

ABSTRACT

Forest Policy and Administration in Zambia: Economic Instruments for Welfare, Sustainability, and Revenue Recovery

by

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The forest policy discussion in Zambia features the same general objectives that describe modern forest policy in most countries of the world: sustainable management on public forestlands, and the challenge to share certain land use rights with local users, revenue recovery and sustainable management from commercial forest operations, together with the challenge to limit the flow of illegal timber harvest activities, maximizing the forest's contribution to long-run economic growth, and; improving the effectiveness of the Forestry Department at the same time that agency suffers from understaffing and a budgetary shortfall.

The specific policy objectives are laid out clearly in the *Zambian Forest Action Plan* and a related series of documents prepared for a ZFAP donors meeting held 29 June – 2 July 1999. There is general agreement about these policy objectives. The problem lies in their implementation. Successful implementation requires that the managers and users of forest resources have incentives that are consistent with these policy objectives.

The solution is to look at the basic and universal policy objectives in combination with the resource market and human characteristics unique to any particular country – Zambia in our case – and to search for the set of incentives (Responsibilities, contracts, fees and enforcement arrangements) that best fit with these local characteristics.

This is the objective of our research proposal. We are proposing a series of economic studies that use *Zambian* data to identify the incentives that will encourage improved community based forest use and sustainable management, increase government timber revenues while limiting illegal logging; encourage economic growth including but not restricted to value added growth in the forest sector and maximize the effectiveness of Forestry Department administration within its limited resource for contracting, monitoring and enforcement, and providing technical assistance.

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For full research/trip experience read below:

Field

Trip Report Samuel Bwalya

1. Introduction

Six rural communities leaving around six (6) forest reserves in three (3) provinces: Luapula, Eastern and Central Provinces were surveyed. In addition, post harvest data set from 1991-2000 has been compiled together with GIS information describing the conditions of the forest reserves and forest areas surrounding these forest reserves.

2. Fieldwork

As indicated above, fieldwork was conducted on communities leaving around 6 forest reserves:

- (i) Chaba forest reserve and Myafi forest reserves in Mkushi District and Chibwe forest reserve in Kapiri Mposhi District in Central province;
- (ii) Lukangaba forest reserve in Mansa and Mwewa forest reserve in Samfya in Luapula province;
- (iii) Open Nyampande in Petauke in Eastern province, and;

The choice of these forest reserves was based on accessibility consideration, level of community interest and participation in JFM and community livelihood strategies. It was however noted that these areas are sparsely populated with scattered dwelling. As a result, it took a lot of time to locate and interview households leaving so far apart.

While JFM program is theoretically on course in Central province, the Finish Development Agency funding the JFM program recently announced their intension to pulled-out of Central Province in preference for Southern Province. This pullout is expected to frustrate community efforts in JFM and might induce significant “donor failure” in the forest sector.

Open Nyampande forest area is an open forest located on customary land in Chief Nyampande in Patauke District. The inclusion of this forest in our sample provides a good contrast to gazzetted forest reserves (Myafi, Chaba, Lukangaba, Chibwe and Mwewa forest reserves) both in terms of forest stockings, community perceptions and participation and utilization patterns.

Luapula province (Lukangaba and Mwewa) is one of the least sparsely populated provinces in the country. Two forest resource management projects are being implemented in the provinces. A FINNIDA supported JFM program in Lukangaba and Mwewa forest reserves and the Forest Resource Management Project (FRMPs) funded by

the International Fund for Agricultural Development (IFAD) and the Zambia Government being implemented in all districts in Luapula and in Northwestern Provinces. Luapula province has a very unique set of livelihoods which highly dependent on forest and woodland resources in the area particularly for firewood for cooking and fish processing and for timber and several non-timber forest products such honey, mushrooms, tubers and fruits and edible caterpillars.

For all these forest areas, community utilization and management survey was administered. The survey also included a contingent valuation question intended to capture rural households' willingness to pay for forest products and services. Data collected by means of the survey was supplemented by the GIS data and forest inventory data collected from the Department of Forestry. Our objectives here is to use these data to estimate the degree to which local communities are dependant on forest resources in area and how this dependency relates to forest conditions in the six sample forest areas.

The major problems faced in the field relates to the difficulty in locating respondents who were often in the field harvesting crops in preparation for community early burning activities. Notwithstanding commendable cooperation from forest officers, it was financially and logistically expensive to cover a sufficiently large number of households residents who are leave so far apart from one each other and especially for the least populated provinces. This difficulty was exacerbated by the poor state of road infrastructure. A total 320 households were interviewed.

3. Deliverables

The following deliverables have been accomplished:

- A debriefing was made at the USAID-Zambia Country Office in April. In attendance were the program economist Mr.Likando Mukumbuta, training specialist, Ms Dorothy Ntengerenji-Mumbuna and agricultural and natural resources specialist. It was agreed that a more elaborate presentation would be arranged prior to my departure. This was however not possible since the training specialist who was supposed to arrange for the seminar was reported out on a mission. Nonetheless, I spoke to the new program economist who instead requested that I submit to her a copy of the seminar delivered at the hosting institution for their record.
- A seminar was delivered at hosting institution (INESOR/ University of Zambia) entitled, *“The role of economics in forest management in Zambia”*. The Chief Research Officer (Department of Forestry) also attended the seminar and provided some very useful insights.
- Except for the post harvest data, no copies of data were left with the hosting institution. A copy of data sets will be delivered to them once data entry and audit is completed.
- Key research findings were presented to the Department of Forestry in the Ministry of Tourism, Environment and Natural Resources.

We anticipate to speed-up our data analyses exercise and we are committed to deliver the following outputs in due course:

- Provide a de-briefing at the Africa/Global Bureau of the USAID
- Send a copy of final data to INESOR and copy of analyzed data to SAGA
- Summarize key research findings and indicate their relevance to SAGA's four thematic areas
- Submit report for possible publication in the SISERA-seminar papers, and in other journals.

4. Way forward

In order to address several issues that have emerged from this study, we have extended our research agenda in several directions. For instance, a follow-up on this study has been developed entitled, “ *Managing dry forests for poverty reduction: an assessment of forest values, rural livelihoods and forest dynamics in Zambia*”. This study will be conducted in collaboration with INESOR and CGIAR-Dry Forest Project. We are hopeful that the findings from this study will sharpen our recommendations on the importance forests and woodlands in food security and poverty reduction in Sub-Saharan Africa and Zambia in particular.

We are sincerely grateful to SAGA for this most generous financial and administrative support you have so far rendered.