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DEVELOPMENT OF PARTNERSHIPS IN FORESTRY BETWEEN FORESTRY ADMINISTRATION AND LOCAL COMMUNE COUNCILS

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Aalborg, November 12, 2004

Sopheap Lim

List of Abbreviations

CF	Community Forestry
CTSP	Cambodia Tree Seed Project
DANIDA	Danish International Development Assistance
DNCP	Department of Nature Conservation and Protection
ESIA	Environmental and Social Impact Assessment
FA	Forestry Administration
FAO	Food and Agricultural Organization of the United Nations
ITSP	Indochina Tree Seed Programme
MAFF	Ministry of Agriculture, Forestry and Fisheries
MDG	Millennium Development Goals
MOE	Ministry of Environment
NAF	National Armed Forces
NFP	National Forest Program
NGO	Non-Governmental Organization
NRM	Natural Resource Management
NTFP	Non-Timber Forest Product
PMU	Project Management Unit
PSC	Project Steering Committee
RDE	Royal Danish Embassy
RGC	Royal Government of Cambodia
RGD	Royal Government of Denmark
SFMP	Strategic Forest Management Plan
TOR	Terms of Reference
TRT	Technical Review Team of Forestry Administration
WB	World Bank
WGNRM	Working Group on Natural Resources Management
WTO	World Trade Organization

Project General Information

Title	: Development of Partnerships in Forestry between Forestry Administration and Local Commune Councils
Host country	: Cambodia
Implement agency	: Cambodia Tree Seed Project/Forestry Administration
Donor agency	: Danida
Beneficiaries	: Local Commune Councils, Local Communities
Other stakeholders	: FA, provincial forestry offices, local authorities, forest concessionaires, international donors, NGOs
Target area	: 20 sample communes in several provinces
Duration of project	: 6 months
Starting date	: January 2005
Ending date	: June 2005
Cost of project	: USD 8,800

1. Executive Summary

Cambodia covers an area of 181,035 km^2. It is geographically characterized by a low alluvial plain that extends throughout the central part of the country and a series of relatively low-lying mountainous areas that are found along its borders. The country shares borders in the northeast with Laos, in the east and southeast with Vietnam, in the southwest the border is the Gulf of Thailand, and in the west and northwest it is Thailand. The climate is tropical, influenced by the northeastern monsoon during the dry season lasting generally from November to May and the southwest monsoon blowing during the rainy season from June to October.

Out of a total population of nearly 13 million people about 85% live in rural areas. In 1997 the forest cover of Cambodia was estimated to amount to about 10.5 million ha. However, substantial parts have been degraded by unsustainable logging and shifting cultivation. Forests play an essential role as a source of a variety of products collected by rural people. Non Timber Forest Products area significant source of goods particularly in times of drought or poor harvests. Also, nearly 90% of households in towns and villages rely on fuelwood and charcoal for cooking daily food. Government of Cambodia realizes that the Forestry Administration (FA) does not have the physical and financial means for managing forest resources in a sustainable way. The lack of infrastructure, roads and telecommunications makes forest management and monitoring extremely difficult. Therefore, FA is increasingly promoting participatory forest management or "community forestry" as a means of involving rural people in the responsible management of forests and for securing a contribution of forestry to poverty alleviation and the improvement of the living standard of rural people.

However, the impacts of establishing partnership forestry initiatives have not yet been completely investigated in the Cambodian context. Recent assessments of resource management alternatives have confirmed the importance of forests for securing livelihoods of rural people. Also the "Independent Forestry Sector Review" conducted earlier this year strongly recommended the creation of favorable conditions for the implementation of "Forestry Partnerships" involving FA and rural communities. This assessment of the situation is the basis and reason for this study to develop field questionnaires, to explore perceptions and expectations associated with establishing forestry partnership programs and to discuss attitudes among stakeholders and to draw conclusions and make recommendations for promoting and implementing forest partnerships in an efficient way.

This study will seek the support of the Cambodia Tree Seed Project (CTSP), which was established in 1999 with technical and financial assistance from DANIDA with project implementation responsibilities assigned to the Forestry Administration, formerly the Department of Forestry and Wildlife, in the Ministry of Agriculture, Forestry and Fisheries (MAFF). The CTSP is itself a component of the Regional Tree Seed Program, ″Support to Capacity Building of the National Tree Seed Sectors in Indochina″ (Cambodia, Vietnam and Lao PDR). The overall objective of the Regional Program is to improve the institutional capacity for increasing the use of good genetic quality seed countrywide with special emphasis on indigenous tree species and the conservation of forest genetic resources.

One of the most important components of CTSP's Program is training delivered through extension activities directed at stakeholders, especially provincial forestry staff, local

commune councils and villagers, and NGOs, who have assumed important roles in tree planting activities associated with community forestry programs. A number of CTSP project counterparts, including those from commune councils and local communities, have previously been provided training in resource policies, regulations, and laws. The initial responses to this training have been very supportive, suggesting that it would be worthwhile to conduct more extensive training programs with local communities and other stakeholders. These would presumably move beyond obtaining overall basic information and proceed towards assisting stakeholders actually determine whether obstacles that were identified could be overcome in practice.

The project proposal to "Develop Partnerships in Forestry" between the Forestry Administration and Local Commune Councils has been prepared by the Forestry Administration. It will be submitted to the Project Management Unit, including Project Chief, National Project Manager, and Project Advisor, of the CTSP for further evaluation. The proposed project is scheduled to be implemented between January 2005 and June 2005.

The project is expected to be implemented in twenty sample communes located in several different provinces of the country. In each commune, stakeholder-specific (structured) questionnaires will be used to address critical issues associated with establishing and maintaining partnership programs with a cross-section of stakeholders, including representatives of local communities, commune councils, the Forestry Administration, NGOs, forest concessionaires, and international donors.

2. Project Rationale

2.1. Project Background

The results of a recent remote sensing study conducted by the Forestry Administration in collaboration with the World Bank Forest Concession Management and Control Pilot Project indicated that 55%-60% of the country's total land area is currently forested and that nearly 30% of its land area is covered with evergreen or semi-evergreen forests and 25% is covered with deciduous forests.

These forests provide rural households with goods for subsistence, as well as income-generating, opportunities that include small-scale timber harvesting, fuelwood collection, resin tapping, and the collecting of fiber (rattan), honey, bush meat, wild fruits, vegetables, and medicines. These activities complement those of agriculture and fishing and provide rural households with a means for diversifying livelihood activities and insuring against the weather risk entailing agricultural failures and poor fish catches.

The contributions of forests to poverty alleviation are expected to assume even greater significance as Cambodia's population continues to expand. The General Population Census that was conducted in 1998 indicated that the country's population had increased to 11.4 million, up from 5.7 million in 1962. With a population growth rate of 2.4% per year, Cambodia's current population is estimated to be 13.1 million, 85% of who still live in rural areas. Shifting cultivation is one of the few alternatives of food production but the effects of this form of land management are often leading to more forest destruction thus reducing the very basis of supplementary income generation.

