

ACTION PLAN 2007-2010

FOR FORESTRY AND ENVIRONMENT

PLAN AND BUDGET FOR 2007

(NSDP 2006-2010)



TECHNICAL WORKING GROUP ON FORESTRY & ENVIRONMENT

December 2006

Foreword

The Royal Government of Cambodia has set the priorities for national development within the National Strategic Development Plan for 2006-2010. The National Strategic Development Plan partly originates from other strategies, including the Poverty Reduction Strategy and the Rectangular Strategy. Poverty Reduction and Economic Growth stand out as the main objectives for the development of Cambodia.

Since 90% of the population lives in rural areas and since 60% of the land is covered by forest, the success of the main national goals is closely linked with the development of the forest dependent livelihoods in the rural areas. The Royal Government of Cambodia therefore commits itself to the conservation and management of the country's unique forest resources in the most sustainable way.

A coordinated sector wide approach is a holistic method to confront this challenge, which entails promoting effective use of resources with benefits flowing to rural livelihoods, while maintaining the capital resource in an intact production stage. The Technical Working Group on Forestry and Environment (TWG F&E) has been established by the Royal Government of Cambodia to ensure such a sector development and coordination. The TWG F&E has assumed the responsibility to prepare a joint action plan for the next four years for improved medium term planning. Consequently, this plan provides enlightenments of the sector priorities.

The forested land is faced with an unusual situation. On one hand it is widely recognised that rural living conditions and access to forest products and services are part of the same entity i.e. sustainable rural livelihoods. Surveys also show that if rural communities could choose, the availability of forest products and services is high on the "wish list". On the other hand the forests are under constant pressures by various forces and support is needed.

We look forward to experiencing national development promoted through the implementation of this TWG F&E Four Year Plan, and also to seeing how this plan will form schools for resource based management plans, which will be developed by the involved sectors.

We encourage partners to align in solid support of the TWG F&E Four Year plan. Through timely and sufficient technical and financial support from the Royal Government of Cambodia and the international community, we can together lever and accelerate this process.

Therefore, with my highest respect I request all honourable TWG F&E members and other stakeholders, to promote this plan as the focal entrance for development of these sectors.

Ty Sokhun
Chairman of the Technical Working Group, Forestry and Environment

Acknowledgement

This Four Year Joint Action Plan 2007-2010 of the Technical Working Group on Forestry and Environment (TWG-F&E) is developed in order to optimise planning of the development processes within the forestry and environment sectors. This plan was developed by examining the current needs combined with a review of the linkages with relevant national policies and, last but not least, the priorities and viewpoints of TWG members and partners.

We would like to express our sincere thanks to the people who have offered their valuable time, consideration and reflection to the development of this plan. These are: H.E Ty Sokhun, Head of Forestry Administration, Mr. Chay Samith, MoE/DNCP, Mr. Mogens Laumand Christensen and Dr. Andrew Wardell, DANIDA; Ms. TANAKA Tomoko, JICA; Mr. Lay Khim, UNDP; Mr. Hori Masahiko, JICA; Mr. Yuzuru Kimura, JICA Mr. Daniel Costa Llobet, European Commission; Ms. Anna Beloff, FAO; Dr. Peter Jipp, World Bank; Mr. Seng Teak, WWF; Mr. Chhith Sam Ant and Mr. Rusell Piterson, NGO Forum; Mr. Hem Van Yuth, CDC; Mr. Net Mony, MEF; Mr. Joe Walston, WCS; Mr. Seng Bunra and Mr. Ouk Kimsan and Mr. Kao Dana, CI; Mr. Soun Sovan and Mr. Korn Sareth, Forestry Administration; Mr. Sy Ramony, MoE/DNCP; Mr. Van Sam Nang and Ms. Soun Pin Kanilca, MEF; Mr. Sok Srun, TWG-F&E Secretariat; and other stakeholders for their inputs to the TWG Action Plan 2007-2010.

Arvid Sloth & Eang Savet

7 December, 2006

The natural resource scene

THE POTENTIALS

“Forests are Cambodia’s most important natural resource for the country’s development” (RGC, GAP). Together with fish products forestry products account for 29% of the household income for the poorest families (forestry products count alone for 18% and is thus the second most important livelihood contribution after cultivation, which takes foremost position (WB, 2006)).

THE CHALLENGES

Natural resource management and governance is in a critical stage. Absence of effective management and enforcement has resulted in uncontrolled exploitation, limited access for some poor people and conflicts on ownership of forest lands which all impede the potential role for natural resources to improve the livelihood of especially the rural population. In addition informal rent seeking and an unhealthy practice of paying informal payments have eroded ordinary social accountability. Forest land grabbing by the powerful and numerous forest encroachers is another devastating result. Weak line agencies and local governments combined with insufficient voice and influence of those whose livelihood depends on natural resources have not been able to stop these criminal acts taking place. Thus income from forestry has recently been declining (Danida/Dfid, 2006, WB. 2006).

THE OPPORTUNITIES

There are now opportunities to improve socio-economic conditions of the rural people through improved attention, partnerships and management of the natural resources. The TWG modality, forming partnerships and joint priorities among major national institutions and external stakeholders and in alliance with local government, is recognised as the optimal mechanism for combating the challenges of tomorrow (RGC 2006a; RGC 2006b).

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1.0 An introductory synthesis of the Strategic Framework for Development Cooperation Management and the role of longer TWG F&E Action Planning

Based on the Consultative Group (CG) meeting in 1999 the partners began a dialogue to pursue action-oriented and thematic forums for improved aid coordination. At the pre-CG-meeting in 2004 the Prime Minister of Cambodia, Samdech Prime Minister Hun Sen announced the restructuring of the development cooperation processes. The basic principles comprised the establishment of 18 Technical Working Groups for development, planning and coordination, chaired by the Royal Government of Cambodia (RGC) and reporting to a shared umbrella forum the Government-Donor Coordination Committee (GDCC). The GDCC further links up to the Consultative Group Meeting (from 2007, Cambodia Development Cooperation Forum) (RGC 2006d).

It should be acknowledged that the TWG mechanism actually preceded the OECD-DAC good practice principles, which were later produced by OECD/DAC's Working Party on Donor Practices and the Paris Declaration. The GDCC/TWG structure is in full compliance with these global guidelines. Cambodia and the leading development partners are commended for having taken the first steps towards modern coordination of development, promoting true partnership and mutual accountability.

The Forestry Administration (FA) is a government authority under the Ministry of Agriculture Forestry and Fisheries (MAFF) with a mandate for forest resources management according to the National Forestry Policy Statement and the Forestry Law. Forest resources refer to the Permanent Forest Reserve which consists of Production Forest, Protected Forest and Conversion Forests. The Department for Nature Conservation and Protection (DNCP) under the Ministry of Environment (MoE) holds a mandate, based on a Royal Decree, of protecting and managing the National Parks.

