



Republic of Uganda

THE UGANDA FORESTRY POLICY

Ministry of Water, Lands and Environment





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Foreword



THROUGH A COUNTRYWIDE CONSULTATIVE PROCESS, UGANDANS FROM ALL WALKS OF LIFE, POLITICAL PERSUASIONS, RELIGIONS AND ETHNIC BACKGROUNDS AGREED ON A **COLLECTIVE VISION FOR THE COUNTRY**. THE VISION 2025 OF UGANDANS FOR THE 21ST CENTURY IS THAT OF A

*“Prosperous People, Harmonious Nation,
Beautiful Country”.*

The new Forestry Policy, therefore, must address the issues of poverty eradication, prosperity, harmony and beauty.

Uganda's forest resources are ideally suited to contribute to poverty eradication, wealth creation and the modernisation of the country. There is an urgent need to green Uganda by establishing new forest resources and rehabilitating degraded areas.

Maintaining forest cover will help to conserve biodiversity and provide vital ecological services, such as soil and water protection. By addressing the ways that forestry can benefit people throughout Uganda, the government is fostering a common interest in its development, and a sense of inclusion across all groups and localities.

There is a **vision for Uganda's forests** of the future. There will be sustainably managed forests, woodlands and trees, providing ecological and social services, producing economic goods for present and future generations of Ugandans, and making a contribution to the global community.

There will be a wider range of types of ownership, access and management of forest resources - this will involve government, local communities, the private sector and non-governmental organisations. This vision has been drawn up from wide stakeholder consultations, and is consistent with the national vision for Uganda.

The VISION for Uganda's Forests

A SUFFICIENTLY FORESTED, ECOLOGICALLY STABLE AND
ECONOMICALLY PROSPEROUS UGANDA

The new Forestry Policy has been developed to give fresh political direction to this vision.

The Forestry Policy is built up from the following elements. Firstly, it has been approached from the point of view of the **major interested parties** in the sector and addresses their needs. Secondly, a clear and wide definition of the forest sector is given, so that this becomes an

inclusive and sector-wide policy. Thirdly, it is based on a review of the experience, history and status of the resource itself, to **ensure its wise use** for economic development, poverty alleviation and environmental stability.

The process of developing the policy has included a very wide range of interested parties, through a **lengthy consultation process** with key agencies, organisations and individuals at national, district and local levels. Initially, views were collected during 1996 - 1997 through the consultative processes of the Intergovernmental Panel on Forests (IPF) and the Intergovernmental Forum on Forests (IFF) on behalf of the UN Commission on Sustainable Development (CSD). These processes were formalised into a discussion draft presented to various groups, including the Consultative Conference on Uganda's Forests held in September 1999, which included among others participation by members of the Parliamentary Sectoral Committee on Natural Resources.

Following this, consultations on the draft policy were held with almost every **District in Uganda**, through 4 regional workshops attended by over 1200 people in Mukono (central), Mbarara (western), Lira (northern) and Mbale (eastern). These workshops included politicians, administrators, technicians, NGOs, researchers, large and small-scale farmers, and other sector stakeholders

In addition to the regional workshops, written comments were received from many organisations, including **central and local government and religious, traditional, research, training and international, national and local non-government organisations**.

The process and the drafting was guided formally by a **Policy Working Group**, whose membership included all key government Ministries and **representatives** from non-government and civil society organisations.

I believe that the resulting policy addresses the needs of all those involved in the forest sector, and provides a truly sector-wide perspective on the way forward for the development of forestry in Uganda.

Henry Muganwa Kajura

MINISTER OF WATER, LANDS & ENVIRONMENT

Acronyms

CBO	<i>Community-based organisation</i>
FD	<i>Forestry Department</i>
FORRI	<i>Forest Resource Research Institute</i>
FSUP	<i>Forest Sector Umbrella Programme</i>
NARO	<i>National Agricultural Research Organisation</i>
NEMA	<i>National Environment Management Authority</i>
NFA	<i>National Forestry Authority</i>
NGO	<i>Non-governmental organisation</i>
PEAP	<i>Poverty Eradication Action Plan</i>
PFE	<i>Permanent Forest Estate</i>
PMA	<i>Plan for the Modernisation of Agriculture</i>
UWA	<i>Uganda Wildlife Authority</i>

Glossary

Civil Society is defined by the Civil Society Task Force as covering all organisations other than government.

Collaborative forest management means that local communities are genuinely involved in the management of the forest resource through a negotiated process in which rights, roles, responsibilities and returns for the sustainable management of such forest resources are shared.

Farm forestry is the growing of trees as part of an integrated farming system.

Farmer innovators are farmers who spontaneously initiate and experimentally test different agricultural practices in the field.

Forest certification is the process of verification by a body of proven independence that the management of a forest has reached a specified standard. This enables the preferential purchase of products from, or investment in, such certified well managed forests by consumers, investors, or others providing incentives.

Forestry includes all activities related to forests, tree growing, forest produce, forest conservation, forest management and forest utilisation.

Forests include all alpine, tropical high and medium altitude forests, woodlands, wetland and riparian forests, plantations and trees, whether on land held in trust by government (gazetted Forest Reserves, National Parks and Wildlife Reserves) or non-gazetted land (mailo, leasehold, freehold or customary lands).

Government land includes all gazetted land held in trust by government for the people of Uganda (e.g. Forest Reserves, National Parks, Wildlife Reserves).

Permanent Forest Estate is defined as land that is set aside for forestry activities in perpetuity.

Private land includes all non-gazetted land owned under mailo, freehold, leasehold and customary land tenure.

Protected Areas are all land gazetted and held in trust by government, such as Forest Reserves, National Parks and Wildlife Reserves.

Reserved forests are forests growing on government land.

Sustainable forest management is the management of forest resources so as to supply goods and services to satisfy the needs of present and future generations in perpetuity.





1. Background to the Forestry Policy

1.1 THE NEED FOR A NEW FORESTRY POLICY

Existing policy: Uganda's first forestry policy was written in 1929. Forestry policy has undergone a series of changes since then, alternating between stricter conservation on the one hand and more liberal economic use of forest resources on the other hand. The last policy review was in 1988, but this contained limited guidance on principles and strategies for implementation, on forestry outside the gazetted reserves, and on the balance between production and conservation. It was also silent on the roles of government, the private sector and rural communities in forestry, and the linkages with other sectors and land uses.

Current concerns: there is increasing concern about the deteriorating state of forestry in the country. Natural forest cover is receding; ecological services are declining; there is increasing pressure on forest land and increasing demand on forest products; management capacity is limited and institutional weaknesses constrain development.

Wider policy and legal changes: there have been a number of recent national and international commitments that affect forestry. National policies and laws have been introduced to change environmental and governance practices (Box 1), and the government has signed international obligations to new conservation and trade practices (Box 2).

National development initiatives: there are a number of significant new development initiatives currently under way, which are relevant to the forest sector. The government has launched a programme of public sector reform, which aims to divest a number of central government departments, including the Forestry Department. Civic and political administration has been decentralised to District Councils, including some aspects of forest management. Sector wide planning approaches have been developed. The Poverty Eradication Action Programme (PEAP, 1997) sets out a broad strategy for poverty eradication in Uganda, and within this the Plan for the Modernisation of Agriculture (PMA, 2000) provides a holistic framework for eradicating poverty through multi-sectoral interventions that enable people to improve their livelihoods in a sustainable manner. The PMA includes forestry as one of the main sectors that contribute to the livelihoods of poor people, along with agriculture, fisheries and livestock.

Importance of forestry: the government recognises that Uganda's forests and woodlands are central to the three pillars of sustainable development - the economy, society and the environment - and that the sector is not being given adequate priority. The country's forest resources provide energy, forest and tree products, employment, livelihoods support, government revenues, business opportunities, environmental functions and services, and they maintain ecological integrity.

Diversity of stakeholders: the government also recognises that a very wide range of people have a stake in the forest sector, people whose interests are not being fully addressed, and whose roles and responsibilities need to be defined and co-ordinated. The many interested parties include:

- **forest resource producers** (farmers, commercial tree growers and forest owners);
- **forest resource users** (both commercial consumers, and the majority of the urban and rural poor who depend on firewood and other forest products for subsistence);
- **forest resource processors** (charcoal makers, pitsawyers, sawmillers, artisans and traders);
- **the concerned general public;**
- **government and non government organisations and individuals** involved in providing services of management, training, research and support.

Conclusion Given these concerns and wider changes, and given the importance of forestry for the country and its people, this Forestry Policy now provides new directions for the sustainable development of the forest sector. To respond to the changing context, the government has launched the Forest Sector Umbrella Programme (FSUP, 1999), a sector wide initiative to reform the forest sector through policy, legal and institutional changes. The new policy forms part of this process, and FSUP will support the implementation of the policy with a review of the sector's legal framework, the development of a National Forest Plan, the reform of key institutions and the implementation of a new sector co-ordination framework.