In order to generate income from the commercial use of the country's forest resources, a system of forest concessions was introduced in the mid-1990s. More than thirty forest concessions were initially granted, covering an area of some 6.5 million ha, equal to more than one-third of the total land area of the country and over half of its forested area.

Initially, logging was characterized by widespread illegal and unsustainable harvests by not only forest concessionaires, but also by other organized and unorganized individuals and groups. Commercial logging activities were subsequently suspended on January 1, 2002 until, and if, forest concessionaires could prepare comprehensive strategic and operational forest management plans consistent with international standards and would agree to renegotiate existing Investment Agreements.

One of the most disturbing consequences of the period of anarchic logging and its aftermath is reflected in the remote sensing data analyzed by the Forestry Administration. The results of their study suggested that between 1996/1997, the time of the last remote sensing study of forest cover in Cambodia, and 2002, the forested area in Cambodia had declined at an average annual rate of between 0.5% and 1.2%. This resulted in a loss of almost 325,000 ha of evergreen and semi-evergreen forests, or an average annual loss of these two commercial forest cover types of 1%.

Meanwhile, a perceived lack of transparency and commitment on the part of the Forestry Administration in undertaking its responsibilities to ensure the sustainable management of the country's forest resources by donors, nongovernmental organizations (NGOs), and other stakeholders contributed to an atmosphere of distrust. In an effort to resolve these

differences, an "Independent Forest Sector Review" was commissioned by an inter-ministerial government committee in collaboration with the Donor Working Group on Natural Resources Management. This review was undertaken between October 2003 and March 2004.

In the "Independent Forest Sector Review," three important policy questions were posed:

1. What are forests for, and for whom?
2. How could forests be managed?
3. How should the forestry sector be organized?

In addressing these policy concerns in its evaluation of decentralized forms of forest management, the study's consulting team acknowledged that the system of community forests that has been initiated in Cambodia " … has demonstrated that communities can manage forest assets and that, where community title is established, this is usually respected by other people and groups." They expressed concern, however, that not only was the scale of community forestry activities in the country still small and generally restricted to degraded forest areas, but also that "the extent to which people can use forest assets to build a livelihood depends on the institutional arrangements which define rights and access to the forest and the way those rights are curtailed by others in more powerful positions."

To strengthen local resource use rights, they proposed a decentralized forest management system that they termed "Partnership Forestry,"(which is identical with the concept of Community Forestry) which would be based on the establishment of long-term relationships between central, provincial, and local governments and communes. These relationships would be expressed in the form of Commune Forest 'Management' Plans prepared according to guidelines provided by the Forestry Administration, with discretionary control over forest charges and other fees exercised by communes.

Although the Final Report of the "Independent Forest Sector Review" provides a theoretical framework for establishing "Partnership Forestry," it provides little practical information on the manner in which it might be established in the Cambodian context. There is only a limited discussion of the perceptions of relevant stakeholders and the interrelated socioeconomic, political, and institutional factors that might constrain acceptance of a "Partnership Forestry" concept in Cambodia.

In order to address these concerns, the purpose of this proposed project is to evaluate those perceptions and constraints by collecting and analyzing relevant information from stakeholders provided in a series of structured questionnaires. The results of this study are expected to provide decision-makers with a much stronger basis for exercising more informed judgment regarding the potential establishment of a pilot "Partnership Forestry" program in Cambodia.

2.2 Beneficiaries and parties involved

2.2.1 Stakeholders and Roles

There are several stakeholders that would be directly or indirectly affected by project activities. These include local communities, commune councils, the Forestry

Administration, and forest concessionaires who are directly involved. Furthermore NGOs and international donors who will not suffer or profit from PF directly but who wish to make sure that RGC creates legal basis and conditions so that rural people obtain better living conditions by managing forest resources wisely and not by destroying them out of need or out of fear that power groups will take over the resource base.

1 Local Communities:

Local communities will be targeted as the primary beneficiaries of planned partnership forestry programs. These communities have been involved in planting trees for a variety of reasons, but they have generally been unaware of the effects that seed quality can have on the expected results of planting programs. There are, in addition, some local communities who live near forest edges who recognize the importance of participating in seed source establishment that require protection of the resource from internal and external claims. Previous community forestry initiatives in the country have generally been focused in relatively degraded areas of forest, not in areas of high production value, although there have been a few programs developed in these areas in response to external threats to community use posed by commercial forestry interests. The success of partnership forestry as a self-sustaining activity will require not only a good resource base, but also secure revenue flows. It is not yet clear that the incentives – in terms of future benefit flows – will be secure enough to achieve self-sufficiency throughout most of the country. The potential inadequacy of these incentives relate to many factors, including the rights of local communities to harvest and to sell forest products, the transaction costs of harvesting and rent-sharing along marketing chains, and the absence of mechanisms to account for and distribute community revenues. These factors will be explored in some detail with stakeholders using the structured questionnaires that will be developed in the project.

2 Commune Councils:

The roles and responsibilities of commune councils have yet to be explored in much depth. It is clear, however, that commune councils do not currently derive any official sources of income from forests. Commune councils have nevertheless been very supportive of community forestry initiatives in many communes and, in some cases, have provided assistance to local communities in stopping illegal forest activities.

It appears that the initiation of partnership forestry programs and the associated receipts of income by commune councils would require the removal of some staff and authority from the FA and its transfer to commune councils or another ministry to manage and employ forestry staff to ensure the separation of functions between regulation and planning and support.

Partnership programs that would be established with commune councils would be reflected in Commune Forest Plans. Each commune would be responsible for preparing such a Plan within guidelines established in advance by the FA. While each Plan would have to be approved by the FA, all royalty and fee payments that would be collected during implementation of a Plan would be assigned to a commune council. The commune council would maintain the revenue in a bank account under some form of democratic control that would be regulated by the FA on behalf of the State. The means of increasing the capabilities of commune councils to collect and allocate these revenues would be determined using the structured questionnaires developed in the project, particularly those addressed to NGOs.

3 Forestry Administration:

Subsequent to the restructuring of the Forestry Administration in September 2003, a system of what has been sometimes termed "forest estate management" has begun to emerge that retains the roles and functions of the previous Department of Forestry and Wildlife. Indeed, the FA has begun to prepare strategic cantonment plans (similar in function to the strategic forest management plans prepared by forest concessionaires) within which harvesting would be managed through a process of annual bidding coupes. While this system might eventually replace the forest concession system, it is unlikely to solve all of the problems that have been encountered under that system. In effect, it would internalize forest management whereas under the forest concession system a public-private partnership could be retained. Primary concerns are that there would still be a focus on commercial forestry; the same problems of conflicts over resource-use rights would remain; the problems of using sub-contractors would continue, although smaller coupe sizes might be easier to manage; and the resources required for such an undertaking would be significant. Moreover, this system would still need to be complimented by some form of partnership forestry program that would increase the participation of local communities in resource management decisions. The means of resolving this issue will be discussed with stakeholders, particularly the FA, in the structured questionnaires developed in the project.