These fields are enclosed by a single rectangle, the "Forest Reform" within the Rectangular Strategy and also practically embraced by a single umbrella the "Technical Working Group on Forestry and Environment" (TWG F&E). The TWG F&E will, just like other TWGs, become the operational body for Government-Donor policy, planning and coordination for the forest areas.

The role of the TWG F&E is to function primarily as a coordinating and supporting body for development aid delivery to the forest and environmental sectors, and ensure optimal use and effectiveness of resources available to RGC, both domestic and external. The TWG F&E is not intended nor mandated to replace the functions of ministries and agencies, but to coordinate and plan activities within the broader areas of joint interest.

Table 1. – The overall and general objectives of the TWGs

- Strengthen the RGC’s ownership and leadership of a partnership-based development process.
- Promote alignment of development partners’ support with national development priorities, policies and strategies.
- Promote partnership and mutual accountability in the development and implementation of the RGC’s national and sectoral policies and strategies and the RGC Action Plan on Harmonisation, Alignment and Results.
- Provide a forum through which the programming of all resources –domestic and external – can be discussed, prioritised and planned in a transparent manner.
- Provide opportunity to objectively monitor and evaluate the effectiveness and impact of all resources – including through the use of joint analytical work and joint reviews.
- Identify and agree an appropriate approach to capacity development that promotes ownership in the use of technical assistance and provides for an objective means of assessing progress in strengthening RGC capacity.
- By locating the GDCC at the centre of the TWG structure, to allow for effective monitoring of the overall coordination mechanism, which, in turn is intended to promote lesson learning and overall implementation of the RGC aid effectiveness agenda (RGC, 2006d).

For the specific objectives of the TWG F&E please refer to Appendix 2.

Objectives of the TWG F&E Four Year Action Plan.

In order to have a better planning horizon for long term sectors, like forestry, a longer term planning instrument needs to be developed. A TWG F&E Four Year Action Plan is a contribution in that direction. Its development reaffirms that the members of the TWG F&E are committed to developing improved development cooperation management.

Any TWG F&E Four Year Plan must be aligned to and support the fulfilment of the prioritised needs, national policy and joint priorities as well as the general overall objectives of the TWG as illustrated in Table 1. Similarly, as TWGs are not to substitute government functions but to complement them, a TWG Action Plan could and should not, in any way, substitute more traditional resource based management planning. Consequently, the TWG F&E Four Year Plan needs to build on and reflect these principles.

Table 2. – Objectives of the TWG F&E Four Year Action Plan

It is the **objective** of the TWG F&E Four Year Action Plan to formulate a set of priorities agreed by the government agencies and their immediate development partners to the course towards sector development and fulfilment of national strategies and policy objectives.

Such a plan will help government and donors to align funds to meet these priorities over the next four years and thus be a step towards meeting the mission of the TWG, as envisioned by the RGC.

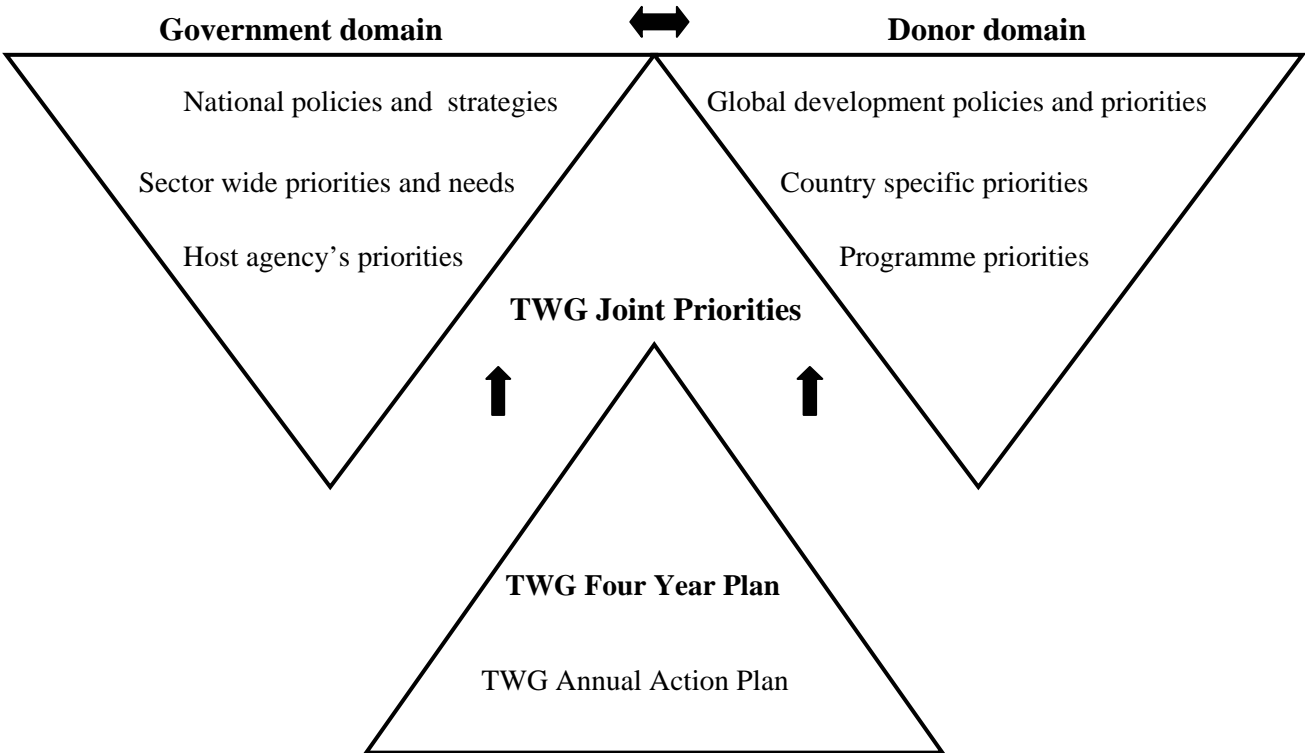
The process of TWG F&E Action Plan development

Table 3: Process related objectives of the preparation of the four year plan

i.	Promote consensus on the major challenges and problems for the sectors.
ii.	Identify needs and solutions and promote consensus on sector based challenges and problems for national development.
iii.	Identify and prioritise which areas and activities realistically are expected to be jointly supported.
iv.	Make openings for potential pipeline projects.
v.	Promote awareness of the longer term challenges within the sectors in the coming four year period.

TWG cooperation focuses on the shared (joint) priorities, while acknowledging that there are certain elements that are best handled within the respective partner domains. TWG Action Plan is what closes this gap as illustrated below.

Fig. 1.



An outcome of the corresponding development cooperation framework set up by the CDC (RGC, 2006a) is that the Donor and Government and other representatives must be of an appropriate level, able and authorised to speak and decide on behalf of their organisation and to ensure that issues are brought to attention within their home organisation. In cases where technical knowledge, beyond what the secretariat can mobilise, is required, the Chairman or the Donor Coordinator may invite resource persons to attend selected TWG meetings.

