



Forestry Administration



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A Decade in Forest Management and Planning in Cambodia

A Synthesis of Forestry Reviews and Supportive Studies

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by

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Executive Summary

The forestry sector in Cambodia has undergone a number of reviews over the past decade. The sources of these reviews have been many and diverse, ranging from large donors, through forestry and natural resource management organisations and projects, to NGOs and research institutions. Findings and recommendations reflect common themes of forest land classification and allocation; forest governance; poverty reduction and socio-economic development; financial and human resource mobilisation; and future management options.

Recently, the Royal Government of Cambodia adopted the National Forest Programme concept to guide the management, conservation and sustainable development of all types of forest. A major step is to establish a comprehensive understanding of the sector and its relations and linkages to other sectors in the context of national development, and to identify key issues and priorities for further action.

This document aims to contribute to this process by presenting a broad, objective synthesis of the main findings and recommendations of forest sector reviews, backed by specific supportive studies. It outlines the current national environment for forest sector development, and presents the common themes within reviews and studies. It highlights linkages between the two in order to assist decision makers to identify openings to be explored and gaps to be addressed in future forest management planning, and the further development of the National Forest Programme.

Significant challenges for forest sector development include the rationalisation, classification, demarcation and delineation of forest lands and areas under protection; improved forest governance; and increased forestry contributions to poverty alleviation. A number of additional points are raised for discussion that also form elements of the National Forest Programme, such as a clear mission statement, and appropriate strategies; preparation of capacity development and investment programmes; and considerations of regional and international obligations.

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Note

This document builds on findings and recommendations from other analyses, studies and reviews. It is important to emphasise that findings, quotations and recommendations are those of the various reports and studies referred throughout this document and do not necessarily correspond with the opinions of the authors and editors of this synthesis.

Abbreviations

| | |
|---------|---|
| ADB | Asian Development Bank |
| ASEAN | Association of South East Asian Nations |
| ASOF | ASEAN Senior Officials on Forestry |
| CBD | Convention on Biodiversity |
| CBM | Community Based Management |
| CBO | Community Based Organisation |
| CDM | Clean Development Mechanism (of the Kyoto Protocol) |
| CDRI | Cambodia Development Resource Institute |
| CFP | Commune Forest Plan |
| CG | Consultative Group |
| CGFP | Cambodia German Forestry Project |
| CMDG | Cambodian Millennium Development Goals |
| COHCHR | Cambodia Office of the High Commissioner for Human Rights |
| CPR | Common Property Resource |
| CTSP | Cambodia Tree Seed Project |
| C/S | Commune/Sangkat |
| DANIDA | Danish Agency for International Development Assistance |
| DFW | Department of Forestry and Wildlife |
| EAAY | Estimated Annual Allowable Yield |
| ESIA | Environmental and Social Impact Assessment |
| FA | Forestry Administration (formerly DFW) |
| FAO | Food and Agriculture Organisation of the United Nations |
| FCMCP | Forest Concession Management and Control Pilot Project |
| FSC | Forest Stewardship council |
| GAP | Governance Action Plan |
| GFA | A German Consulting Company |
| GTZ | Deutsche Gesellschaft für Technische Zusammenarbeit |
| GW | Global Witness |
| ICEM | International Centre for Environmental Management |
| IFSR | Independent Forest Sector Review |
| ITTO | International Tropical Timber Council |
| JICA | Japanese International Cooperation Agency |
| LIL | Leaning Innovation Loan |
| MAFF | Ministry of Agriculture, Forests and Fisheries |
| MoE | Ministry of Environment |
| NFP | Nation Forest Programme |
| NGO | Non-Governmental Organisation |
| NPRS | National Poverty Reduction Strategy |
| NRM | Natural Resource Management |
| NSDP | National Strategic Development Plan |
| NTFP | Non-Timber Forest Product |
| ReFOP | ASEAN-German Regional Forest Programme |
| RGC | Royal Government of Cambodia |
| RM | Resource Management |
| SFM | Sustainable Forest Management |
| SFMP | Sustainable Forest Management Plan |
| TPP | Cambodia Timber Product Pte |
| TWG-F&E | Technical Working Group for Forestry and Environment |
| UNFCCC | United Nations Framework Convention for Climate Change |
| UNFF | United Nations Forum on Forests |
| USAID | United States Agency for International Development |
| WB | World Bank |
| WCS | Wildlife Conservation Society |
| WWF | World Wildlife Fund |
| WTO | World Trade Organisation |

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1. Introduction

The Royal Government of Cambodia has embarked on a process to develop a National Forest Programme, consistent with the basic principles of the global framework that aim to provide

- a strategic orientation for the forestry sector, in harmony with other sectors of the economy
- an environment for the concerted and coordinated implementation of programmes and activities by all stakeholders based on mutually agreed objectives and strategies.

The National Forest Programme is not a document. It is the internationally agreed concept for country-specific processes towards the achievement of management, conservation and sustainable development of all types of forest. It provides a transparent, holistic and inter-sectoral approach that includes national and decentralised level consultative processes and local level action through mechanisms for partnerships and participation of all interested parties.

Cambodia adopted the principles of the National Forest Programme within its National Forestry Policy Statement, and is already working on a number of elements, such as legislative and institutional reforms, action plans, and capacity building programmes.

In 2004, an Independent Forest Sector Review (IFSR) was commissioned that, as well as presenting a thorough overview of the current situation, identified a number of constraints and challenges. It provided a number of recommendations for consideration, some of which, although controversial, opened new windows of opportunity for forestry sector development. The approach adopted by IFSR, however, meant that it did not consider the findings and recommendations of former reviews.

The objective of this paper, therefore, is to provide a synthesis of all forest sector reviews undertaken since 1996, backed by specific supportive studies. It aims to identify common recommendations within the themes of forest land classification and allocation; forest governance; poverty reduction and socio-economic development; financial and human resource mobilisation; and future management options.

The paper begins with an overview of national policies and strategies that provide guidance for forestry development in order to set the context for the sector. Next, an overview of forest sector reviews and the selected specific studies is presented before grouping their key findings and recommendations into common themes. The following section highlights linkages between these themes and the current national environment for forest sector development, in order to assist decision makers to identify openings to be explored and gaps to be addressed in future forest management planning. Finally a number of points are raised for discussion within the further development of the National Forest Programme.

2. Guidance for Forest Sector Development within National Policies and Strategies

The purpose of this section is to present the current national environment for forest sector development; and a brief overview of obligations under international and regional agreements necessary for consideration and aims to assist decision makers to identify opportunities for adoption of recommendations from sectoral reviews, as well as needs to address current gaps.

Strategic considerations of the Royal Government of Cambodia (RGC) focus on poverty alleviation, sustainable management of natural resources and conservation of biodiversity, and socio-economic development. The National Strategic Development Plan (2006-10) provides a single, overarching document that contains RGC's priority goals and strategies to achieve millennium and socio-economic development goals for the benefit of all Cambodians. It is based upon the:

- Rectangular Strategy (2004) that selects key elements from the Socio-Economic Development Plan II, National Poverty Reduction Strategy, Cambodian Millennium Development Goals, various policies, plans, strategies, plans and reform programmes

- National Poverty Reduction Strategy (2003-2005), used by RGC to achieve its poverty and inequality reduction objective
- Cambodian Millennium Development Goals (2003), that have become the cornerstones of national development policies and strategies, CMDG1 and 7 are of particular relevance for forestry
- Socio-Economic Development Plan II (2001-2005)

RGC recognises good governance as an essential prerequisite for sustainable socio-economic development and social justice, and forms the cornerstone of the Rectangle Strategy. The Governance Action Plan highlights conflict resolution (land classification, registration, tenure) as essential to peace, security and environmental sustainability, which in turn are fundamental for poverty alleviation and economic development.

The Forestry Administration is the government authority under MAFF responsible for forestry and forest resource management consistent with the National Forestry Sector Policy and Forestry Law (Ty Sokhun, 2005b). Forests within Protected Areas fall under the jurisdiction of the Ministry of Environment, and are covered by the Protected Areas Law.

The Statement on National Forestry Sector Policy (2002) aligns forestry sector goals to those of national development objectives, focusing on forest resource conservation, good governance, socio-economic development and poverty reduction. It commits the Royal Government of Cambodia to the development and implementation of a long term National Forest Programme consistent with the international framework (Ty Sokhun, 2005a).

In its planning, the forestry sector has an obligation to comply with international conventions and protocols ratified by RGC, such as:

- The Convention on Biodiversity (CBD), elaborated within the National Biodiversity Strategy and Action Plan, that aims for biodiversity conservation and sustainable use of biological resources, ensuring that their benefits contribute to poverty reduction and improved quality of life for all Cambodians
- The UN Forum on Forests (UNFF), as part of the International Arrangement on Forests, and the “international forest regime”, defined by Liss (2002) as *‘the totality of norms, rules, standards and procedures encompassing the sum of international instruments and institutions that create the framework for international action’*. National Forest Programme is one of the most important proposals from this process (and is further detailed in Annex 2).
- The UN Framework Convention for Climate Change (UNFCCC) and the Kyoto Protocol aim to stabilise greenhouse gas concentrations, and through the Clean Development Mechanism assists developed countries to achieve compliance through investment into afforestation and reforestation in developing countries

It must also consider agreements within regional and international groupings such as:

- ASEAN and the Strategic Forestry Plan of Action prepared by Senior Officials on Forestry that emphasises development of the National Forest Programme, and Regional Biodiversity Action Plan. Cambodia is the lead country for the priority topic “Implementing the International Forest Regime in the ASEAN Region” (Ty Sokhun, 2005a), and “Perspectives of Clean Development Mechanism Forestry Projects in Asia and the Pacific”
- International Tropical Timber Council (ITTO), that has implemented a number of activities within Cambodia, and has identified potential areas for future support consistent with the Forestry Action Plan (see below), emphasizes the further development of the National Forest Programme

The Technical Working Group for Forestry and Environment (TWG-F&E) was created as part of the reorganisation of sector wide coordination, set out by the Prime Minister, and presented to the Consultative Group Meeting in December 2004. It provides a permanent mechanism for government-donor coordination, and multi-stakeholder dialogue in supporting and strengthening forestry and environmental development towards contributing to national development objectives.

TWG-F&E has prepared a Forestry Action Plan around the major development elements of strengthening forest resource management and conservation, promoting forestry contribution to socio-economic development and poverty reduction, strengthening capacity and good governance in the forestry sector, and direct poverty alleviation and environmental protection through tree planting by multiple stakeholders. For 2006, a major element is the initiation of development of a 'National Forest Programme with an internal coherence and link with national policies'.

3. A Synthesis of Reviews and Studies Relevant to the Forestry Sector

This section provides an overview of forest sector reviews conducted to date; in addition, a number of specific, supportive studies were examined. These are briefly outlined below. Findings and recommendations from these studies are presented in Section 4, and are further detailed in Annex 3.

3.1 Forestry Sector Reviews

ITTO, 2004, Achieving the ITTO Objective 2000 and Sustainable Forest Management in the Kingdom of Cambodia

In 2003 the Forestry Administration requested ITTO to undertake a diagnostic mission to 'analyse the obstacles to achieving sustainable forest management in Cambodia'. The report states that the mission visited when forestry has been effectively suspended' (p4) following cancellation of logging concessions and a ban on timber transport, and the forestry sector to be suffering from a 'number of inter-linked issues that have to be addressed and dealt with in a coordinated manner' (p18).

It picks up on a number of findings and recommendations from earlier reviews, and supports the continued development of the NFP, noting its elements to have been incorporated into the TWG Forest Action Plan. It argues strongly for the inclusion of a limited number of industrial scale concessions, and experimentation with annual coupe bidding systems.

Independent Forest Sector Review, 2004

This was commissioned by the Joint Coordinating Committee of Government and Donors (2004) as a pre-conditional step in the NFP process. Its objective was to take stock and to think forward and strategically, and used a number of different frameworks including a landscape approach, a livelihoods framework, and an institutional model. It identified and contributed to 3 key policy questions: what are the forests for, and for whom?; how could the forests be managed?; and how should the sector be organised? The report presents 34 recommendations which opened new windows for forestry sector development, and suggests the need for a "time of reflection" for their consideration.

