C24
4. Identify, review and evaluate existing and previous projects and identify and disseminate best practice among all service providers.	DWAF (with local government, CBOs, NGOs and communities)	Start: Jan 1998 Ongoing	2. Community Forestry newsletter carried some articles. Papers delivered to a number of congresses. The workshop process for including greening into IDP has been written up into a model plan for use by local government. It has been tested by Potch and resulted in the first urban greening plan developed by local government themselves. C17

SECTION IV: NATURAL FORESTS AND WOODLANDS

Table 8.1: Strategy for Achieving the Sustainable Development of South Africa's Natural Forests and Woodlands

GOAL	The development of a national strategy for sustainable management of forests and woodlands, which takes account of conditions and aspirations at national, provincial and local levels.
INDICATORS OF ACHIEVEMENT	• definition and determination of the appropriate "Permanent Forest Estate" • improved systems for sustainable management • national compliance with international conventions • appropriate allocation of resources to ensure implementation of strategy.
STRATEGY	To develop and apply a sound understanding of the value, condition and management requirements necessary for the sustainable management of natural forests and woodlands.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Develop an effective system for monitoring the changes in and influences on the extent and condition of the natural forest and woodland resource.	DWAF (with DEAT, DA [Resource Conservation])	Start: Jan 1998 End : Dec 1998	2 – C&Is Indig still to be piloted Not yet done for woodlands C1- C24
2. Improve understanding of the value of the natural forest and woodland resource through developing an effective system of forest resource accounting.	DWAF (with Central Statistical Office, DME, DEAT, DA)	Start: Jan 1998 End: Dec 1999	2 – Good work done on NTFPs but uncoordinated. Forest resource accounting per se has not been institutionalised C7 - C8
3. Develop and implement guidelines which relate to technical and social aspects for the sustainable management of natural forests and woodlands.	DWAF (with DEAT, provinces, NGOs, CBOs, communities)	Start: Jan 1998 Ongoing	1 – specific indig forests may have management plans – TIS will need to do these for all transfers. Woodlands have not been done. C1-C18
4. Develop provincial and local planning frameworks for the sustainable management of natural forests and woodlands.	DWAF (with provincial and local government, NGOs, CBOs)	Start: Jan 1998 Ongoing	0 - important issue for DWAF especially for transfers of indigo and sustainable management of woodlands. C20 and C24
5. Develop criteria and indicators in support of the sustainable development of natural forests and woodlands.	DWAF (with DEAT, provincial government, NGOs, CBOs)	Start: Jan 1998 End Dec 2000	2 – C&Is Indig still to be piloted Not yet done for woodlands C20
6. Apply the understanding and information acquired, for further improvements in policy and strategy for the management of natural forests and woodlands.	DWAF (with DEAT, provincial government, NGOs, CBOs)	Start: Jan 1998 End Dec 2000	2 Information collected (DANIDA support), PFM policy being developed but this is an ongoing issue which needs to feed through to operational levels C22 and C24
7. To evaluate the need for regulations providing for penalties and incentives for SFM (see Chapter 24).	DWAF (with DEAT, provincial government, NGOs, CBOs)	Start Sep 1997 End Mar 1998	2 Regulations for some provisions but much work still to be done on compliance issues C20 and C21

Table 9.2: Recommended Strategy for Organising for Sustainable Management of Natural Forests and Woodlands

GOAL	To establish an institutional framework for cooperative governance which provides efficient administration and delivers effective services towards the sustainable management of natural forests and woodlands.
INDICATORS OF ACHIEVEMENT	• encompass all relevant institutions at the national, provincial and local levels · a national forest authority with a clear mandate of goals and objectives · a core staff at national level with technical and scientific expertise to support provincial service providers • provincial authorities competent and clearly tasked to administer State forests and deliver services in respect of land outside State forests · a coordinated approach between all the role players with responsibilities in terms of comparative institutional advantage · active participation of local communities in the management of State forests · service provision to all land owners, managers and communities. · an effective and consistent body of legislation to support the sustainable management of natural forests and woodlands.
STRATEGY	To develop a province-by-province approach to achieve concurrent competency and a coordinated system through which government and non-government institutions can offer effective and complementary services for the sustainable management of natural forests and woodlands.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Clearly identify mandate, roles and objectives of DWAF in sustainable management of natural forests and woodlands.	DWAF	Start: Jan 1998 End: Dec 1998	4 for indig 1 for woodlands Important for DWAF C! and C24
2. Equip forest authority with necessary skills and personnel to fulfil identified mandate with respect to natural forests and woodlands.	DWAF	Start: Jan 1998 End: Dec 1999	1 for indig – see post transfer responsibilities (guidelines, monitor and support) Is it the same role for woodlands? DWAF WILL NOT BE A MANAGER C21 and C23
3. Clarify and implement concurrent competence between DWAF and each province.	DWAF (with provinces)	Start: Jan 1998 End: Dec 1998	2 Draft policy developed indig forests and negotiations commenced in 3 Provinces. What is relevance of woodlands here? C20 and C24
4. Initiate pilot projects for Joint Forest Management (JFM) on State forest land.	DWAF (with provinces, NGOs, CBOs and communities)	Start: Jan 1998 Ongoing	3 Pilots commenced with DANIDA support PFM policy being formulated C17 and C18
5. Initiate pilot projects for Community-based Forest Management (CBFM) on communal land.	DWAF (with provinces, NGOs, CBOs and communities)	Start: Jan 1998 Ongoing	0 No known initiatives C17 and C18
6. Commence development of province-level skills and competence to fulfil new role in concurrent management of natural forests and woodlands.	DWAF (with provinces, local government, NGOs and CBOs)	Start: Jan 1998 Ongoing	1 training in terms of Forest Act Important part of transfer policy C21 and C23
7. Pilot consultative planning processes for identification of needs and matching services at all levels within a province.	DWAF (with province, local government, NGOs, CBOs and local communities)	Start: Jan 1998 Ongoing	0 No known initiatives Is this necessary? C17 and C24
8. Design, agree on and implement a system for reporting on the state of South Africa's natural forests and woodlands and achievement of the objectives of SFM.	DWAF (with province, local government, NGOs, CBOs and local communities)	Start: July 1998 End: Mar 1999	2 State of Forest Report format agreed but not completed Link to FRIS and C,I&S C19 and C22