Box 1

RECENT KEY NATIONAL POLICY AND LEGAL CHANGES AFFECTING THE FOREST SECTOR

Constitution of the Republic of Uganda, 1995
The National Environment Management Policy for Uganda, 1994
The National Environment Statute, 1995
The Water Statute, 1995
The National Policy for the Conservation and Management of Wetland Resources, 1995
The Uganda Wildlife Statute, 1996
The Local Governments Act, 1997
The Land Act, 1998
The Gender Policy, 1997
The Forest Reserves Order, 1998
The Uganda Wildlife Policy, 1999
The National Water Policy, 1999

Box 2

KEY INTERNATIONAL OBLIGATIONS WHICH AFFECT THE FOREST SECTOR

The Ramsar Convention on Wetlands, 1971
The Convention for the Protection of World Cultural and Natural Heritage, 1972
The Convention on International Trade in Endangered Species, 1973
The Bonn Convention on Migratory Species, 1979
Agenda 21, 1992
The International Convention on Biological Diversity, 1992
The Convention to Combat Desertification, 1994

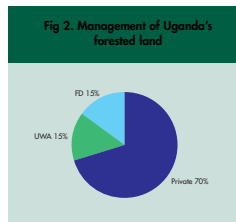
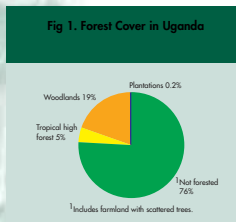
1.2 OPPORTUNITIES AND CONSTRAINTS IN THE FOREST SECTOR

1.2.1 THE STATUS OF UGANDA'S FOREST RESOURCES

National forest cover: Forests and woodlands cover approximately 4.9 million hectares in Uganda, about 24% of the total land area. The vast majority of this is woodland, while the remainder is tropical high forest and forestry plantations (Figure 1, Table 1).

The Permanent Forest Estate: about 1.9 million hectares is currently included in the Permanent Forest Estate (PFE). This includes all Forest Reserve land and all forested areas in the National Parks and Wildlife Reserves (Table 1). The PFE represents about 9% of the total land area of Uganda. These areas are set aside permanently for the conservation of biodiversity, the protection of environmental services, and the sustainable production of domestic and commercial forest produce. Half of the PFE is made up of the gazetted Central and Local Forest Reserves, land that is held in trust and managed by the Forestry Department and Local Authorities. The other half includes the forested areas of National Parks and Wildlife Reserves, land held in trust and managed by the Uganda Wildlife Authority (hereafter referred to as government land) (Figure 2).

From 1934 to the early 1970s, the PFE was well managed by the Forestry Department under carefully prepared forest management plans. This led to an enviable international reputation for some of the best forest management practices in tropical forestry. However, in recent years the Forestry Department has been unable to maintain this position.



The remaining 70% of forested land includes the large areas of forest and woodland that grow on private or customary land (Table 1). These are not part of the PFE, as there is no formal policy that determines forestry as a land use on private or customary lands.

Decline in forest resources: the trend in Uganda is one of loss of forest cover and degradation of the remaining forest resource base:

- in tropical high forest, about 280,000 hectares is now degraded, representing at least a third of the country's valuable high forest;
- in woodlands, the degradation and clearance is more marked, as most of the current loss of forest cover is in woodland areas;
- in the government Forest Reserves, which cover over 1.1 million hectares, there is less than 740,000 hectares of forest cover, a loss of 35% of forest cover. Of the 20,000 hectares of timber plantations planted on this government land, as little as 6,000 hectares of well-stocked softwood plantations currently remain standing.

Key issues:

- how to maintain and enhance the Permanent Forest Estate;
- how to improve the management of forest resources on private and customary land.

Table 1. Approximate areas (in hectares) of forest and woodland under different categories of ownership and management

	Government land		Private land	Total
	Central and Local Forest Reserves (FD & Local Authority)	National Parks and Wildlife Reserves (UWA)	Private & customary land	
Tropical High Forest	306,000	267,000	351,000	924,000
Woodlands	411,000	462,000	3,102,000	3,975,000
Plantations	20,000	2,000	11,000	33,000
Total forest	737,000	731,000	3,464,000	4,932,000
Other cover types	414,000	1,167,000	13,901,000	15,482,000
Total land	1,151,000	1,898,000	17,365,000	20,414,000

Source: National Biomass Study (Forestry Department, 1999)

1.2.2 FACTORS IN THE DECLINE OF THE FOREST RESOURCE BASE

Direct factors: many factors are directly influencing the loss of forest cover and the decline in the forest resource base. These include forest clearance for agriculture, the over-harvesting and degradation of forests, the encroachment of government reserves, and the degazetting of forest reserves for alternative purposes:

Forest clearance: currently there are high rates of forest clearance on private lands, for agriculture and charcoal production. This is now a serious threat, as 70% of Uganda's forest cover is on private land, much of which is not regulated or managed. Population growth (estimated at 2.5% per year) is leading to an increase in the demand for land, food and energy. Institutions such as schools, prisons and others rely almost exclusively on firewood for cooking, as does over 90% of the population. Many areas are already experiencing shortages of firewood, and hence rising costs and increased burdens on women and children who collect firewood.

Over-harvesting: poor planning, weak regulation and inappropriate processing technology have resulted in the unsustainable harvesting of forest products, and the degradation of the resource base. It is estimated that 800,000 m³ of logs are cut each year, a rate of timber harvesting that exceeds sustainable cutting levels by a factor of four. This comes from both government and private land. There is limited institutional capacity and limited resources in both central and local government to improve planning and regulation, and little incentive for the private sector to improve its performance in the absence of firm regulation and the enforcement of professional standards.



Encroachment: there was much clearance of forest cover during the settlements in the Forest Reserves in the troubled 1970s and 1980s, and some residual encroachment of the government lands still remains. Most of the boundaries of the encroached reserves have not been re-opened and are not clearly demarcated, which is part of the reason for the current confusion.

Urbanisation and industrial growth: urbanisation and industrial growth are also putting pressure on the forest estate. Many urban and peri-urban reserves are under threat of being degazetted. The increasing demand for industrial land has led to the degazetting of nearly 10,000 ha, which will result in a permanent net reduction of the forest estate unless alternative non-forested areas are identified and developed.

Underlying factors: a number of factors that underlies this decline in the forest resource base can be identified. There are **policy deficiencies** relating to the private sector and local communities over land tenure, access rights and responsibilities for resource management. There are **market failures**, including inappropriate royalty rates, poor market information, trade restrictions and hidden subsidies which distort the markets for forest products. There is **poor regulation** by weakened institutions which lack funding and capacity. **Population growth and migration** has increased demand for agricultural land and firewood energy, and **rural poverty** restricts the ability to invest in sustainable land use practices.

Key issues:

- * how to address the underlying causes of deforestation, including lack of policy support, market failure, weak regulation and rural poverty.

1.2.3 FORESTRY IN THE WIDER ECONOMY

Forestry already makes a substantial contribution to the nation's economic development and well-being, although the extent of this is not fully recognised. This suggests that there are many opportunities for poverty alleviation, for economic development and for environmental improvement through forest sector development.

Gross Domestic Product: the contribution of forestry to the nation's GDP was about 6% in 1999. The current annual turnover of business in forestry is about US\$ 356 billion, with a further estimated annual value of US\$ 112 billion attributed to environmental services.

Forest Products: over 90% of the national energy demand is met from wood fuels. About 18 million tonnes of firewood are consumed annually, and nearly 500,000 tonnes of charcoal. Large volumes of timber are also used for construction, furniture-making and other manufacture, estimated at 800,000 m³ per year. A further 875,000 m³ of poles are produced each year. The value of non-timber products derived from forests such as medicines, craft materials and food are also known to be significant.

Employment: The forest sector creates significant employment, probably the equivalent of nearly one million jobs. Of these, perhaps 100,000 are in the formal sector, the majority in fuelwood and charcoal production. In the informal sector, the majority of activity is in household fuelwood production, but a significant amount of employment is found in commercial and industrial fuelwood production.

Subsistence needs and agricultural production: A large proportion of the rural population of Uganda depends on forest resources for basic subsistence needs, whether from farm forestry or from natural forests and woodlands. These needs are for wood and non-wood forest products, food security, agricultural productivity and cultural and spiritual values that depend on trees and environmental services from forests and woodlands.

Environmental services and biodiversity: A significant contribution of the forest sector to the economy of Uganda is the range of ecological services and biodiversity values the forests provide. Although these services and values are not easily quantified, they are recognised as integral to agricultural productivity, climate regulation, soil and water conservation and nutrient recycling. Forests are also reservoirs of the country's biodiversity, including its unique genetic resources and diverse ecosystems.

Tourism: much tourism in Uganda is based on forests, woodlands and their constituent wildlife and natural beauty. Although as yet poorly developed, tourism contributes to economic and social development, and to resource conservation. The Uganda Wildlife Authority revenues from tourism are approximately US\$ 2.7 billion annually. Over one third of this is derived from forest-based mountain gorilla tourism.

Key issues:

- how to capitalise on the economic, social and environmental opportunities in forestry without undermining the resource base.

1.2.4 WOOD INDUSTRIES

There is an active and highly competitive domestic market in wood products, particularly in the construction and manufacturing sectors. With the current political stability and the growth in the national economy, the demand for these products is expanding fast. Much of the timber comes from the tropical high forest, and is extracted and processed by pitsawyers, although recently the availability of timber from the softwood plantations has been increasing.