Asian Development Bank, 1999- 2000 Sustainable Forest Management Project

In 1999, the ADB supported a Sustainable Forest Management Project, concentrating on strengthening and intensifying activities relating to a forest concession review, forest law and regulation, and community forestry guidelines. It found the current state of the forestry sector as one of "total system failure; resulting from greed, corruption, incompetence and illegal acts that were so widespread and pervasive as to defy the assignment of primary blame" (p 32).

The ongoing sectoral focus on wood supply for forest processing facilities, has meant that inadequate attention has been given to the needs of forest dependent communities, to the broader hydrological and soil conservation functions of forests, their conservation value and their broader significance in cultural and other terms which in many parts of the world has led forestry professionals to advance the concept of sustainable forest management, the most widely recognised principles of which now form the basis of forest certification systems (p26).

Key issues pursued by the donor community, acknowledged by RGC include "bringing the nation's valuable forest resources under sustainable management, increasing the share of the government from the wealth generated from their utilization, and enhancing the economic opportunities of the rural poor (including forest dependent communities) (p 16).

World Bank, 1998, Forest Policy Transition Paper for Cambodia

The World Bank commissioned a suite of projects to assist in the development of the forestry sector. One of these, the Forest Policy Reform Project (1998) brought together the most important themes and issues facing the forestry sector, and proposed a set of overarching objectives for forest policy, derived from, and linked to, policy objectives expressed by RGC for rural and agricultural development consistent with national objectives for economic development and environmental management. It described the ultimate objectives of a forestry policy to be to “benefit people and society, not trees, land or forest products” (p5).

World Bank, 1996, Forest Policy Assessment

As early as 1996, the World Bank reported the “undeveloped and sometimes contradictory policies and weak forest administration”, warning that without strong political will and experimentation with new and innovative strategies, Cambodia risks losing one of its few potential sources of growth, foreign exchange and environmental stability (p2).

It recommended the allocation of land to specific uses and users as an essential step in putting forest resources to work, noting that “many countries have found that a broadly based consultative process can support development of a strong commitment needed to ensure sustainable development of the forest sector” (p iv).

Although the review recognises a need for policy development and action planning for the forestry sector as a whole (agro-forestry, wood energy production, biodiversity conservation and human resource development (p1)), it focuses on commercial and industrial forest uses. It acknowledges that progress in the sector is constrained by human resource limitations, security considerations and other factors (p16), and requires a long term commitment from government and assistance from many collaborators (p39).

3.2 Specific Supportive Studies

Cambodia Development Resource Institute, 2006, Trends and Dynamics of Deforestation and Forest Degradation

A recent Policy Brief that examines forest data from FRA 2005 (FAO), and assesses its importance to ongoing forestry governance and management debates. It emphasises high quality data on forest cover and forest resources and their development as a prerequisite for good planning and sound management; the relationship between better management and open access resources and improved security of land ownership and user rights; and the need to review and improve forest governance and management frameworks to mitigate future forest degradation and loss.

Cambodia Development Resource Institute, 2006, Management Options in Cambodia

A recent Policy Brief that aims to contribute to discussions on sustainable forest management in post-concession areas towards the millennium development goals on poverty reduction. It highlights the need for clear and secure land and user rights for long-term investments in sustainable forest management; the uncertainty of the future of concession forestry; opportunities presented in the form of partnership forestry, expanded community forestry, and small scale private plantations.

World Bank, 2006, Cambodia – Poverty Assessment

This recent poverty assessment concluded that contributions from common property resources had dropped, although it had increased as a share of agricultural incomes, with significant differences between regions and income quintiles. Access to forested areas is, therefore, highly important for the poor and is critical as a coping mechanism in response to crop failures, yet this study finds further evidence of declining access to, and productivity of, common property resources.

Cambodia Tree Seed Project/Danida, 2005, Capacity Needs of the Natural Resource Sector

This study was undertaken to assess the human capacity of natural resource management departments and educational institutions. It revealed that many recent and ongoing capacity building projects had not achieved their objectives to the fullest, and had insufficient progressive impacts on certain subjects critical to modern natural resource management, and argues strongly that *ad hoc* short courses rarely have their desired impact (p6). It found a serious need for more fundamental capacity building, including emphasis on analytical capacity, to establish a viable platform for continued learning and for absorption

of cross-sectoral and cross-discipline knowledge and experience. The Capacity Needs Assessment seriously questioned the effect of the many short term multi-disciplines courses with unfamiliar learning approaches offered as short-cut in achieving specific goals.

Global Witness, 2005, World Bank FCMCPP, Submission to the World Bank Inspection Panel

In 2005, Global Witness submitted a request to the Inspection Panel of the World Bank for a review of its Forest Crime Management and Control Pilot Project. It provides substantial evidence that the World Bank, through this project, consistently promotes the interests of the concession system and its operators, despite the evidence that they have, and will continue to inflict harm on forest-dependent communities. The review was approved and conducted in the same year, but the results are still awaited.

Van Acker, F, GTZ, 2005 (?) Draft, Cut the Shoe to Fit the Foot, Ministry of Interior/GTZ

This document examines the roles of commune and sangkat councils in relation to decentralised natural resource management, with a focus on forestry. It recommends that the commune and sangkat councils be accorded a leading role in the provision of forests, supported by Forestry Administration and Ministry of Environment, and financially by sharing the revenue obtained from commercial forest exploitation (p3).

Both government and donors put greater emphasis on transferring natural resource management rights and responsibilities directly to communities rather than to local councils. The real issue therefore is how to improve, enhance, and upgrade their participation to make it beneficial for the local communities and these resources (p5).

GFA, 2004-2005, Results of the Independent Review of Strategic Forest Management Plans Prepared by Concession Companies Operating in Cambodia (Parts I and II)

Commissioned by the Donor Working Group on Forestry and Environment, an independent review of strategic management plans prepared by forest concession companies operating in Cambodia was conducted in 2004-5. Six companies were included in the review as proposed by the Technical Review Team of FA. It found that even in the best of cases, plans fell far short of what was needed. It notes the high conservation value of Prey Long, and recommends that this issue should be 'brought up to a higher level than the concessions for public discussion and decision making' (p11). Its advice is to "allow and oblige communities to participate in management and protection of forests" (p17).

Cambodia Office of the High Commissioner for Human Rights (COHCHR), 2004, Land Concessions for Economic Purposes in Cambodia: A Human Rights Perspective

Land concessions for economic purposes provide investors with exclusive management and harvesting rights. Concerns led to this study of their impacts upon human rights and livelihoods of affected population. It found that companies had been given rights over land that are very similar to ownership, yet they had little or no regard for welfare; and contributed little if anything to overall state revenue (p2). Rather than reducing poverty, the policies governing economic concessions are allowing the continued plundering of natural resources. Cambodians directly affected by these concessions have suffered violations of their human rights, but lack a legal system for redress. In the case of economic concessions, the report recommends that the system be reconsidered, and alternatives for agricultural development for the benefit for Cambodia's rural population should be pursued (p7). In other aspects of the forestry sector, it is in agreement with the findings of IFSR.

Cambodia Tree Seed Project, 2004, Partnership Forestry

This paper provides an interpretation of the partnership forestry concept introduced in the IFSR, and raises a number of challenges based on community forestry experiences.

JICA, 2004, Overall Capacity Building Programme for the Forestry Sector

This document presents a capacity building programme for staff of the Forestry Administration, based on a series of needs assessments. It recommends continuous, long term training in a number of identified fields, and recognises the importance of follow up, on the job training and information sharing.

USAID, 2004, An Assessment of Forest Conflicts at the Community Level in Cambodia

An assessment of forest conflict at the community level contributed to an understanding of the types, causes and impacts of conflicts over forest resources at the community level. Forest conflict is an

important development issue due to its close links to government efforts to reduce poverty and improve governance, which cannot, therefore, be addressed in isolation from larger issues of natural resource management, national economic development, rural development, land tenure and poverty alleviation. It found that the combined effect of the weak observance of the rule of law, the incentive to harvest forest resources and claim forestland, and the inability of traditional users to gain recognition of and defend their use rights creates a climate for conflict. The most serious and difficult issue to address is the failure to enforce laws that allocate and protect forest resource access rights in a transparent, rational, and equitable manner (pvii).

Wildlife Conservation Society/Cambodian Development Research Institute, 2004, Focusing on Cambodia's High Value Forests: Livelihoods and Management

To date, most initiatives have been established in degraded forests with little commercial potential. Focussing on communities within high value forests, this study aims to improve knowledge on the status of key forest resources, and the relationship between actual local use and official regulations. An improved understanding of these issues can contribute to sound decision-making for forest sector governance and biodiversity conservation. It recommends the piloting of "commercial" community forestry.

World Bank, 2004, Cambodia at the Crossroads

Cambodia at the Crossroads notes government commitment to reorient natural resource policies consistent with the objectives of the Rectangular Strategy, increasingly exploring community based and benefit sharing approaches (para53). However, there was found to be little guidance regarding the hierarchy of priorities in terms of public goods to be received from these resources (p78).

ICEM, 2003, Cambodia National Report on Protected Areas and Development

This review provides strategic direction for bringing protected areas, including protected forests, into the mainstream of economic development. Only by managing protected areas as productive parts of wider development landscapes will resource users appreciate the benefits of conserving their natural qualities. To succeed, these qualities must be understood and expressed in economic terms.

The report examined protected areas from the perspective of local communities and development sectors; assessed relationships between protected areas and resource users; and defined management strategies which increase protected area development contributions while better conserving them.

Cambodia Development Resource Institute, 2002, Natural Resources and Rural Livelihoods in Cambodia: A Baseline Assessment

This paper intended to provide a basis for improving understanding of the linkages between rural livelihoods, natural resources and sustainable development; and identifying needs for socio-economic research on rural livelihoods and natural resource management. It examines the then status of forestry, noting its crucial role in supporting subsistence and income-generating activities that typically complement agriculture and fishing within rural livelihoods; and as an essential 'safety net' for the rural poor.

Case studies reveal a number of common issues and problems for rural communities, as increasing deforestation, degradation, and declining forest access; no viable substitutes for many forest products; increasing rural poverty due to the forest concession system; and increased tensions over forest resources.

Baltzer, et al, 2001, Towards a Vision for Biodiversity Conservation in the Forests of the Lower Mekong Ecoregion Complex

The forests of the Lower Mekong were selected as an early focal area for WWF support to ecoregion conservation, due to their outstanding conservation significance. The document presents ecoregion conservation and highlights its advantages over smaller, isolated efforts that may not be particularly distinctive, representative or outstanding. It presents the intention of the 'vision' in determining long-term goals of the conservation strategy and establishing clear priorities; and describes the steps taken within this process.

Ecoregion conservation aims to develop conservation strategies that are cross-sectoral, integrated, visionary and ambitious, collaborative, holistic, innovative, and that scale-up activities from the site to the ecoregion (p5).

McKenney, 2001, Baseline Assessment of Cambodia's Forestry Sector

This study was undertaken as a contribution to WWF's feasibility study of developing a regional network of 'Producers' Groups' committed to improving forest management practices and meeting Forest Stewardship Council certification standards. It concludes that options for moving towards forest management certification must be undertaken in the context of the time, of lack of certification activity and the significant number of ongoing forestry sector reform projects, and in complement and support of such efforts.

Forestry Administration, 2006, National Community Forestry Programme Strategic Paper

The NCFP was promulgated by the FA in consultation with civil society stakeholders. The paper seeks to provide a clear program of work to promote community forestry and formally engage the community in the management of state public forestland. It also encourage the recognition of the need for the forest sector to be people-oriented to support the livelihood needs of the rural poor, realize economic development and support national policies on poverty alleviation.

4. Key Findings and Recommendations of Reviews and Studies

Key findings and recommendations tended, in the main, to fall into **four** themes, and indicate common and diverging recommendations within:

- *forest land classification and allocation* including rationalisation, reclassification, demarcation and delineation of all forest areas, and reaching up into broader land use issues
- *forest governance* incorporating reform of forest administration, decentralisation, institutional development, transparency, participation, dialogue and balance of interests
- *poverty reduction and socio-economic development*
- *financial and human resource mobilisation* necessary to implement the recommendations

These themes also form core elements of national strategic documents, outlined in Section 2:

- National Strategic Development Plan
- Rectangular Strategy
- National Poverty Reduction Strategy
- Cambodian Millennium Development Goals
- Governance Action Plan
- Statement on National Forest Sector Policy
- Forestry Sector Action Plan

Additional recommendations regarding *future management options* are presented, following the themes. These are touched upon within sector reviews, but addressed in more detail within specific supporting studies.