Table 10.1: Recommended Strategy to Remove Obstacles to the Sustainable Management of Natural Forests and Woodlands

GOAL	Implementation of measures which support the creation of an enabling environment for the sustainable management of natural forests and woodlands.		
INDICATORS OF ACHIEVEMENT	- all relevant stakeholders, including women, are involved in SFM - tenure rights to natural resources are secured by those entitled, including women - areas under communal property management are managed sustainably - macroeconomic policies enable people to pursue sustainable long-term land-use practices - stakeholders make effective and beneficial decisions concerning conversion from forests and woodlands to other uses - commitment shown by budgetary allocation to the implementation of national forest policy - legislation supportive of sustainable management of natural forests and woodlands - policies from other sectors facilitate the sustainable use of natural resources.		
STRATEGY	The mobilisation of resources at national, provincial and local levels to remove obstacles to the sustainable management of natural forests and woodlands.		

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Develop local-level planning frameworks for the management and development of natural forests and woodlands and promote SFM objectives in Local Development Objectives.	DWAF (with local government, provincial government, NGOs, CBOs)	Start: Jan 1998 Ongoing	2 PFM for a established Do these link to IDPs? C17 and C20
2. Review potential of existing legislation relating to cooperatives and companies to provide a framework for community management of natural forests and woodlands.	DWAF	Start: Aug 1997 End: Mar 1998	3 Information has been collected but not necessarily for this purpose – see FLMU report plus others. Need to bring it together Partly C9, C11 and C21
3. Investigate, understand and implement appropriate means to ensure an effective role for women in SFM.	DWAF (with local and provincial government, NGOs, CBOs, communities)	Start: Jan 1998 O ngoing	3 – see PFM policy and pilot projects C13 and C18
4. Pilot approaches to JFM in at least three State forests and network results widely.	DWAF (with local and provincial government, NGOs, CBOs, communities)	Start: June 1999 Ongoing	3 – Ongoing C17 and C18
5. Pilot approaches to CBFM in at least two situations in each province and network results widely.	DWAF (with local government, provincial government, NGOs, CBOs, communities)	Start: Jan 1999 Ongoing	0 No known initiatives C17 and C18
6. Establish system of National Forest Resource Accounting to improve understanding of the value of South Africa's natural forests and woodlands.	DWAF (with Central Statistics Office)	Start: Jan 1998 End: Dec 2000	2 – Good work done on NTFPs but unco-ordinated. Forest resource accounting per se has not been institutionalised C7 – C8, as well as C12
7. Clarify rights and responsibilities regarding tenure under existing legislation and traditional law under different tenurial arrangements in South Africa.	DWAF	Start: June 1998 End: Dec 1999	3 – Information exists (see Cabinet Memo) – may need to collate info C9, C11and C21
8. Inform stakeholders of their rights and responsibilities under existing legislation which would contribute to the successful management of forests and woodlands.	DWAF	Start: Jan 1998 End: Dec 1999	1 training in terms of Forest Act C9 and C17
9. Inform and contribute to other policy processes which will impact on natural forests and woodlands.	DWAF	Start: Jan 1998 Ongoing	1 DWAF sits on some committees – how are we contributing – is DWAF effective? Ask Thabiso C19, C20 and C22

SECTION V: INDUSTRIAL FORESTRY

Table 11.1: Recommended Strategy to Promote the Sustainable Development of the Industrial Forest Sector

GOAL	To Put In Place Those Measures Which Promote The Development Of An Industrial Forest Sector So That It Contributes Fully To The Future Economic And Social Well-Being Of South Africa, Within The Parameters Of Acceptable Social And Environmental Impacts.
INDICATORS OF ACHIEVEMENT	• a clear strategy for growth for the sector • sufficient agreement among stakeholders on the measures needed to achieve the desired growth path, and the elimination of unnecessary constraints to growth • coherence between strategy and initiatives for the forest sector and industrial development • a favourable climate for investment in the forest sector • agreement on effective and credible environmental management systems • the identification and promotion of the industry structure that maximises the sector's net economic contribution • mechanisms that favour investment in new, value-adding forest industries • conditions are established that assist the sector to realise its full potential in the global market • substantial progress in minimising conflict between forest-sector enterprises, neighbouring communities, and other rural stakeholders • progress in addressing human resources development and labour relations • agreement on appropriate regulatory instruments for water use • improved research, development, and innovation system.
STRATEGY	Identify, promote and institutionalise stakeholder forums for negotiating and promoting the agreed course for forest-sector growth and ways of eliminating constraints to growth, on the basis of sound evaluation of the relative costs and benefits of industrial forestry.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Create a national stakeholder forum for debate on forest-sector, industrial and macroeconomic policy and strategy, and the identification and elimination of unnecessary constraints to growth.	Minister (with industry, provincial and local government, unions, NGOs)	Start: Sep 1997 End: June 1998	2 Forum exists (CFLF) however it is dealing with more ad hoc issues than national strategy. Is this a sector leader role for DWAF?? C17
2. Strengthen support to the National Forestry Advisory Council as a forum for forest policy debate.	DWAF	Start : July 1997 End: April 1998	1 NFAC has good representation from industry but DWAF does use it as an effective forum for policy debate C19
3. Support and ensure province-level framework planning for forest-sector development through strategic environmental assessment.	DWAF (with industry, provincial and local government, NGOs)	Start: July 1997 End: June 1998	1 EC SEA is an important planned activity – much data already collected. Some progress also in KZN C24
4. Establish adequate, competent capacity in DWAF to support progressive forest policy analysis and debate and to disseminate the information required to do this.	Minister	Start: July 1997 End: March 1999	1 Policy unit created and staffed but capacity to do policy work is very poor. C21, C19, C22
5. Ensure national government funding for research towards national resource accounting and cost-benefit analysis.	DWAF	Start: Jan 1998 End: Dec 2000	0 No progress Is this relevant still for DWAF? C7, C14,C21
6. Implement strategies outlined in Chapters 12-16, 19-21 and 25.	DWAF	Start: July 1997 End: March 2000	
7. Complete an economic study of opportunities for growth in the forest sector, the fibre supply options to support this growth and the economic, social and environmental costs and benefits of alternative growth paths.	DWAF (with DTI, IDC, DEAT, industry, unions)	Start: Sep 1997 End: March 1998	2 IDC commissioned the work but it has not been widely disseminated C7, C8
8. Identify and promote an agreed strategy for the growth of the industrial forest sector.	DWAF (with industry, provincial and local government, unions, NGOs)	Start: Sep 1997 End: March 1998	0 No progress Is this a sector leader role for DWAF?? C24