However, various disincentives and market distortions are causing inefficiencies, an excessive waste of resources and poor investment in the forest industries:

- there is wastage due to inefficient machinery, with conversion rates during processing as low as 25%. Thus the current annual harvest of 800,000 m³ of logs produce only 200,000 m³ of usable timber in the market;
- timber is currently undervalued. The historically low royalty rates charged on timber do not reflect its full value in terms of the forest goods and services it represents. This has led to low revenues for reinvestment in forest management, and weak incentives to improve efficiency in processing;
- poor regulation has led to an increase in illegal harvesting that is undermining the legal markets by distorting prices, and further reducing government revenues;
- profits made by private investors are switched to other sectors because of the low confidence investors have in the forest sector. Serious investors are reluctant to commit funds when the investment climate is risky, when administrative procedures are not transparent, and concession allocation and tenure is so uncertain;
- the development of wood-based products through secondary and tertiary processing remains low, thus reducing the economic opportunities and incentives to reduce wood wastage.

Key issues:

- how to promote and regulate greater private sector involvement in forestry development, and to create a more positive investment climate in the sector.





Farm forestry: Uganda is dominated by small-scale agriculture, where food production accounts for over two thirds of agricultural production. Over 85% of the population of Uganda live in rural areas where agriculture is the main contributor to livelihoods. Poor land husbandry practices have resulted in food insecurity, low farm incomes and environmental degradation, including deforestation. In many areas land productivity is declining, soil is eroding, and hill slopes are degrading.

Farm forestry has good potential for improving soil productivity and water conservation and providing multiple socio-economic benefits in almost all the farming systems in the country. However, it is constrained by:

- * poor basic tree growing techniques;
- * information on market opportunities;
- * lack of access to improved planting material;
- * weak advisory services and farmer participation in planning.

Collaborative forest management: Where people live near the government forests, there is typically a history of open-access use of these forest reserves, by individual farmers or local residents who depend on these forests for wood and non-wood products. The government administration finds it increasingly difficult to police and regulate this open access without communal responsibility. New developments in collaborative forest management show that organised communities can play a key role in natural forest management and conservation in government forests, while substantially improving their livelihoods. However, this role is currently weakened by a range of policy and institutional constraints:

- * lack of tenure or security of access;
- * a lack of involvement in decision-making about resource management;
- * lack of capacity and organisation in communities and government agencies.

Key issues:

- * how to encourage forest owners, farmers and local communities to improve their livelihoods through new approaches to forestry.

1.2.5 FORESTS IN RURAL LIVELIHOODS

Forests on both private and government lands are a key component of many rural livelihoods, for both subsistence and commerce.

Private forest management: the owners of forested private land are guardians of 70% of Uganda's forests and woodlands, which provide a rich source of wood and non-wood forest products and services. However, much of the private forest is poorly managed or being converted to agriculture or grazing land, with charcoal as a major by-product. Private forests are seen largely as a land bank for cash and agriculture or grazing. The major constraints on the sustainable management of private forests, which result in the continuing decline in private forest cover in Uganda, are:

- * the high value of alternative land uses such as grazing and agriculture;
- * a lack information about markets and wood prices;
- * a lack technical skills in forest management.

1.2.6 CONSERVATION OF BIODIVERSITY AND ENVIRONMENTAL SERVICES

Uganda is blessed with a rich diversity of natural habitats, species and genetic resources in its forests. It is one of the most diverse countries in Africa, with for example 11% and 7% of the world's bird and mammal species respectively, in only 0.02% of the land area. This biodiversity has a great intrinsic value. It is also important to human health and wealth, for example by providing traditional plant medicines, wild relatives of domestic plants, a variety of ecosystems and species important in the tourism industry, and potential opportunities for Ugandans to adapt to local and global change.

The heart of Uganda's approach to habitat and species conservation lies in a protected areas system of National Parks, Wildlife Reserves and Forest Reserves. These areas are currently managed under two different administrations (the Uganda Wildlife Authority and the Forestry Department), under different Acts (principally the Wildlife Statute and the Forests Act), and generally focus on different components of biodiversity (wildlife and trees).

Uganda's rich forest biodiversity is under threat from:

- unsustainable harvesting, habitat conversion, the introduction of alien species and pollution;
- the illegal trade in plants and animals, including poorly regulated access to genetic resources;
- split administration between the Forestry Department and the Uganda Wildlife Authority to address similar management issues (forest protection, beneficiary participation, sustainable utilisation).

Forests also provide important environmental services in the protection of watershed and soil. There are increasing pressures on important watersheds due to their high agricultural potential. Poor crop and livestock management practices, including the cultivation and over-grazing of steep slopes and riverbanks, have contributed to extensive soil erosion, and in some areas landslides. The destructive harvesting of forest resources in watershed catchment forests is further contributing to soil erosion and sedimentation, and to a reduction in the quantity and quality of water.

Key issues:

- how to ensure the survival of forest biodiversity and to balance this with the pressing development needs of the country;
- how to rehabilitate and conserve key watershed forests.

1.2.7 URBAN FORESTRY

Urban and peri-urban forests improve the quality of life in both tangible and intangible ways. The consumable products include firewood, food, fodder and poles. Invisibile benefits include the reduction of air pollution and noise, the control of water runoff and soil erosion, and the enhancement of the landscape and recreation. With continued and accelerated urbanisation in the country, the demand for these goods and services will grow, and so too will the role of urban and peri-urban forestry.

Peri-urban and urban forestry are distinguished by differences in the land they use (private, government or municipal), in the revenues they generate (commercial or non-commercial), and in the parties they benefit (poor peri-urban farmers or the urban public).





Forest Reserves, National Parks and Wildlife Reserves, the causes of confusion are often wilful or genuine ignorance of the laws or the location of boundaries, which are not marked or have been obscured. In the case of private lands, absentee landlords may be ignorant of the practices on their lands, or these may overlap with the perceived customary uses of such lands.

Whatever the causes, the consequences are that there are few incentives for individuals or private businesses to invest in tree growing or forest management when tenure is so uncertain. This applies equally to tree tenure on private land, and the ownership of plantations or forest resources on government land. Natural forests are perceived in many cases to be open-access resources, including those on government land, to be used without regard to planned management or sustainable yields.

Land and tree ownership: The Constitution (1995) and the Land Act (1998) give the lead on questions of land ownership and tenure. There is no longer a category of public land, only customary, freehold, mailo and leasehold land (article 237 of the Constitution, article 3 of the Land Act). In the context of forestry, it is significant that customary ownership of land is valid and legal, whether registered and titled or not.

All land is owned, including the trees growing on it, whether government or private land. However, there is ambiguity in the special conditions applying to trees of Reserved Species. Although trees planted on private land have always been privately owned, trees of Reserved Species are not widely planted because of uncertain ownership.

Reserved land: the concept of "reserved" land, set aside for a specific land use, is a management concept and need not necessarily mean that the estate is owned (held in trust) by government. All interested parties, including individuals, groups, and communities, as well as central and local government, can 'set aside' or reserve forests for the purposes of forestry in perpetuity. This is in full accordance with the Constitution and the Land Act which recognise customary land ownership, and provide for groups of people and communities to hold property in common in legal ways (for example, through a Communal Land Association, under article 16 of the Land Act). There is no reason either why a person who holds land under freehold or mailo tenure may not also set aside or 'reserve' forest land (through a certificate of customary ownership or freehold title, under article 4 of the Land Act).

The concept of "forest reserves", therefore, needs to be widened to include private or community-owned reserves. Where the commitment is made to maintain these as reserves in perpetuity, they could be considered part of the Permanent Forest Estate.

Under the Land Act, the District Land Boards and the District Land Tribunals are vested with considerable powers, as are the Land Committees and Sub-County Land Tribunals that deal with local land matters. These bodies are entirely autonomous of central and local government and cannot be directed by the executive on any land tenure matters. This offers a mechanism to promote local wishes with regard to the protection of forested areas.

Development of urban forestry is constrained through:

- Confusion between peri-urban plantations as commercial forestry operations close to urban markets, and urban forestry which aims at greening the urban environment. Peri-urban plantations are best developed under programmes of commercial and farm forestry, with urban forestry being promoted under programmes of municipal greening.
- Inadequate linkages between the Forestry Department, the urban authorities, and non-government organisations.

Key issues:

- how to promote and maintain the greening of the urban environment, and to meet the increasing demand for forest products by urban centres.

1.2.8 LAND AND TREE TENURE

Tenure issues: there are considerable uncertainties over land ownership, land and tree tenure and permitted land uses in the minds of many people in Uganda. In the case of government

Gender concerns: typically men are more interested in trees as sources of construction materials or cash income, while women's interests are more in the supply of firewood and the contribution of forestry to food production. Women are disadvantaged in security of tenure, in many cases they cannot inherit land and are rarely involved in decision-making over natural resource management or the management of household income. All these factors are disincentives for women to invest in tree growing.

Key issues:

- how to ensure that improved tenure to land and trees acts as an incentive for individuals, and women in particular, and communities to invest in forestry;
- how to help private owners or communities "reserve" land for forestry.