4 NGOs:

The forest concession system and associated incidences of illegal logging have provided a useful theme for NGOs to organize around to challenge the policies of both the government and international donors. Indeed, some NGOs inherently distrust the state's commitment to collect and to allocate revenue fairly through the budgetary system and are not persuaded by the argument of central revenue collection. Moreover, there are some social and human rights NGOs who believe that there is a continued sense of the 'inherent injustice' in the original allocation of forest concessions and their imposition over the less well defined rights of local people. There are also environmental and biodiversity rights groups who remain antagonistic towards all forms of forest harvesting and loss of biodiversity. Technical improvements will not be able to address the fundamental questions of some NGOs regarding whether the concession system is actually an appropriate system for managing Cambodia's forests to fulfill Cambodia's developmental objectives. It is for these reasons, as well as their physical presence in most rural areas of the country, that the long-term success of partnership forestry activities will depend to a considerable extent on the active participation of NGOs. Their role in providing training to commune councils, as well as to local communities, will be a source of critically important information that will have to be collected using the project's structured questionnaires.

5 Forest Concessionaires:

The current structure of forest management in the country is premised on the forest concession system. Government believes that forests have three primary functions, production, conversion, and protection. Its principal legal commercial activities are centered on Production and Conversion forests. Prior to the adoption of the new Forestry Law in 2002, production forestry in Cambodia was predicated on a model that operated on

the issuing of contracts, or License Agreements, to forest concessionaires detailing the manner in which they were to manage forests. Forest concessionaires were instructed to undertake forest inventories at a variety of levels, and were given the responsibility of preparing forest management plans and harvesting forests. Over time, instructions regarding operational activities became more specific, but it was generally sub-contractors who assumed the primary responsibilities for building roads, harvesting trees, and transporting logs.

Forest concessionaires are currently responsible for the preparation of strategic, as well as compartment and coupe level, forest management plans. However, it is clear that many forest concessionaires will not have the capacity to prepare, or the vision to contract, quality forest management plans. As a result, the preparation of many of these plans was initially sub-contracted to staff in the FA. Moreover, many concessionaries seemed to be unaware of the importance of developing these management plans. Indeed, they tended to act more as enterprises attempting to maximize output rather than as forest managers or resource stewards. Nevertheless, there are several forest concessionaires who could be qualified to practice sustainable forestry and the potential mutual benefits of integrating their commercial interests into partnership forestry programs must be explored further in the project's questionnaires.

6 International Donors:

Increasingly, the strategies and resources of international donors have been focused on poverty reduction and the realignment of their investments to activities that have a direct and measurable impact on poor people. In practice, apart from the World Bank, which has provided support at the policy level, most international donor support has been in the form of technical projects providing infrastructure and building capacity. As a result, international donors will be particularly interested in partnership forestry's potential contributions to improving the livelihood strategies of local communities.

A SWOT (Strengths, Weaknesses, Opportunities, and Threats) Assessment of the primary beneficiaries and stakeholders that would be affected by project activities is provided as below.

2.2.2 SWOT Assessment of Primary Stakeholders

Stakeholders	Strengths	Weaknesses	Opportunities	Threats
Local Communities	• Local Knowledge of Forest Resources and Uses • Willingness to Learn	• Limited Organizational and Planning Skills • Imperfect Understanding of User Rights and Responsibilities	• Improved Organizational and Planning Skills • Equitable Distribution of Resource Use Benefits	• Limited Interest and Participation • Consensus Impacted by Short-term Interests
Commune Councils	• Decision-Making Structures Established • Representatives Elected by Local Communities	• Limited Experience Developing Budget Plans • Limited Experience Managing Community Funds	• Increased Revenues • Increased Number of Commune Development Plans	• Misallocation of Commune Resources • Misuse of Commune Funds
Forestry Administration	• Technical Skills • Assistance Provided at the Local Level	• Limited Interactions with Local Communities • Skewed Perceptions of Local Communities	• Strengthened Credibility • Greater Understanding of the Use of Integrated Forest Management Systems	• Limited Acceptance • Inadequate Commitment • Difficult • Time-Consuming
NGOs	• Recognized Field Presence • Experience Interacting with Local Communities	• Limited Agendas • Limited Areas of Field Concentration	• Facilitation of Win-Win Partnerships • Training Provided to Local Communities and Commune Councils	• Unsatisfactory Consensus • Unsatisfactory Funding
Forest Concessionaires	• Processing Mills Established • Marketing Infrastructure Established	• Limited Understanding of Local Communities • Incentives to Mine Rather Than Manage Forest Resources	• Reduced Conflict • Greater Accountability	• Interests of Local Communities Dismissed • Illegal Logging Condoned
International Donors	• Provide Funding • Influence Government	• Insufficient Consensus • Inadequate Coordination	• Support Sustainable Development • Improve Rural Livelihoods	• Inadequate Commitment • Inadequate Funding Priority

2.3. Problem analysis

Cambodia is one of the few countries in the world still endowed with rich forests,- at present the forest cover is 55%-60% of the country's total area. Initially, RGC assumed that making use of the forest resources for the benefit of the country and its people could best be accomplished by managing the forest through a system of logging concessions.
However, the Forest Administration was and still is not in a position physically and professionally to guide and control logging operations in an adequate way. Lack of control and law enforcement resulted in extensive illegal forest activities to the detriment of the RGC in financial terms and to the forest because of wide-scale degradation of forest resources. Cambodia suffers still from the destruction of 20 years of civil war, mined areas and lack of a transportation and communication network. This makes enforcement of the forestry law nearly impossible. Therefore, handing over the task of forest management from the Forestry Administration to the people in rural areas could become an adequate solution to present management and conservation efforts. While the Government has created the legal framework for such a change of forest management policy the villagers, represented by commune councils, not only lack the technical skills for assuming the new responsibilities but also do not trust authorities to offer them a fair deal. On the side of the FA exists a deficit in knowledge about the expectations, fears, capacities scope of uses which needs to be balanced in order to develop a sustainable methodology for the implementation of Partnership Forestry.
Even though the RGC pays high attention to community or partnership forestry, the policy on forest management, rights and claims, institutional roles, national context, and donor funding have not yet been clearly defined and tested in practical applications. A long-term forestry sector development plan has still to be discussed with stakeholders and established as an official document.
So far, a number of trainings have been conducted mostly on community forestry management, participatory land use management and few training courses on project management, monitoring and evaluation. At present, the professional expertise concerning sustainable resource management, harvesting and marketing rests with the staff of the Forestry Administration. The result is that so far village people in the communes, commune councils and provincial administrators do not have a the necessary knowledge for promoting, supporting and assisting in the introduction and implementation of "Forest Partnership" projects. Hence, this project intends to contribute basic information and data for the design of a strategy of training, pilot projects, monitoring and evaluation needs to be based on a survey with questionnaires carried out at village level in a number of provinces on the basis of the analysis of structured questionnaires.