4.1 Forest Land Classification and Allocation

| Findings | References |
|--|---|
| <ul style="list-style-type: none"> A lack of procedures for land and forest use decisions has resulted in over allocation of land use rights leading to conflicts | WB 1996 WB 1998, IFSR 2004, USAID 2004, COHCHR 2004 |
| <ul style="list-style-type: none"> Powerful people, entrepreneurs, and agricultural settlers have strong incentives and few constraints to grabbing or encroaching on forestlands; whilst forest communities typically lack the political power, knowledge and resources to contest illegal takeovers | USAID 2004, IFSR 2004 |
| <ul style="list-style-type: none"> Outside the legally recognised areas there is a large proportion of forest land that has no clear legal claim or formal management, but forms the dominant forest management regime | IFSR 2004, CDRI 2006b |
| <ul style="list-style-type: none"> The structure of a legal framework for forestland allocation is in place, but the means, capacity and will to implement it remain weak | USAID 2004 |
| <ul style="list-style-type: none"> Forest loss and degradation is resulting in the erosion of genetic resources of valuable and potentially economic indigenous tree species, thereby limiting options for utilisation and development | CTSP 2003 |
| <ul style="list-style-type: none"> The area currently under protection is too large to manage given the availability of human resources and funds, they include large areas of degraded forest, yet excludes important, diverse, forest areas | IFSR 2004, ITTO 2005, ICEM 2003 |

| Recommendations | References |
|---|--|
| <ul style="list-style-type: none"> Finalize the national legal and spatial planning framework, mechanisms and procedures for allocating forest resource and land use/tenure rights, enabling land use planning and allocation to be achieved in an open, participatory and transparent basis for sustainable forest management, poverty alleviation and economic development | USAID 2004, WB 1998, COHCHR 2004, WB 2006 |
| <ul style="list-style-type: none"> High priority should be given to the mitigation of the considerable risk of land grabbing | WB 2004 |
| <ul style="list-style-type: none"> Better management and use of open access resource is closely related to improved security of land ownership and rights | CDRI 2006a |
| <ul style="list-style-type: none"> Rationalise, (re)classify, demarcate and delineate forest lands and areas under protection | WB 1998, ADB 2000, IFSR 2004, COHCHR 2004, ITTO 2005, CDRI 2002, CDRI 2006a, Baltzer 2001, ICEM 2003 |
| <ul style="list-style-type: none"> The collective titling process should be completed to allocate prior claims in advance of further land allocations | IFSR 2004, CDRI 2006b |
| <ul style="list-style-type: none"> Forest conversion should be considered only after all other claims are in place, and all other options considered | IFSR 2004 |
| <ul style="list-style-type: none"> The future of Prey Long, as one of South-East Asia's last undisturbed lowland evergreen forests, should be considered and openly decided at national or even international level; it has been under consideration as a World Heritage Site by MoE | GFA 2005, IFSR 2004, ICEM 2003 |
| <ul style="list-style-type: none"> Implementation of the Forest Gene Conservation Strategy | CTSP 2003 |
| <ul style="list-style-type: none"> Legalize the existing or established CF sites and expand CF to more sites Dissemination of laws related to CF Institutionalize the Participatory Land Use Plan | FA 2006 |

Note:

Rationalisation, classification, demarcation and delineation of forest lands and areas under protection form the base of most reviews and are supported by policy guidance.

Significant within this process are the large proportion of forest areas currently without clear legal claim or formal management (IFSR 2004, CDRI 2006b); and the exclusion of known high value forests from protected areas, particularly that of Prey Long (GFA 2005, IFSR 2004, ICEM 2003).

4.2 Forest Governance

| Findings | References |
|---|--|
| <ul style="list-style-type: none"> The forestry sector: <ul style="list-style-type: none"> lacks direction, vision and an arena for discussion of poverty, human rights and biodiversity does not have one agency fully responsible and vested with the authority required to administer agreements effectively lacks a long term development plan and formal inter-agency collaboration has a severely limited knowledge of forest resources that constrains forest management planning lack of knowledge regarding the formally recognized CF concept and development process lack of technical support to CF stakeholders for implementing formally recognised CF lack of nationwide coordination between CF stakeholders | <p>IFSR 2004, Baltzer 2001</p> <p>ADB 2000 WB 1996, ITTO 2005 WB 1998, ADB 2000, CDRI 2006a</p> <p>FA 2006</p> |
| <ul style="list-style-type: none"> DFW (Current FA) is faced with unclear forestry law, lack of clear lines of authority, too many staff with inadequate training, excessive influence of various interest groups, lack of transparency, low salaries | WB 1998, ITTO 2005 |
| <ul style="list-style-type: none"> The forest concession management: <ul style="list-style-type: none"> is alarmingly at odds with the goal of sustainability even the new plans fall far short of what is needed especially in relation to community consultation and biodiversity conservation has had relatively small direct contribution to the economy, and poverty reduction | <p>ADB 2000</p> <p>GFA 2004</p> <p>WB 1998, ITTO 2005, COHCHR 2004, WCS 2004</p> |
| <ul style="list-style-type: none"> Cambodia is committed to decentralisation and the transfer of political, fiscal and administrative powers to local authorities at commune level | ICEM 2003 |
| <ul style="list-style-type: none"> The principle of subsidiarity, found within treaties such as the Rio Declaration and its conventions, calls for delegation of resource management to the lowest appropriate or relevant level that will not cause negative effects at higher scales. | van Acker 2005 |
| <ul style="list-style-type: none"> The involvement of DFW staff to prepare concession maps, carry out inventories and prepare forest management plans and receiving direct payments from the concessionaires for these services, is a clear case of a conflict of interest | ADB 2000 |

| Recommendations | References |
|---|--|
| <ul style="list-style-type: none"> A single over-riding policy and policy process is needed for the forestry sector | IFSR 2004 |
| <ul style="list-style-type: none"> Policy processes should be led by government through mechanisms for stakeholder and interest group engagement for broad consultation towards decentralised management | WB 1996, ITTO 2005 |
| <ul style="list-style-type: none"> FA and MoE mandates need clarification | WB 1998, ITTO 2005, ICEM 2003 |
| <ul style="list-style-type: none"> Reform must begin with laying sound policy and legal foundations for natural resource management | WB 2004, CDRI 2006a |
| <ul style="list-style-type: none"> Institutions responsible for NRM need to be made more accountable and transparent at all levels of governance | WB 2004, CDRI 2006a, USAID 2004 |
| <ul style="list-style-type: none"> The current position excluding commune/sangkat councils from forest management must be re-assessed; and the transfer of powers and functions for enhanced decentralised forest management secured | van Acker 2005 |
| <ul style="list-style-type: none"> Communities themselves must be closely involved in the development of the systems under which their forests will be managed, requiring the development of partnerships with other stakeholders, and their importance recognised in decentralisation of government | ITTO 2005, ICEM 2003, CDRI 2006b, van Acker 2005 |
| <ul style="list-style-type: none"> Roles and responsibilities of government and its partners should be identified in developing, testing, and extending new approaches involving local benefit sharing | WB 2004 |
| <ul style="list-style-type: none"> A major shift in focus is needed to address the needs of multiple value forests, and associated governance mechanisms | IFSR 2004 |
| <ul style="list-style-type: none"> Instil respect for the rule of law regarding forest and land allocation, tenure, use. | USAID 2004 |
| <ul style="list-style-type: none"> Overly prescriptive and complicated policy and legal measures should be avoided, as complex regulation will not eliminate corruption | ITTO 2005 |
| <ul style="list-style-type: none"> Regulatory and planning/management functions must be separated | ADB 2000, IFSR 2004, GFA 2005 |
| <ul style="list-style-type: none"> There is a need for log monitoring and enforcement, forest crime monitoring, and community-level conflict monitoring and reporting | WB 1998, USAID 2004 |
| <ul style="list-style-type: none"> Principles and guidelines of ratified international conventions and treaties should be considered, including appropriate levels of responsibility, especially the further development of the National Forest Programme | ITTO 2005, ASEAN 2004, van Acker 2005 |

| | |
|--|---------|
| <ul style="list-style-type: none"> • Building the capacity of CFMCs, Commune Councils and FA Staff • Strengthen the M&E • Support the local communities in the implementation of CF activities • Integrating the CF into the Commune/District development plan • Develop CF Support Team in each Cantonment • Strengthen and support the establishment of CF networks in the country | FA 2006 |
|--|---------|

Note: Forest Governance

Issues of improved governance appear in all reviews and include reforms, decentralisation, participation, partnerships, accountability, transparency, and monitoring; all of which can be addressed through continued commitment to development of the national forest programme.

4.3 Poverty Reduction and Socio-Economic Development

| Findings | References |
|---|---|
| <ul style="list-style-type: none"> Little has been achieved in the forestry sector in terms of realising the key role of forest resources in meeting the livelihood and subsistence needs of the nation's rural people; and relatively small direct contribution to the economy <p>rather, the interests of forest-dependent communities have been severely damaged by external interests; resulting in dispossession and impoverishment of local populations, considerable conflict, and violations of human rights</p> | <p>WB 1998, ADB 2000, WCS 2004, ITTO 2005, COHCHR 2004;</p> <p>ITTO 2005, ADB 2000, WB 1998, WB 1996, COHCHR 2004 GW 2005;</p> <p>COHCHR 2004</p> |
| <ul style="list-style-type: none"> Access to forested areas is important for the poor, yet most high value forests are to be managed for commercial or conservation purposes, and studies find a decline in public access to, and productivity of, common property resources | <p>CDRI 2002, WCS 2004, WB 2006</p> |
| <ul style="list-style-type: none"> Numerous studies show a long tradition of community management of forests and a great deal of receptivity to initiatives to strengthen community forestry; although the present sub-decree is too restrictive and complex; however, community forestry efforts to date have focused on degraded areas with limited incentives for self-sustaining, and large central government control | <p>IFSR 2004, ITTO 2005;</p> <p>ITTO 2005;</p> <p>CDRI 2006a</p> |
| <ul style="list-style-type: none"> Weak formal institutions do not yet provide a sound basis for the equitable or sustainable management of natural resources or pro-poor service delivery | <p>WB 2006</p> |

| Recommendations | References |
|---|--|
| <ul style="list-style-type: none"> Improving the lives and livelihoods of the rural poor should be a top government priority; including equitable access to common property resources as a critical source of income security | <p>WB 2006, COHCHR 2004</p> |
| <ul style="list-style-type: none"> Commercial forest management options should be considered and optimised to ensure contributions to poverty alleviation and socio-economic development | <p>ITTO 2005, IFSR 2000, ADB 2000, WB 1998, WB 1996, GFA 2005, WB 2004</p> |
| <ul style="list-style-type: none"> Resource management approaches need to prioritize direct access of local communities to benefits from such approaches, especially in high value forest management, and including protected areas | <p>WB 2004, WCS 2004, CDRI 2006b, IFSR 2004</p> |
| <ul style="list-style-type: none"> Social forestry could be a way to increase the welfare of people living in the surrounding forest areas, through the enhancement of people-business partnerships, as part of the solution to improving sustainable forest management in ASEAN | <p>ASEAN 2004</p> |
| <ul style="list-style-type: none"> Develop and deliver support services to rural communities, including community forestry and agro-forestry | <p>WB 1996</p> |
| <ul style="list-style-type: none"> RGC should recognise the importance of NTFPs to rural livelihoods and food security | <p>COHCHR 2004, IFSR 2004</p> |
| <ul style="list-style-type: none"> Develop capacity of forest communities to effectively demand their rights | <p>USAID 2004</p> |
| <ul style="list-style-type: none"> Introduction of forest based livelihood activities in CF sites | <p>FA 2006</p> |

Note: Poverty Reduction and Socio-Economic Development

Raised as a cause of major concern throughout the reviews, forest management options should be fully considered and balanced to ensure optimal forestry contributions to these major national development objectives. This will require security of rights to access and use common property resources; and an assessment of partnership options to improve rural livelihoods from high value forests.

Additional recommendations include the need for high level recognition of the importance of non-timber forest products to rural livelihoods and the national economy (IFSR 2004, COHCHR 2004); and the need for capacity development to allow communities to effectively demand their rights (USAID 2004).