1.2.9 SECTOR CO-ORDINATION

Division of responsibilities: The responsibility for managing and conserving forests is currently scattered amongst a variety of government institutions, often with overlapping mandates and competing interests. Although there is a lead ministry responsible for forestry, a number of other ministries have a direct interest in the forest sector. The lack of co-ordination between these interests in the past has led to inefficiency and a waste of public resources.

This was recognised in the National Environment Management Policy for Uganda (1994) where the strategy to bring together the sectoral institutions responsible for biodiversity conservation (particularly Forestry, Game, National Parks and Fisheries) under a common management authority is clearly stated.

Sectoral boundaries: The forest sector cuts across many traditional management boundaries, including energy, agriculture, water, industry, wildlife, education and economic development planning.

The division of responsibilities and artificial sectoral boundaries have created a number of potential and actual conflicts:

- between lead agencies such as the Forestry Department, the Uganda Wildlife Authority and the National Environment Management Authority;
- between different systems of land tenure, which is comprised of overlays of various forms of customary law with modern land and forest laws;
- between different land use policies, for agricultural expansion and for the conservation of forest resources;
- between central government, local government and local community priorities for the use of forest resources.



Co-ordination: A start has been made to improving sector co-ordination and reducing this conflict through the government's 1998 Forest Sector Umbrella Programme. This includes a Forest Sector Co-ordination Committee, chaired by the Ministry responsible for forestry and supported by a professional Secretariat. This co-ordination framework includes representatives of all the government ministries involved in the forest sector, as well as representatives from the private sector and civil society. It aims to ensure that a co-ordinated sectoral approach is developed and maintained.

Key issues:

- how to reduce these actual or potential conflicts with institutional, technical and policy solutions, and to turn these to advantage by building synergy between institutions.

1.2.10 PUBLIC SECTOR REFORM

National Forestry Authority: in the report on Restructuring Government Ministries/Departments (1998), and the report on the Post-Constitutional Restructuring of the Ministry of Lands, Water and Environment (1998), the government has expressed its commitment to public sector reform. In particular the decision has been made to create a semi-autonomous National Forestry Authority to succeed the Forestry Department as the lead agency in forest management.

The adoption of a Results-Oriented Management system within government ministries is aimed at modernising the management culture within the public service. The inefficiency of the current institutional structures is recognised as a constraint to forest sector development, and the reform will encourage good governance, transparency and accountability, and a focus on outputs rather than activities.

Key issues:

- how to harmonise the creation of a new National Forestry Authority with the new institutional, policy and planning framework that is being developed for the forest sector.

1.2.11 THE ROLE OF LOCAL GOVERNMENT

The decentralisation framework provided for in the Local Governments Act (1997) involves the devolution of powers from central government to the districts and other lower councils. The Land Act (1998) places the responsibility for regulating land tenure on local autonomous land boards, a level of decision-making that is independent of the executive district authorities. These acts aim to ensure good governance and democratic participation in decision-making, including decisions concerning the management of natural resources.

Although the management of all Forest Reserves was decentralised in 1993, it was subsequently re-centralised in 1995 because many districts lacked both the technical expertise and the financial resources for their effective management. The government recognises that local authorities must play an important role in promoting forest sector development, including private, community and farm forestry responsibilities.

Local Forest Reserves: The Forest Reserves (Declaration) Order (1998) has subsequently defined Central and Local Forest Reserves and the mandate of local government in the management of Local Forest Reserves. However, this has again been constrained by:

- the lack of local capacity to manage and conserve these forests;
- many Local Forest Reserve boundaries are not clearly demarcated, leading to deliberate or accidental encroachment;
- commitment by local authorities to sustainable forest management has been limited, with higher priority given to revenue generation than to conservation;

- little of the revenue generated from forests, and passed from central to local government, has been re-invested in forestry;
- forest management plans, where they exist, have rarely been integrated with district development plans.

All of these factors have resulted in limited advances in the constitutional process of increasing democracy and local rights and responsibilities, or in the immediate purpose of improving the management of Local Forest Reserves.

Central Forest Reserves and private forestry: due to inconsistencies between the Local Governments Act and the Forests Act, the role of local government in private forestry and in the Central Forest Reserves has also been uncertain, particularly in revenue collection, licensing, regulation, field operations and staff management. The above factors that constrain management of Local Forest Reserves are also likely to apply to initiatives that strengthen the role of local government in the management of Central Forest Reserves.

Key issues:

- how to build capacity and systems for local government to engage actively in government and private forestry.



1.2.12 THE ROLE OF THE COMMERCIAL PRIVATE SECTOR

Part of the agenda for restructuring government has been to decrease the size of central and local government, and to reduce its role in activities that can be performed better by the private sector. The government sees a major role for the private sector in forestry, particularly in the production and processing of wood products and in ecotourism, which are major employers and which require good business management. However, there have been a number of constraints to the active involvement of private finance and skills in forestry. These have included:

- poorly co-ordinated and monitored administrative systems for the harvesting and movement of forest produce;
- the absence of clear land and tree tenure arrangements, which has been a disincentive to commercial tree growing;
- the poor quality and availability of seed and planting stock for plantation forestry;
- market disincentives for investment and the re-investment of profits;
- conflicting guiding policies.

Key issues:

- how to apply an effective regulatory system to safeguard public interests under private sector forest management agreements;
- how to develop and apply high technical standards to private forestry;
- how to ensure better legal provisions for tenure to encourage long-term investment;
- how to create more positive attitudes in the public and private sectors to ensure effective partnerships between government and private businesses.

1.2.13 THE ROLE OF LOCAL FOREST COMMUNITIES

In the emerging consensus about the importance of involving the private sector more in forestry in Uganda, there is a tendency to assume that private businesses and local communities are synonymous. This is rarely the case. Local communities comprise a range of interested parties, a number of whom may be good business entrepreneurs, but many of whom are also poor and marginalised groups. The focus of collaborative forest management and farm forestry is specifically on the poorer and more vulnerable groups in society, who are also dependent on forest resources for their livelihoods. These groups frequently do not have a voice, and are often driven by poverty into poor land management practices.

There are a number of constraints on local communities in alleviating poverty through forest sector development:

- individuals often lack technical information and skills;
- there are frequently few or no local institutions through which they can participate actively in decision-making about forest resource management;

- there is limited provision in the current forestry law for legal agreements between the state and community groups to manage forests;
- there is still only a growing awareness in government institutions about the need to support the development of community organisations for the collaborative management of forest resources.

Key issues:

- how to develop partnerships or management agreements with local communities that improve forest management and alleviate poverty.



1.2.14 THE ROLE OF NGOs AND CBOs

Non-Governmental Organisations and Community-Based Organisations can provide a pivotal role in mobilising and sensitising local people, in strengthening civil society and in supporting their active participation in the management of forests and trees. In circumstances where government advisory services have had a limited ability to reach rural communities, NGOs and CBOs have been successful in supplementing the efforts of the public sector, in ensuring that the concerns of the underprivileged are incorporated in national development processes.

The strengths of NGOs/CBOs are their long-term commitment, access to communities, participatory approaches, independence and ability to act fast. Their weaknesses can often be limited management capacity, a lack of specific skills relating to forestry, and a shortage of financial resources. NGOs/CBOs are likely to be key organisations in the implementation of forestry development, in a number of roles:

- building capacity and providing an interface between government and civil society;
- providing a monitoring and watchdog role concerning the interests of poorer sections of society;
- advocating and supporting policy changes in the interests of sustainable forestry development.

Key issues:

- how to strengthen and make best use of the capacity and reach of NGOs and CBOs in facilitating forestry development.

1.2.15 FORESTRY EXTENSION AND ADVISORY SERVICES

Government's capacity to deliver forestry advisory services has greatly reduced. The Unified Extension Service did not realise the benefits that had been anticipated. At the moment, the national extension service is poorly resourced and is undergoing reorganisation. Inadequate

extension materials and facilities have limited the advisory support given to farmers. NGOs and CBOs are carrying out some information dissemination, but this is mostly project-specific and covers limited geographical areas.

There is great concern about the need to plan massive tree planting to cover river banks, lakeshores and bare hills, and to expand forest resources in the country. A revamped and effective extension and advisory support service is crucial to achieve greater impact countrywide in tree growing and more efficient management and use of energy and wood resources. It must recognise that farm forestry will only work if it is relevant to farming systems and rural livelihoods, if there are markets for forest and tree products, if land and tree tenure are secure, and if there are adequate seed supplies and technical advice.

The development of innovative and decentralised approaches to extension and advisory services must be built on:

- research and technology development, including agroforestry technologies;
- improved mechanisms for delivering extension and advice;
- a framework for providing rural credit;
- support to production, processing and marketing of forest products;
- improved forestry education;
- improved natural resources management on farms, including land, water, forests and the environment.



Extension and advisory services need to be provided by local level forestry staff, in government service, NGOs / CBOs or the private sector. Forestry staff not absorbed into the new NFA structures during reform of the Forest Department will become available to the districts and NGOs, to be recruited under new funding mechanisms at no additional cost to Local Governments. There is also a strong role for the Ministry responsible for forestry. This includes the development of guidelines for the delivery of extension and advisory services across the country, advocacy for government funding of these services, and the widespread promotion of opportunities, new technologies and market information relevant to farm forestry.

