

Box 4

Summary of policy guidance for forest sector development from past reviews and studies in Cambodia

Theme \ Guidance	Forest Sector Policy Statement (2002)	Action Plan 2007-2010 for Forestry and Environment	NFP Principles (FAO)
Forest Land Classification and Allocation	<ul style="list-style-type: none"> • Reclassify and dedicate the major part of remaining natural forest stands to their ecosystems protection and biodiversity conservation functions 	<ul style="list-style-type: none"> • Rationalise, reclassify and dedicate the major part of natural forests to their ecosystems protection and biological conservation functions 	<ul style="list-style-type: none"> • Sustainability of forest development
Forest Governance	<ul style="list-style-type: none"> • 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 	<ul style="list-style-type: none"> • Develop NFP with internal coherence and linked with national policies 	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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 	<ul style="list-style-type: none"> • Optimise benefits to local populations from use and management of forest resources 	<ul style="list-style-type: none"> • Partnership • Participation
Financial and Human Resource Mobilisation	<ul style="list-style-type: none"> • Capacity building, institutional strengthening, research programmes, education, training, public awareness, extension • Encourage private investment 	<ul style="list-style-type: none"> • Strengthen enforcement of forest law • Capacity building, institutional strengthening at all levels • Optimise use, processing and marketing systems for forest products 	<ul style="list-style-type: none"> • Capacity building • Raising awareness
Future Management Options	<ul style="list-style-type: none"> • 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. 	<ul style="list-style-type: none"> • 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 	<ul style="list-style-type: none"> • Consistency with national policy framework and global initiatives

Box 5 - Major milestones in forest policy formulation and sector development in Cambodia, 1996-2007

1996 National Committee on Forest Policy Reform (NCFPR), a high-level inter-ministerial body chaired by the Prime Minister to oversee the development of a consistent forest policy, met infrequently over the period of its existence

1996 Cambodia Forest Policy Assessment Report, World Bank, UNDP, FAO

1999 Vision for the Forest Sector, World Bank

1999 Declaration No 1, Prime Ministerial Statement 17, point order to bring sector into line

2000 Forest Review (ADB)

2002 Statement of the Royal Government of Cambodia on National Forest Sector Policy

2002 Discussions and proposals to proceed with a National Forest Programme process

2002 Forestry Law

2003 Forestry Administration established

2004 Implementation of an independent forest sector review

2004 Establishment of the Technical Working Group on Forestry & Environment (TWG F&E)

2006 Action Plan for Forestry and Environment 2007-2010

Box 6 – Steps in the National Forest Programme Process 2002-2007

	Status
Policy statement and sector analysis	2007
National Forest Policy Statement 2002 approving initiation of the NFP process	√
Sector review 2004 and other sectoral analytical studies becoming available	√
Policy development	
Legislation partly in place (Forest Law and Land Law)	√
Institutional reform partly in place with the establishment of the Forestry Administration	√
National Forest Programme Statement still to be approved	○
A broad-based consultative process mechanism still to be put in place	○

Legislative framework to be finalised (Protected Area Law and implementation modalities for legal authorities; linking the legislation)	○
Conflict resolution modalities to be put in place	○
Policy implementation/Strategy development	
Overall programme (NFP)	○
Action plan 2007-2010 for Forestry and Environment	√
Investment programme	○
Institutional development, capacity building and awareness programmes	○/√
Prioritised sub-programmes	○/√
Monitoring and evaluation system	○
Coordination and participatory mechanisms	○

Box 7 - Specific objectives of the Forest Policy Statement (2002)

1. Conservation & sustainable management of forest resources to achieve maximum contribution to socio-economic development of the country
2. A Permanent Forest Estate managed in a sustainable way
3. Maximum involvement of private sector & participation of local population to ensure food security, poverty reduction & socio-economic development
4. Wide range of coordinated multi-stakeholder processes implemented enabling harmonisation of different perceptions, interests & objectives of various interest groups at all levels

5. Reforestation and protection of planted trees

Appendix 1. National Forest Programme Process Cambodia

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Typical outputs for each phase of the NFP (FAO)	Major achievements in Cambodia so far	Proposed outline for NFP Cambodia