Table 12.1: Strategy for Achieving an agreed basis for Managing the Impacts of Forest Sector Development on Water Resources and the Environment

GOAL	Establish an effective, equitable, and agreed system for managing the impacts of forest-sector development on water resources and the environment that would be applicable at all levels of planning and management.
INDICATORS OF ACHIEVEMENT	• agreement among stakeholders on a system for managing the environmental and social dimensions of forest-sector development • implementation in planning forest development, taking into account local requirements for development and environmental protection • implementation of consistent criteria and indicators of SFM • provision for fast-track, low-cost decision-making in districts or catchments identified for small-scale-grower development • credibility among stakeholders, a high standard of quality in environmental management • agreement on an equitable and effective basis for progress in controlling invasive alien trees and shrubs • an agreed water-use conservation and protection policy • an agreed policy for the conservation of biological diversity.
STRATEGY	To convene, facilitate and support a forum for investigating, clarifying and agreeing on the required management system and identifying instruments to ensure its implementation, including market-based instruments and statutory regulations.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Identify and brief stakeholders and stakeholder representatives.	DWAF	Start: Aug 1997 End: Oct 1997	4 C17,C14
2. Constitute the required forum from relevant stakeholders (i.e. industry, conservation bodies, NGOs, provincial and local government) and agree on working methods and timetable.	Minister	Start: Oct 1997 End: Oct 1997	4 ?C19
3. Promote and support the formulation and implementation of criteria and indicators of sustainable forest management developed by the forum, at all levels of planning and management.	Forum, DWAF	Start: Oct 1997 End: Mar 2000	4 C22 (I22.1)
4. Identify possible regulations for minimum standards and for enabling the implementation of sustainable forest management.	Forum, DWAF	Start: Sept 1999 End: Feb 2000	3– drafted not yet promulgated C20
5. Pass the required regulations.	Minister	Start: Feb 2000 End: Apr 2000	0 Legislation of C&I no longer the preferred route. C20
6. Develop a policy for forest-sector water use, conservation and protection through stakeholder participation and agreement .	DWAF	Start: Jan 1998 End: Dec 1998	0 Information exists C19
7. Develop a policy for the conservation of biological diversity in the forest sector through stakeholder participation and agreement.	DWAF	Start: Jan 1999 End: Dec 1999	3Developed by DEAT rather than DWAF C19
8. Support debate on a strategy for forest certification.	DWAF, Forum	Ongoing	3 – high success by industry No support from DWAF Focus now on small growers C20
9. Establish and implement reports on the state of the forest sector in South Africa.	DWAF	Start: Sept 1997 End: Mar 1998	2 Its been drafted – of poor quality and not yet disseminated

Table 13.1: Recommended Strategy for Achieving Wider Ownership and Participation in the Industrial Forest Sector

GOAL	To establish the conditions that will ensure a continued industrial forestry ownership structure which ensures an efficient, sustainable and equitable forest sector in South Africa, with enhanced opportunities for wider ownership, particularly by members of previously disadvantaged communities, and participation by small businesses.
INDICATORS OF ACHIEVEMENT	• reduced opportunities for the abuse of concentrated power • roundwood prices that follow the market • increased private fixed investment in forest and forest-products enterprises • increased levels of efficiency and value adding within the forest-products sector • easy access to the industry by small businesses • greater representation in large companies by individuals from previously disadvantaged groups • increased participation of small businesses in the forest-products sector.
STRATEGY	Inform and lead debate about and facilitate the focusing of appropriate supply-side incentives to promote new investment in the forest sector that would result in new enterprises where ownership can be broadened.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Support research to evaluate optional industrial structures in terms of their technological and economic feasibility.	DWAF (with DTI, IDC, unions and industry)	Start April 1997 End: March 1998	0 DWAF has not done this Is this a DWAF role? C24,C21
2. Establish eligibility of the preferred options for supply-side incentives in terms of industrial policy: identify needed incentives and geographical focus.	DWAF (with DTI, IDC and industry)	Start: Jan 1998 End: March 1998	0 DWAF has not done this Is this a DWAF role – is this linked to regulations? C7,C8
3. Complete the options study for the restructuring of the forest resources of the former homelands.	DWAF	Start: June 1997 End: Dec 1997	4 Completed
4. Promote a favourable business model for the restructuring of SAFCOL (to the restructuring Steering Committee).	DWAF	Start: July 1997 End: Nov 1997	4 C7, C13
5. Implement the plan for the restructuring of the forest resources of the former homeland administrations.	DWAF (with Department of Public Enterprises and industry)	Start: Jan 1998 End: March 2001	1 Category A done – need to finalise B and C C21 (M21.2.4)
6. Establish and disseminate a plan to promote investment through appropriate means.	DWAF,(with DTI, IDC and industry)	Start: April 1998 End: March 1999	0 DWAF has not done this Is this a DWAF role? C18, C7