The provision of advice for commercial forestry has been particularly limited, although there has been some training in charcoal and sawmill operations, which has had a restricted impact. Larger commercial enterprises undertaking tree growing tend to become self-sufficient in technical advice and are well-run businesses, but many small to medium-sized enterprises could clearly benefit from advice in business planning and forest technologies. In the case of processing industries (notably sawmilling and pitting), the wastage and inefficiency that predominates in the sector is clear evidence of the need for advice, improved technologies and clear standards and guidelines.

Key issues:

- how to develop and support responsive, affordable, well-informed and decentralised forestry advisory services to farmers, communities and the forest industry.

1.2.16 EDUCATION, TRAINING AND RESEARCH

In the formal education system, forestry has not been treated as a separate subject but integrated into the agriculture, environment or geography syllabus. Therefore students and pupils do not clearly learn the vital functions, services and products of forests and trees, and why they should be grown and sustainably managed. This greatly narrows the knowledge base among the public.

Professional and technical training in forestry is conducted by Makerere University and Nyabiyera Forest College respectively. These produce mainly management and lower level supervisory staff, as there is inadequate practical training. Further, there is no forestry worker training programme, leading to inefficient forestry operations. This is aggravated by a lack of training in forest product processing, which leads to wasteful use of forest resources.

Following the establishment of NARO in 1992, forestry research was divested to FORRI from the Forestry Department. Therefore forestry research is now largely undertaken by FORRI and the Universities of Makerere and Mbarara. These institutions have good human resources capacities, but at the national level forestry research has been given a low priority in terms of funding and infrastructure development. There has been poor co-ordination and collaboration, and weak

links between the research institutions and with the interested parties. This has resulted in inadequate mechanisms for determining national research priorities that could contribute to forestry development.

Non-governmental and private forestry organisations are poorly developed, and thus cannot absorb trained foresters who are not employed by government agencies.

Regional and international co-operation in forestry education, training and research, focussing particularly on regional centres of excellence, has been relatively weak. This has been due to lack of financial support for collaborative activities.

Key issues:

- how to develop and support demand-driven, affordable, and well co-ordinated research and training institutions and programmes;
- how to anticipate the future demands for specific skills and competencies in forest sector development.

1.2.17 POLICY HARMONISATION

As already indicated, a range of relevant policies and laws in the environment and natural resources sectors has been developed since 1994. Sector policies that overlap with forestry in particular are agriculture, energy, wildlife, environment and mining. Although most of these are mutually supportive and complementary, the fast pace of their development has led to limited knowledge of these by Ugandan citizens and government officials. The consultative process for the development of this policy has encouraged greater awareness of the need for complementarity with other sectors.

Key issues:

- how to develop a sector wide programme that translates forestry policy into action in a way that complements programmes in related sectors.

2. Guiding Principles for the Forest Sector

The following general principles guide the Forestry Policy. These principles build on the government's national development priorities of poverty eradication and good governance.

2.1 NATIONAL OBJECTIVES: the Forestry Policy is consistent with the national objectives and directive principles guiding sustainable development found in the Constitution (Box 3) and Vision 2025.

2.2 CONSERVATION AND SUSTAINABLE DEVELOPMENT: Uganda's forests should be managed to meet the needs of this generation without compromising the rights of future generations.

2.3 LIVELIHOODS AND POVERTY: the improvement of livelihoods should be a major goal in all the strategies and actions for the development of the forest sector so as to contribute to poverty eradication.

2.4 BIODIVERSITY AND ENVIRONMENTAL SERVICES: forest sector development should safeguard the nation's forest biodiversity and environmental services through effective conservation strategies.

2.5 PARTNERSHIPS IN GOVERNANCE: new institutional relationships should enhance efficiency, transparency, accountability and professionalism, and build confidence in all forest stakeholders:

- *The role of central government:* central government should withdraw from activities that can be carried out more effectively by the private sector or other stakeholders, but maintain core functions of policy development and regulation.
- *The role of local government:* more forest resources should be managed through devolved responsibility wherever practical and advisable.
- *The role of the private sector:* private sector investment should be maximised in the development of the forest sector.
- *The role of local communities and farmers:* the public's participation in the management of the country's forests should be actively encouraged.

- *The role of NGOs/CBOs:* these should be encouraged to strengthen civil society, to build capacity and grassroots participation, and to help develop the rights and responsibilities of forest users.

2.6 GENDER AND EQUITY: the active participation and affirmative action of all women and men, young people and the elderly, and vulnerable or disadvantaged groups should be integrated into forest sector development.

2.7 CULTURAL AND TRADITIONAL INSTITUTIONS: forest sector development should take into consideration cultural and traditional attributes and institutions.

2.8 INTERNATIONAL OBLIGATIONS: legislation should be developed to support the implementation of current and future international commitments that affect the forest sector.

2.9 FORESTRY VALUATION: environmental and social values should be used in cost/benefit valuations when assessing strategies to implement the Forestry Policy.

Box 3

RELEVANT NATIONAL OBJECTIVES OF THE CONSTITUTION (1995)

Article XIII (Protection of Natural Resources) regarding:

- the protection of important natural resources on behalf of the people of Uganda

Article XXVII (The Environment) regarding:

- the needs for sustainable management of land, air and water resources
- the use of natural resources to meet development and environment needs
- the promotion of sustainable energy policies
- the creation of parks and reserves for conservation of natural resources
- the protection of biodiversity



3. Forestry Policy Statements

The Goal of the Forestry Policy is:

Forestry Policy Goal:

An integrated forest sector that achieves sustainable increases in the economic, social and environmental benefits from forests and trees by all the people of Uganda, especially the poor and vulnerable

The specific policy statements are set out as follows:

Two higher level statements establish the policy for:

- forestry on government land (Policy Statement 1) and;
- forestry on private land (Policy Statement 2).

Within this framework, policy statements are then set out for the development of:

- commercial forest plantations (Policy Statement 3);
- forest products processing industries (Policy Statement 4);
- collaborative forest management (Policy Statement 5);
- farm forestry (Policy Statement 6);
- forest biodiversity conservation (Policy Statement 7);
- watershed management (Policy Statement 8);
- urban forestry (Policy Statement 9);
- education, training and research (Policy Statement 10);
- supply of tree seed and planting material (Policy Statement 11).

For each of these, a range of strategies to implement the policy statement is then listed based on the guiding principles set out in section 2.

Following this, in section 4, key elements of support for the implementation of the Forestry Policy are set out. These will be further elaborated during the sector wide planning processes that develop and update the National Forest Plan, and will be the means by which the Forestry Policy's implementation will be kept current with Uganda's needs.

Policy Statement 1: on forestry on government land

The Permanent Forest Estate under government trusteeship will be protected and managed sustainably

The government will actively **protect, maintain and sustainably manage the current Permanent Forest Estate**. This estate will be set aside permanently for the conservation of biodiversity, the protection of environmental services, and the sustainable production of domestic and commercial forest produce.

The current area of the Permanent Forest Estate is adequate for the purposes of providing **forest products**. To meet future demands, bare areas of the PFE will be afforested and forestry on private lands will be increased. The current PFE also contains the majority of the country's valuable biodiversity. However, where other areas are identified as being of national significance for **biodiversity conservation or protection of watersheds, riverbanks and lakeshores**, and would be better protected under government's management, the government will **gazette** such areas as part of the Permanent Forest Estate under the provisions of the Constitution.

Management of the PFE will be governed by **partnerships** between the state and civil society. All activities in the PFE, by whatever agency or organisation, will be governed by a **management plan** that is developed and agreed between partners.

Strategies for the implementation of this policy statement will include:

- Strengthen the **legal basis** of the Permanent Forest Estate.
- Re-survey all government reserves with a view to **demarcating and rationalising boundaries**, and resolving encroachment problems.
- Encourage and develop **partnerships** between the government and civil society. Options for the management of the PFE include management directly by the state, lease to third parties, management by local communities, NGOs/CBOs or private organisations, or management through joint management agreements with local community groups.
- Develop **management plans** for all reserved forests. These will promote expansion of forest cover and best practice in the sustainable management of forest resources.
- Develop **codes of conduct** and standards, and the development of criteria and indicators that can be applied to forest certification.
- Support the development of responsible **private sector enterprises** that can harvest timber and non-timber forest products from natural forests.
- **Regulate** the use and trade of all products from the permanent forest estate, and promote the use of lesser-known species.
- Review the **Reserved Species** regulations.
- Ensure protection of the PFE from **alien species, pests and diseases**.

Policy Statement 2: on forestry on private land

The development and sustainable management of natural forests on private land will be promoted

The government will promote the sustainable management of **natural forests on private lands**. Within the context of wider integrated land use and expanding agricultural needs, these private forests will be managed for the sustainable production of forest resources. The government will specifically promote the **sustainable management of tropical high forests** on private lands so as to maintain the current national levels of such forest cover.

The government recognises that without deliberate action, natural forests on private lands will continue to decline. The government aims to halt such decline, with the use of a range of tools to promote best practices. **Public education** and **advisory services** will raise the level of awareness among landowners of the value and multiple uses of natural forests, the ways that trees can be integrated into farming systems, and how fallow farmland can be brought back to forest cover. Reservation of natural forests by private or customary landowners will be encouraged, to set land aside for forestry in perpetuity. The government recognises that some form of incentives will be required for such reservation.