4.4 Financial and Human Resource Mobilisation

| Findings | References |
|---|---------------------------------|
| <ul style="list-style-type: none"> High levels of risk associated with a sector demonstrating all the characteristics of a highly insecure resource, provide no incentives for long term foreign investment | IFSR 2004, CDRI 2006b |
| <ul style="list-style-type: none"> Incentives and financial mechanisms essential for sustainable forest management are lacking | ITTO 2005 |
| <ul style="list-style-type: none"> Civil service salaries and operating budgets are insufficient to provide adequate incentives and support to carry out resource management functions, resulting in the 'capture' of staff by economic interests who wish to exploit resources legally or illegally | JICA 2004, ICEM 2003 WB 2004 |
| <ul style="list-style-type: none"> Investment that might accelerate and diversify economic growth to the benefit of the poor is constrained by low capacity, lack of transparency, and inappropriate and arbitrarily-applied regulations | WB 2006 |
| <ul style="list-style-type: none"> Effect of short term multi-disciplinary training course are questionable and investments in necessary capacity building would be better utilised for more fundamental analytical based and longer term capacity building arrangements. | CTSP, DANIDA 2005 |

| Recommendations | References |
|---|---|
| <ul style="list-style-type: none"> Financial and technical assistance is still very much needed for the implementation of sustainable natural resources management in accordance with international standards and cooperation in the region | JICA 2004, GFA 2005 |
| <ul style="list-style-type: none"> Recognition of, and support for, the role of commune/sangkat councils in decentralised forest management requires sharing of forest revenues between stakeholders according to an agreed and re-appraisable mechanism and formula | van Acker 2005 |
| <ul style="list-style-type: none"> Procedures for forestry taxation, collection and revenue sharing should be reviewed | WB 1996, WB 1998 |
| <ul style="list-style-type: none"> A range of mechanisms are required to facilitating reforestation investment including <ul style="list-style-type: none"> CDM Apply the user pays principle to finance protection | WB 1998 ITTO 2005 ICEM 2003 |
| <ul style="list-style-type: none"> In support of international meetings, resources should be focused on activities of relevance to Cambodia, such as under the UNFF, CBD, and ITTO | ITTO 2005 |
| <ul style="list-style-type: none"> Several years of capacity building are required amongst government staff, commune/sangkat councils, and local communities when transferring significant management responsibilities for natural resources | WB 2004, van Acker 2005 |
| <ul style="list-style-type: none"> Capacity building needs to focus on: <ul style="list-style-type: none"> practical skills amongst all stakeholders and attitudinal change within FA analytical capacity management capacity crime monitoring capacity | ITTO 2005, GFA 2005 CTSP 2005 JICA 2004 ADB 2000 |
| <ul style="list-style-type: none"> Staff capacity needs to be built, instilling stronger work ethics and stronger commitment to decision making, consideration of staff conditions, and higher remuneration and incentives due to the strategic importance of the sector | ITTO 2005 |
| <ul style="list-style-type: none"> A national protected area training programme needs to be formulated | ICEM 2003 |

Note:

Financial and technical assistance is still very much needed for the implementation of sustainable natural resource management in accordance with international standards. Capacity is recognised to have increased significantly; but needs to be further raised amongst government staff, civil society organisations, communities, communes and the private sector, especially when significant responsibilities for natural resource management are to be transferred.

Development of investment programmes and capacity building programmes form core elements of National Forest Programmes.

4.5 Recommendations for Future Management Options

| | |
|--|---|
| <p><u>Centralised Forest Management</u></p> <ul style="list-style-type: none"> • There are strong differences of opinion amongst government, donors and civil society regarding the future of forest concessions, ranging <ul style="list-style-type: none"> • from a total cessation • through revising the system and adopting changed approaches • to allowing a limited number of industrial scale concessions linked to efficient processing capacities and providing high local added value | <p>IFSR 2000 WB 1996, WB 1998, WB 2004, GFA 2005, ADB 2000, COHCHR 2004 ITTO 2005</p> |
| <ul style="list-style-type: none"> • Cautious experimentation with a competitive bidding system for annual coupes outside concessions should be approved | <p>ITTO 2005</p> |
| <ul style="list-style-type: none"> • Development of alternatives to the centralised, large scale concession approach to management will require substantial effort from government, donors and civil society working together | <p>WB 2004</p> |
| <p><u>Decentralised Forest Management</u></p> <ul style="list-style-type: none"> • Decentralised and community based commercial forest management systems should be prioritised, including <ul style="list-style-type: none"> • different models for different conditions, and pilot attempts with commune councils • careful testing in selected areas, where strong commune councils have knowledge and experience of participation in forest resource management | <p>IFSR 2004, ITTO 2005, van Acker 2005 CDRI 2006b, CTSP 2004</p> |
| <ul style="list-style-type: none"> • Partnership forestry approaches are untested and lack legal provision; they are proposed in areas with a potential for commercial forestry <p>and are likely to require different models for different conditions Specific examples include:</p> <ul style="list-style-type: none"> • Community based forest concession management • Commercial community forestry • People-business partnerships • Municipal estates and private forest patrimonial reserves | <p>ITTO 2005, CDRI 2006a, IFSR 2004, GFA 2005, ASEAN 2004, ITTO 2005, WCS 2004, van Acker 2005, CDRI 2006a, ICEM 2003 ITTO 2005</p> <p>WB 1998 WCS 2004 ASEAN 2004 van Acker 2005</p> |
| <ul style="list-style-type: none"> • New programmes are needed to support community based forest concession management; their successful implementation will depend on better integration into the decentralisation framework, and identification of low-cost management models | <p>WB 1998, WCS 2004</p> |
| <ul style="list-style-type: none"> • Support is ongoing for existing community forestry programmes but also a general recognition of the need to broaden this approach to better enable forest contributions to rural livelihoods (see 4.2 and 4.3) | <p>WB 1998, ADB 2000b, IFSR 2004, CTSP 2005</p> |
| <p><u>Plantations</u></p> <ul style="list-style-type: none"> • Substitution of timber supply from natural forests by man-made plantations should be promoted through private investment and public participation, in areas that are degraded or known not to be of high value for biodiversity, using indigenous species wherever appropriate and for better economy | <p>ITTO 2005 CTSP 2003</p> |
| <ul style="list-style-type: none"> • Plantation forestry should be an important part of the long term strategy for forest development, in view of significant opportunities such as fuelwood plantations, local timber needs and high quality hardwoods | <p>ITTO 2005</p> |
| <ul style="list-style-type: none"> • Small scale private plantations should be investigated for production of commercial timber or NTFPs | <p>CDRI 2006b</p> |
| <p><u>Forest and Biodiversity Conservation</u></p> <ul style="list-style-type: none"> • Protected areas are promoted through the development of a regional biodiversity action plan | <p>ASEAN 2004</p> |
| <ul style="list-style-type: none"> • Conservation strategies must strike the right balance between allowing for rapid economic development while protecting biodiversity | <p>Baltzer 2001</p> |
| <ul style="list-style-type: none"> • Community involvement in protected area and forest management should be promoted; strong participatory approaches are essential, through the integration of conservation and local development efforts | <p>ICEM 2003 CTSP 2003</p> |
| <ul style="list-style-type: none"> • Understand and express conservation values in economic terms | <p>ICEM 2003</p> |
| <p><u>Community Forestry</u></p> <ul style="list-style-type: none"> • Push for the legalization of CF sites • Support the Participatory Land Use Planning • Build the capacity of CFMCs, Commune Councils and FA Staff • Encourage the involvement of commune councils in the management of CF sites | <p>FA 2006</p> |

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|---|--|
| <ul style="list-style-type: none">• Strengthen the CF networks in the country• Promote the livelihood activities in CF sites | |
|---|--|

Note:

A number of options are raised for future forest sector development to ensure optimal contributions to poverty alleviation, sustainable management of natural resources, conservation of biodiversity, and socio-economic development.

5. Linking Themes to Policy Guidance

5.1 Environment and opportunities for Forest Sector Development

Guidance to address the issues raised in the various reviews can be found in the Statement on National Forest Sector Policy, Forest Action Plan and National Forest Programme principles, as illustrated in the table below.

Summary of Policy Guidance for Forest Sector Development

| Theme | Relevant Guidance | | |
|---|--|--|---|
| | Forest Sector Policy | Forest Action Plan (2006) | NFP Principles |
| Forest Land Classification and Allocation | Reclassify and dedicate the major part of remaining natural forest stands to their ecosystems protection and biodiversity conservation functions | Rationalise, reclassify and dedicate the major part of natural forests to their ecosystems protection and biological conservation functions | Sustainability of forest development |
| Forest Governance | Establish a forest administration in which necessary steps of devolution of decision-making power can take place Encourage, implement and coordinate multi-stakeholder processes that enable the harmonisation of different interests of various groups at all levels Promote transparency of information Implementation of a long term National Forest Programme | Develop NFP with internal coherence and linked with national policies | National sovereignty and country leadership Holistic and inter-sectoral approach Long-term, iterative process Policy and institutional reforms National policy commitment International commitment |
| Poverty Reduction and Socio-Economic Development | Recognise legally and protect the traditional rights of local populations to use forest resources Optimise the benefits to local populations from use and management of forest resources Promote the high socio-economic value of forest ecosystems protection and biodiversity conservation | Optimise benefits to local populations from use and management of forest resources | Partnership Participation |
| Financial and Human Resource Mobilisation | Capacity building, institutional strengthening, research programmes, education, training, public awareness, extension Encourage private investment | Strengthen enforcement of forest law Capacity building, institutional strengthening at all levels Optimise use, processing and marketing systems for forest products | Capacity building Raising awareness |
| Future Management Options | Promote conservation and protection strategies with a maximum participation of the local population Implement the strict application of the Code of Practice Promote the substitution of timber supply from natural forest stands by timber plantations including high quality timber established on deforested land. | Implement the strict application of the Codes of Practice Implement the forest gene conservation programme Forest and land crime monitoring Implement national community forestry programme Assess and test 'partnership forestry' Promote small scale family business Promote tree planting for socio-economic and environmental services | Consistency with national policy framework and global initiatives |

6. Points for Discussion

Key findings and recommendations of the numerous reviews require thorough consideration within the consultative process of the National Forest Programme. Significant challenges for forest sector development are rationalisation, classification, demarcation and delineation of forest lands and areas under protection; improved forest governance; and increased forestry contributions to poverty alleviation.

Additional points, based on the review recommendations, include the following:

- Formulation of a clear vision/mission statement for the forestry sector and its committed pursuance.
- Development of appropriate strategies that link to national development objectives of poverty alleviation, economic development, and biodiversity conservation, that form the basis of forestry action plans
- Development and Implementation of a national forest programme to ensure the sector's justification through improved forest governance and forest management.
- Consideration of the findings of specific studies to assist in guiding the development of appropriate forest management (for example, commercial exploitation, plantations, community based/partnerships, conservation)
- Preparation of capacity development and investment programmes to support the implementation of strategies

These points form elements of the National Forest Programme. Through its adoption within the Statement on National Forest Sector Policy, the Royal Government of Cambodia stated a commitment and political will to achieve sustainable forest management as means for poverty alleviation and economic development. This is closely linked to good governance in order to enhance participation of local people, which means empowering and strengthening deconcentrated structures with regard to land use and management, access to resources at the local level and building capacities as the basis for social and economic development (Liss 2002).

As the lead country for the ASEAN/ReFOP priority topic: "Implementing the International Forest Regime in the ASEAN Region", the Forestry Administration will, with sufficient technical assistance guidance and support from RGC and donors, play a major role in influencing regional forest sector development.

7. Conclusion

Based from the foregoing review, the forestry sector must consider the lessons and recommendations in shaping the directions and needed actions for future development of a National Forestry Programme in the country.