Table 14.1:   Recommended Strategy for Promoting Value Addition in the Industrial Forest Sector

GOAL	Create conditions that favour investment in forest industries to achieve the maximum net economic gain for South Africa, especially through the development of downstream processing of forest products.		
INDICATORS OF ACHIEVEMENT	- a mix of forest industries which achieves the maximum net economic gain - an increase in the net economic gain achieved by the forest sector - an increase, where economically viable, in the proportion of wood which is locally processed and then exported - successful competition of pulp, paper and wood products with imported products - increased investment in downstream processing of wood products.		
STRATEGY	Monitor the use of wood from South Africa's industrial forests and influence trade and industry policies to favour appropriate investment in value-adding capacity within South Africa.		

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Establish an improved system of monitoring roundwood prices, the level of value addition and the composition of international trade.	DWAF (with industry)	Start: Jan 1998 End: Dec 1998	0 DWAF has not done this Is this needed? Is this a DWAF role? C7
2. Establish and implement a system to monitor the establishment and durability of value-adding forest enterprises.	DWAF, (with DTI, IDC, industry)	Start: Jan 1998 End: Dec 1998	0 DWAF has not done this Is this needed? Is this a DWAF role? C7, C20
3. Commission research in the factors determining the viability of value-adding forest products.	DWAF (with, DTI, IDC, industry)	Start: Jan 1998 End: Dec 1998	0 DWAF has not done this Is this needed? Is this a DWAF role? C7
4. Establish a basis for ongoing consultation on the application of trade and industry policy.	DWAF,(with DTI, IDC, Industry)	Start: Jan 1998 End: Dec 1998	0 May be a dialogue between industry and DTI – Is this a DWAF role? C17
5. Communicate widely on progress achieved and the conditions for success.	DWAF, (with DTI, IDC, Industry)	Start: Jan 1998 End: Dec 1998	0 C18
6. Review the use and effect of instruments such as export taxes and the need and desirability of their application in South Africa.	DWAF, (with DTI, IDC, Industry)	Start: Jan 1998 End: Dec 1998	0 What's DWAF role in Trade policy C8

Table 15.1: Recommended Strategy for Assisting South Africa's Industrial Forest Sector to Realise Its Full Potential in Global Markets

GOAL	To put in place the conditions that would assist the sector to realise its full potential in the global market, within the constraints of acceptable social, economic and environmental bounds.		
INDICATORS OF ACHIEVEMENT	• increased private fixed investment in export-oriented forest-products enterprises • coherent views among stakeholders for the necessary conditions to assist the sector • the development of value-adding enterprises to participate and compete in world markets • continued deregulation of the economy • emergence of a regional (SADC) market for forest products.		
STRATEGY	To facilitate the alignment of South Africa's forest industries to the regional (SADC) and global forest products market, through improved intelligence and active engagement in trade negotiations and marketing agreements.		
TASK	**RESPONSIBILITY**	**TIMING**	**LEVEL OF ACHIEVEMENT / COMMENTS**
1. Gather and disseminate intelligence concerning the global forest-products market.	DTI (with industry and DWAF)	Started Ongoing	0. Responsibility allocated to DTI, but no mechanisms set up to ensure it is done. But, then is it a priority / important? ?C24, ?C7
2. Inform and actively promote the South African forest products industry in overseas markets.	DTI and Industry	Start: Jan 1998 Ongoing	1. Industry / companies doing it independently Is DTI doing a good job ? ?C24, ?C7
3. Inform policy debate and negotiations concerning trade treaties and agreements.	DWAF (with DTI and industry)	Start: Jan 1998 Ongoing	0 DWAF has not done this Is this a DWAF role – is this linked to regulations? C20
4. Identify specific product opportunities for South African producers.	DTI and industry	Start: Jan 1998 Ongoing	1. Industry / companies doing it independently Is DTI doing a good job ? ?C8
5. Promote rapid development of skills in industries, or clusters of industries, with good export potentials.	DWAF, DTI, Industry	Start: Jan 1998 Ongoing	1 Industry / companies doing it independently Role of Gov ?C21
6. Harmonise supply side measures focused on forest-based enterprises.	DWAF (with DTI and industry)	Start: Jan 1998 Ongoing	Are there any? Is this a DWAF role? What is DTI doing? C7 (I7.4)
7. Establish SADC inter-governmental forum for the promotion of regional forest-sector coordination.	DWAF (with DTI, DFA, industry)	Start: Jan 1998 End: Dec 1999	2 DWAF participate

Table 16.1: Recommended Strategy for Facilitating Progress in Maximising the Socio-Economic Contribution of the Forest Sector to Rural Development

GOAL	To maximise the contribution of the forest sector to increased stability and prosperity in rural areas, through local economic development, favourable resolution of land claims and other land-reform issues, and improving access of rural dwellers to forest sector-based development opportunities.
INDICATORS OF ACHIEVEMENT	• agreement between stakeholders of the need for a shared-responsibility approach to conflict resolution • agreed identification of the impediments to achieving an improved contribution of the forest sector to rural economic development • an agreed understanding among stakeholders of the costs of conflicts and the benefits of negotiated settlements • increased security of tenure for legal occupants of forestry land • claims to forestry land are speedily resolved, based on out-of-court settlements between the parties where possible • agreed voluntary guidelines for the provision of services by forest companies • best development of the forest resources of the former homeland administrations • increased numbers of SMME's associated with the forestry • multiple resource-use opportunities on forestry land identified and implemented.
STRATEGY	Disseminate and promote successful ways of resolving conflict, direct restructuring of the State forest assets so that maximum benefit is gained, and organise to facilitate conflict resolution on request.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Establish a database of forest-sector-related land claims, in collaboration with the Department of Land Affairs and monitor progress.	DWAF, DLA	Start: Jan 1998 End: March 1999	2 Done for State forests Should we be doing it for the forest sector? C11 (I11.1.2)
2. Complete the options study for the forest resources of the former homeland administrations, and complete restructuring.	DWAF, Department of Public Enterprise	Start: June 1997 End: March 1999	4 C21 (M21.2.4)
3. Document and communicate success models for the resolution of land issues.	DWAF	Start: Jan 1998 End: Dec 1998	0 DWAF needs to look closely at this C11
4. Document and communicate optional enterprise-development models relevant to the forest sector, e.g. various forms of joint business ventures.	DWAF, DBSA, DTI and others	Start: Jan 1998 Ongoing	3 Much documentation has been done (raising the stakes etc) but more dissemination is needed. 4 C7 (M7.4.1)
5. Establish agreed voluntary guidelines defining the services provided by companies to communities.	DWAF (with NGOs, CBOs, industry)	Start: Jan 1998 End: Dec 1998	1 We need to look at C&Is Is this a role for DWAF C24, C18