		Main document
Status	<ul style="list-style-type: none"> Much documentation available 	Chapter 1. Background and justification Chapter 2. Status of National Forest Policy in Cambodia
Analysis		
<ul style="list-style-type: none"> Sector review (assessment of the forest sector and its interrelations with other sectors) 	<ul style="list-style-type: none"> IFSR 2004 (Sector review) FA/FLD 2007 (A decade in Forest Management and Planning in Cambodia) FA/FLD 2007 ('Review of Int. Forest Policy Development and Cambodia's Role, Involvement and Potential Benefit) 	NFP Statement. Commitment and vision Chapter 3. Analysis of the implementation of forest related activities in Cambodia
<ul style="list-style-type: none"> Stakeholders identified as well as their roles and responsibilities 	<ul style="list-style-type: none"> TWG-F&E (coordinating forum in function) Multi-stakeholder workshops initiated (2007) NFP Task Force (ToR and composition 2007) 	Chapter 4. Platform for stakeholder dialogue and participation
Policy formulation and planning		
<ul style="list-style-type: none"> An adopted national forest statement, detailing the political commitment to sustainable forest development as a contribution to sustainable development 	<ul style="list-style-type: none"> The National Forest Policy Statement (2002) FA/FLD 2007 ('A decade in Forest Management and Planning in Cambodia) 	Chapter 1. Background and justification Chapter 2. Status of National Forest Policy in Cambodia Chapter 5. Policy formulation and planning
<ul style="list-style-type: none"> Established platform for stakeholder dialogue and participation 	<ul style="list-style-type: none"> TWG-F&E (in function) Multi-stakeholder workshops initiated (2007) Task Force (ToR and composition 2007) 	Chapter 4. Platform for stakeholder dialogue and participation Chapter 5. Policy formulation and planning
<ul style="list-style-type: none"> Objectives and strategies for the forest sector, including a financing strategy for sustainable forest management 	<ul style="list-style-type: none"> The National Forest Policy Statement (2002) Findings & recommendations from project and sector reviews and studies (IFSR 2004, FA/FLD 2007) 	Chapter 2,3 and 5 Chapter 6. Implementing forest policy
<ul style="list-style-type: none"> Plans for action for the implementation of the agreed measures 	<ul style="list-style-type: none"> Forest Action Plan 2007-2010 for Forestry and Environment (TWG-F&E 2006) National Community Forestry Programme (FA 2006a) 	Chapter 5. Policy formulation and planning Chapter 6. Implementing forest policy Chapter 7. Sub-programmes
<ul style="list-style-type: none"> Capacity building and information strategy in place (Financing strategy and investment programme) 	<ul style="list-style-type: none"> Overall capacity building programme (Jica supported) 	
Implementation		
<ul style="list-style-type: none"> Political, legal and institutional reforms, both within and outside the forest sector 	<ul style="list-style-type: none"> DFW→FA (2003) 	Chapter 6. Implementing forest policy
<ul style="list-style-type: none"> Information and knowledge management (IKM) systems 	<ul style="list-style-type: none"> UNFF and ASEAN principles identified (????) 	Chapter 6. Implementing forest policy Chapter 8. Monitoring and Evaluation
<ul style="list-style-type: none"> National and international partnership arrangements and joint activities 	<ul style="list-style-type: none"> TWG-F&E coordination and planning 	Chapter 6. Implementing forest policy
Monitoring and evaluation		
<ul style="list-style-type: none"> Monitoring and evaluation reports/documentation 	<ul style="list-style-type: none"> FAO and ASEAN models identified (?names of models???) 	Chapter 8. Monitoring and Evaluation
<ul style="list-style-type: none"> Analysis and reflection for learning and adjustments to the process 		

Appendix 2. Findings and recommendations concerning forest land classification and allocation (Burgess S. and Sokh H. & Sloth A. (2007).

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

Appendix 3. Findings and recommendations concerning forest governance (source: Burgess S. and Sokh H. & Sloth A. (2007))

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

Recommendations	References
<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

Appendix 4. Findings and recommendations concerning Poverty Reduction and Socio-Economic Development (source: Burgess S. and Sokh H. & Sloth A. (2007)).

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>

Appendix 5. Findings and recommendations concerning financial and human resource mobilisation (source: Burgess S. and Sokh H. & Sloth A. (2007).

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"> Effects 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