2.4. Objectives Analysis

In response to the problems outlined above the immediate objective of the project is to evaluate those perceptions and constraints by collection and analyzing relevant information from stakeholders. These results shall be incorporated in a practical guidebook outlining options for establishing viable partnerships with commune councils.
The Problem and Objectives Analyses have identified causes hindering the wide acceptance and implementation of Forestry Partnerships. (See also Annex 1 and 2). As elaborated in the Problem Analysis there are a number of causes affecting the acceptance of communal forest management. Outstanding reasons for the reluctance of rural people in assuming responsibility for forests are:

- Lack of respect by authorities and concessionaires for traditional user rights;
- Lack of education, organization and planning skills;
- Lack of understanding of rights and responsibilities of Forestry Partnerships(PF);
- No clear Government guidelines on income sharing under PF
- Fear of being deprived of access to forest resources by power groups.

Problems concerning the empowerment of the village people and their commune councils are the main concern of they project because they can be assessed with regard to extension and substance in the framework of this exploration project. Other causes have to be solved at the administrative and political levels.

2.5. Choice analysis

In Annex 3 through the clustering of objectives and 3 separate "special" or "intermediate" objectives have been separated to focus project activities on essential problems. In order to select the alternative solution promising the highest degree of success a comparative scenario has been compiled below.
Important factors being considered were, e.g., chance of success, benefits to the target group and available resources. The following 3 "Intermediate Objectives" merit attention and if met would facilitate the overall process of introducing Forestry Partnerships: (see also Annex 3: Clustering)

- Increasing the awareness of villagers concerning forest conservation
- Increasing the recognition by authorities and concession companies of the significance of traditional resources user rights
- Planning training and capacity development (for enhancing the skills of villagers in resource management and planning, enhancing recognition of concession holders of traditional user rights.

Using the table below the problem analysis has indicated that the pressure on utilizing natural forests is caused by (1) limited understanding of integrated forest management systems, (2) insufficient organizational and planning skills and incomplete understanding of resource use rights, and (3) the small number and limited area of community forests (see Annex 1, Problem Tree).

Comparison scenario

Clusters	Cost	Chance of success	Time horizon	Priority to get support	Interest of beneficiary	Resource available	Total
Increased awareness	1	2	3	1	1	1	9
Capacity developing	2	2	2	2	3	2	13
Increasing Recognition of Resource Use Rights in Forests	3	2	2	3	2	3	15

Improve agriculture practice	4	2	4	4	2	1	17

Explanation: 1 = Highest priority 4 = Low

The project's objectives are clustered under these three strategies in Annex 3, Objectives.

The strategy to increase awareness of forest conservation and integrated forest management systems is expected to be implemented by representatives of the FA and the CTSP. Their primary target groups will be community councils and local communities in the communes that are sampled. The representatives of the FA and the CTSP will meet with these groups and, using the project's questionnaires as descriptive means of conveying this information, reinforce among the members of these groups the social benefits of forest conservation measures and the usefulness of employing different types of integrated forest management systems.

The strategy to develop capacity will be provided through training courses that are developed on the basis of the analysis of project questionnaires that are administered to representatives of the FA and selected NGOS, representing those stakeholders who will be responsible for implementing the strategy, and to representatives of target groups of local communities and commune councils. The analysis of the questionnaires will be used to (1) develop plans for the FA to increase local communities' understanding and use of forest resources planning processes and (2) provide current information on critical information gaps affecting organizational and planning skills of commune councils and the capabilities of local NGOs who have the technical skills to fill such gaps by developing field training programs to transfer the understanding of these skills to local communities. The CTSP and the FA are very supportive of this type of training and delivery cost will be relatively low. Indeed, the probability that this type of training will be successful is very high since local communities are very motivated to increase their capabilities to manage forest resources for their own benefit.

The strategy to increase recognition of the resource use rights of local communities will be actively supported by informal groupings of forest concessionaires, the FA, and international donors. These groupings will be organized by the FA and the CTSP to ensure that during the periods that project questionnaires are being administered, information regarding resource use rights is conveyed to representatives of local communities and commune councils in appropriate manner.

The set of strategies to achieve the immediate objectives of the project, which are to increase awareness of forest conservation and integrated forest resource management systems, increase the capacity of communities and concessionaires to enter into forestry partnerships, increase local communities' as well as commune councils understanding of forest resource planning processes, and of organizational and planning skills, and, finally, increase recognition of the resource use rights of local communities, as summarized in Annex 4, Choice Analysis.

3-Project Intervention, anticipated Objectives, Results and Activities

3.1- Project LFA Matrix

In order to determine more precisely the scope, requirements in time and funds and the monitoring of achievements a matrix showing goals, results and activities to be conducted for achieving the specific results and goals has been compiled. An essential part of this planning process is the identification of underlying assumptions or risks. Even if the project performs its tasks satisfactorily there may be external factors beyond the influence of the project team which could affect project performance or even prevent it from achieving any of its objectives. For the Development Objective it is clear that it is a long-term goal which obviously cannot be achieved during the active period of the project but that the project will contribute towards its achievement.

3.1.1 Development objective

The development objective of this project is formulated as ” **Capacity increased for partnership forestry development between communities and FA/concessionaires”**

After pilot programs and a testing period of several years applicable methods are developed, villagers understand and apply Partnership Forestry and the Forest Administration renders technical and professional assistance at commune and district and cantonment levels. A network between communes would have to be established and strengthened through the creation of an inter-communes committee, as well as facilitating cooperation in day to day management.

3.1.2. Immediate objective

The immediate objective has been formulated to read:

” Plan designed for increasing participation of communities and concessionaires in community forestry development”

In order to reach this Immediate Objective or project goal 3 results shall be obtained. In order to achieve these results a number of activities have to be conducted. Goals, objectives results and activities and the related indicators, means of verification and related assumptions have been compiled in the LFA matrix below.

