

CADA AD HOC TECHNICAL MEETING ON
FORESTRY AND FUELWOOD

Washington, D. C.
November 13-14, 1980

Summary Minutes

The first meeting of the CADA ad hoc Technical Group on Forestry and Fuelwood met in Washington on November 13 and 14, 1980, with Haven North, Deputy Assistant Administrator for Africa, as convener, participating member and chairman.

Representatives from the six CADA countries and observers from the African Development Bank, the Food and Agriculture Organization and the World Bank accepted the United States' invitation. Their contributions have made it possible to move realistically toward an early and practical concentration of combined CADA efforts in some specific activities in a few African countries. There will be many continuing exchanges of views and information and coordination of forward project and program planning on an improved scale will be needed, as the participants agreed. The meeting, however, resulted in a consensus which can be expressed in summary form as the following:

Participants were agreed on (a) the critical importance of increasing fuelwood supply in sub-Saharan Africa; (b) essential elements for successful enhancement of forestry and fuelwood supply programs in any African country; (c) the desirability of coordinating CADA member efforts and any additional project initiatives in a few African countries, rather than attempting regional initiatives, at this stage; and (d) possible procedural approaches for continuing measures to promote increased effectiveness of CADA member assistance in this sector.

The following paragraphs discuss these measures of general consent.

A. Greater priority for increased fuelwood supply programs

All participants agreed that the task of increasing the supply of fuelwood should be given increased priority in donor and African development programs as a major and indispensable element in sub-Saharan agricultural production systems and energy supply for rural and urban areas.

Current planting falls far short of levels needed to create a plantation base from which fuelwood supply can be met from sustained yields. According to a recent report by the World Bank Task Force on Renewable Energy Supply, total annual, repeat, annual planting in sub-Saharan African countries will need to be increased by fifteen times estimated current levels, i.e., from about 62,000 hectares a year to 955,000 a year for twenty years. This estimate already assumes that about one-fourth of future fuelwood needs will be substituted for by alternative fuels or by more efficient use of fuelwood and that an additional one-fourth can be met from fuelwood harvested as a by-product from improved management of natural forests.

All CADA members are now engaged in or are planning new efforts for forestry related programs, life-of-project costs of which may total as much as \$450 million. However, less than \$30 million of member projects is directed to actual planting of trees to meet fuelwood supply.

Participants pointed out that other development benefits enhance the economic desirability of accelerating the rate of larger scale fuelwood supply and related forestry programs. These benefits include: conserving soil and water; providing a direct source of food and fodder in addition to lumber, pulp and polewood; providing additional employment; meeting the needs of existing and growing commercial urban markets; and affording an opportunity for improved land use by relieving pressure on agricultural land and on natural forests now being plundered indiscriminately for firewood.

The next CADA policy level meeting, now scheduled for December 17 and 18, 1980 in Brussels, will provide an opportunity for CADA articulation of the need for enhanced priority for fuelwood supply programs and of CADA members' intent to concert their efforts to give effect to such higher priority.

B. Essential components for enhanced programs

Participants agreed that to be successful a nationwide forestry and fuelwood production effort by any African government would need to include several major prerequisites or program components such as:

1. African government commitment to increased priority in this sector.
2. Expanded manpower and improved training, improved in content and institutional capability.
3. Improved management of natural forests and woodlands for fuelwood production as well as for other purposes.
4. Early planning for larger scale fuelwood plantations, especially to meet growing urban needs.
5. Decentralized seedling supply and extension services, to enlist voluntary efforts at the village and household level and to serve individual needs. In this connection additional efforts should be made to enlist and involve women in these activities.
6. More effective methods of fuelwood use and development of alternative energy supplies. These might include intensified efforts at improved wood and charcoal stoves and kilns, solar pre-heated water for cooking, development of solar and other non-conventional fuels as fuelwood substitutes.
7. Up-to-date knowledge of existing land use and land use potential, on which to base agricultural, forest and fuelwood, and urban planning decisions, and to provide baseline data for popular education and extension programs.

Although an "essential component" is often expressed as being the availability of greatly expanded capital funds, this was not considered to be a major constraint at this stage.

Members of the technical group were generally agreed that foreign assistance would be needed on a larger scale than is now reflected in donors' direct fuelwood planting aid, including the need to be prepared to finance a substantial portion of local costs--including recurring costs--until plantations were well established.