In order to optimise sustainability, ownership and impact, the development process of the TWG F&E Four Year Plan was prepared by: (1) focusing on the current needs within the sectors, identified through interviews and held against the (2) national policy directions related to the two sectors and finally matched with the (3) joint priorities of the TWG members and partners. The Four Year Plan also allows for sub-groups to be established in specific areas for obtaining maximum benefit.

2. A focused review of national policies and priorities related to Forest lands

As a guiding tool the Royal Government has launched and committed to a number of overall development policy strategies. These include the Cambodian Millennium Goals, National Strategy Development Plan, The Rectangular Strategy for Growth, Employment, Equity and Efficiency, Governance Action Plan, Strategic Framework for Development Cooperation and the National Poverty Reduction Strategy.

In addition the Royal Government of Cambodia has formulated some general reforms, among others the legal and Judicial Reform, Public Administrative Reform, Forestry Reform, Fisheries Reform, Land Reform and Mine Clearance, and Armed Forces and Demobilization.

Major reforms related to forests

In order to improve efficiency, the government forest service recently went through an organisational reform. Originally the forest sector consisted of a central department and a number of technical provincial offices, each with different standards, reporting and command structures and linked to the provincial governor. In 2003, this structure was reformed into a single line organisation with vertical linkages from bottom to top; a single administration with a de- concentration scheme to the various levels of the organisation was born.

The Cambodian Millennium Goals (CMDG)

The national top priorities are described directly in this overall direction for national development towards the target year of 2015.

The RGC is fully committed to achieve the CMDGs which have become the cornerstone of the Cambodian development policies and strategies. The CMDG report documents the Cambodian firm commitment to action. The report further describes the state of natural resources and states that there is wide consensus that improved natural resource management could contribute significantly to development and poverty reduction and rural development. Nonetheless, the natural resources are declining at a high rate. Forest cover has declined by 2 million hectares, equalling half a percentage point per year from 1960 to 2002(RGC, 2003a). At this rate Cambodia will fall below its CDMG in 2015, if effective steps of recovery are not taken.

With regard to forestry, especially the CMDG 1 “Eradicate Extreme Poverty and Hunger” and the CMDG 7 “Ensure Environmental Sustainability” come into focus.

The success of the CMDG 1 “Eradicate extreme poverty and hunger” is related to forest development. In a context like Cambodia where 90% of the population lives in the countryside and where app. 60% of the land is covered by forest, it has been officially expressed that: “*Forests are Cambodia’s most important natural resource for the country’s development...*” (RGC, GAP, p. 22).

The success of the CMDG 7 “Ensure Environmental Sustainability” is more directly dependent on forest management and the overall target is to integrate the principles of sustainable

development into country policies and programmes to prevent the loss of natural resources (RGC, 2003).

Already in the medium term i.e. the TWG F&E Four Year Action Plan 2007-2010, there is a need to address the specific targets set in the CMDG of which the following are identified as having most relevance to the development of the TWG F&E Four Year Action Plan.

- Target 7.1: Maintaining forest coverage at the 2000 level of 60% of the total land area through 2015.
- Target 7.2: Maintaining the 23 protected areas at the 1993 level of 3.3 million ha through 2015.
- Target 7.3: Maintaining the surface of the 6 new forest-protected areas at the present level of 1.35 million ha through 2015.
- Target 7.5: Maintaining the number of rangers in forest protected areas at the level of 500 through 2015.
(RGC 2003a)

The CMDG, 2003 report further outlines some main activities and approaches of which the following needs attention in the preparation and prioritisation of the activities.

- Strengthening community involvement.
- Increased transparency and predictability of resource management is required in particular for forest, water and wildlife management.
- Ensuring coordination among government agencies.
- Clarification of responsibilities and coordination among 1) government agencies, 2) between government and donors and 3) among donors.
- Improving Government technical and institutional capacities to deal with cross-sectoral issues.
- Improving law enforcement.

The Rectangular Strategy for Growth, Employment, Equity and Efficiency 2003-2008 and its implementation framework

The Rectangular Strategy is built with four strategic rectangles of which the first is “Enhancement of the Agriculture Sector” and within this Forestry Reform is listed as a core element. With relevance to the TWG partnership planning the Rectangular Strategy considers following top priorities:

Specifically in relation to the forestry reform, three pillars are highlighted for ensuring sustainable forestry management (RGC, 2004)

- Sustainable forest management policy.
- Protected Areas System to protect biodiversity and endangered species.
- Community Forestry Program.

The National Strategic Development Plan 2006-2010.

The National Strategic Development Plan 2006-2010 (NSDP) is the national plan for policy implementation and development and for achieving specific targets by 2010. The NSDP synthesises and partly combines the priorities of earlier strategic papers, such as the National Poverty Reduction Strategy and the Socio-Economic Development Plan II. Furthermore, it intends to align sector strategies and planning cycles to a single overall system. The NSDP was developed through consultations with Ministries and some TWGs.

The following priorities for the TWG F&E Planning are extracted.

Like the Rectangular Strategy the NSDP is build on the three pillars:

- Sustainable forest management policy.
- Protected Areas System to protect biodiversity and endangered species.
- Community Forestry Program.

In particular the NSDP states that the RGC is committed to implement a National Forest Programme with the following priorities:

- Focus on forest reform embracing
 - Strengthening Forestry Management and Conservation.
 - Promoting Forestry Contribution to Socio-Economic Development.
 - Promoting Forestry Contribution to Poverty Reduction.
 - Promoting man-made plantations to substitute for national forest demands.
 - Creating public awareness to replant and use community plantations for firewood and charcoal needs.

Governance Action Plan (GAP)

The single overriding priority in the GAP is full recognition of a single principle: “Good Governance is about effective and transparent partnerships among stakeholders”. The GAP states that the Government will pursue its activities with greater explicitness, transparency and in a more systematic way.

The GAP focuses on three key elements: 1) capacities of line agencies to perform coordination and management functions, 2) secure ministerial commitments from ministries and development partners to support identified capacity development needs, 3) implement institutional development programmes. This TWG four year plan embraces all these elements.

The GAP furthermore, lists a number of governance activities like the formulation of a decree on Concession Management, a Forest Law, a Community Forest Sub-Decree etc. These have already been passed which is very positive. In addition it states that the forest sector will develop an overall framework for forestry development which is now receiving some necessary attention. It is noteworthy that the expected results are, in general, not obtained at the positive level described in the GAP, for example, with respect to illegal logging, transparency and revenues within the two sectors. But also that the conditions for success are not fulfilled with regard to provision of sufficient salaries for staff managing the country’s natural resources. An overall transparent national forest programme framework is now the next step for further development. With respect to natural resource management one area is particularly highlighted. Here quoted: >> “*accessibility by the poor are paramount to ensure sustainable livelihoods and alleviate poverty*” << (RGC, GAP p. 2).