Table 17.1: Recommended Strategy to Promote the Participation of Small-Scale Growers in the Forest Sector

GOAL	To promote maximum participation by independent, emerging small-scale growers in production of wood and other forest products, within acceptable social and environmental limits.
INDICATORS OF ACHIEVEMENT	• greater understanding within the sector of the opportunities for, and constraints to, wider participation by small-scale growers • increased numbers of independent small-scale growers involved in the sector • greater bargaining power and improved marketing arrangements for small-scale growers • a wider range of financing options for small-scale growers • tailored support services being accessed by small-scale growers • complementarity between government and the private sector in providing support services to small-scale growers • government and private sector resource aligned to the provision of support services.
STRATEGY	To supplement the implementation of existing national policy relating to the promotion of emergent farmers and of SMMEs, with measures which provide a stronger enabling environment for small-scale growers in the forest sector.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Identify all service providers in relevant provinces which have the potential to support small-scale growers (including private sector, cooperatives, government, NGOs, CBOs).	DWAF (with NGOs, CBOs, industry)	Start: Jan 1998 End: Dec 1998	3 – FEDO C17?
2. Identify roles and responsibilities of service providers based on comparative advantage and complementarity.	DWAF (with NGOs, CBOs, industry)	Start: Jan 1998 End: Dec 1998	3 – generally known but not developed into a definitive list C21
3. Participatory planning with small-scale growers to identify: • constraints and opportunities • requirements in terms of support services.	DWAF (with small-scale growers, NGOs, CBOs and industry)	Start: Jan 1998 End: Dec 1998	2 – being done on a pilot basis – check FEDO C17
4. Equip national Forest Authority with the necessary resources in terms of budget, skills and staff numbers to support emergent growers.	DWAF	Start: Jan 1998 End: Dec 1998	1 – DWAF has taken on board the idea and created FEDO but limited capacity C21
5. Review national Forest Authority structure to ensure its capacity to fulfil its mandate.	DWAF	Start: Jan 1998 End: Dec 1998	1 as above C21
6. Pilot the integrated delivery of support services tailored to meet small-scale grower needs.	DWAF (with small-scale growers NGOs, CBOs and industry)	Start: Aug 1998 Ongoing	1 over and above existing schemes has DWAF started any pilots? ?C18
7. Identify candidate districts for promotion of small-scale growers through forest sector strategic environmental assessments.	DWAF (with provincial government and industry)	Start: Jan 1998 End: Dec 1998	4 C24
8. Identify unnecessary constraints to small-scale grower development and unnecessarily high transaction costs and implement solutions.	DWAF (with small-growers, provincial government and industry)	Start: Jan 1998 End Dec 1998	2 – being done on a pilot basis – check FEDO C18?
9. Establish a forum to support the small-grower sector through, for example, commissioning research into smoothing income flows during plantation establishment.	DWAF (with small-growers, cooperatives, and industry)	Start:: Jan 1999 Ongoing	2 – restructuring FSA but need to know more about how well this serves small growers. C18?

Table 18.1: Recommended Strategy for the Development of Appropriate Wood-Products Standards for South Africa

GOAL	The development of a set of product standards that meets the needs and aspirations of all facets of South African society with a minimum of State intervention.			
INDICATORS OF ACHIEVEMENT	Coming to an agreement between stakeholders on acceptable standards and the means of their enforcement would indicate progress toward meeting the policy goal.			
STRATEGY	Establish the means to reach agreement between all stakeholders on an appropriate system and means of enforcing product standards.			
TASK	**RESPONSIBILITY**	**TIMING**		**LEVEL OF ACHIEVEMENT / COMMENTS**
1. Establish a timber products standards working group drawing in all relevant parties.	DWAF(with SABS, Trade representatives)	Start: Jan 1998 End: Dec 1998		4 Work was done. Issue to be handed to SABS – no need for DWAF follow-up. C5, C7
2. Undertake research to determine consumers preferences and requirements for product standards.	DWAF(with SABS, Trade representatives, Consumer groups)	Start: Jan 1998 End: Dec 1998		N/A C5, C7
3. Undertake research to determine the impact of compulsory standards on the access of SMMEs to the market.	DWAF(with SABS)	Start: Jan 1998 End: Dec 1998		N/A C5,C7
4. Identify and review (drawing on relevant local and international experience) the alternatives to compulsory standards.	DWAF (with SABS)	Start Jan 1998 End: Dec 1998		N/A C20??
5. Retain the provisions for standards within the Forest Act initially and determine best statutory arrangements after steps 1-4.	DWAF (with SABS)	Start: Jan 1999 End: Dec 2000		4 Covered by other legislation C20

SECTION VI: HUMAN RESOURCES AND EMPLOYMENT

Table 19.3: Recommended Strategy for Human Resources and Employment in the Forest Sector