□ Forest Land Classification and Allocation

- Finalize the national legal and spatial planning framework, mechanisms and procedures for allocating forest resource and land use/tenure rights, enabling land use planning and allocation to be achieved in an open, participatory and transparent basis for sustainable forest management, poverty alleviation and economic development
- Complete the collective titling process to allocate prior claims in advance of further land allocations. Then, forest conversion should be considered only after all other claims are in place, and all other options considered
- Granting of tenurial rights particularly to those that have considerable risk of land grabbing
- Improve the management and use of open access resource by improving security of land ownership and rights
- Institutionalisation of Community Forestry, as means of providing security of tenure, by:
 - supporting the legalization of CF sites
 - supporting participatory land use planning in CF areas
 - building the capacity of CFMCs, Commune Councils and FA Staff
 - involving of commune councils in the management of CF sites
 - strengthening the CF networks in the country
 - strengthening the livelihood activities in CF sites
- Full scale implementation of the Forest Gene Conservation Strategy

□ Forest Governance

- Development and Implementation of a national forest programme as a single and simplified over-riding policy for the forestry sector that ensure the sector's justification through improved forest governance and forest management or provide a basis for sound policy and legal foundations for natural resource management; harmonize all relevant policies; delineate the functions between MoE; and making all institutions responsible for NRM need to be made more accountable and transparent; and ensuring respect for the rule of law regarding forest and land allocation, tenure, and use.
- The current position excluding commune/sangkat councils from forest management must be re-assessed;
- Consultation of the decentralised management, stakeholder and interest group
- Pilot testing the transfer of powers and functions to the Commune/Sangkat for enhanced decentralised forest management secured will be evaluated or strengthened and integrating the CF into the Commune/District development plan
- Pilot testing of decentralised and community based commercial forest management systems, including testing of different models for different conditions, and pilot testing in selected areas, where strong commune councils have knowledge and experience of participation in forest resource management
- Providing legal framework and pilot testing of the following Partnership Forestry approaches in areas with a potential for commercial forestry:
 - Community based forest concession management
 - Commercial community forestry
 - People-business partnerships
 - Municipal estates and private forest patrimonial reserves
- Strengthening the support to existing community forestry programmes to better enable forest contributions to rural livelihoods

- Involvement of communities themselves must be closely involved in the development of the systems under which their forests will be managed,
- Development of partnerships with other stakeholders and recognizing their importance recognised in decentralisation of government, and build the capacity of CFMCs, Commune Councils and FA Staff
- Identifying the roles and responsibilities of government and its partners in developing, testing, and extending new approaches involving local benefit sharing
- Major shift in focus is needed to address the needs of multiple value forests and associated governance mechanisms
- Instil respect for the rule of law regarding forest and land allocation, tenure, and use.
- Simplification and amendment of overly prescriptive and complicated policy and legal measures should be avoided, as complex regulation will not eliminate corruption
- Study the separation of regulatory and planning/management functions must be separated
- Institutionalise There is a need for log monitoring and enforcement, forest crime monitoring, and community-level conflict monitoring and reporting
- Development of the National Forest Programme giving consideration to the principles and guidelines of ratified international conventions and treaties, including appropriate levels of responsibility
- Strengthening the M&E in the CF areas
- Develop CF Support Team in each Cantonment, strengthen and support the establishment of CF networks and the implementation of CF activities in the country.
- Evaluation of the future of forest concessions taking into account the differences of opinion amongst government, donors and civil society, ranging from a total cessation through revising the system and adopting changed approaches to allowing a limited number of industrial scale concessions linked to efficient processing capacities and providing high local added value
- Monitoring and evaluation of the benefits and impacts of Experimentation with a competitive bidding system for annual coupes outside concessions should be approved
- Development of alternatives to the centralised, large scale concession approach to management will require substantial effort from government, donors and civil society working together
- Formulation of vision/mission statement for the forestry sector and its committed pursuance.
- Development of appropriate strategies that link to national development objectives of poverty alleviation, economic development, and biodiversity conservation, that form the basis of forestry action plans
- Incorporate findings of specific studies to assist in guiding the development of appropriate forest management (for example, commercial exploitation, plantations, community based/partnerships, conservation)
- Preparation of capacity development and investment programmes to support the implementation of strategies

□ **Poverty Reduction and Socio-Economic Development**

- Provide focus in improving the lives and livelihoods and direct access of the rural poor; in the equitable access to common property resources and resource management especially in high value forest
- Develop post-concession models that while ensuring conservation values are providing for better living conditions for the rural poor.
- Consider commercial forest management options to ensure contributions to poverty alleviation and socio-economic development
- Social forestry could be a way to increase the welfare of people living in the surrounding forest areas, through the Enhancement of people-business partnerships, as part of the solution to improving sustainable forest management in ASEAN
- Develop and deliver support services to rural communities, including community forestry, agro-forestry, and forest and or non-forest-based livelihood activities
- Promote the development of NTFPs to rural livelihoods and food security
- Develop capacity of forest communities to effectively demand their rights
- Promote man-made plantations through private investment and public participation, in areas that are degraded or known not to be of high value for biodiversity, using indigenous species wherever

appropriate and for better economy and as an important part of the long term strategy for forest development, in view of significant opportunities such as fuelwood plantations, local timber needs and high quality hardwoods

- Evaluation of the potential of small scale private plantations for production of commercial timber or NTFPs

□ **Financial and Human Resource Mobilisation**

- Pilot testing of decentralized forest management, recognizing and supporting the concept of sharing of forest revenues between Commune/Sangkat Councils and stakeholders according to an agreed and re-appraisable mechanism and formula
- Review the procedures for forestry taxation, collection and revenue sharing
- Review the mechanisms to facilitating reforestation investment including CDM
- Evaluation of the user pays principle to finance protection
- Build capacity on:
 - practical skills amongst all stakeholders and attitudinal change within FA
 - analytical capacity
 - management capacity
 - crime monitoring capacity
- Instil stronger work ethics and stronger commitment among FA staff to decision making, and at the same time give consideration to their conditions, and better remuneration and incentives
- A national protected area training programme needs to be formulated

■ **Forest and Biodiversity Conservation**

- Protected areas are promoted through the development of a regional biodiversity action plan
- Conservation strategies must strike the right balance between allowing for rapid economic development while protecting biodiversity
- Community involvement in protected area and forest management should be promoted; strong participatory approaches are essential, through the integration of conservation and local development efforts
- Understand and express conservation values in economic terms

Forest Management Options

• **Centralised Forest Management**

- The future of forest concessions will be evaluated taking into account the differences of opinion amongst government, donors and civil society, ranging from a total cessation through revising the system and adopting changed approaches to allowing a limited number of industrial scale concessions linked to efficient processing capacities and providing high local added value.
- Monitoring and evaluation of the benefits, risks and impacts of experimentation with a competitive bidding system for annual coupes should be carried out.

• **Post Concession Management**

- Investigating, experimenting and implementing Conservation Concession Management for special forest areas that represent unique values. Stakes will be sold to conservation foundations with the objective to conserve special natural heritages and willingness to buy shares against long term conservation of special natural values. The government revenue from a conservation concession should match the government revenue gained from logging. Furthermore, conservation concession models will promote benefits, access and improved

livelihood to local communities while ensuring environmental services through the sustained existence of undisturbed forest. A few of the remaining primary evergreen forest areas are representing such opportunities.

- Decentralised Forest Management

- Pilot testing of decentralised and community based commercial forest management systems, including testing of different models for different conditions, and pilot testing in selected areas, where strong commune councils have knowledge and experience of participation in forest resource management
- Providing legal framework and pilot testing of the following Partnership Forestry approaches in areas with a potential for commercial forestry:
 - Community based forest concession management
 - Commercial community forestry
 - People-business partnerships
 - Municipal estates and private forest patrimonial reserves
- Strengthen the support to existing community forestry programmes to better enable forest contributions to rural livelihoods

- Plantations

- Promote plantations through private investment and public participation, in areas that are degraded or known not to be of high value for biodiversity, using indigenous species multiple benefits wherever possible and for better long term economy and as an important part of the strategy for forest development, in view of significant opportunities such as fuelwood plantations, local timber needs and high quality hardwoods
- Small scale private plantations options should be investigated for production of commercial timber and/or NTFPs

- Community Forestry

- Push for the legalization of CF sites
- Support the Participatory Land Use Planning
- Building the capacity of CFMCs, Commune Councils and FA Staff
- Strengthen the involvement of commune councils in the management of CF sites
- Strengthen the CF networks in the country
- Strengthen the livelihood activities in CF sites

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Annex 1

Forestry Sector Guidance within National Policies and Strategies

National Strategic Development Plan 2006 – 2010

- This 'single, overarching document contains RGC's priority goals and strategies to reduce poverty rapidly, and to achieve other CMDGs and socio-economic development goals for the benefit of all Cambodians' (pvii). It prioritises and synthesises the goals of NPRS and CMDGs and is intended to align sector strategies and planning cycles to overall long term vision, as well as guide external development partners to align and harmonise their efforts towards better aid-effectiveness and higher 'net resources' transfer than hitherto. NSDP enables operation of the Rectangular Strategy to achieve its intended goals. For forestry:
 - It states the same objectives as that in the Rectangle Strategy, i.e. ensure sustainable forestry management based on sustainable forest management policy; protected area system; and community forestry
 - It notes the cancellation of many old concession due to non-performance, and new concessions granted with a strict condition to follow plans according to ESIA's (paragraph 11), indicating an intention to continue forest concessions (p58)

Joint Monitoring Indicators for the 8th CG Meeting (2-3 March 2006)

The indicators for TWG-F&E are:

- Target 11 – ensure sustainable use of the natural resources taking into consideration the issues of livelihood and needs of the rural communities
 - Develop and implement the National Forest Programme (law enforcement; rationalisation and reclassification of forest lands; forest cover assessment; community forestry; capacity building)
 - Strengthen transparency by disseminating all relevant sector information

Forestry Administration (Ty Sokhun, 2005)

- The Forestry Administration is a government authority under MAFF responsible for forestry and forest resource management consistent with the National Forestry Sector Policy and Forestry Law
- It recognises and commits to the development of a National Forest Programme, thereby adopting the principles of good governance, sustainability, etc

Sub-Decree on Economic Land Concessions (2005)

- Provides a mechanism for granting state private land through a specific contract to a concessionaire to use for agricultural and industrial-agricultural exploitation
- Presents the general conditions and procedures for granting economic land concessions; as well as the process to review existing economic land concessions
- Authorises the Minister of Agriculture, Forestry and Fisheries to grant economic land concessions with a total investment value above 10 million riels or a land area of 1,000 hectares or more; less than either of these can be approved by the relevant provincial/municipality governor

Protected Areas Law (2005)

Relevant as a number of protected areas are forested:

- Applies to State public land within the National Protected Area System, under the jurisdiction of the Ministry of Environment
- Describes a zoning system that allocates different levels of conservation to different parts of the protected area
- Presents procedures for management planning

Forestry Action Plan (2004-2008)

- Major development elements
 - Strengthen forest resource management and conservation
 - Demarcation of forests and protected areas
 - Formulation of national forest management plans

- Development of management plans for each protected area, protected forest and other conservation forest
- Promote forestry contribution to socio-economic development
- Promote forestry contribution to poverty reduction
- Strengthen capacity and good governance in the forestry sector
- Direct poverty alleviation and environmental protection through tree planting by multiple stakeholders

Rectangular Strategy (2004)

- Poverty reduction and sustainable development are at the heart of the Rectangular Strategy (p5). Main aspects are its:
 - Base on key elements of the Millennium Development Goals, the Second Socio-Economic Development Plan, the National Poverty Reduction Strategy, and various policies, strategies, plans and reform programmes (p6)
 - Cornerstone of good governance that includes public administrative reforms, decentralisation and deconcentration (p8)
 - Overall environment for implementation including partnerships in development with all stakeholders, and integration into the region and the world, such as ASEAN, Greater Mekong Sub-region Program, WTO (p8)
- Forestry reforms fall into Rectangle 1 – Enhancement of the Agricultural Sector, and is based on three pillars of sustainable forest management policy, protected area system, and community forestry.

Community Forestry Sub-Decree (2003)

- Supports poverty alleviation and decentralisation, and provides effective means for communities to participate in the reforestation, rehabilitation and conservation of natural resources, forests and wildlife. It ensures security of use for communities over forest areas, and a legal framework to strengthen their rights in conflicts with outsiders

Forest Gene Conservation Strategy (2003)

- Outlines strategies for seed source management and gene conservation, adopting participatory approaches wherever appropriate.

