1. Introduction

BACKGROUND

Forests and their products and services are key for the well-being of society. They provide fuelwood for energy, timber for construction and furniture, living space and food. They also protect soil from erosion, house valuable biodiversity, are sources of income for individuals and families and offer recreation opportunities. Because of these many functions, conflicts arise on how to use forests, who can use them, who benefits and who does not. With changing societal demands, forest policies and practices have evolved considerably over time and must continue to do so to remain relevant, useful and responsive to society's changing demands. However, national policies also need to anticipate future needs and trends in order to help to shape a broader vision for the country in the years to come.

A number of developments have affected the way forests are governed, ranging from globalization, decentralization and privatization to changing demand for forest products and services from a growing and often more urbanized population. Other factors include heightened awareness of the role of forests in regulating climate and in providing other environmental services; greater recognition of the multifunctionality of forests; and a shift from timber-centred to people-centred forest management. International forest-related conventions, agreements and initiatives also contribute to bringing about change. In many ways, these often rapid developments influence a country's decision to adapt its national forest policies in order to respond to changing contexts. According to FAO (2010), 143 countries have forest policy statements, more than half of which are less than ten years old. Each year, on average, more than ten countries issue a national forest policy statement.

Many decision-makers involved in forest policy see issues emerging in the wider political context – for example those related to climate change – as opportunities to translate the value society accords to forests into concrete economic mechanisms such as payments for ecosystem services. Countries that promote more sustainable lifestyles and recognize the merits of an economy based on low carbon emissions and low energy use are looking at the potential of forests to assume a greater role in national development. If society adopts the vision of a "green economy", the benefits derived from forests can be even greater. Seizing this rare opportunity, politically and economically, requires open, inclusive and forward-looking forest policies and strategies.

Because of the multiplicity of interests and issues surrounding forests and their use, the development of an effective national forest policy benefits from and almost always requires a bottom-up and participatory approach. New actors have emerged and the roles of many traditional organizations have either been

In recent decades, much has changed in relation to forest policies, in terms of both what they address and how they are formulated and implemented.

modified or need to be reinvented. In the process, governments are assuming the task of moderator as they attempt to reach agreement among competing interests.

Also, the way the decisions and activities of other sectors influence forest management is better recognized, as is the need to take future trends more fully into account.

These and other changes argue strongly for the need to reconsider essential questions when developing or revising forest policy:

- What purposes do forests serve society and how will different interests be balanced?
- Who will manage, care for and use particular forests and under what set of rules?
- How will such rules be crafted and by whom?
- How will these rules be put into practice and how will their effects be assessed?

Some of the considerations described above were addressed in FAO's *Guidelines* for forest policy formulation (FAO, 1987). However, since then many changes have taken place, often within the framework of national forest programmes (NFPs). Countries have adopted and have been using NFPs as the main approach for developing forest policies since the 1990s. In the past 20 years, more than 100 countries have gained a wide range of experience in the process of forest policy development, as has FAO through its support to member countries around the world. A range of forest policy processes at the global and regional levels has also provided valuable guidance. This document takes stock of experiences in national forest policy development since the late 1980s.

PURPOSE OF THE GUIDE

The purpose of this guide is to outline the concepts associated with forest policy development and the formulation of a formal forest policy statement, based on country experiences in recent decades. While focusing on the development and formulation of national forest policies, the guide can also be applied at subnational and local levels. Similarly, it can assist countries both to revise current forest policy and to develop and formalize a new one.

Because forest policy should reflect the particular social, cultural, economic and political context in each country as well as the unique characteristics of its forest resources and their usage, the guide is not a template for forest policy development. Rather, users are encouraged to adapt its contents to their specific needs.

The ultimate responsibility, authority and accountability for national forest policy rests with national governments and the stakeholders who help to develop and implement it – and whose actions make up the *de facto* policy. The principal intended audience, therefore, is senior government officials and the representatives of stakeholders who are involved in developing or revising the

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national forest policy. It is also intended as a guide for other stakeholders, so that they can participate more effectively in dialogues about how forest should be used, particularly civil society organizations and community groups with social and environmental goals.

Policies should facilitate sound decisions on forests and trees and their sustainable use – decisions that provide the benefits that society expects. Such policies must be designed to respond to the changing needs of different groups and to emerging challenges and opportunities.

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