To be considered in regard to the TWG F&E Four Year Action Plan and based on the GAP priorities are the following:

- “Good Governance is about effective and transparent partnerships among stakeholders”
- Focus on increased (legal) access to natural resources for the poor.
- Joint responsibilities for jointly identified institutional needs.
- Need for an overall framework for the sectors.
- Promotion of partnership and transparency among stakeholders.
- Focus on law enforcement and policy implementation.
- Focus on eradication of corruption.(RGC, GAP)

Strategic Framework for Development Cooperation.

The “Strategic Framework for Development Cooperation Management” 2006 and “RGC’s Action Plan on Harmonisation, Alignment and Results 2006” are anchored at the Cambodian Rehabilitation and Development Board with the mandate of improving aid effectiveness.

With reference to the two sectors, Forestry (FA) and Nature Conservation (DNCP), and generally to resource management the following quote is highlighted from the action plan on harmonisation. The current practices of entering “into individual agreement with Government ministries and agencies without any prior coordination through the Royal Government’s designated focal point for aid coordination, the Cambodian Rehabilitation and Development Board at the Council for the Development of Cambodia, is a serious problem that hampers Royal Government’s effort to manage its aid coordination: (RGC. 2006a. p. 3-4).

Table 4.

The Cambodian strategic framework for development cooperation, based on the OECD/DAC principles of good practices for aid coordination, automatically brings about full recognition of the TWG/GDCC mechanism and the TWG as the focal point for sector wide coordination and planning.

This is however not yet known by some and not fully adopted by others.

Priorities and methodologies extracted for the TWG planning are few but important:

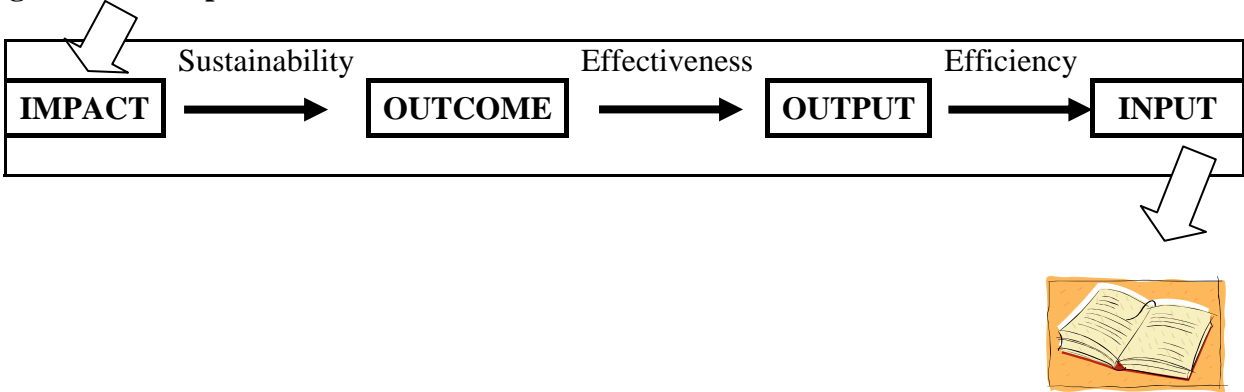
- The TWG is the entrance and the focal point for aid coordination and planning.
- OECD/DAC principles are the formally adopted principles for development cooperation and the TWG will ensure that they are observed. (RGC 2006a, RGC 2006b).

3. Extraction of major findings from focused interviews with stakeholders.

The TWG Annual Action Plan 2006 was built on and around the overall policy headings (ref. page 19) on which both the forestry and the nature and park conservation sectors have reasonable consensus. Consequently, they also became the backbone of this medium term plan.

In order to promote the analytical and reflective phases, the interviews were consciously organised to begin focusing on desired end results and outcomes, and less on specific outputs and inputs i.e. questions and discussion started with **impact** (relating to sustainability), followed by **outcome** (effectiveness) and succeeded by **outputs** (efficiency) and finally **inputs** (activities). This approach is considered more suited to medium and longer term planning. However, in practice it was difficult to strictly follow this process in all interviews.

Fig 2. Interview process



TWG Joint Priorities

Major interview findings categorised and synthesised in statements.

Forest Governance:

- Knowledge and acceptance of the TWG F&E future role, as the focal point for development, coordination and planning is far from fully understood and communicated to partners, NGOs and projects. In some NGOs and government offices the institution is hardly known.
- The Forest Sector should consider development, communication, and demonstration of its mission and vision. Basic questions like what is the forest for? for whom? and why? should be very clear.
- The sectors and partners need to consider developing long term plans for direction, planning and governance. Plans must be developed with stakeholders for ordinary cooperation.
- Ensuring transparency, overall strategic framework, and in general ensuring predictability and ways of communication were also seen as essentials for building an enabling environment for cooperation.
- The sectors and partners need to consider the role of government agencies, not necessarily in implementation but development of policies, regulations, code of conducts and monitoring.
- The medium term TWG F&E Action Plan was recommended to have a similar format as the one year plan used in 2006. Various ideas about monitoring of the four year or the one year plans were expressed, including annual review of the TWG plan activities as well as a performance review based on budget mobilisation.
- The name of the “TWG Forestry & Environment” was suggested to be changed to “TWG Forestry and Protected Areas” (or “TWG Forestry and Environment (Protected Areas)), which are considered as more explanatory names for the focus of this group.
- Law and enforcement (which together with longer and broader planning will increase needed stability for forest lands) and the following juridical process were general problems raised in relation to the work of this TWG.
- In general many donors prefer to support Government including the area covered by this TWG. Reluctance is based on some of the above mentioned issues.

Environmental protection

- Some interviewees stated that outstanding reclassification of protected areas needs to begin and be part of the TWG’s mission.
- The TWG should support public data management and promote and ensure that all forest and conservation research data are available for anyone, whether management plans, data from permanent sample plots, botanic and social surveys, logging and park plans etc. It also included data to, for example, the FAO models for “monitoring, assessment and reporting for sustainable forest management” and “global forest assessment”.
- Community protection management needs to be developed.

Forest production

- The private sector needs to be developed, but not through concessions, for which deep concern was expressed. There is a general lack of information and evaluation of forest

systems, although these need to be implemented. Tree planting will have a direct impact on poverty alleviation.

- Conservation of forest genetic resources are understood as essential for future sound and valuable tree production, whether household size or larger production.
- Planning, including TWG planning needs to be linked directly with the new medium term expenditure framework for holistic activity monitoring.