Strategies for the implementation of this policy statement will include:

- Raise awareness of the ownership of forests and trees on private land.
- Encourage owners to set aside private forests as permanent forest land.
- Investigate options for economic, social and cultural incentives to encourage private owners to maintain and manage natural forests.
- Develop capacity of institutions such as local governments, traditional institutions and user groups and to sustainably manage private forests.
- Develop capacity of individuals including forest owners, women's and youth groups, to support the management of private forests and integrate trees into farming systems.
- Encourage NGOs and CBOs to support private forest management.
- Explore and promote options for management by owners themselves, with advice and assistance from relevant service providers.
- Encourage the development of management plans for all private forests. These will promote best practice in the sustainable management of forest resources.
- Develop **codes of conduct** and **standards**, and the development of **criteria and indicators** that can be applied to **forest certification**.
- **Monitor** the use and trade of all products from the private forests, and promote the use of lesser-known species.
- Review the **Reserved Species** regulations.
- Monitor the protection of private forests from **alien species, pests and diseases**.



Policy Statement 3: on commercial forest plantations

Profitable and productive forest plantation businesses will be promoted

The **private sector** will play the major role in developing and managing commercial forest plantations. This may either be through large-scale industrial plantations on government or private land, or through small-scale plantations on farms.

The role of government will be to support and regulate this development. It will put in place a **regulatory framework**, which will control illegal practices, monitor best practice, measure environmental and social impacts, and collect dues. The government will create a **positive investment climate** to encourage private investment in commercial forest plantations. The government will also set out **priority areas** for the development of fuelwood, timber and carbon storage plantations in different areas of Uganda, concentrating fuelwood priorities in peri-urban areas.

Strategies for the implementation of this policy statement will include:

- Strengthen **legal agreements** between government and private investors for use of the Forest Reserves, and review **forest and tree tenure** rules, to encourage development of commercial forest plantations.
- Promote innovative **financing mechanisms**, such as a Forestry Fund, and **fiscal incentives** in order to encourage investment and ensure sustainable sources of operational and re-investment funds.
- Review the **Investment Code** to better accommodate large industrial forest plantation developments.
- Encourage **small to medium-scale commercial plantation** development, to foster local economic benefits, especially for the poor, women and the youth.
- Strengthen **private sector organisations** to improve communications, access to market information and technical collaboration in the plantation industry.
- Progressively **divest** the management of existing commercial plantations on Forest Reserves to the private sector.
- Make the **administrative procedures** and allocation of permits more transparent, and minimise interference by government in **market processes**.
- Develop **standards of best practice** for commercial plantations and disseminate these to the private sector.
- Develop improved **seed sources and planting stock** and promote their commercial production and distribution.
- Ensure that **social and environmental impact** assessments are observed when developing management plans and legal agreements.
- Pursue options to **increase wood yields** through research, technological and managerial innovation.

Policy Statement 4: on forest products processing industries

A modern, competitive, efficient and well-regulated wood and non-wood processing industry will be promoted in the private sector

The **private sector** will play the major role in developing and managing the forest products processing industries, and will capture the potential for value addition through high quality processing.

The role of government is to facilitate and regulate these activities. The government will develop and maintain a strong **regulatory framework**, which will control illegal practices, monitor best practice, measure environmental and social impacts, and collect dues. The government will also create a **positive investment climate** to encourage private investment in the processing industry.

Strategies for implementation of this policy statement will include:

- Introduce **competitive bidding for harvesting concessions** in government plantations, to improve transparency, to increase revenues to government and to reflect the real values of the resource.
- Introduce **performance bonds** for harvesting contractors, to improve best practice and to ensure responsible management.
- Improve the **regulation** of concessions including the development of harvesting and processing standards, **social and environmental impact** assessments, and the **collection of dues**.



- Optimise **royalty rates and fees** to reflect the economic values of forest resources and yet provide adequate incentives for private investment.
- Eliminate indirect **subsidies** to forest products which distort the market.
- Strengthen **private sector organisations** to improve communications, access to market information and technical collaboration in the processing industry.
- **Reduce inefficiency and wastage** through the use of appropriate processing machinery, research, new technology and waste utilisation.
- Promote **value-addition** through high quality secondary and tertiary processing, and limiting the export of raw materials.
- Encourage **new forest products and markets**, including artisanal wood and non-wood products.
- Encourage **equitable access** to processing and marketing opportunities for different social groups, especially women and poor or vulnerable groups.

Policy Statement 5: on collaborative forest management

Collaborative partnerships with rural communities will be developed for the sustainable management of forests

The government will promote innovative approaches to **community participation** in forest management on both government and private forest lands. This will address the disincentives associated with a protectionist approach to forest management, and the destructive practices associated with open access to forest resources.

The development of collaborative forest management will define the **rights, roles and responsibilities** of partners and the basis for **sharing benefits** from improved forest management. There will be a specific focus on wide stakeholder participation, collective responsibility and equity, and on improving the livelihoods of forest-dependent communities.

Strategies for the implementation of this policy statement will include:

- **Harmonise approaches and legislation** relating to collaborative forest management between lead government agencies, and with NGOs/CBOs.
- Develop a supportive legal basis for **devolved decision-making**, enforcing regulations, arbitration, and accountability.
- Develop a supportive legal basis for **tree tenure, access rights and sharing of benefits** from wood and non-wood forest products.
- Develop security of **land tenure** for collaborative management of private forests.
- Develop both the **capacity and attitude changes** in government and non-government agencies to create genuine partnerships for collaboration with local community groups.
- Develop **robust community institutions** to ensure transparent decision-making, the adequate representation and participation of women, men and vulnerable groups and the equitable sharing of forest benefits and responsibilities.

- Strengthen the **role of NGOs/CBOs** in mobilising communities and building capacity for implementing collaborative forest management.
- Develop **technical approaches** to collaborative forest management that are consistent with the principles of sustainable forest management.
- Ensure resolution of conflicts relating to **problem animals**.



Policy Statement 6: on farm forestry

Tree-growing on farms will be promoted in all farming systems, and innovative mechanisms for the delivery of forestry extension and advisory services will be developed

The government will promote and support **farm forestry** in order to boost land productivity, increase farm incomes, alleviate pressures on natural forests and improve food security. There are important opportunities for tree farming on private land, for firewood, poles, non-wood products, fruit trees and even timber. This may be in the form of woodlots, agroforestry, silvopasture, management of natural trees on farm or small-scale commercialisation.

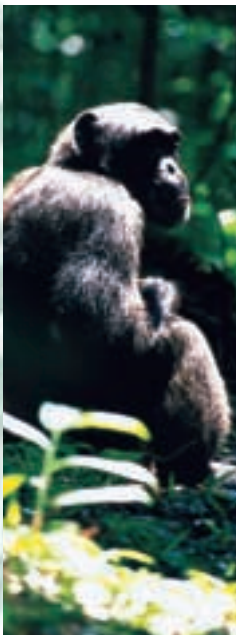
The government will provide **extension and advisory services** that support farmers, communities, organisations and entrepreneurs in the conservation and sustainable management of forests and in the development of farm forestry.

The government recognises the strong unmet demand for farm forestry advice across the country, and the need for professional services. These services will be developed within the **national framework**, to include advocacy and monitoring by the Ministry responsible for forestry, and service delivery through decentralised, farmer-driven mechanisms, to increase the integration of forestry in rural livelihood strategies.

Strategies for the implementation of this policy statement will include:

- Strengthen the **organisation of farmers** for better communication and collaboration in the development of farm forestry.
- Build the **capacity** of farmers to integrate forestry into all farming systems.
- Disseminate farm forestry advice through **decentralised, farmer-driven service delivery mechanisms**.
- Develop the **capacity** of NGOs, CBOs and private contractors as well as government agencies to provide farm forestry advice and training.
- Create awareness of the **ownership of planted trees** to provide clear incentives and security for individuals to undertake on-farm tree-growing.
- Intensify **participatory research** on farm forestry technologies in all agro-ecological zones, and promote farmer innovators.
- Support the private sector to establish and manage commercial **tree nurseries** to support farm forestry.
- Support the development of **high quality tree seed** and planting stock.
- Integrate agroforestry into **school curricula and adult literacy material**.
- Support the **domestication** of endangered, vulnerable, endemic or rare wild tree species and promote their conservation on farm.
- Promote the use of **indigenous species** and indigenous **knowledge** in farm forestry.





Policy Statement 7: on the conservation of forest biodiversity

Uganda's forest biodiversity will be conserved and managed in support of local and national socio-economic development and international obligations

The government is committed to the conservation of Uganda's rich forest biodiversity, to meet the needs and aspirations of present and future generations. The government will promote the **conservation and wise use** of representative examples of all ecosystems and species in the country.

The government's biodiversity conservation strategy will continue to be based on a system of **Protected Areas**, including Forest Reserves, National Parks and Wildlife Reserves. The government recognises that local communities must enjoy adequate benefits from these Protected Areas, and to achieve this, they must have a meaningful **participation** in their management. In addition, the government will support efforts to safeguard biodiversity in private forests and to improve agricultural biodiversity through farm forestry initiatives.