However, participants were also agreed that until the program components listed above were firmly in place and operating efficiently, the capacity of most, if not all, countries in sub-Saharan Africa to absorb large amounts of additional assistance would remain limited.

C. The desirability of considering an individual African country focus for CADA project initiatives

Participants agreed that it was preferable at this stage to concert member efforts on project initiatives in two or more African countries, seeking to insure that in combination with the country's on-going national program and with other donor efforts, all of the previously identified essential components are brought on line at the earliest possible date. Such a decision would not rule out the possibility of one or more high visibility regional projects, but these would not be the initial thrust of a CADA initiative in this sector.

1. The general approach

If CADA governments do in fact decide to move in the direction of substantially increased support for accelerated forestry and fuelwood production programs in Africa, there were several approaches through which members could concert their efforts for increased effectiveness:

- * Members could agree on a few broad policy and program initiatives which they would undertake to pursue within each member's bi-lateral program, relying on the collective effect to produce accelerated African country efforts;

and/or

- * Members could coordinate their assistance for a particular program component, such as training or fuelwood conservation, within a broader regional or multi-country framework;

and/or

- * Members could coordinate their forestry and fuelwood assistance within a specific country.

2. The background paper options

The first and second options were elaborated in the original draft of the background paper and were presented as a point of departure for discussions and alternative suggestions for action by the members of the ad hoc technical committee. The illustrative policy proposals included three broad program decisions involving:

- * efforts to persuade each African government to launch large-scale fuelwood programs, earmarking

adequate areas of nationally controlled land for this purpose;

- * commitment by each CADA member to seek approval from its own financing authorities for up to \$50 million over the next five years to finance expanded programs; and
- * an offer by each member to add decentralized seedling production and distribution programs to all national forestry programs and all village level Peace Corps and other similar government or private voluntary agencies now included in each members.

These were to be supplemented by projects, which were options conforming generally to the second category listed above, which would

- * expand the availability of up-dated land use maps throughout Africa, subject to the request for such services from each country;
- * increase efforts to promote conservation of fuelwood and use of alternative fuels; and
- * involve women more closely in conservation and household forestry programs.

3. The general consensus

Members of the technical group dealt with each of the suggestions in turn, commenting on both the broad options and their possible applications in specific countries or as elaborated in illustrative specific projects. They reached, in conclusion, what appears to be a unanimous consensus that the most useful CADA approach at this stage would be via the third option, namely:

- * to concert the project efforts of member countries in two or more specific African countries, seeking to insure that in combination with the country's on-going national program and with other donor efforts, all of the previously identified essential components are brought on line at the earliest possible date.

Such a decision would not rule out the possibility of one or more high visibility regional projects, but these would not be the initial thrust of a CADA initiative in this sector.

In reaching this consensus, members of the technical group believed that it would be premature to have CADA members place a quantitative measure on either the amount donors might earmark for these efforts or on the volume of fuelwood plantings, national or local, which should be elicited from any African government.

Such commitments are best made on a cas-by-case, country-by-country basis, within the context of specific project or overall development assistance negotiations.

This does not rule out the earmarking of funds for forestry and fuelwood as a component of any one donor's internal foreign aid strategy, but it does reject its promotion as an element of CADA initiative and strategy.

Similarly, it was agreed that concerted action to bring on line the program components identified in Section B as essential for successfully expanding African programs could most usefully be pursued within one or more specific countries. This applies to the project suggestions as well:

- * Decentralized seedlings. These would be a special focus for action in any country chosen. The use of the regional improved seed multiplication program financed by France in Upper Volta was suggested as one useful source of supply.
- * Involvement of women. It was agreed that sponsoring of national programs to involve women more closely in forestry and fuelwood conservation programs would be desirable, but it should begin with perhaps a pilot demonstration project serving one country.
- * Land use maps, all participants agreed, are a useful and necessary tool in national and local planning, but must be hand tailored to particular country projects for formal and technical land planning use at the official level. The possibility of sponsoring less elaborate maps to complement and complete the FAO's recently completed narrative analysis of the African Tropical Forests Assessment projects was mentioned. This could be a useful contribution to wider dissemination of current knowledge and deserves exploration to determine costs and timing.