Logical Framework Matrix (LFA)

Project element	Indicators	Means of Verification	Assumptions
Development objective: Capacity increased for partnership forestry development between communities and FA or concessionaires	By 2008, capacity building has been formalized - in a number of test communes pilot partnership forestry programs have been developed and are applied by communities and commune councils	- Reports published by Community Forestry Office of the FA - Minutes of commune council meetings	
Immediate objective: Means Provided for Increasing the Extent Number and Area of Partnerships Forestry through Community Forests	- a draft plan compiled; - recommendations and guidelines for partnership forestry are developed	- Final project report CTSP and FA reports - draft plan	- FA, CTSP, and other stakeholders cooperate in supporting project activities
Results/Outputs **Output 1:** Plan for increasing understanding of forest conser-vation and integrated forest management among communities developed	By end of January 2005, project team designs outline of draft plan	- project progress report - FA documents - Minutes of editorial meetings	
Output 2: Plan for capacity development of communities commonly agreed by stakeholders	Minutes of meetings with stakeholders Essential elements of capacity building identified and documented	- Documentation of fieldwork - Completed questionnaires - Draft analyses for stakeholder groups - NGO project development documents	- FA writes introductory letters requesting active support from authorities and stakeholders - Transportation problems solved
Output 3: Recommendations established for promoting recognition by concessionaires of traditional user rights of local communities	notes of drafting team minutes of meeting with CTIA Cambodian Timber Industry Association - internal discussions in FA	Final documents submitted to CTSP and FA	

Activities	Input (resources/equipment)	Budget: **USD 8,800**	Assumptions
0. Inception Phase Activities: 0.1 Organize and conduct start-up Workshop to adopt tentative work plan 0.2 Assess needs and draft training schedule for improved awareness of forest conservation and integrated forest management	0.1 representatives of stakeholders facilitator, venue (equipment, projection,), demo materials, refreshments 0.2 Library facilities Review of available documents; Cover printing costs of flyer on means and goals		- FA, CTSP, and other stakeholders cooperate in supporting project activities
0.3 Perform preliminary (test) field survey, collect information	0.3.1 cost of distribution of info 0.3.2 field allowances 2 staff, 1 driver gasoline 1 week 0.3.3 Meetings with selected of commune councils and local communities		
Phase 1: Increased awareness of forest conservation and integrated forest management systems			
Activities: 1.1 Develop information means 1.2 Train target groups (prepare training schedule) 1.3 Assess results and success	 1.1 Project management 1.2 Facilitators and trainees 1.3 Project team		
Phase 2: Capacity development			
Activities: 2.1 Assess needs, design training scheme 2.2 Interview and inform other stakeholders 2.3 Train target groups 2.4 Conduct commune field survey 2.5 Analyze data, compile results, draw conclusions 2.6 Prepare draft report	 2.1/2.2 project field team, equipment, (pin boards, brown paper, marker pens, glue), materials 2.3. field team, (2) facilitator,(1), 4 locations, 2 days each , transportation(rental minibus) or FA 4WD free 2.4.Project office and field teams; DSA 2.5 PCs, printers, photocopies 2.6 Project management operation cost		

Phase 3: Recognition of the resource use rights of local communities increased	Input (resources/equipment)		Assumptions
Activities: 3.1 Summarize rights and responsibilities 3.2 Organize information 2 day workshop for stakeholders	3.1. Project management (office facilities, materials, photocopy 3.2. Facilitator, participants, transparencies, refreshments, DSA for outside FA PFO staff.		
Phase 4: Project conclusion			
3.3 Write recommendations, finalize report	3.3.1 Project management and project team		
Miscellaneous activities, contingencies			Precondition: Political stability continues

3.2. Risks and flexibility

Survey officers are staff of FA and counterparts of CTSP. When traveling to the provinces they must obtain approval from the director of FA in advance. They can only leave after the FA approved and issued a mission order. On the other hand the PFO, NGOs should also practice good cooperation with the CTSP. The MAFF and FA should also issue clear policy guidelines on the planting program as part of Forestry Partnership operations particularly where part of the commune forest is degraded.. The national budget needs to be increased for planting activities and FA, as central technical head of forestry administration, should secure that all planting activities use good quality seed from well managed seed sources. A reforestation tax on logs and wood products could provide the necessary source of funding of nurseries, seed collection and planting.

The risks of establishing Partnership Forestry are high, particularly inter-commune conflict over claims to forest resources. There is a high risk of commune chiefs using forests to make election promises and in general to buy favors. Experience of radical decentralization in Indonesia does provide evidence of some of these problems.. The risk of interference by power groups is very great, given the recent history of forest exploitation, which encourages a short-term profit attitude to the resource. The danger of exploitative alliances is also great and difficult to protect against in a society that is built on patronage relationships.

There is also the risk that the State would eventually consider PF revenues too high to be shared directly in any substantial way with local people. Experience from elsewhere in the world tends to support this: As local people become competent forest managers and the forests thrive and become more valuable the State tends to step back in and reclaim the forests or a larger share of revenues.

4. Implementation of the Project

4.1. Description of project activities

The proposed project will be carried out by a senior officer from CTSP and under supervision of NPM and TA**.** The survey will be conducted in different provinces and communes, which have been identified and selected as potential areas for a pilot study. Each province will have to be contacted by FA and requested to inform the commune councils within its territory. The related cantonments, districts and triages (forestry offices) need to be informed of the purpose of the survey to reduce the risk of lost time due to administrative difficulties. The anticipated duration of the project is 6 months from January to June 2005. The areas or provinces to be contacted will be tentatively named in the project implementation plan. However, provisions must be made to accommodate changes if necessary.

4.2. Input and budget

The inputs needed for this project are:

- An estimated amount of USD 8,800,
- arrangements for transportation by official 4 WD truck or rental minibus,
- allowances for the driver, gasoline and maintenance costs
- Availability of a desktop PC for data analysis,

- a separate office and office materials
- field allowances/ daily subsistence allowance at the rate of US$ 15/man-day

The budget for running the project is funded by CTSP/DANIDA and a breakdown of individual costs given in Annex 5.

4.3. IIA organization

The CTSP office is based in FA in Phnom Penh with one project chief, one national project manager, one technical advisor, one project assistant who is hired by the project, and six counterparts who have been trained to be trainers.

It is being proposed this project will be carried out by training officers of the training and extension unit, which is a component of CTSP in Annex 6.

4.4. Indicators and monitoring

The indicators of achieving development objective, immediate objective, output and activities are stated in the LFA matrix. These indicators can be used in monitoring process how project will carried out and measuring the achievements after the project completion. The monitoring can be done by the Project Management Unit (Project Chief, Project Management and Project Advisor) or by the Training and Extension Unit from time to time e.g. quarterly monitoring.

4.4.1 Monitoring

Monitoring is a continuous or periodic surveillance of the project. It is the managerial of means securing that major problem occurring during the project implementation are identified and acted upon in proper time. The backbone of good monitoring is communication between all involved parties. Continuous communication takes place by telephone, fax letters, e-mail, meeting etc. Dialogue is an effective tool to achieve common understanding of project the beneficiaries. However, the most comprehensive means of monitoring are progress reports of different interval, reviews and evaluations.

4.4.2 Evaluation

Evaluation is an integral part of the monitoring system of the project. It can be carried out both during the implementation stage and during the phase out stage. In this IIA, evaluation will be carried out by project team following a standard methodology against the indicators. At the end of the project (last 6 months), by physical verification, surveying, progress report reviewing prepared be project management.