The government is a signatory to a number of **international agreements and conventions** relevant to the forest sector, covering conservation, access to genetic resources, trade in endangered species and cross-border co-operation, and it will continue to support and implement these obligations.

Strategies for the implementation of this policy statement will include:

- Support conservation initiatives in **priority forests with high biodiversity value**, including both government and private forests, as identified in the Nature Conservation Master Plan, the Protected Area Assessment Programme and the National Biodiversity Strategy.
- Promote **collaboration between sectoral institutions** concerned with biodiversity conservation (Forestry, Wildlife, Fisheries and Agriculture).
- Promote **collaborative management** of Protected Areas, with defined responsibilities and sharing of benefits derived from biodiversity conservation.
- Address conflicts resulting from **problem animals** near Protected Areas.
- Promote the development of biodiversity-related **tourism**, to generate income for local and national benefits.

- Increase **knowledge** of forest biological diversity, its management and its potential for future use.
- Support the implementation of **international biodiversity obligations** and cross-border conservation initiatives, with any required subsidiary legislation and regulations.
- Integrate and co-ordinate methods of forest **genetic and species conservation** through seed banks, botanical gardens and arboreta.

Policy Statement 8: on watershed management and soil conservation

Watershed protection forests will be established, rehabilitated and conserved

The government will promote the rehabilitation and conservation of forests that protect the soil and water in the country's key watersheds and river systems.

Achievements in watershed protection through forestry will result from the adoption of appropriate farm forestry methods on degraded private lands, from the improved management of natural forests on hilly private lands, and from the restoration of degraded hills on government lands.

Strategies for the implementation of this policy statement will include:

- Promote the **rehabilitation of degraded forests** in water catchment areas and bare hills through private, community and farm forestry initiatives.
- Develop and promote guidelines on the management of **riverside forests**.
- Develop accompanying **regulations** to the provisions of the National Environment Statute (1995), the Water Statute (1995) and others, relating to watershed management, soil conservation and the protection of riverbanks and lakeshores.
- Develop and promote **awareness, educational and community mobilisation programmes** to promote good integrated land use practices in hilly areas, and protect watersheds from degradation.



Policy Statement 9: on urban forestry

Urban forestry will be promoted

The government is committed to improving the livelihoods and well-being of urban people by supporting urban forestry and improving the urban landscape and environment. The private and non-government sectors will be encouraged to play a major role in the development of urban forestry, and be given adequate support and incentives, in collaboration with urban authorities.

Strategies for the implementation of this policy statement will include:

- Promote the establishment and maintenance of green belts in urban areas as part of **urban land-use planning**, with urban authorities.
- Develop **institutional linkages** between the proposed NFA, urban authorities, NGOs/CBOs and the private sector to plan and implement urban forestry developments.
- Encourage **NGOs, CBOs and the private sector**, including women's and youth groups, to plant trees in all urban areas in Uganda, through appropriate education, publicity, incentives, land leases and tree tenure arrangements.
- Promote the planting of **road reserves** through the Ministry responsible for roads.
- Provide **technical advice** on tree nurseries, guidelines on urban tree planting and management, including site selection criteria and appropriate tree species and sources of seeds.

Policy Statement 10: on education, training and research

The government will support sustainable forest sector development through appropriate education, training and research.

The government will promote and implement **public education programmes** to increase awareness and understanding of the role of forests and trees in Uganda's national economy and local livelihoods, and the crucial environmental services they provide.

The government will support the development of **training capacity** to respond to the sector's needs. Government training institutions, as well as private training services, will be encouraged to re-orient themselves towards new areas of market demand for forestry skills. These should respond to the needs of the private sector, NGOs and local governments, and to the lack of specific practical skills.

The government will promote cost-effective **research** that responds to the needs of farmers, private investors, communities, advisory services, and central and local government agencies that are in the front line of forest management. Improved institutional **co-ordination and collaboration** will be promoted, to improve links between researchers and end-users. This will help to set research priorities, increase the efficiency and the targeting of research, and facilitate the exchange and dissemination of information.

Strategies for the implementation of this policy statement will include:

- Develop public education and communication programmes to build **public awareness** of issues in the forest sector.
- Develop **promotional campaigns** to encourage tree-growing.
- Introduce forestry as a separate subject in **schools and colleges** and develop appropriate syllabi.
- Review the **formal curriculum** in government training institutions to keep up-to-date with market demands in forestry training.
- Build capacity in government and private training institutions to provide **specialised and practical training** of foresters and forest workers.
- Create a **national co-ordination structure** for forestry research to strengthen linkages between regulatory, research and training institutions, and end users.
- Raise the **profile of forestry research** in national research programmes.
- Promote **demand-driven research** by encouraging the participation of the NFA and end-users of research results in the identification, design, implementation and evaluation of research activities.
- Establish processes for **monitoring** the status of forest resources.
- Increase **international and regional co-operation** in forestry research and training.

Policy Statement 11: on supply of tree seed and planting stock

Innovative mechanisms for the supply of high quality tree seed and improved planting stock will be developed

The Ministry responsible for forestry will promote the development of adequate supplies of **high quality tree seeds and improved planting stock** to meet the needs of small-scale farmers and large-scale commercial tree growers. The government will promote extensive tree growing in the country, and recognises that success will depend on the supply of tree planting material that is productive, stable and well adapted to local conditions.

The Ministry responsible for forestry will promote **seed procurement, tree improvement and genetic resource conservation**. The government will build capacity for research and development in these areas. Priority indigenous tree species that are endangered will be conserved as sources of tree seed and planting material.

The private sector has a major role to play in the collection and distribution of tree seeds and planting stock. The government will help to build **capacity in the private sector** to enable effective seed supply and marketing, and develop mechanisms to ensure high standards and quality control.





Strategies for the implementation of this policy statement will include:

- Determine and **monitor** national seed demand and supply.
- Identify, establish and manage **seed sources** for priority tree species.
- **Produce, market and promote** the use of high quality tree seed.
- Support linkages to national, regional and international **research and development** to improve tree seed and access modern germplasm propagation techniques.
- Develop **standards** and **guidelines** for seed collection, handling and distribution to ensure quality control.
- Develop **capacity** for the supply and distribution of tree seed through the private sector.
- Build capacity in the private sector for **tree nursery management**.
- Ensure that the special needs of **different ecological zones** for seed supply and nursery management are met.
- Carry out **gene conservation** of high priority, endangered indigenous tree species to guarantee sustained availability.



4. Support for Implementing the Forestry Policy

Section 4 sets out the key elements of support for the implementation of the Forestry Policy. These are:

- A - Sector-Wide Planning
- B - Sector Investment
- C - Sector Co-ordination
- D - Institutional Reform
- E - Forestry Legislation
- F - Gender and Equity
- G - International and Regional Co-operation
- H - Sector Monitoring and Evaluation

A - Sector-Wide Planning

A national forest programming approach will be adopted

A National Forest Plan (NFP) will provide a strategic framework for the development of the forest sector, and will be regularly updated to keep pace with changes. This will be supported by a process of regular **forest sector reviews**.

The NFP will be a framework for turning the Forestry Policy into action, with short-, medium- and long-term goals and programmes for sub-sectors and regions, which address critical issues in **order of priority**. Organisational and institutional roles and responsibilities will be redefined to conform to the new sector vision, and the changes reflected in a new legal and operational framework.

B - Sector Investment

The government will develop a favourable investment climate for private and public investment in the sector

The implementation of the Forestry Policy will require significant financial and human resources. The government will develop a long-term investment programme for the forest sector, through the National Forest Plan processes. This will require a co-ordinated programme of support based on four types of investment:

Private sector: a positive investment climate will be created for the private sector. This will include new financial incentives, the removal of market distortions, review of the Investment Code, review of legislation on land leases, the creation of a Forestry Fund, and the development of more transparent and accountable systems of administration and regulation. This new climate, coupled

with active investment promotion, will encourage a range of private investments in commercial forestry.

Public sector: A public sector investment programme will be developed using economic values for forest resources, including analyses of the different impact of costs and benefits in forestry development. This will include conservation and environmental protection, and wider social and economic development issues. There are several areas where the government can increase its capacity to generate revenues:

- * boost the **recovery** of dues to government, which is currently extremely low;
- * rationalize the existing **royalty rates** that have historically been well below the true economic and environmental values;
- * review the **revenue sharing** arrangements with districts to make these realistic and sustainable.

Development partners: support from development partners will be needed for forest sector development during the transition to sustainable national funding. The government with donors will move towards co-ordinated funding mechanisms to support a sector-wide forestry development programme, as set out in the National Forest Plan. Improved co-ordination of this support will be a responsibility of new forest sector co-ordination structures.

International funding: further sources of funding for sector development will be actively pursued, including carbon credits or international funds to support biodiversity conservation.

C - Sector Co-ordination

Sectoral co-ordination structures will be established

A forest sector **co-ordination structure** will be developed to provide a forum for sector-wide planning and co-ordination. This will require representation from central government ministries involved in the forest sector, local governments, the private sector and civil society. Such a structure will ensure that a co-ordinated and balanced sectoral approach is maintained, as government's direct involvement in the sector is redefined and reduced, and the role of the private sector and civil society is increased. This co-ordination structure will be supported by a professional body, which will be developed using resources drawn from the sector's stakeholders. Its staffing and operations will reflect the evolving needs for sector co-ordination.