Capacity building and participation

- It was mentioned that the preparation of a medium term TWG F&E Plan requires several task teams and considerable longer time for completion. The work of the Agriculture and Water Strategy (TWG Agriculture and Water, 2006) was highlighted as an example.
- There is a wish among stakeholders, both within and outside the TWG, for better and more technical information sharing. This is a task that the TWG Secretariat could undertake.
- The community forest work by OXFAM and renewable energy resources for rural areas were suggested as priority areas for the TWG to support.
- Capacity building of stakeholders is still important. Focus must be on results/outcomes.
- The park and conservation sectors need help in awareness raising and extension.

4. Identification of Priorities for inclusion in the TWG Four Year Action Plan

The TWG Four Year Plan is based on the four identified and agreed policy objectives (ref. page 17) which in turn also become areas of priorities and which are not in conflict with international obligations.

Wherever possible, planning cycles should be aligned with those of the national strategies and also those of the national agencies. Consequently, this TWG plan follows the 2006-2010 cycle. Cross-cutting issues that require collaboration among departments or ministries or other TWGs, and in general cases where assigning responsibilities is difficult, would require special attention by the TWG Chairman and the TWG Secretariat.

The identification of priorities is the outcome of the balancing of these four inputs:

Table 5:

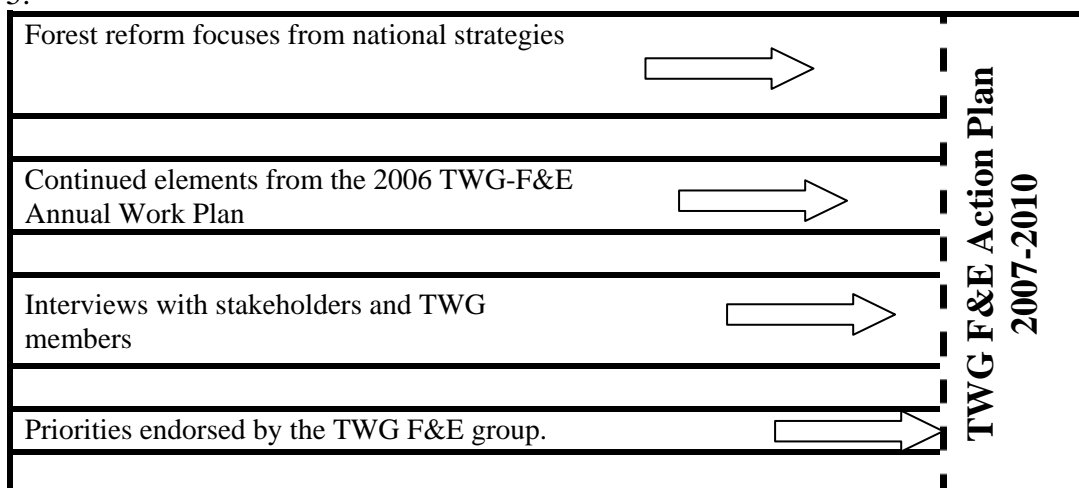


Table 6. Agreed Priority Policy Objectives.

<p><i>Overall policy statement:</i> Royal Government of Cambodia is promoting sustainable forest management and conservation for socio-economic benefit of the Cambodian people.</p>	
1	<p><i>Policy and objective statement:</i> The forestry resources of the country are considered as the Permanent Forest Estate and managed by promoting sustainable natural resource management.</p>
	<p><i>Major development element:</i> Strengthening of forestry management and conservation.</p>
	<p><i>Keyword:</i> FORESTRY GOVERNANCE</p>
2	<p><i>Policy and objective statement:</i> Conservation and sustainable management of the national forest resources and forestation of arable land to substitute demands from natural forests.</p>
	<p><i>Major development element:</i> Promoting forestry and plantation contribution to social and economic development.</p>
	<p><i>Keyword:</i> CONSERVATION AND REFORESTATION</p>
3	<p><i>Policy and objective statement:</i> Rural livelihoods supported through a maximum participation of local populations and involvement of private sector in natural resource management.</p>
	<p><i>Major development element:</i> Promoting forestry contribution to poverty reduction.</p>
	<p><i>Keyword:</i> COMMUNITY BASED AND SMALL-MEDIUM FOREST ENTERPRISES</p>
4	<p><i>Policy and objective statement:</i> A wide range of multi stakeholder processes implemented to enable harmonization of perceptions, interests and capacity of forestry stakeholders.</p>
	<p><i>Major development element:</i> Building public awareness strengthening capacity for sustainable use of natural resources.</p>
	<p><i>Keyword:</i> CAPACITY DEVELOPMENT</p>

Overall policy statement:
Royal Government of Cambodia is promoting sustainable forest management and conservation for socio-economic benefit of the Cambodian people.

Forests have for centuries provided for subsistence rural livelihoods. This will, regardless of successful country development, still be the situation as the majority of the population will be living adjacent to, and off, the forests products and services for the coming decades.

Consequently, the scenario for the forest and conservation sectors will be to adjust to these needs by adhering to the national priorities for poverty alleviation in the rural areas. Managing the forests and parks after these principles in a sustainable way would be the challenge of tomorrow.

The overall policy statement above refers to a socially balanced equitable development while maintaining national economic growth. As a direct result of this, management has to be based on technically sound and participatory decision making and equity principles, especially in terms of

special focus on the poor peoples' needs. This is in direct agreement with Cambodia's two prime development goals: Economic Growth and Poverty Reduction.

1	<i>Policy and objective statement:</i> The forestry resources of the country are considered as the Permanent Forest Estate and managed by promoting sustainable natural resource management.
	<i>Major development element:</i> Strengthening of forestry management and conservation
	<i>Keyword:</i> FORESTRY GOVERNANCE

Short-medium term actions (2007-2010)

- Develop forest programs under a National Forest Programme Framework linking up to National Policies and including clarification of mission goal and means
 - Develop and implement national forest demarcation for maintaining 60% forest cover.
 - Develop and implement National Forest Management Plan
 - Develop and implement subprograms for the forestry sector streamlining all forestry elements according to the national forest program.
 - Analyse potential effects of different forest management regimes.
 - Institutional strengthening in accordance with the needs identified in the NFP process and on organisational analyses.
 - Develop an investment programme in accordance with overall policies.
- Complete the National Forest Cover Assessment.
- Implement the park management model developed, including planning for maintaining protected areas.
- Substantial demarcation of protected areas coupled with conflict resolution measures.
- Begin experimentation with a range of forest management models.
- Continue forest and land crime monitoring and reporting.
- Continue TWG F&E, secretariat functions and adapt functions to national strategies and needs, including making the TWG a focal point for aid coordination and planning.
- Manage forest, based on the national forest programme, the medium and the long term sector plan and divisional management plans.
- Improve juridical and court systems for dealing with land and forest related crimes.
- Initiate forest rationalisation and reclassification if budgets become available.
- Promote good forestry and conservation governance through effective and transparent partnerships with stakeholders.
- Disclose budgets of all involved parties in forestry and environment conservation as a minimum requirement for planning and support.
- Ensure transparency generally. TWG F&E webpage (www.twgfe.org) is one, among several means, for assisting in disclosure of relevant information.