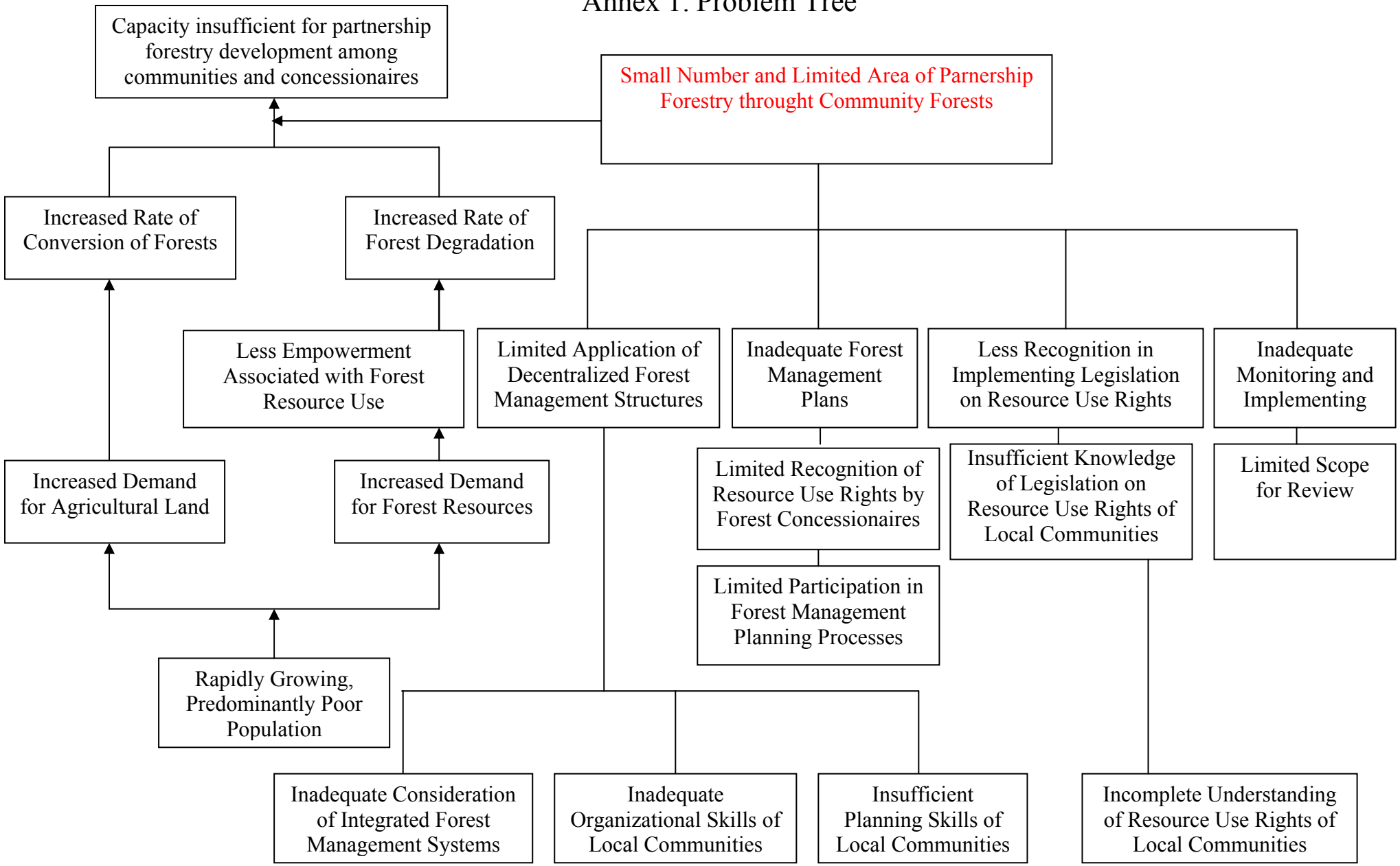
4.5. Timetable for project activities

The time frame for the project is scheduled to last 6 months, starting in January and lasting until June 2005 as shown in Annex 7.