GOAL	To promote adequate sectoral arrangements that will facilitate rapid development of human resources and the sound labour relations needed to set the conditions for concerted improvement in the performance of the sector, especially in relation to its international competitors.		
INDICATORS OF ACHIEVEMENT	• identification of enterprises that fall within the sector, i.e. demarcation of the sector • establishment of representative structures, within the scope of relevant law and policy, to address the interests of participants with regard to labour relations and human resources development • self-sustaining processes by which participants in the sector make their contributions to policies, standards and decisions • early signs of impact on the competitiveness of firms within the sector and on other performance criteria, through increased innovation, a flexible workforce, and increased levels of job satisfaction.		
STRATEGY	Strong reliance on the initiative of stakeholders engaged in developing sectoral arrangements, with government monitoring, evaluating and reporting progress, supporting through facilitation where needed, and developing ways and means of addressing the needs of the people not involved in the formal sector.		
TASK	**RESPONSIBILITY**	**TIMING**	**LEVEL OF ACHIEVEMENT / COMMENTS**
1. Establish a capacity to oversee the progress in the sector regarding human resources and labour and its impact on sector performance.	DWAF (with DOL and industry)	Start: Mar 1998 End: Sept 1998	0 DWAF has not done this Is this a DWAF role? C13,C16
2. Establish and implement an approach to assessing progress in the sector and maintaining information on progress.	DWAF (with DOL and industry)	Start: Oct 1998 End: Mar 1999	0 DWAF has not done this Is this a DWAF role? C13, C16
3. Compile and disseminate first report on progress in human resources development and labour in the forest sector.	DWAF (with DOL and stakeholders including industry)	Start: Oct 1998 End: Apr 1999	2 Check work of FIETA – is DWAF effectively contributing – what's DWAF's role C13, C16

Table 20.3   Recommended Strategy for Employment and Employment Conditions in the Forest Sector

GOAL	· to establish an effective link between labour policies and practices in the forest sector · to formulate a strategy that promotes competitiveness and sustainabliity in the forest sector · to promote effective structures and agreements within the framework of the country's labour relations policies.		
INDICATORS OF ACHIEVEMENT	● clear identities and roles for the parties in the process of implementing the country's labour relations policies ● demarcation of the forest sector ● adequate shared information on the workforce and employment conditions in the sector ● establishment of agreed bargaining arrangements ● a flexible approach to negotiated labour agreements, so that the varying needs and conditions in different regions and enterprises are taken into account.		
STRATEGY	DWAF, the Department of Labour, industry and the unions coordinate efforts to promote progress toward effective arrangements in the sector regarding labour relations, by disseminating adequate information about the sector, being available to facilitate progress where called on to do so, and advising a labour policy development.		
TASK	**RESPONSIBILITY**	**TIMING**	**LEVEL OF ACHIEVEMENT / COMMENTS**
1. Agreement between DWAF and the Department of Labour on relative roles and responsibilities.	DWAF(with DOL, industry, unions)	Start: Jan 1998 End: Mar 1998	4 Lead role by DoL – DWAF supports C13
2. Establish and implement an appropriate programme of research on labour employment and labour relations in consultation with affected parties.	DWAF (with DOL, industry, unions)	Start: Mar 1998 End: Apr 1999	4 DWAF is contributing to research. FIETA is the body which is producing research – multi-stakeholder body C13
3. Establish a system for monitoring and evaluating changing employment patterns and conditions within the sector and the impacts of legislation.	DWAF (with DOL, industry, unions)	Start: Sept 1998 End: Apr 1999	2 This is the responsibility of the FIETA – DWAF participates – are we effective? C13
4. Convene a workshop to evaluate the relationship between employment trends, employment conditions, and competitiveness in the forest sector.	DWAF (with DOL, industry, unions)	Start: Jan 1999 End: Mar 1999	0 DWAF has not done this Is this a DWAF role? C13

Table 21.1:   Recommended Strategy for Tertiary Education

GOAL	A tertiary education system that produces quality graduates and diplomates with specialised and multi-disciplinary skills that support the specific requirements of the forest sector.
INDICATORS OF ACHIEVEMENT	- a substantial shift towards gender balance and representation of previously disadvantaged groups among graduates - significant progress in clarifying the overall requirements for forestry education in South Africa and adaptation of the curricula accordingly - common norms and standards have been established and achieved - modularity in curricula so that students are able to move from one institution to another according to need and opportunity - significant improvement in the satisfaction expressed by employers in the quality of graduates provided by the institutions - improved access to tertiary education - improved regional (SADC) cooperation in tertiary education.
STRATEGY	To achieve a streamlined, efficient, and accessible tertiary education system through reviewing the sector's needs and the institutions (national and regional) involved in delivering.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Establish an agreed basis for developing a strategy for forest-sector tertiary education through participation with relevant. stakeholders.	DWAF (with relevant stakeholders)	Start: Jan 1998 End : Dec 1998	See below C21, C24
2. Commission a study of: • current curricula of existing and potential service providers • the needs of employees and students in order to: • develop measures to streamline, and coordinate the existing education system • improve understanding of the likely annual demand for forestry graduates and diplomates.	DWAF (with tertiary institutions and employers)	Start: Jan 1999 End: July 1999	3 Greg Ogle's assessment is that all these tasks have been completed. DWAF however seems to have played only a peripheral role. Question for the workshop – is there consensus on this, is further work required and is there any role for DWAF? C21
3. Investigate and implement ways of broadening access to tertiary forestry education.	DWAF (with tertiary institutions and students)	Start: July 1999 End: Dec 1999	As above C21, C18
4. Monitor and evaluate progress and report on the needs for further adaptation to the tertiary education system.	DWAF (with relevant stakeholders)	Start: July 1998 End: Dec 1999	As above C21
5. Support to tertiary institutions in improving linkages with other SADC institutions to improve complementarity and accessibility.	DWAF (with tertiary institutions)	Ongoing	As above C21