Cambodia Millennium Development Goals (2003)

- Outlines RGC commitment to achieving a number of time bound and measurable goals and targets, which although have been part of the global development agenda for a number of years, are now known as Millennium Development Goals. Of specific relevance for the forestry sector are:
 - Goal 1 – Eradicate Extreme Poverty and Hunger
 - Goal 7 – Ensure Environmental Sustainability

National Poverty Reduction Strategy (2002)

Priority poverty reduction actions include:

- Improving rural livelihoods, setting out existing constraints and policy agenda in a series of key areas, with the overall objective of increasing incomes of Cambodians living in rural areas (pv)
 - For forestry, it mentions forest demarcation and classification; sustainable management to international standards; good governance; conservation; community forestry; and independent monitoring (p60)
- Strengthening institutions and improving governance through implementation of GAP; priority areas of which include administrative reform and deconcentration; decentralisation and good governance; reform of natural resource management (p99)
 - It notes that domestic capabilities are limited; personnel budgets severely constrained; and operational funds inadequate; so that for the foreseeable future RGC will continue to depend on external assistance (p99)

Statement on National Forestry Sector Policy (2002)

- Aligns forestry sector goals to those of national development objectives focusing on forest resource conservation, good governance, socio-economic development and poverty reduction; and commits RGC to the development and implementation of a long term National Forest Programme consistent with the international framework

National Biodiversity Strategy and Action Plan (2002)

- Aims to ensure that the benefits of sustainable biological resource use contribute to poverty reduction and the improved quality of life for all Cambodians. It calls for the development and implementation of recovery programmes for all endangered plant species, both *in-situ* and *ex-situ*.

Land Law (2001)

- Forests fall within the classification of State public property, which is inalienable, although can be subject to temporary authorisations for occupation and use. When State properties lose their public interest use, they can be listed as private properties of the State. Indigenous communities have prior claims under collective ownership

The Forest Law (2001)

- Defines the framework for management, harvesting, use, development and conservation of the forests of Cambodia towards ensuring sustainable management of these forests for their social, economic and environmental benefits, including biodiversity conservation and cultural heritage
- It reforms the forest administration to allow decentralisation of activities; and supports full public participation for sustainable forest management

Governance Action Plan (undated)

- Identifies two categories of governance reform where action is likely to be critical to development:
 - Crosscutting areas – including public finance and public administration (decentralisation)
 - Specific policy issues – demobilisation and natural resource management
- Recognises the importance of land dispute resolution to environmental sustainability, poverty alleviation and economic development, but notes limited capacity and lack of financial and material means for implementation of forest reforms.

National Environmental Action Plan (1998-2002)

- An iterative process that guides the integration of environmental concerns into national and local development policies, economic decision making, and investment planning
- Identifies common constraints as inadequate environmental regulations and limited institutional capacity and/or political will to enforce them
- The forestry section is largely a summary of the World Bank Forest Policy Assessment, 1996

Annex 2

Brief Introduction to National Forest Programmes

The National Forestry Programme Approach is the internationally agreed concept for country-specific, and therefore flexible, processes towards the achievement of management, conservation and sustainable development of all types of forest.

It was born during the United Nations Conference on Environment and Development that took place in 1992. Within this conference, the international community adopted a number of principles, environmental agreements (such as the Convention on Biological Diversity, and the UN Framework Convention on Climate Change), and Agenda 21. For forestry, this signalled a change within international discussions from sectoral to holistic approaches; from state monopoly to pluralistic management structures; and explicit emphasis on the contribution of forests and their management to sustainable development.

Since that time, international forest policy dialogue has continued, resulting in a number of proposals for action, one of the most important being the concept of national forest programmes.

A national forest programme is (FAO):

- a country-led process, based on sovereignty and country leadership
- a holistic and inter-sectoral approach to forest development and conservation, integrated within the country's sustainable development strategy
- a transparent, long-term and iterative process of planning, implementation and monitoring
- consistent with the constitutional and legal framework of the country, international agreements and commitments

that:

- includes national and decentralised level consultative processes as well as local level action
- provides mechanisms for partnerships and participation of all interested parties
- promotes consensus building between stakeholders, focusing on the clarification of their mandates, tasks, rights and obligations
- incorporates international and regional forest-related agreements

It consists of a National Forest Statement; sector review; policy, legislative and institutional reform; strategy development; action plan; investment programme; capacity building programme; monitoring and evaluation system; and co-ordination and participatory mechanisms, including conflict resolution schemes

Development of action programmes must take care not to exceed the absorption capacity of proposed implementing institutions, they must be based on a realistic assessment of financial and institutional constraints and economic realities. Sustainability implies that long-term dependence on external assistance must be avoided. Capacity building is a central element of NFPs as it increases the implementation capacity of all stakeholders

It is not a document.

The National Forest Programme can be used by (FAO):

- National governments for the formulation of forestry sector plans
- Decentralised government authorities, CBOs, NGOs, and the private sector to plan and implement activities in line with the national framework
- Concerned international institutions in supporting developing countries through harmonising their actions, strengthening cooperation in forestry and enhancing the use of human and financial resources in an effective and efficient way
- Sub-regional and regional organisations in the formulation and implementation of common actions (eg ASEAN)

Further detailed guidance is provided within the FAO website (www.fao.org/forestry)

The Cambodian Context

The Royal Government of Cambodia adopted the principles of the National Forest Programme within its National Forestry Policy Statement, and by so doing stated a commitment and political will to achieving sustainable forest management as a means for poverty alleviation and economic development. This is closely linked to good governance in order to enhance participation of local people, which means empowering and strengthening decentralised structures with regard to land use and management, access to resources at the local level and building capacities as the basis for social and economic development (Liss 2002).

Liss (2002) provides a clear overview of achievements and constraints within the forestry sector, based on discussions with various actors. He presents a detailed outline of options for a national forest programme in Cambodia, and highlights a number of opportunities and risks.

Cambodia is the lead country for the ASEAN/ReFOP priority topic: “Implementing the International Forest Regime in the ASEAN Region” (Ty Sokhun, 2005). The international forest regime is defined by Liss (2002) as the “totality of norms, rules, standards and procedures encompassing the sum of international instruments and institutions that create the framework for international action”.

Annex 3

Overview of Main Findings and Recommendations of Forest Sector Reviews and Specific Supportive Studies

| Document | Main Findings | Main Recommendations |
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| Forest Sector Reviews | | |
| ITTO, 2005, Achieving the ITTO Objective 2000 and Sustainable Forest Management in the Kingdom of Cambodia | <ul style="list-style-type: none"> • Current forest management systems are not compatible with sustainable forest management; with relatively small direct contribution to the economy, and poverty reduction as required by the forest policy statement • Lack of stable and transparent policies, regulations, incentives and financing mechanisms essential for SFM • Land clearance is opportunistic, for agricultural expansion, and the establishment of estate crops (rubber and pulp) • Uncertainty on implementation of the policy and legal framework, and lack of coordination between donors • Some sites of known biodiversity value fall outside the protected area system • A small number of concessions should be allowed to proceed to the next stage of their management planning • Guidelines for concession management, if implemented, would result in some of the most sophisticated, technically difficult, and costly concession management in the world • Plantation forestry should be an important part of the long term strategy for forest development, in view of significant opportunities for fuelwood plantations, local timber needs and high quality hardwoods • Numerous studies show a long tradition of community management of forests and a great deal of receptivity to initiatives to strengthen community forestry • Present sub-decree too restrictive and complex (p12) resulting in models for community forestry that are unnecessarily restrictive and based on a highly centralised control system • Lack of clear lines of authority within FA, too many staff with inadequate | <ul style="list-style-type: none"> • Create high level national and regional SFM Committees to facilitate multi-stakeholder dialogue on SFM, mobilise social action and monitor progress • Secure the permanent forest estate through land allocation, demarcation, delineation and allocation of use rights on prioritised basis • Promotion of bamboo and rattan – extensive and intensive inventory, studies of cultivation and utilisation • Draft forestry action plan developed into a NFP, with flexibility to allow different approaches to meet the diversity of conditions • Clarify the mandates of FA and MoE • Increased cooperation with local and international partners • Identify gaps in coverage of important forest types and species assemblages; towards reduced total extent of protected areas and a focus on high priority sites • Allow a limited number of industrial scale concessions linked to efficient processing capacities and providing high local added value; and cautious experimentation with a competitive bidding system for annual coupes outside concessions • Enforce environmental measures to reduce logging damage and to ensure respect for the rights of local people • Avoid the use of overly prescriptive and complicated policy and legal measures • Recognise that complex regulation will not eliminate corruption • Promote the substitution of timber supply from natural forests by man-made plantations by encouraging private investment and public participation, in areas that are degraded or known not to be of high value for biodiversity • Explore options for funding afforestation and reforestation under CDM • Decentralised and community based forest management systems are prioritised, including different models for different conditions • Communities themselves must be closely involved in the development of the systems under which their forests will be managed (p25) • Proceed cautiously with some pilot attempts to work with commune councils to develop decentralised forest management systems in parallel with further development of community forestry and concession scale forestry • Build staff capacity, instil stronger work ethics and develop stronger commitment to decision making, consideration of higher remuneration and |

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| | <p>training, excessive influence of various interest groups, lack of transparency, low salaries, etc</p> <ul style="list-style-type: none"> • Many studies recommend capacity strengthening, but much has been achieved resulting in a reasonable group of people with a good level of conceptual skills needing consolidation through practical experience | <p>incentives due to the strategic importance of the sector</p> <ul style="list-style-type: none"> • Capacity building should focus more on practical efforts, amongst FA staff, as well as civil society organisation, communities, communes and the private sector; with emphasis on changes in attitude within FA • Staff conditions should be sufficient for motivation |
| <p>Independent Forest Sector Review, 2004</p> | <ul style="list-style-type: none"> • Conflicting forest policy and management goals • Policy questions historically answered through a de facto and often non-transparent process, becoming synonymous with forest concession management • The forestry sector lacks direction, vision and an arena for discussion of poverty, human rights and biodiversity • Prior rights of indigenous communities have been overridden by the force of external interests, including logging, commercial plantations and the advance of settled agriculture • The area currently under protection is too large to manage given the availability of human resources and funds (p51), they include large areas of degraded forest, yet excludes important, diverse, forest areas • High levels of risk associated with a sector demonstrating all the characteristics of a highly insecure resource, provide no incentives for long term foreign investment • Community forestry has demonstrated that local people are concerned about forests and are prepared to organise around forest protection and management; establishes a prior claim • Outside the legally recognised areas there is a large proportion of forest land that has no clear legal claim or formal management, but forms the dominant forest management regime; and forests are coming out of concession into a policy and management vacuum • Restructuring of the FA indicated a new forest estate management model • Contradictory policy guidelines between agricultural expansion and maintaining forest cover • 4 major sets of players identified within the forestry sector display a confusion of roles and relationships; demonstrates a clear need for a full and broad-based consultative policy process | <ul style="list-style-type: none"> • The collective titling process should be completed to allocate prior claims in advance of further land allocations • Rationalisation of areas under protection to add new areas or sites of high significance, and to remove degraded areas • Policies for protection should include access to NTFPs for livelihood improvement according to CBD principles and guidelines for sustainable use of biodiversity; and options for co-management and partnership in adjoining areas (p54) • The concession system should be closed, and the moratorium continued • Continued support for community forestry • New effective legal rights and prior claims are established in post-concession and non-concession areas • Major shift in focus to address the needs of multiple value forests, and associated governance mechanisms • A programme should be developed to study the management of multi-value forests • Regulatory and planning/management functions need to be split within FA • Forest planning should be based on a landscape approach • Proposes partnership forestry as an alternative approach to concession management and forest estate management • Forest conversion should be considered only after all other claims are in place, and all other options considered • Government should take the lead in setting policy, and establish mechanisms for stakeholder and interest group engagement • A single over-riding policy and policy process for the forestry sector, ideally managed by a single ministry/agency |