A national **consultative forum** will be developed to allow the public, international partners and all interested parties to contribute to a regular debate on the forest sector, to improve sector co-ordination and inform national priorities.

D - Institutional Reform

The institutional framework for the forest sector will be strengthened

The institutional framework for the forest sector will be strengthened to implement the Forestry Policy. This will be based on:

- the reform of central and local governments' **roles and responsibilities**;
- a greatly increased role for the private sector and non-government organisations in **service delivery**;
- improved **regulation** of the sector;
- new approaches to the development and strengthening of **civil society** through local community institutions and associations;
- redefined **relationships** between organisations in the sector, and the establishment of a better legal basis for these through contractual or service agreements, tendering, and partnership agreements between state and civil organisations.

This new framework will help to drive changes within organisations and sector institutions, and will reflect the new multi-stakeholder, multi-objective, people-friendly approaches to forest sector development.



Central government: the reform and restructuring of government functions is improving co-ordination in the forest sector, and is defining new roles and responsibilities for different government and private agencies. Rather than being involved directly in forestry production and management, government will increasingly support the efforts of outside agencies, through better co-ordination, new partnerships, clarification of roles and responsibilities, and improved regulation. Capacity building will be needed to ensure that these new roles can be fulfilled.

The government's **Ministry responsible for forestry**, through the new forest sector co-ordination structure, will:

- ensure the integration of the interests of all the relevant Ministries, local government, the private sector and civil society;
- co-ordinate the sector programme support being provided by the international community and other partners;
- maintain an oversight of sector planning;
- develop sector policy;
- regulate the sector;
- monitor the provision of forestry advisory services.

The government is committed to the reform of the present Forestry Department, and the development of a new **national forestry authority**. This new institution is planned to have considerable autonomy in its operations and the way it generates and manages its human and financial resources.

It will be more focussed on defined objectives than the existing Forestry Department. It will be financially viable and will operate in a business-like manner, while leaving forest sector policy, planning and legislation to the relevant Ministry and its cross-sectoral co-ordination structures. The new institution will have two principal functions with respect to the management of the national forest assets:

- the sustainable management of the government's Central Forest Reserves, and;
- the promotion and development of private forestry.

New approaches to the **administration** of forest reserves will be developed, to improve efficiency and to account for forests that span local government boundaries. The institution will have powers to manage forest reserves and to advise on private forestry activities, and will be responsible for regulatory functions delegated by the responsible Ministry.

The reform of institutions in the forest sector will follow the current policy of achieving, in the longer-term, a **common management authority** for the sectoral institutions concerned with biodiversity conservation. In view of this, the new forestry authority will develop close links and liaison with NEMA, UWA, relevant line ministries, NGOs/CBOs and the private sector.

Local government: efforts will be made to clarify the **role** of local governments in management of forest resources on government and private land, and to build capacity for the management of Local Forest Reserves. Wherever possible this will encourage local councils to devolve responsibility for management down to local community level. Innovative approaches to forestry development on state and private land will be developed, including:

- effective systems and processes for planning, management and regulation of forestry practices;
- re-investment of forest revenues in the sector;
- integration of forest management plans with district development plans;
- development of supportive by-laws.

Particular attention will be paid to further support the existing **powers** for decentralised management, in the areas of decision-making, regulation and arbitration, with appropriate systems of accountability to forest stakeholders.

Any ambiguities and contradictions in the provisions of the Constitution, the Local Governments Act and the Land Act with respect to the role of districts in forest sector development will be addressed. Mechanisms will be developed for supporting the collaboration between the production and environment committees at various levels of government in each district, and local community institutions and associations, to promote community and farm forestry.

The private sector: the government will support greater private sector participation in forestry development, particularly in forestry plantations, with:

- better technical advice and support;
- improved economic incentives;
- more transparent administrative processes, and;
- greater security of tenure over resources created under private initiatives.

Along with this support, there will be improved regulation of private sector operations where there are public interests at stake, including the application of sustainable, environmental and social best practices in forestry management.

NGOs and CBOs: Non-Governmental Organisations (NGOs) and Community-Based Organisations (CBOs) will have pivotal roles in **service delivery and advocacy** for sustainable forest sector development. With their technical expertise, their sensitivity to gender and poverty, and their contacts with the grassroots, the roles of NGOs and CBOs will include:

- mobilising and sensitising local people;
- strengthening civil society;
- supporting active local participation in managing forests and trees;
- supporting the provision of advisory services, and;
- ensuring that the concerns of the underprivileged are incorporated into national development processes.

E - Forestry Legislation

A new legal framework for the forest sector will be developed

The government will review and revise the legal framework for the forest sector. A new Forests Act will provide an enabling legal framework for the Forestry Policy and the National Forest Plan. This will replace the Forests Act of 1964. The review will also consider the National Environment Statute (1995), the Wildlife Statute (1996), the Water Statute (1995), the Local Governments Act (1997), the Land Act (1998) and other relevant laws, with a view to **harmonizing** these. The review and revision will also seek to support international agreements, conventions and treaties, and up-dating the sectoral legal framework.



Key features of the new legal framework will include:

- clarification of the **rights of access** for all Ugandans to all types of forests in the country;
- provision of a mechanism for the participation of all interested parties in forestry development through clear **legal agreements**;
- new **rules and regulations** for forestry activities based on appropriate incentives and disincentives, including licensing, pricing and penalties based on true economic valuations, tree tenure and the use of Reserved Species on private and government land and forest produce movement;
- a broad framework for the **forest sector's co-ordination and planning**;
- a legal basis for **contractual or service agreements, competitive tendering, and partnership agreements** on forest management, including gender roles and equity in benefit-sharing;
- newly defined **institutional roles and responsibilities** in the forest sector;
- provision for Uganda's commitments to **international conventions** and protocols in the forest sector;
- harmonization of the legislation on **decentralised forest management**, including the classification of central and local forest reserves, and responsibilities between central and local government for protection, regulation, licensing and revenue collection;
- guidance on the introduction of **alien species**;
- regulations on the **import and export** of forest produce and genetic materials.

F - Gender and Equity

Women, youth and poor people will be particular beneficiaries in the development of the forest sector

The government will ensure that women, youth and poor people are particular beneficiaries in the development of the forest sector. It recognises that there are sections of society that are often marginalised in development processes, and that these groups are frequently the most dependent on forest resources for their livelihoods.

The government will ensure the integration of **gender concerns** and issues into the development of the forest sector. Strategies for implementing the Forestry Policy will specifically account for gender differences in the perceptions and uses of forest products. This will include efforts to:

- increase security of tenure over forest resources for women and youth;
- encourage active participation of women and youth in decision-making, resource management and sharing of benefits;
- promote changes in attitudes and organisational cultures, to break down gender barriers and to provide mutual respect and dignity for all people irrespective of social group, gender or background.

The government will also support **poor people** in the development of:

- skills and access to employment and livelihood opportunities;
- security of access to forest resources;
- active participation and sharing of benefits in forest management.

Given that the **poorest of the poor** living in forest areas are often so marginalised that they are unlikely to be able to participate in any of these developments, special consideration will be given to direct support in the form of revenue shares from forest management. These might be provided as health, educational or other facilities funded from forest revenues.

G - International and Regional Co-operation

The government will participate fully in the development and implementation of international obligations and cross-border co-operation agreements

Uganda has signed a number of international agreements that influence the forest sector and is party to other non-legally binding instruments. The government will meet its obligations to these agreements and instruments, through **domestic legislation and action**. Other agreements are in the process of being developed. Uganda will participate fully in these developments where they can help to meet national objectives.

Key agreements that affect the forest sector include obligations and opportunities:

- to conserve and manage unique areas (World Heritage Convention), wetlands (Ramsar Convention) and biodiversity (Convention on Biological Diversity);
- to control the wildlife trade (Convention on International Trade in Endangered Species);
- to combat the spread of deserts (Convention to Combat Desertification);
- to manage forests sustainably (International Tropical Timber Agreement);
- to store carbon through forestry (Framework Convention on Climate Change);
- to co-operate on trans-boundary forestry development (through the regional framework of the East African Community);
- to seek fair trade arrangements for forest products (through the World Trade Organisation).

H - Sector Monitoring and Evaluation

Implementation of the Forestry Policy will be monitored and regularly assessed.

Well-defined information systems will be established, with reliable data on agreed indicators. All forest sector investment programmes will set out plans for monitoring and evaluation, and develop specific indicators to show progress and impact. The results of this sector monitoring and evaluation will be published regularly in **reports on the state of the forest sector**.

The government will evaluate the impact of the institutional reforms and strategies developed under the National Forest Plan. Impacts will be measured in terms of the following policy **performance indicators**:

- the sustainable use of the resource base;
- the maintenance of vital ecological services and conservation of biodiversity;
- the growth of the economy in forest-related business, and;
- the alleviation of poverty amongst the rural and urban populations who depend on forests for their livelihoods.





Photos by David Pluth