Table 22.1: Recommended Strategy for Meeting the Skills Needs of the Forest Sector

GOAL	Establish an appropriate and effective system for the development of skills and worker competencies that would support a thriving forest sector, as well as means for people not employed in the sector to access the opportunities provided.
INDICATORS OF ACHIEVEMENT	· improved workers' skills, and improved industry productivity and competitiveness · progress in establishment of appropriate training and development programmes · progress in establishing career paths and in providing incentives for learning · integration of forestry human resources planning into the national training framework · formation of an SGB which will draft certification and assessment criteria for the training and development programmes · registration of the forest sector as a member of the National Standard Setting Body within primary agriculture • formulation of a proposal for submission to the SAQA on behalf of forestry to develop standards for forestry employees · development of an appropriate method for assessment of trainees · establishment of an accrediting body for the forest sector · development of learning programmes which can be registered with the NQF consistent with SAQA guidelines · development and implementation of a training fund scheme · development of a sector database system for tracking employee skills, job skill requirements and training programmes • identification of opportunities for community development in forestry through access to better and more relevant training programmes · contribution to the overall growth and competitiveness of the nation through the forest industry's HRD strategy.
STRATEGY	Establish a system for comprehensive reporting on progress every one or two years through collaboration with the Department of Labour and other stakeholders, evaluate progress against indicators, promote possible improvements and investigate and promote ways of broadening access to training.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Develop the structure and procedure for regular reporting on the state of human resources development system for the forest sector.	DWAF (with DOL and stakeholders)	Start: Oct 1998 End: Dec 1998	3 FIETA is tasked to do this – not captured in State of the Forest report C22, C13
2. Compile and disseminate the first report.	DWAF (with DOL and stakeholders)	Start: Jan 1999 End: Apr 1999	2 FIETA doing work – is it being disseminated C22, C13
3. Investigate and recommend on ways of supporting skills development among people not directly employed in the forest industry, including the skills development needed to support community and conservation forestry (see tasks 3 and 4 in Table 4.1).	DWAF (with DOL and stakeholders)	Start: Jul 1998 End: Dec 1998	0 No progress made – not covered in formal FIETA process. Greg recommends tapping into National Skills fund (can be used for this purpose – flush with funds) should PFM take the lead? C17 (I17.3) C19
4. Evaluate and propose ways of monitoring progress and skills levels and productivity, and their effects on sector competitiveness.	DWAF (with DOL and stakeholders)	Start: Apr 1999 End: Sept 1999	2 FIETA doing work – is it being disseminated C22

SECTION VII: RESEARCH, TECHNOLOGY AND INNOVATION

Table 23.1: Recommended strategy for national forest research and innovation

GOAL	To develop a research, technology and innovation system which supplies and effectively transfers the information needed for an environmentally and socially sustainable, economically competitive forest sector. Members of formerly disadvantaged groups will be well represented within the research system and as end-users.
INDICATORS OF ACHIEVEMENT	• increased and maintained research funding • meeting the needs of users in all sectors • measurable impact on the achievement of the overall policy goal for the forest sector • making available core research skills in the country in both the private and public sector • an agreed structure and process for providing strategic direction and coordination.
STRATEGY	To establish a funded, well-managed, accountable and credible structure which can take responsibility or efficient coordination and networking between funders, researchers and end-users, in both the private and public sectors.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Convene a consultation among stakeholders to reach agreement on the proposed Office for Strategic Research or its alternatives.	DWAF (with all stakeholders)	Start: Jan 1998 End: June 1998	Score: 1 Workshop held with stakeholders. No support for proposed office. Concept not widely supported by stakeholders. C21 (I21.3)
2. Equip new coordinating structure with skills and capacity to fulfil its mandate.	DWAF (with new structure)	Start: Jan 1998 End: June 1998	Score: 0 Task could not be achieved as a result of the above. Question: Is it still necessary. C21
3. Develop capacity within DWAF to fulfil its mandate in terms of identifying research needs, commissioning research, dissemination and innovation.	DWAF	Start: July 1998 End: Dec 1998	Score: 1 Some research conducted, but not in a coordinated way. No prioritisation. C21, C17 (m17.3.3), C19 (m19.3.1)
4. Compile and disseminate a report on progress in forest research in South Africa, benchmarked against other countries.	Forest research coordinating structure.	Start: Jan 1999 End: Dec 1999	Score: 0 This has not been done. C17 (M17.3.3), C19 (m19.3.1)
5. Establish and maintain an information system on forest research in South Africa.	Forest research coordinating structure.	Start: July 1988 Ongoing	Score: 0 This has not been done. Co-ordinating structure not established. C19, C21
6. Establish and maintain a system for international and regional (SADC) networking and coordination.	Forest research coordinating structure.	Start: July 1988 Ongoing	Score: 2 Partially achieved through SADC forestry protocol. Technical liaison committee established through AFORNET and FORNESSA. Links have also been built with established research organisations and networks (ICFRAF, COFOR). C21, C20 (M20.2.2)
7. Establish an agreed structure or system for innovation for the sector, according to the requirements of the White Paper on Science and Technology.	DWAF (with DACST, DTI and industry)	Start: Sep 1997 End: June 1998	Score: 0 Not achieved. Prime reason is the lack of a strategy and a framework/system to identify and prioritise research. The proposed strategy might address this issue. N/A

SECTIONS VIII - X: FORESTRY LAWS AND GOVERNANCE

Table 25.1: Recommended Strategy for the Creation of a Competent National Forest Authority