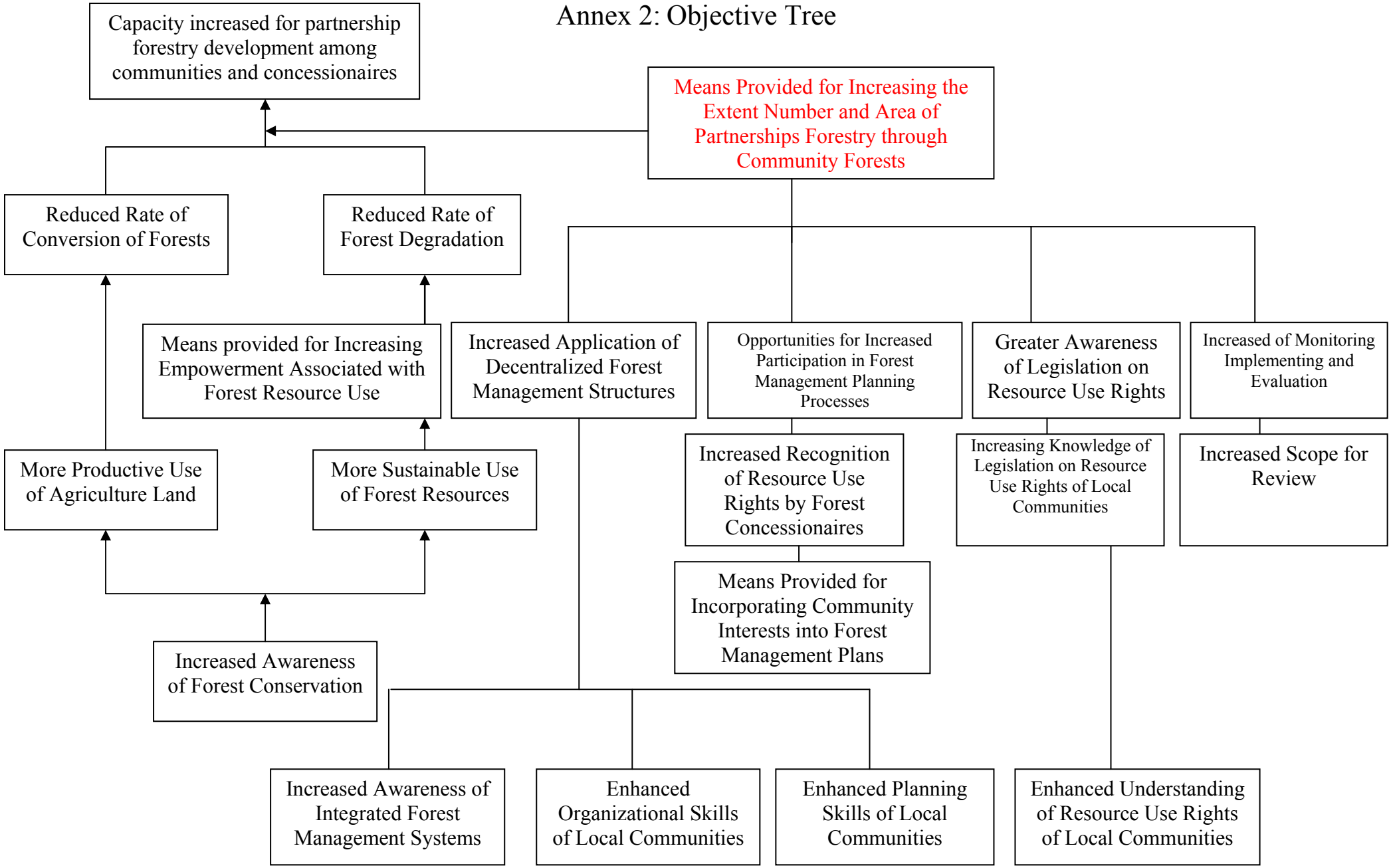
5- **Recommendations**

Population growth and scarcity of resources in the rural regions of Cambodia make it necessary to promote forestry partnerships.
It is highly recommended to render full support to this exploration project in order to continue working in initiating pilot study areas. The risks from lack of support by concessionaires and other stakeholders interested in forest resources utilization must be taken serious and cooperation required. The objective of bringing substantial parts of Cambodia's forests under community management is an enormous challenges to the Forestry Administration its partners and the rural population. Given continued population growth RGC cannot afford to fail in this new approach to forest management.

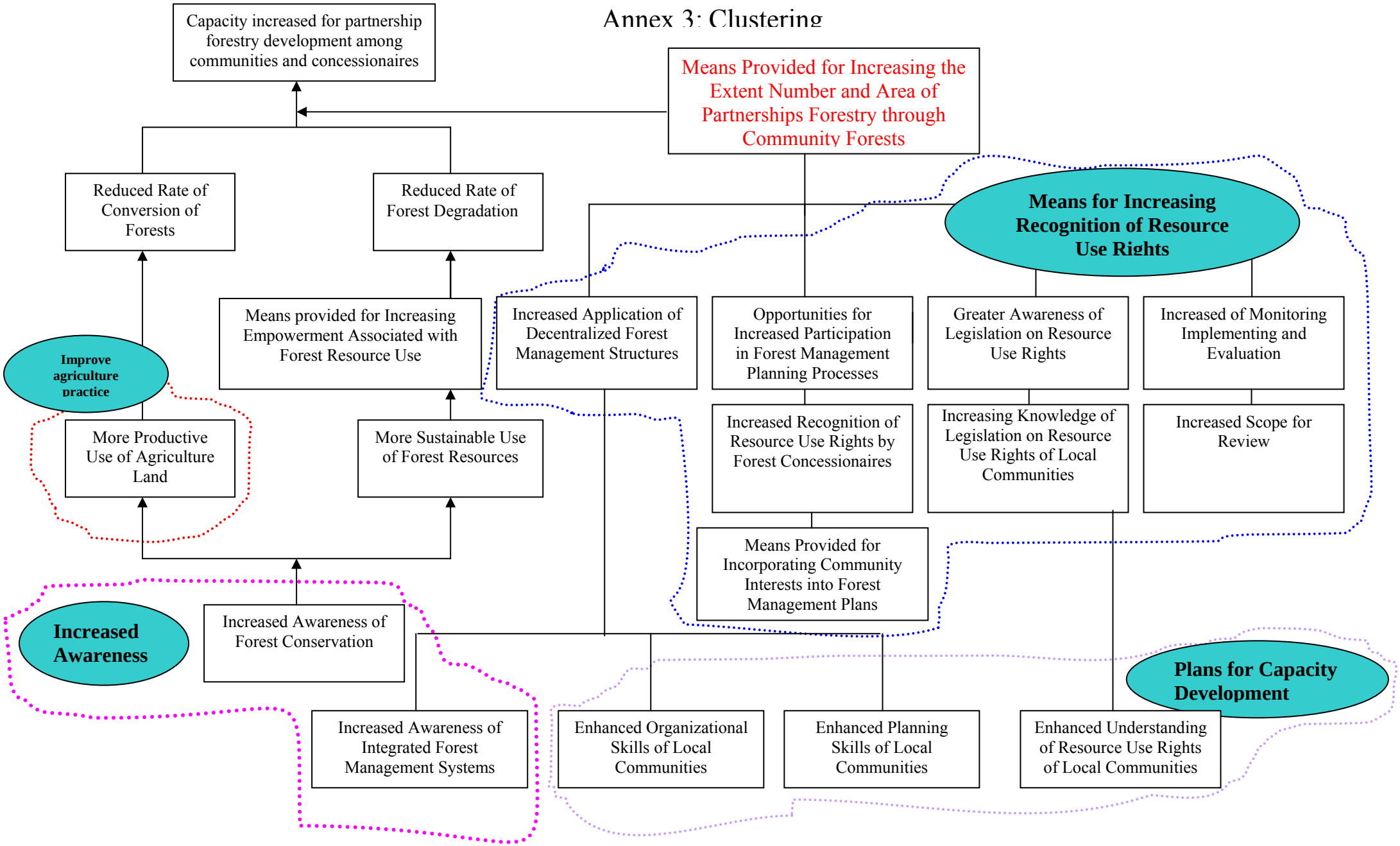
Annex 1: Problem Tree



Annex 2: Objective Tree



Annex 3: Clustering



Annex 4: Choice Analysis

Immediate objectives	Strategies to achieve immediate objectives	Who will take ownership of the immediate objectives	Primary target groups	Main problems to address
Increasing awareness	• Increase awareness of forest conservation • Provide information on integrated forest management systems	• FA • CTSP	• Commune councils • Local communities	• Insufficient level of understanding of importance of forest conservation and integrated forest resource management systems
Capacity development	• Development of programs by FA to increase local communities understanding of forest resource planning process • Utilization of technical knowledge of NGOs to develop training programs for commune councils	• FA • NGOs	• Local communities • Commune councils	• Collecting and allocating commune funds and long-term forest resources planning
Increasing recognition of resource use rights	• Require increased recognition of resource use rights by forest concessionaires • Methodologies provided for incorporating community interests into forest resource management plans	• Forest concessionaires • FA • International donors	• Local communities • Commune councils	• Inadequate understanding of participatory resource management processes and resource rights of local communities
Improve agricultural practices	• Increase agricultural productivity	• MAFF	• Local communities	• This objective is beyond the immediate scope of the project