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| <p>ADB, 2000, Cambodian Forest Concession Review Report</p> | <ul style="list-style-type: none"> • Forest resource information, as required for operational planning purposes, is limited; poor planning coupled with illicit logging effectively makes sustainable forest management unattainable • Little has been achieved in the forestry sector in terms of realising the key role of forest resources in meeting the livelihood and subsistence needs of the nation's rural people; further, DFW is reluctant to acknowledge the customary rights of rural communities, through fear of losing control over forestland • The findings of the field inspections and observation have in fact indicated that the state of the current concession forest management is alarmingly at odds with the goal of sustainability, which is the essence of the partnership between the state and the concessionaires • Current forest management plans are completely inadequate as a tool to ensure sustainable yield and sustainable forest management • The legal basis of the current concessions is extremely weak and the current agreements limit the ability of RGC to enforce discipline • There is no one agency fully responsible and vested with the authority required to administer agreements effectively, resulting in government failure to capture revenue for the nation, and concessionaire avoidance of investment necessary for resource development • The involvement of DFW staff to prepare concession maps, carry out inventories and prepare forest management plans and receiving direct payments from the concessionaires for these services, is a clear case of a conflict of interest | <ul style="list-style-type: none"> • RGC should <ul style="list-style-type: none"> • require all concessionaires to prepare and submit new forest management plans within a reasonable time period • establish dialogue with the concessionaires and determine royalties based on cost, market, logistical and risk factors • strengthen crime monitoring capacity of DFW • declare moratoriums on some operations until new management plans are prepared • Forest areas released from the concession system can be allocated to protected areas, as areas suitable for community forestry and/or as production forest • RGC and MAFF should clearly separate the regulatory and management functions of forest concessions • DFW should accelerate the effectiveness of the World Bank LIL project |
| <p>World Bank, 1998, Forest Policy Reform Project</p> | <ul style="list-style-type: none"> • With a severely limited knowledge of forest resources, DFW is heavily constrained in fulfilling its responsibility for forest resource planning, management and monitoring • Lack of procedures for land use decisions, over allocation of land use rights leading to conflicts • Unclear rights of access for communities to common property resources allocated to concessions • Concession management unsuccessful in contributing to SFM or meeting the needs of rural communities • Limited commitment to reforestation due to a number of factors • Timber royalties far outweigh informal payments to provincial and district authorities, RGC staff and military • A pattern of authorisations provides support to forest operations which circumvent the forest concession management system, the law and formal | <ul style="list-style-type: none"> • Quantify the quantity and quality of forests and forest lands as the basis for sound land use decision making and calculation of annual allowable cuts for sustainable forest use • Classification of forest lands and current land use to reflect current agricultural, forestry and fisheries and other priority land use needs • Land use planning and allocation to be achieved in an open, participatory and transparent basis to balance poverty alleviation and economic development as detailed in the first Socio-Economic Development Plan; better land use in protected forest areas with unique features • New community forestry programmes to support community based forest concession management • New forest concession management to support SFM with local community involvement • Preparation of facilitating factors for reforestation investment through a range of mechanisms • Review forestry taxes and revenue sharing • Log monitoring and enforcement |

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| | <p>taxation</p> <ul style="list-style-type: none"> DFW is faced with unclear forestry law, lack of clear lines of authority, too many staff with inadequate training, excessive influence of various interest groups, lack of transparency, low salaries, etc | <ul style="list-style-type: none"> Rationalisation of RGC institutional mandates, structures and procedures to allow DFW to represent RGC on all commercial and production forestry issues |
| <p>World Bank, 1996, Forest Policy Assessment</p> | <p>Resource Mobilisation</p> <ul style="list-style-type: none"> Approximately 5.3 million hectares have been designated for forest concessions, but allocation and award criteria are unclear, and a long term sector development plan is lacking Implementation of investment offered by concessionaires is negligible to date, appear to be based on inadequate investigation and assumed government acceptance of unsustainable harvest levels <p>Incentive Framework</p> <ul style="list-style-type: none"> Below market royalties, less than one-fifth of border price equivalent, heighten pressures for excessive harvest, promote inefficient processing and help generate potential for graft and corruption Policy commits government to require sustained yield forest management, but assessment procedures for concession management are unclear <p>Sector Governance and Organisation</p> <ul style="list-style-type: none"> Significant forest areas remain beyond the effective control of government Lack of formal inter-agency collaboration for sectoral development | <ul style="list-style-type: none"> Future concession allocation should be through market-based practices that include prior area identification by government, advertisement, bidding and evaluation based on announced criteria Concession award and forest industries investment should be de-linked to facilitate emergence of a log market to supply efficient domestic processors and export markets Ensure that royalties relate to economic rent value through auctions and minimum price appraisals to protect against collusion, establish inter-agency review system to monitor royalty levels and collection performance Adopt a precautionary approach to harvesting and management (setting standards, monitoring, reporting and enforcement) A revised concession system if combined with expanded delivery of community forestry and agro-forestry support services to rural communities and strengthened management of protected areas, can be a suitable basis for sectoral development Focus policy and investment activities in stable areas Sector development should include broadly consultative processes and will depend on continued high level political leadership and commitment |

| <i>Specific Supportive Studies</i> | | |
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| CDRI, 2006, Trends and Dynamics of Deforestation and Forest Degradation | <ul style="list-style-type: none"> • There is a great deal of ambiguity surrounding the status of forest cover and forest quality • Better management and use of an open access resource is closely related to improved security of land ownership and rights • The current situation is one of virtually open access, un-controlled illegal logging, and forest conversion | <ul style="list-style-type: none"> • Improve forest cover and quality information as a prerequisite for good planning and sound management • Improved demarcation and classification of forests is needed • Improvements in the legal framework, enforcement, accountability and transparency is needed in the forestry sector |
| CDRI, 2006, Forest Management Options in Cambodia | <ul style="list-style-type: none"> • Unclear land and user rights discourage long-term investment in SFM • Large areas of unmanaged forest are at high risk of further degradation • Partnership forestry is untested and lacks legal provision • Community forestry efforts have focussed on degraded areas with limited incentives to become self-sustaining, and large central government control • Plantation forestry focuses on large-scale pulp production from fast growing exotic species | <ul style="list-style-type: none"> • Complete the ongoing collective titling process before the demarcation of forest estate • Research new management approaches that share accountability between logging operators and local people • Extend management rights to communes and monitor experiences to develop suitable partnership systems • Expand community forestry into higher value forests; and secure future benefit flows • Investigate small scale private plantations of commercial timber or NTFP species |
| World Bank, 2006, Cambodia Poverty Assessment | <ul style="list-style-type: none"> • The proportion of rural households lacking land for cultivation is rising (p85); for others, whilst land tenure remains insecure, owners are not willing to invest in high risk activities such as tree planting (p86) • Forests provide an important source of rural livelihood, particularly for local communities (p94); yet numerous studies illustrate declining access to, and productivity of, common property resources (pix) • Weak formal institutions do not yet provide a sound basis for the equitable or sustainable management of natural resources or pro-poor service delivery (px) • Investment that might accelerate and diversify economic growth to the benefit of the poor is constrained by low capacity, lack of transparency, and inappropriate and arbitrarily-applied regulations (px) | <ul style="list-style-type: none"> • Improving the lives and livelihoods of the rural poor should be a top government priority (pii) • Acceleration of poverty reduction is largely about raising agricultural productivity and incomes, requiring (pii) <ul style="list-style-type: none"> • Secure property rights to private land • Emphasis on smallholder agriculture for both growth and poverty reduction • Equitable access to common property resources as a critical source of income security for the rural poor • Increased investments in productivity-enhancing infrastructure • Improved human development and human capital |
| CTSP, Danida, 2005, Capacity Needs Assessment of the Natural Resource Sector | <ul style="list-style-type: none"> • Many recent and ongoing capacity building project have not achieved their objectives to the fullest, and have had insufficient progressive impact on certain subjects critical to modern NRM • Capacity building efforts assume a fundamental knowledge base that is actually either weak or non-existent | <ul style="list-style-type: none"> • Donors must acknowledge that capacity building cannot be achieved through a few days training outputs alone, but requires multifaceted and multi-level intervention at both the natural resources and educational sectors • Intervention strategies for bringing analytical capacity into mainstream society require serious consideration |
| Global Witness, 2005, Submission to the WB Inspection Panel | <ul style="list-style-type: none"> • The World Bank, through its project, has consistently promoted the interests of the concession system and its operators, despite the evidence that they have and will continue to inflict harm on forest-dependent communities • The Bank has, through its acts and omissions, undermined laws, standards | <ul style="list-style-type: none"> • The Inspection Panel recommended an investigation into the FCMCPP, which was approved by the WB Board of Executive Directors on 14th April 2005; its findings are expected early in 2006 |

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| | <p>and other accountability mechanisms designed to protect the interests of forest-dependent Cambodians</p> <ul style="list-style-type: none"> • By allowing its project to endorse the strategic level management plans of six companies, the Bank has significantly increased the likelihood that they will continue to maintain their logging concessions and to go on inflicting material harm on local people | |
| <p>Van Acker, 2005, Cut the Shoe to Fit the Foot – Draft</p> | <ul style="list-style-type: none"> • Management of State land to safeguard and broaden access to CPRs is a key element of reduced vulnerability (p12) • Local councils are specifically excluded from forest management, other than in a supporting role (p3); however, commune councils are already involved in NRM, often without support or sanction of the central government (p5) • Weak functions and powers at sub-national levels; limited legislative function, vague transfer of executive competencies (p13) • Many decentralisation reforms transfer discretionary powers outside the public domain (to private individuals and corporations, NGOs) (p14) • The principle of subsidiarity, found within treaties such as the Rio Declaration on Environment and Development and its conventions, calls for delegation of resource management to the lowest appropriate or relevant level – that will not cause negative effects at higher scales (p18) | <ul style="list-style-type: none"> • Improve, enhance, and upgrade the participation of commune councils in NRM to benefit local communities and resources (p5) • Stronger involvement of local governments in resource management offers opportunities to strengthen existing CBM mechanisms; and to pilot and further streamline and systematize initiatives such as partnership forestry (p15) • Fundamental reassessment of the current position regarding commune involvement in forest management (p24) • Successful implementation of community forestry will depend on better integration into the decentralisation framework, and identification of low-cost management models (p26) • Current informal commune council responsibilities in the provision of forest goods and services need to be complemented by discretionary powers in provision, production, and processing of forest goods and services (p35) • The bounds for discretionary power need to consider the capacity of commune councils, the extent to which their decision-making will have repercussions beyond the commune boundaries, and the national policies relevant for the sector (p35) • Externalities should be addressed through inter-communal solutions rather than redirected to higher levels of authority (p35) • Commune council needs to be more involved in the triage system (p36); or could step away through the creation of municipal estates whereby the commune council gains responsibility for all decisions and matters of forest production management within it, possibly integrated with community forestry (p36); or by adopting the provisions of partnership forestry (p37) • Recognition of and support for the role of commune councils in decentralised forest management requires sharing of forest revenues between stakeholders according to an agreed and re-appraisable mechanism and formula (p38); examples include the establishment of legal arrangements for public prices with revenue sharing principle, and the establishment of a Forest Fund and its modalities (p28) • The adoption of a wide range of powers and functions will require a large effort in capacity building (p44) |
| <p>GFA II, 2005, Review of Strategic Forest Management Plans</p> | <ul style="list-style-type: none"> • Confirms the findings of GFA I • Cherndar and Colexim have better substantiated plans and better forest resources, and SFM would be feasible under certain conditions (p12) | <ul style="list-style-type: none"> • Cherndar to continue under strict precondition that durable partnerships with local communities are agreed, forest resource reassessed, EAAAY |

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| | <ul style="list-style-type: none"> • Timas and TPP demonstrate poor planning, poor forest resources, and existing widespread strong pressure by communities in the area; leaving no realistic economically viable perspective for commercial forestry (p12) | <p>recalculated, financial viability reassessed</p> <ul style="list-style-type: none"> • Cancellation of current Colexim plan, and proposal or the company to adopt a 'model approach' under community special management areas, low-intensity harvesting and conservation zones • Cancel Timas and TPP, and seek alternative options for sustainable use by local communities (partnership forestry) • Offer a tree plantation concession to TPP • Creating capacities to improve the implementation of SFM planning at the operational levels should become a focus of donor support, regardless of the management concept that is promoted • External monitoring should be tied to a formal and open certification process |
| <p>GFA I, 2004, Review of Strategic Forest Management Plans</p> | <ul style="list-style-type: none"> • ESIA guidelines do not provide enough practical guidance, and were never subject to a serious test; biodiversity concepts and principles are too ambitious and lack practical details and landscape level issues • Biodiversity set-asides are allocated minimum size largely in inappropriate locations, without consideration of the broader landscape within and outside the concession • Community use set-asides are too small, in the wrong place, include the wrong forest types and do not accommodate present patterns of resource use • A prohibition on cutting large quantities of resin trees could have a significant impact on the viability of some concessions • Serious problems in inventories result in a limited usefulness of EAAY calculations; estimations are rather high and justification is lacking • In the best cases, plans fall far short of what is needed • Awareness of capacity problems has not been translated into any focused action in SFMP exercises • Concession inventories and forest cover assessments do not indicate sufficient tracts to be available to justify the concession system | <ul style="list-style-type: none"> • The SFMP format should be revised to explicitly include sections on social, biological and environmental planning; and ESIA streamlined to concentrate on the strategic tasks of forest function zonation • Technical assistance is required to improve the ESIA component of the forest management planning system • Appropriate biodiversity survey and monitoring should be reconsidered by a panel representing FA, concessions, and conservation organisations • Incorporate concession-wide community planning into the first compartment plan, including necessary rezoning, recalculation of EAAY and recompartimentalisation • Concessionaires should be required to elaborate their silvicultural approach and measures to implement their harvesting system in more detail, particularly if a sub-contractor is envisaged • Of the concessions assessed, Everbright is recommended for continuation to the next stage, subject to certain conditions, and Samrong is advised to revise its SFMP • The concession system can only be successfully implemented if the FA, donors and the private sector are jointly willing to provide support to carry out the required training, on-the-job support, and transparency needed • Additional investment in the concession system is justifiable only if sufficient tracts of commercial forest remains for this type of management; and if it is in the interests of the Cambodian people that most trade is on international markets, leaving the domestic market unsatisfied |
| <p>COHCHR, 2004, Land Concessions for Economic Development</p> | <ul style="list-style-type: none"> • Economic concessionaires have been given rights over land (including forest) that are very similar to ownership (p2), granted without any clearly established procedure (p19) • Economic concessions are not subject to the same management | <ul style="list-style-type: none"> • RGC must ensure better standards of living and respect the human rights of its citizens in any shift from subsistence to cash crop agriculture (p5) • RGC must hold accountable the private companies to which it has given significant rights over public land (p5) |