Two areas not given adequate emphasis in the original background paper were singled out as deserving substantially increased donor and African attention and support in any country which may be considered as the focus of additional CADA initiatives:

- * Manpower and training. All participants underlined the need for improved and expanded manpower and training programs, including "recyclage" and continuing education in all African countries. They also insisted, however, that the need was so great that emphasis should be placed on establishing national programs in each country, although assistance to regional centers is not ruled out. Hence, the choice of CADA concentration on one or more specific countries is not so much a reluctance to commit more funds as to give effect to the technical judgment that, in any case, a national focus must be found.

- * Management of natural forests as a source of fuelwood. Several members of the technical group returned to the importance of undertaking new systems of management of natural forests. The trees from which fuelwood supplies could be culled or coppiced are already grown. Even woodlands and forests degraded by indiscriminate cutting of tropical timber for export provide species suitable for fuelwood supply. Special efforts ought to be made, they agreed, in any country considered for CADA initiatives, to encourage and support this action by the African government.

The criteria to be applied for selecting specific project initiatives to be concerted in selected countries are still under discussion. These might include African countries where governments are already committed to expanded national forestry and fuelwood supply programs and where several CADA members are already engaged in related projects and programs. Table 1 provides a list of countries in which two or more CADA members are already involved.

These general conclusions of the ad hoc technical committee are being referred to CADA member governments for policy review and decision.

D. Suggested procedural steps

The following are suggested as procedures which would assist in moving CADA technical and policy decisions in this sector into an action phase:

1. As chairman of the CADA ad hoc Technical Committee on Forestry and Fuelwood, the United States will report on the committee's general conclusions at the Brussels policy level meeting.

2. The U.S. will recommend that Item B.2 of the Preliminary General Programme for Concerted Action be elaborated to add B.2.1, Forestry and Fuelwood Production programs, with potential partners identified

Table No. 1
FORESTRY PROJECTS IN SUB-SAHARAN AFRICA
COUNTRIES WITH MULTI-CADA DONOR PROGRAMS

Selected countries	Belgium	Canada	France	Germany	U.K.	U.S.A.	IBRD	Other Donors
<u>WEST AFRICA</u>								
Cape Verde	X		X			X		FAO, WFP Holland-EDF Switzerland
Chad		X		X		X	X	WFP, UNDP/FAO
Gambia				X		X	X	
Mali		X	X	X		X	X	Switzerland Holland
Mauritania			X			X		Luthern WS
Niger		X	X	X		X	X	Switzerland, CWS WFP, FAO/UNDP
Senegal		X	X	X		X	X	FAO/UNDP African DB Switzerland UNDP/FAO
Upper Volta			X	X		X	X	FAO/UNDP Switzerland Holland
Liberia				X		X	X	WFP, FAO/UNDP African DB
Nigeria		X		X	X		X	FAO/UNDP
Sierra Leone				X	X			
Sahel Regional Natural Resource Mapping	X	X	X	X		X		FAO
<u>EAST AFRICA</u>								
Burundi	X		X			X	X	EDF, UNDP
Kenya		X				X	X	Finland, FAO/UNDP
Lesotho					X	X		
Rwanda	X					X		
Somalia					X	X	X	FAO/UNDP
Sudan		X		X	X	X	X	FAO/UNDP
Tanzania				X		X	X	Sweden, OPEC SPF Kuwait Fund Norway, Finland

Source: USDA Forestry Inventory, June 1980

to include the African Development Bank, FAO, the World Bank, the ECE and other donors.

3. Through the mechanism of the continuing ad hoc technical group, with the same or alternate representatives, CADA members will pool suggestions on two or more specific projects in African countries which might tentatively be identified for initial concerted efforts. Locational criteria would include African countries where governments appear to be already committed to expanded national forestry and fuelwood supply programs and where several CADA members are already engaged in related projects and programs.
4. The U.S. is requesting members of the ad hoc technical committee, after they have had an opportunity to consult with their home governments, to send their suggestions to the chairman, DAA/AFR Haven North, copies to Schoonover, U.S. CADA Rep., American Embassy, Paris, together with a brief statement on reasons for the choice. The U. S. will compile these suggestions and circulate the combined list. If it seems desirable to meet again to discuss project and country alternatives, the U.S. will arrange another meeting at a time and location most convenient to the members.
5. Following the Brussels meeting, the United States anticipates organizing some technical discussions with African experts to continue the process of identifying specific project undertakings in selected areas.

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Comments and revisions are invited from participants in the ad hoc technical group.

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