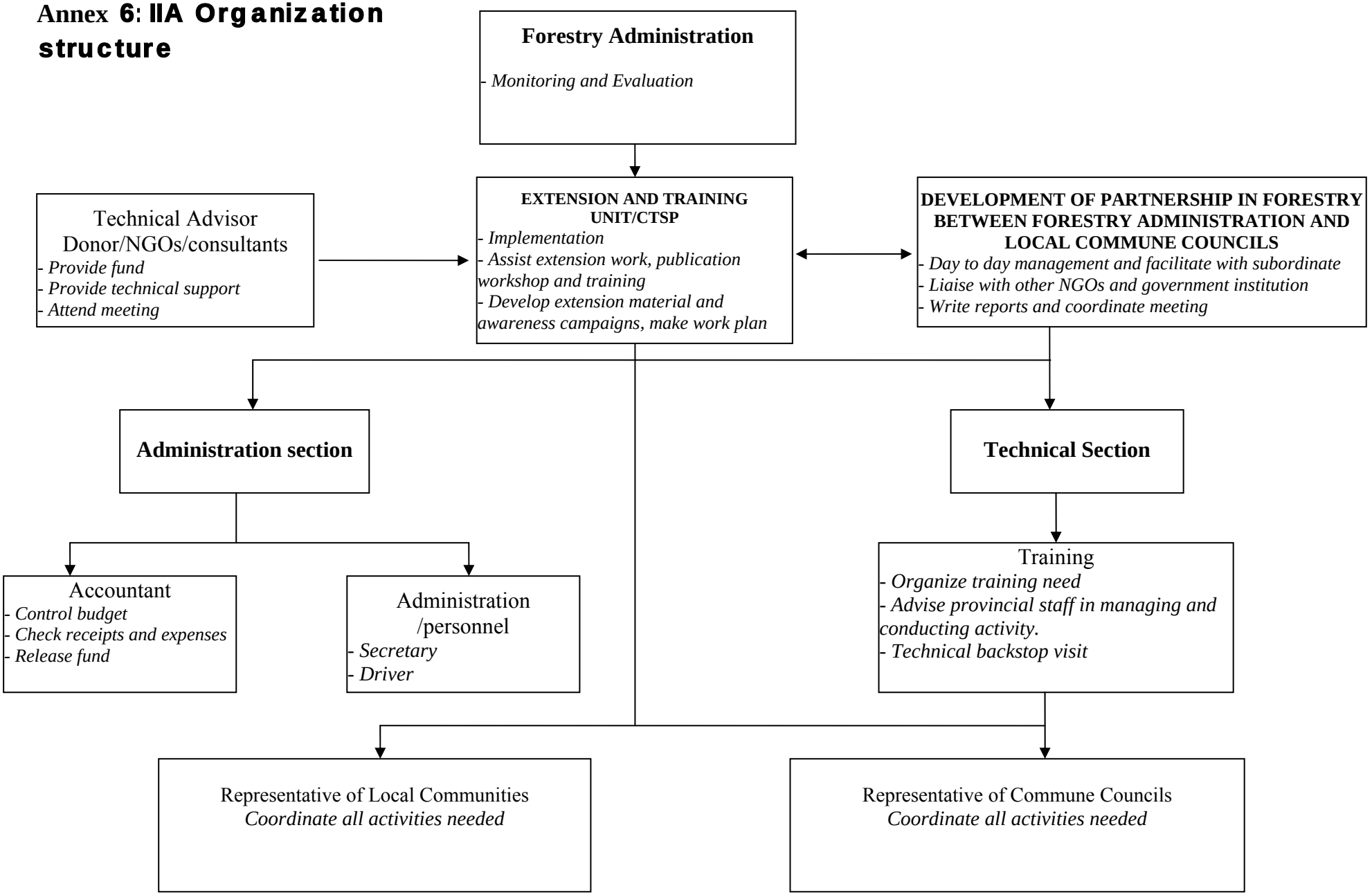
Limited organizational and planning skills and incomplete understanding of resource use rights

Annex 5: Estimated Budget for the period January to June 2005

No.	Activities	Input			Remark
		Responsibility	Material needed	Estimated budget, US$	
0	0.1 Workshop	Project team	Workshop materials	300	Inception workshop
	0.2 Assess needs, draft a training schedule for awareness enhancement	Project team	Maps, survey site documents, project vehicle, driver, gasoline, field allowances	200	
	0.3 Design questionnaire, perform preliminary or test field survey	Field team		200	
1	1.1 Develop information material for enhancing awareness	Project team	Office materials, desktop computer	-.-	Assume free use of a desktop computer
	1.2 Train target groups (prepare training schedule)	FA, CTSP	Training materials	400	Hiring of a trainer is optional
	1.3 Assess results and success/failure)	Project team	Desktop computer	-.-	Assume free use of desktop computer
2	2.1 Assess needs, design training for capacity enhancement for PF	Project staff, FA	Document project	250	
	2.2 Interview other stakeholders	Project team	Document project	-.-	Visiting CTIA, NGOs
	2.3 Train target groups	Project team	Desktop computer, data analysis software	500	Assume free use of a desktop computer, appropriate software is available
	2.4 Conduct community field survey	Field team	Driver, 90days x 15$ x 4 staffs=$5400, Gasoline 200x 1$	5400 200	

	2.5 Analyze data, compile results, draw conclusions			200	
	2.6 Prepare draft report			100	
3	3.1 Summarize rights and responsibilities	Project team	Toner, drum, copy paper, printer ink	100	Assume free use of a desktop computer
	3.2 Organize 2-day information workshop	Project team, CTSP, FA	Workshop materials	600	
	3.3 Write recommendations, finalize report	Project team, CTSP	Printing, paper, 500 copies	100	
	Contingency			250	
	Total			***8,800***	

Annex 6: IIA Organization structure



Annex 7: Project Implementation Plan (PIP)

Project Activity	Responsible	Support	January	February	March	April	May	June	Duration
Inception plan									6 months
0.1 Organize Workshop	CTSP	FA, CTSP	▫						
0.2 Assess needs and draft training	CTSP	FA, CTSP	• •						
0.3 Perform preliminary (test) field survey,			• •						
Output 1: Increased awareness of forest conservation and integrated forest management systems									
Activities: 1.1 Develop information means	CTSP	FA, CTSP	• •						
1.2 Train target groups (prepare training schedule)	CTSP	FA, CTSP	• •						
1.3 Assess results and success	CTSP	FA, CTSP	• •						
Output 2: Capacity development									
Activities: 2.1 Assess needs, design training scheme 2.2 Interview and inform other stakeholders	CTSP	FA, CTSP		◄►					
2.3 Train target groups	CTSP	FA, CTSP		◄·····	·····	·····►			
2.4 Conduct commune field survey	CTSP	FA, CTSP				• • • • •			
2.5 Analyze data, compile results, draw conclusions	CTSP	FA, CTSP					• • • •		
2.6 Prepare draft report	CTSP	FA, CTSP					• • • •		
Output 3: Recognition of the resource use rights of local communities increased									
Activities: 3.1 Summarize rights and responsibilities	CTSP	FA, CTSP						■	
3.2 Organize information 2 day workshop for stakeholders	CTSP	FA, CTSP						■	
Output 4: Project conclusion								■ ■	
3.3 Write recommendations, finalize report	CTSP	FA, CTSP						■ ■	

6-Literature

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