Expected results

An overall planning and committed policy framework in place clearly directing and disclosing the course of forest and nature conservation sectors. Sectors that are providing improved natural resource governance.

Destructive operations in the forest area have ceased and all cases are brought to juridical examination.

Good forest management emerging under different regimes and systems, and adapted to the local situation.

Demarcation and rationalisation has begun for the permanent forest estate (including protected areas) including dedicating forests to their optimal functions and to local needs and options.

Conditions for success

Civil service and good governance receives highest priority.

Real partnerships and extended cooperation develops between stakeholders and within and between the sectors.

Optimal, efficient and trust based cooperation between Government, civil society, donors, and other partners, which are supporting the sectors.

Further development of park management plans and support to the process of the further development of the forest sector through development of the National Forest Programme.

2	<i>Policy and objective statement:</i> Conservation and sustainable management of the national forest resources and forestation of arable land to substitute demands from natural forests.
	<i>Major development element:</i> Promoting forestry and plantation contribution to social and economic development.
	<i>Keyword:</i> CONSERVATION AND REFORESTATION

Short-medium term actions (2007-2010)

- Experiment with post forest concession management models.
- Implement the Forest Gene Conservation Programme, securing seed sources of indigenous trees for sound tree planting including rehabilitation of the natural forest.
- Plant trees for socio-economic use, 40,000 ha. by 2010, substitution for national forest demands by encouraging private investments and public participation.
- Introduce CDM plantations and principles.
- Enhance environmental sustainability through the promotion of low impact activities combined with environmental and social assessment and education, including experimenting with management systems for protected forests.

Expected results

Improved direct and transparent management of the parks and protected areas.

Improved reforestation for livelihood improvement, environmental protection, and production.

Various potential promising management regimes for post concessions identified and experiments with post concession management initiated.

Forest Gene Conservation of selected valuable species being implemented.

Tree planting at a scale of a minimum 10,000 ha per year and also serving environmental and social purposes.

Conditions for success

That awareness is raised on the environmental and livelihoods relations and that plantations are established on real economic calculations taking all aspects, including the potential socially and environmental benefits and costs, into consideration.

3	<i>Policy and objective statement:</i> Rural livelihoods supported through a maximum participation of local populations and involvement of private sector in natural resource management.
	<i>Major development element:</i> Promoting forestry contribution to poverty reduction.
	<i>Keyword:</i> COMMUNITY BASED AND SMALL-MEDIUM FOREST ENTERPRISES

Short-medium term actions (2007-2010)

- Upscale the Community Forestry Programme to more communities.
- Test and evaluate partnership and other innovative adapted participatory forest models on 10 sites comprising 10,000 ha.
- Recognise legal and protected rights and the traditional rights by the local populations to use forest resources for food security and poverty reduction.
- Promote environmental services in suitable areas for ecotourism.
- Conduct studies of wood and species demand.
- Develop and implement community based protected area management program.

Expected results

Better analytical, participatory and decision making platform for forest management.
Improved livelihoods based on improved access to forest products.

Conditions for success

Well functioning local forest offices responding and cooperating with local development initiatives and assisting in the set-up of community forestry and other forest based livelihood arrangements.

Improved protection against all intruding forces into forest areas.

4	<i>Policy and objective statement:</i> A wide range of multi stakeholder processes implemented to enable harmonization of perceptions, interests and capacity of forestry stakeholders.
	<i>Major development element:</i> Building public awareness and strengthening of capacity for sustainable use of natural resources.
	<i>Keyword:</i> CAPACITY DEVELOPMENT

Short-medium term actions (2007-2010)

- Continue implementation of Overall Capacity Building Program.
- Establish TWG technical discussion seminars or similar over specific thematic issues.
- Develop capacity of communities to participate in natural resource management.
- Strengthen capacity in dealing with cross-sectoral issues.
- Promote awareness of legal accessibility to forest products from forest and protected areas and joint management options for the rural population.
- Develop and implement forestry and wildlife research programme by end of 2007.

Expected results

Institutional capacity will be elevated enabling agencies to participate in real partnerships and provide the services in demand.
Increased participatory capacities of rural people to participate in forest and park management.

Conditions for success

That capacity building and institutional strengthening have more than merely training courses and workshop outputs; but also that the foreseen effects and impacts of elevated skills, knowledge and attitudes are in fact used in the daily work, demonstrating the outcome (effect) of capacity building.

Monitoring perspectives

No matter how well designed the TWG F&E Four Year Plan may be, the implementation should always be seen as learning process taking place in dynamic and changing surroundings and that monitoring is there, for optimising learning and reflection.

The TWG Four Year Plan is not comparable to a specific already funded project that can be directly monitored on inputs, efficiency, effectiveness, impact, sustainability and relevance. The Four Year TWG Plan and the annual TWG plans need a different monitoring and evaluation scheme (GDCC has already imposed a self-monitoring and form based system for the Annual TWG Plan). With the perspective of more funds going into the TWG system the Annual TWG Plan would need a separate and detailed evaluation system (NB: not yet developed).

For the TWG Four Year Plan it is recommended to consider programme level monitoring including:

- Direction of TWG Four Year Action Plan
- Outcome of the TWG Four Year Action Plan
- Benchmark monitoring (the annual plan has specific indicator monitoring)
- Financial performance monitoring (fund raising)

Direction of TWG Four Year Action Plan concerns whether the contents of the plan are in accordance with the priorities of the political agenda of Cambodia and its development partners. This is rather uncomplicated looking at the ongoing activities as well as the indications for future activities and establish to which degree such accordance is present.

Outcome of the TWG Four Year Action Plan concerns whether the programme, or here the plan, has in fact been of value for money. Obviously, outcome of the plan depends on the outcome contribution of each activity. However, in a monitoring context there is no simple and automatic additive relation between activity outcomes and total plan outcomes. One reason is that the activities are as of vastly different nature and it will often not make sense to add them for evaluation of outcome. It would therefore require more detailed analysis to each outcome/output element, including survey of, other to the plan, external factors which may have contributed to outcome (such a monitoring system may be found advantageous by the TWG to develop).

Benchmark monitoring: To the extent possible, each activity line in the TWG Four Year Plan is coupled with an indicator. Consequently, it is possible, on a timeline, to disperse sets of milestones to be reached and their fulfilment monitored. Obvious weaknesses are the limited measurability of some indicators and limited insight into the situation by using this method alone.

Financial performance monitoring (fund raising): A benchmarking monitoring based on how many funds have been mobilised and for which purposes compared to the annual budgets prepared. This would of course require disclosure of all funds going to the sectors.