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| | <p>requirements as forest concessions; and the land law permits forest to be cleared within the concession area (p21)</p> <ul style="list-style-type: none"> • They have little or no regard for welfare; and they contribute little if anything, to overall state revenue (p2); there is little evidence of sustainable development, and many concerns about biodiversity conservation (p5) • Economic concessions are not meeting the promise that formed their rationale (p5) • Economic concessionaire activities often have serious social, economic and cultural consequences, leading to the dispossession and impoverishment of local populations, and sometimes giving rise to considerable conflict, and violations of human rights (p4) | <ul style="list-style-type: none"> • The concession system needs to be reconsidered, and alternatives for agricultural development for the benefit for Cambodia's rural populations should be pursued (p7) • Appropriate legislation should be adopted and adhered to for land and concession allocation, allowing for public processes, and freedom of information • Concessionaires should provide sustainable management plans including ESIA, and cost benefit analyses • RGC should stop illegal logging of resin trees and recognise the importance of NTFPs to rural livelihoods and food security • RGC should ensure that local NGOs and groups working on land issues are able to fulfil their duties in a secure climate, free from intimidation and violence |
| <p>CTSP, 2004, Partnership Forestry</p> | <ul style="list-style-type: none"> • The concept of partnership forestry was introduced during the Independent Forest Sector Review (IFSR), as a decentralised approach to forest management. It focuses on partnerships between commune councils and the Forestry Administration, which aim to establish 'prior claims', keep forest rent in the public sector, and ensure holistic and sustainable forest management | <ul style="list-style-type: none"> • The adoption of this approach will lead to partnerships between the State and commune councils, as the elected local level administrative bodies, in the form of a Commune Forest Plan (CFP) |
| <p>JICA, 2004, Overall Capacity Building Program for the Forestry Sector</p> | <ul style="list-style-type: none"> • Great achievements have been made in the forestry sector, but technical and financial assistance is still very much needed for the implementation of sustainable natural resources management in accordance with international standards and cooperation in the region • Of 1,825 employees in FA, only about 600 have an educational background in forestry to at least college level; many have low educational backgrounds without any forestry skills, and little opportunity to attend training | <ul style="list-style-type: none"> • Upgrade management capacity of identified target groups in selected priority areas such as restoration of forest resources and community forestry |
| <p>USAID, 2004, An Assessment of Forest Conflict at the Community Level in Cambodia</p> | <ul style="list-style-type: none"> • A fast-growing, young, rural population has surpassed the carrying capacity of the nation's lowland rice-growing areas, creating a large number of landless and land poor people who are attracted to sparsely populated forests, already degraded by 3 decades of unmanaged logging • Powerful people, entrepreneurs, and agricultural settlers have strong incentives and few constraints to grabbing or encroaching on forestlands • Forest communities typically lack the political power, knowledge and resources to contest illegal takeovers • The structure of a legal framework for forestland allocation is in place, but the means, capacity and will to implement it remain weak • Allocation decisions are made without any real effort to evaluate competing uses based on economic, social, or environmental criteria • Direct causes of conflict are land grabbing, encroachment, economic land concessions, forest concessions, illegal timber and NTFP harvesting, forest use restrictions related to protected area management and protection forest | <ul style="list-style-type: none"> • Finalize the national legal and spatial planning framework for allocating forest resource and land use/tenure rights • Instil respect for the rule of law regarding forest and land allocation, tenure and use • Develop the capacity of forest communities to effectively demand their rights • Develop mechanisms and procedures for conferring tenure and use rights and assist the government to confer these rights • Improve natural resource governance at the province, district, and commune levels including detailed land use planning • Provide alternate livelihoods for potential or actual land encroachers • Monitor and report forest crimes and community-level conflict |

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| WCS, 2004, High Value Forests | <ul style="list-style-type: none"> • Most high value forests are to be managed for commercial or conservation purposes, but many Cambodians live in these forest areas and depend on their resources • There is little evidence that commercial management of high value forests is contributing to poverty reduction • Identifies differing community forestry objectives between villagers in high value forest areas and commonly held government and NGO notions | <ul style="list-style-type: none"> • Make poverty reduction a higher priority of high value forest management • Improve forest management targeting, focusing first on high value forests under threat • Prohibit commercial logging in areas of forest where resin trees represent a high proportion of standing commercial timber • Pilot “commercial” community forestry for villages near high value forest areas • Target “commercial” community forestry pilots in high value forests where indications of “political will” for it are strongest |
| WB, 2004, Cambodia at a Crossroads | <ul style="list-style-type: none"> • Notes government commitment to reorient natural resource policies consistent with the objectives of the Rectangular Strategy, and is increasingly exploring community based and benefit sharing approaches (para53) • Although government policy acknowledges the important role of natural resources, there is no guidance regarding the hierarchy of priorities in terms of public goods to be received from these resources (p78) • Technical capacity has increased significantly in resource management agencies, but civil service salaries and operating budgets are insufficient to provide adequate incentives and support to carry out RM functions, resulting in the ‘capture’ of staff by economic interests who wish to exploit resources legally or illegally (p82) • Concession arrangements may still be a good management approach under improved conditions and with explicit provisions to ensure coordination and benefit sharing with local communities; but there is considerable disagreement amongst government, donors and civil society regarding the ability of the authorities to ensure that these procedures are properly implemented given institutional and governance constraints (p85) | <ul style="list-style-type: none"> • Reform must begin with laying sound policy and legal foundations for natural resource management (para 54) • The institutions responsible for NRM need to be made more accountable and transparent (para 55) • Resource management approaches need to prioritize direct access of local communities to benefits from such approaches (para 56) • A high priority should be to mitigate the considerable risk of land grabbing (para 57) • Several years of capacity building are required amongst government staff and local communities when transferring significant management responsibilities for natural resources; and the roles and responsibilities of government and its partners should be identified in developing, testing, and extending new approaches involving local benefit sharing (p88) • Development of an alternative to the centralized, large scale concession approach to management will require substantial effort from government, donors and civil society working together |
| ICEM, 2003, Cambodia National Report on Protected Areas and Development | <ul style="list-style-type: none"> • Cambodia is committed to decentralisation and the transfer of political, fiscal and administrative powers to local authorities at commune level (p12) • Protected areas are distributed throughout the country, although some ecosystems are poorly represented (p54); Prey Long is under consideration as a World Heritage Site by MoE (p89) • Protected area managers do not have the mandate, skills or capacity to fulfil their new roles in community development and poverty alleviation, conflict resolution, and working with key economic sectors (p13) • MoE and FA do not have enough funding or staffing to maintain the | <ul style="list-style-type: none"> • Develop partnerships with other stakeholders, and recognise the increasing importance of local stakeholders through decentralisation of government • Promote community involvement in protected area and forest management • Distinguish between the roles of MoE, MAFF and other sectors in protection area management • Expand and adjust the national protected area systems • Identify protection zones within forestry concessions • Implement a pilot cluster project to demonstrate integrated regional planning • Formulate a national protected area training programme • Apply the user pays principle to finance protection |

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| | protected area system (p57); MoE's budget barely covers staff salaries and basic administration (p13) | <ul style="list-style-type: none"> Understand and express conservation values in economic terms |
| CTSP, 2003, Forest Gene Conservation Strategy | <ul style="list-style-type: none"> Forest loss and degradation is resulting in the erosion of genetic resources of valuable and potentially economic indigenous tree species, thereby limiting options for utilisation and development | <ul style="list-style-type: none"> Increase the use of indigenous species in tree planting <i>In-situ</i> is the preferred conservation option, for which strong participatory approaches are essential, through the integration of conservation and local development efforts |
| ASEAN, 2004, Report of the 7 th ASOF Meeting | <ul style="list-style-type: none"> Social forestry could be a way to increase the welfare of people living in the surrounding forest areas, through the enhancement of people-business partnerships (p7); as part of the solution to improving sustainable forest management in ASEAN, which has faced many challenges since economic crises have increased rural poverty (Annex 11) | <ul style="list-style-type: none"> Agreed strategic plan (2005 – 2010) (Annex 8) <ul style="list-style-type: none"> Ensuring sustainable forest management and conservation of natural resources, including promotion of NFP; and promotion of protected areas through the development of a regional biodiversity action plan Strengthening ASEAN's cooperation and joint approaches in addressing international and regional forestry issues Promotion of intra and extra-ASEAN trade in forest products and private sector participation Increasing productivity efficiency and sustainable utilisation of forest products Capacity and human resource development |
| Baltzer, et al, 2001, Towards a Vision for Biodiversity Conservation in the Forests of the Lower Mekong Ecoregion Complex | <ul style="list-style-type: none"> Conservation initiatives have been limited in this area, largely due to many years of political and social instability (pxiii) Efforts today are hampered by the poverty and institutional incapacities that are the legacy of the past (pxiii) Many conservation activities do little to contribute to global or regional conservation objectives because they are too small, isolated, threatened, not particularly distinctive, representative or outstanding | <ul style="list-style-type: none"> Conservation planning at ecoregion scale to more effectively facilitate better representation, conserve larger blocks of intact habitat, and maintain ecological processes and species populations within their natural range of variation (p5) Develop a biodiversity vision clearly stating the desired target of the conservation programme, long-term goals and priorities, through a systematic biological assessment of the 'region of analysis' (p6) Analyse the social and economic constraints and opportunities for conservation (p9) Development of conservation strategies that strike the right balance between allowing for rapid economic development while protecting biodiversity (p90) |
| McKenney, undated, Baseline Assessment of Cambodia's Forestry Sector, WWF | <ul style="list-style-type: none"> Lack of legal instruments, concession management standards and DFW capacity (p24) No current concessions show eligibility for certification (p25) | <ul style="list-style-type: none"> Establish a baseline of legal instruments, forest management standards and institutional capacity (p24) Resolve conflicts between current standards (p25) Build awareness and increase understanding of forest management certification (p26) Consider certification as a tool to achieve environmentally responsible, socially beneficial and economically viable forest management (p1), with a view to developing national standards in accordance with FSC principles and criteria (p26) |

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| <p>CDRI, 2002, Natural Resources and Rural Livelihoods in Cambodia: A Baseline Assessment</p> | <ul style="list-style-type: none"> • Forest use is widespread and important to rural livelihoods (p4) • Remaining forests are significantly degraded, markedly deteriorating the historical 'safety net' (p5) • The decline in available resources is caused by unsustainable logging, and access restrictions (p5) | <ul style="list-style-type: none"> • Forest cover update, complemented with sample inventory studies (p5) • Identify areas of most rapid deforestation for comprehensive assessment of its root causes and potential management solutions (p5) • Support for marketing and value-added processing of NTFPs (p6) • Assess the costs and benefits associated with establishing and managing community forests (p7) • Improve conflict resolution mechanisms (p7) • Assess the current status of NTFP processing, trade and export (p7) |
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