GOAL	An appropriate, efficient and competent national forest authority which supports and promotes a thriving forest sector and establishes an appropriate relationship with other tiers of government and institutions outside government.
INDICATORS OF ACHIEVEMENT	• effective and accountable allocation of roles and responsibilities • a defined and agreed mission for the forest authority in government • defined and agreed core functions • institutional arrangements and structure • staff trained and equipped to deliver the forest authority's core functions • budgetary allocations which reflect activities relevant to the core functions • capacity for credible and competent leadership in the sector • rapid transfer of extraneous functions such as the former homeland administration forests • Forest Authority enjoys the confidence of key stakeholders • appropriate distribution of authority and responsibility, and clear roles and relationships between different tiers of government.
STRATEGY	To create a new forest authority through the identification of its appropriate mission, strategies, core functions, institutional arrangements, staff skills and budgetary provision.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Develop purposeful strategy for the creation of an effective national forest authority.	DWAF	Start: Sep 1997 End: Dec 1997	Score 1: The concept of Forest Authority seem to have fallen away. Efforts o strengthening DWAF forestry. C21, C20, C24
2. Develop business plan for new forest authority.	DWAF	Start: Sep 1997 End: Mar 1998	Score 3: Business Plans developed for DWAF forestry. C24
3. Align budget of the new forest authority to new core functions.	DWAF	Start: Sep 1997 End: Mar 1998	Score 2: Budget allocated. Is it adequate to fulfil the functions? C24, C21
4. Develop forest authority's competence and capacity to deliver core functions.	DWAF	Start: Sep 1997 End: Dec 1998	Score 2: Some capacity has been established. C21
5. Identify best institutional option to deliver core functions.	DWAF	Start: Sep 1997 End: Mar 1998	Score 2: This has been an ongoing process. C21, C24
6. Clarify roles and responsibilities of different tiers of government..	DWAF and other provincial and local government authorities	Start: Ongoing End: Mar 1999	Score 1: This is an ongoing process. Roles have not been clearly defined. C17,C24,C20
7. Establish the cooperative governance structures needed to promote forest-sector development at provincial level.	DWAF and other provincial and local government authorities	Start: April 1998 End: Mar 1999	Score 1: Efforts are being made to integrate forestry into the IDPs. C20, C24,C17

Table 26.1: Recommended Strategy for Achieving Development of the Forest Sector that is Integrated with Over-arching Natural-Resource (Water and Environmental) Policies and Strategies in South Africa

GOAL	To influence existing and emerging elements of natural resources policy in South Africa to secure the most beneficial environment for the sustainable, equitable and efficient development of the sector.
INDICATORS OF ACHIEVEMENT	• explicit recognition of forest and woodland conservation objectives in local development plans • completion of the strategic environmental assessments or equivalent procedures • reconciliation of the draft regulations in terms of the Environment Conservation Act with the outcomes of local development plans • reconciliation of the draft regulations in terms of the Environment Conservation Act, and of the afforestation permit system • the principles, criteria and indicators of sustainable forest management are built into planning procedures.
STRATEGY	To lead in the development of required cross-sectoral policies and policy instruments through participatory engagement with all relevant stakeholders.

TASK	RESPONSIBILITY	TIMING	LEVEL OF ACHIEVEMENT / COMMENTS
1. Initiate and complete strategic environmental assessments for industrial forest sector development in KwaZulu-Natal, the Eastern Cape and Mpumalanga.	DWAF	Start: Jan 1997 End: Apr 1998	**Score 1**: The SEA for KZN and Mpumalanga in Usuthu-Mhlathuzi catchment area have been completed. EC SEA is in progress. C6
2. Formulate and implement a consistent procedure for joint development of forest-sector strategies in each province by national and provincial government together with other stakeholders.	DWAF (with provincial government)	Start: Apr 1998 End: Mar 1999	C17,C24
3. Develop and implement a method for supporting local development planning as mandated by the DFA and LGTA (or equivalent) by incorporation of appropriate forest-sector goals in local development objectives.	DWAF	Start: Apr 1998 End: Mar 1999	C6,C17,C19
4. Participatory development of a forest-sector policy for the use, conservation and protection of water resources as required in the White Paper on a National Water Policy for South Africa.	DWAF (with other stakeholders)	Start: Jan 1998 End: Dec 1998	**Score 1**: Directorate: forest Policy then, particiated in the development of Water Conservation and Demand Management Strategy for the forest sector in South Africa in 2000. C6,C17,C19
5. Participatory development of a forest-sector policy for the conservation of biological diversity.	DWAF (with DEAT and other stakeholders)	Start: Jan 1999 End: Dec 1999	**Score 1**: DWAF (D:TIS) has participated in the development of the NBSACP led by DEAT. No specific strategy developed by DWAF. Furthermore, Consevation of Biodiversity has been addressed through Criteria 3 (Indicatorrs 3.3 and 3.5). C2,C17
6. Insert forest-sector objectives and criteria into regulations in terms of the Environment Conservation Act to ensure that sustainable forest and woodland management plans are supported.	DWAF	Start: Apr 1998 End: Mar 1999	**Score 0**: In terms of ECA regulations. Score 4: In terms of NFA. The draft Forest Act regulations address these issues where relevant. C20
7. Reconcile the regulations in terms of the Environment Conservation Act with the results of strategic environmental assessments for forest-sector development so that unnecessary constraints to afforestation are eliminated.	DWAF	Start: Apr 1998 End: Jun 1998	.C5, C20
8. Promote, implement and monitor the adoption of nationally and locally agreed criteria and indicators of sustainability into planning procedures (e.g. strategic	DWAF	Start: Jul 1999 End: Dec 1999	**Score 1**: Draft C&I are being piloted. The C,I & S does not focus on planning but also on best management practices, monitoring,

environmental assessment) that are applied to the forest sector.			reporting and regulation. C20
9. Devise and implement a communications plan so that principles, criteria and systems for sustainable forest management are effectively communicated to other sectors.	DWAF	Start: Jan 1998 End: Ongoing	**Score 3:** Development of C&I have included a fully consultative process. Communication of C,I&S is ongoing 9through Newsletter in six official languages, CD, local radio talk and presentation in meetings and workshops. C17, C23