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TECHNICAL WORKING GROUP ON FORESTRY AND ENVIRONMENT, DRAFT ACTION PLAN, 2007-2010

(Refers to NSDP 2006-2010)

OVERALL POLICY STATEMENT: RGC IS PROMOTING SUSTAINABLE FOREST MANAGEMENT AND CONSERVATION FOR SOCIO-ECONOMIC BENEFIT OF THE CAMBODIAN PEOPLE.

Objective 1	The forestry resources of the country are considered as the Permanent Forest Estate and managed by promoting sustainable forest resource management.						
Major Development Element	<i>Strengthening of forestry management and conservation.</i> Keyword: FORESTRY GOVERNANCE						
Outputs/outcome	Activities	Indicator/Verification	Schedule				Main institution
			2007	2008	2009	2010	
1.1 An overall strategic forest framework, A National Forest Programme promoting sector transparency, clarifying and demonstrating direction and stakeholder cooperation and compliance with national strategies for development	1.1.1 Facilitate a stronger joint planning framework for national sector planning and development of NFP.	Reports and mission statements and plans	●—●				FA
	1.1.2 Develop and implement National Forest Demarcation for maintaining 60% forest cover.	Plans publicly available	●—●				FA
	1.1.3 Develop and implement subprograms for the forestry sector streamlining all forestry elements according to the national forest program.	Sub-programmes publicly available	●—●				FA
	1.1.4 Develop and implement National Forest Management Plans	Plans and sub-plans publicly available	●→				FA
	1.1.5 Analyse potential effects of different forest management regimes.	Analyses summaries available	●●				FA
	1.1.6 Institutional strengthening in accordance with the needs identified in the NFP process and on organisational analyses.	Analysis and commitment for funds for inst. strengthening	●●—●→				FA/TWG
	1.1.7 Develop an investment programme in accordance with overall policies.	Investment programme	●—●				FA
	1.1.8 Budget disclosure of involved parties in the sectors as a basic requirement for planning and support.	Budget details available	●—→				TWG
1.2 Data and management information available and used for basic forest management and monitoring	1.2.1 Complete National Forest Cover assessment 2006.	Maps and digital data available	●●				FA
	1.2.2 Carry out substantial forest protected area demarcation coupled with conflict resolution measures.	Maps, register over demarcated sites. Plans over target sites available	●—→				DNCP

	1.2.3 Experimentation with a range of forest management models begun.	Monitoring reports		●	→		FA
1.3 Improved and justified park and forest management	1.3.1 Implement and adapt the park management model developed including planning for maintaining protected areas.	Management plans, maps and budgets publicly available		●	→		DNCP
	1.3.2 Initiate forest rationalisation and reclassification.	Compilation of biological, social and economy studies		●	→	●	FA/DNCP
	1.3.3 Manage forest, based on the national forest programme, the medium and the long-term sector plan and divisional management plans.	Forest management plans, maps and budgets		●	→		FA
1.4 Improved forest management through improved enforcement and juridical conditions providing for interest and motivation for involvement by local communities and others in joint natural resource management.	1.4.1 Continue Forest and land crimes monitoring and reporting	FCRM data base	●	→			FA/DNCP
	1.4.2 Juridical system improved for dealing with land and forest related crimes (pending on support).	Court rulings	●	→			FA/DNCP/Juridical
1.5 Improved forest governance	1.5.1 Good forest governance promoted through partnerships among stakeholders.	Increase in resource providing stakeholders to the sectors		●	→		FA/DNCP
	1.5.2 Increase transparency by disclosure of sector information on the TWG webpage www.twgfe.org and publication.	Number of justified statements from stakeholders that information is not available		●	→		TWG
	1.5.3 Continue TWG-F&E Secretariat functions and adapt functions to make the TWG a focal point for aid coordination and planning.	Progress report and increased funding through the TWG sec.		●	→		TWG
Objective 2	Conservation and sustainable management of the national forest resources and forestation of arable land to substitute demands from natural forest.						
<i>Major Development</i>	<i>Promoting forestry and plantation contribution to social and economic development.</i>						

<i>Element</i>	Keyword: CONSERVATION AND REFORESTATION					
2.1 Participatory protected area management contributing to rural employment	2.1.1 Enhancement of environmental sustainability through the promotion of low impact activities and environmental and social assessment and experimenting with management systems for protected forests.	Number of protected areas under management				FA/DNCP
2.2. Forest genetic resources conserved providing for future sound tree planting including rehabilitation of natural forest	2.2.1 Implement and develop forest gene resource conservation to cover tree-populations in various eco-zones.	Targets following the targets in the sub-programme				FA/DNCP
2.3 Plantations establishment for socio-economic purposes	2.3.1 Tree planting for socio-economic use 40,000 ha. before 2010.	10,000 ha. planted per year				FA/PRIVATE
	2.3.2 Introduce CDM plantations and principles	Number of CDM plantation ha.				FA/PRIVATE
2.4 Management models for former logging concessions tested.	2.4.1 Experimenting with post forest concession management models.	One new experiment per year				FA
Objective 3	Rural livelihoods supported through a maximum participation of local populations and involvement of private sector in natural resource management.					
<i>Major Development Element</i>	<i>Promoting forestry and plantations contribution to poverty reduction.</i> Keyword: COMMUNITY BASED AND SMALL-MEDIUM FOREST ENTERPRISES					
3.1 Improved knowledge of forest management options and rural access to forest products	3.1.1 Upscale the Community Forestry Programme to more communities.	Expanding targets set in the community forestry programme				FA
	3.1.2 Develop and implement community based protected area management program	Targets set in protected area plans				DNCP
	3.1.3 Partnership and other innovatively adapted participatory forest models tested and evaluated on 10 sites comprising 10,000 ha.	New models implemented				FA
	3.1.4 Recognising legal and protected rights and the traditional rights by the local populations to use forest resources for food security and poverty reduction.	No. of public media cases for abuse investigated				FA/DNCP

	3.1.5 Case Studies of wood and species demand	National demands figures available	●—●				FA/DNCP
	3.1.6 Promote environmental services in suitable areas.	Number of additional eco-tourism sites under special protection		●—→			FA/DNCP
Objective 4	A wide range of multi stakeholder processes implemented to enable harmonization of perceptions, interests and capacity of forestry stakeholders.						
Major Development Element	Building public awareness and strengthening of capacity for sustainable use of natural resources. Keyword: CAPACITY DEVELOPMENT						
4.1 Institutional capacity elevated positioning agencies to be technically able to provide the services in demand	4.1.1 Continued implementation of Overall Capacity Building Program with focus on developing outcome monitoring.	Results in relation to the plan.	●—→				FA
	4.1.2 Develop capacity in dealing with cross-sectoral issues within natural resources	No. of cross-sectoral cooperation projects		●—●			FA/DNCP
	4.1.3 Develop and implement forest and wildlife research programme.	Programme in place by end of 2007 and implementation from early 2008	●—●	●—→			FA
	4.1.4 Establishment of one annual TWG technical discussion seminar, or the like, over specific thematic issues	One annual TWG organized discussion seminar		●—→		●	TWG Sec.
4.2 Increased participatory capacities of rural people to involve in forest and park management	4.2.1 Promote awareness of legal accessibility to products from forest and protected areas and the development of joint management options.	Numbers and types of specific awareness campaigns		●—●			FA/DNCP
	4.2.2 Strengthening capacity of communities to involve in Natural Resource Management.	Increase in number of participatory mgt. systems in place	●—→				FA/DNCP

NOTE: Ongoing: ●—→ Starting and ending: ●—●

TECHNICAL WORKING GROUP ON FORESTRY AND ENVIRONMENT

FRAMEWORK WORK PLAN AND INDICATIVE BUDGET FOR 2007

OVERALL POLICY STATEMENT: RGC IS PROMOTING SUSTAINABLE FOREST MANAGEMENT AND CONSERVATION FOR SOCIO-ECONOMIC BENEFIT OF THE CAMBODIA PEOPLE					
Objective 1	The forestry resources of the country are considered as the Permanent Forest Estate and managed by promoting sustainable forest resource management				
Major Development Element	Strengthening of forestry management and conservation Keyword: FORESTRY GOVERNANCE				
Output/Outcome	Activities	Indicators	Institution	Budget \$	
				Required	Committed
An overall strategic forest framework, A National Forest Programme promoting sector transparency, clarifying and demonstrating direction and stakeholder cooperation and compliance with national strategies for development	1. Facilitate a stronger joint planning framework for national sector planning and development of NFP.	Establish task force and hire national coordinator. Reports and mission statements and plans,	FA/Danida-Dfid	100,000	30,000
	2. Develop and implement National Forest Demarcation for maintaining 60% forest cover.	Plans public available	FA/Danida-Dfid	1,000,000	115,000
	3. Develop and implement subprograms for the forestry sector streamlining all forestry elements according to the national forest program.	Sub-programmes public available	FA/Danida-Dfid	1,000,000	50,000
	4. Develop and implement National Forest Management Plans	Plans and sub-plans public available	FA	300,000	
	5. Analyse potential effects of different forest management regimes	Analyses summaries available	FA	100,000	
Data and management information available and used for basic forest management and monitoring.	6. Forest cover change assesement in selected Economic Land Concession	Maps and digital data available	FA/Danida-Dfid	150,000	150,000
	7. Monitoring, Assesement and Reporting on Sustainable Forest Management in Asia GCP/Int./988/jpn/	Establish national steering committee and national network, harmonize MAR/SFM.	FA/FAO	11,000	11,000
Improved forest management through improved enforcement and juridical conditions providing for interest and motivation for involvement by local communities and others in joint natural resource management.	8. Continue forest and land crimes monitoring and reporting	FCMR data base, Court rulings	FA	50,000	
	9. Strengthening Capacity on Forest Law Enforcement and Governance in Cambodia	Develop Project Proposal	FA/ITTO	76,000	76,000
Improved forest governance	10. Increase transparency by disclosure of sector information on the TWG webpage www.twgfe.org. and publication	Number of justified statements from stakeholders' information is available	FA/Danida-Dfid	12,600	12,600
	11. Continue TWG-F&E Secretariat functions and adapt functions to make the TWG a focal point for aid coordination and planning.	Progress report and increased funding through the TWG sec.	FA/Danida-Dfid	100,000	64,400
Objective 2	Conservation and sustainable management of the national forest resources and forestation of arable land to substitute demands from natural forest				
Major Development Element	Promoting forestry and plantation contribution to social and economic development. Keyword: CONSERVATION AND REFORESTATION				

Forest genetic resources conserved providing for future sound tree planting including rehabilitation of natural forest.	12. Implement and develop forest gene resource conservation to cover tree-populations in various eco-zones.	Targets following the targets in the sub-programme	FA/Danida-Dfid	64,100	64,100
Plantations establishment for socio-economic purposes.	13. Tree planting for socio-economic use, 10,000 ha.	Plantation 10,000 ha in year 2007	FA/Private	5,000,000	
	14. CDM and forestry achives	Improve CDM awareness	FA/AFD	150,000	
Management models for former logging concessions tested.	15. Experimenting with post forest concession management models.	One new experiment per year	FA/Danida-Dfid	120,000	120,000
	16. Central Cardamom Protected Forest Conservation Program	Specified in MOU between MAFF & CI	FA/CI-AFD	780,000	780,000
Objective 3	Rural livelihoods supported through a maximum participation of local populations and involvement of private sector in natural resource management.				
Major Development Element	Promoting forestry and plantations contribution to poverty reduction. Keyword: COMMUNITY BASED AND SMALL-MEDIUM FOREST ENTERPRISES				
Improved knowledge of forest management options and rural access to forest products.	17. Upscale the Community Forestry Program to more communities. (FAO: Community forestry development in North-Western Cambodia2006-08: \$350,000)	Expanding targets set in the community program.	FA/Danida-Dfid/FAO	490,000	490,000
	18. Develop and implement community based protected area management program	Targets set in protected area plans	DNCP	100,000	
	19. Study on National and International demand of biomass and timber forest product	Report available	FA/Danida-Dfid	100,000	100,000
	20. Improvement of sustainable management and utilization of NTFP in Cambodia	~Existing association or group of collectors improve through cooperative with FA. ~management plan proposed by local community according to system of land tenure.	FA/ITTO	60,800	60,800
Objective 4	A wide range of multi stakeholder processes implemented to enable harmonization of perceptions, interests and capacity of forestry stakeholders.				
Major Development Element	Building public awareness and strengthening of capacity for sustainable use of natural resources Keyword: CAPACITY DEVELOPMENT				
Institutional capacity elevated positioning to be technically able to provide the services in demand	21. Continued implementation of Overall Capacity Building Program and focus developing outcome monitoring.	Results in relation to the plan.	FA/JICA	800,000	800,000
	22. Develop and implement forest and wildlife research program	Programme in place by end of 2007 and implementation from early 2008	FA	200,000	
	23. Organize an annual TWG technical discussion seminar	Report of seminar available	TWG/Danida-Dfid	2,000	2,000
	24. Support to one Msc. Degree training on GIS, at AIT(2007-08).	One FA staff completed Msc. degree on GIS	TWG/Danida-Dfid	15,000	15,000
	25. Promote awareness of legal accessibility to products from forest and protected areas and the development of joint management options.	Numbers and types of specific awareness campaigns	FA	50,000	50,000

	26. Support to National and International Dialogues	Number of FA staff attended UNFF, COFO and National workshops...	FA/Danida-Dfid	36,000	36,000
Increased participatory capacities of rural people to involve in forest and park management	27. Strengthening capacity of communities to involve in Natural Resource Management.	Increase in number of participatory mgt. systems in place	FA	100,000	
TOTAL BUDGET				10,967,500	3,026,900