

# Country engagement strategy Cambodia

RECOFTC - The Center for People and Forests

2013-2018





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RECOFTC - The Center for People and Forests  
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# Acronyms and abbreviations

<b>ADB</b>	Asian Development Bank
<b>ASFCC</b>	ASEAN-Swiss Partnership on Social Forestry and Climate Change Program
<b>CB-CC</b>	Community Based Conservation Forest
<b>CBFM</b>	Community Based Forest Management
<b>CBNA</b>	Capacity Building Needs Assessment
<b>CB-PF</b>	Community Based Production Forest
<b>CBSFLMP</b>	Capacity Building for Sustainable Forest and Land Management Project
<b>CCP</b>	RECOFTC Cambodia Country Program
<b>CDNA</b>	Capacity Development Needs Assessment
<b>CDRI</b>	Cambodia Development Research Institute
<b>CF</b>	Community Forestry
<b>CFi</b>	Community Fisheries
<b>CFMP</b>	Community Forestry Management Plan
<b>CFRP</b>	Community Forestry Research Project
<b>CLUP</b>	Commune Land-use Planning
<b>CMDG</b>	Cambodia Millennium Development Goals
<b>CPA</b>	Community-protected Area
<b>CSO</b>	Civil Society Organization
<b>DLUP</b>	District Land Use Planning
<b>ELC</b>	Economic Land Concession
<b>ELM</b>	Enhancing Livelihoods and Markets
<b>ENRP</b>	Sustaining biodiversity, environmental and social benefits in the Protected Areas of the Eastern Plains Landscape of Cambodia
<b>EU</b>	European Union
<b>FA</b>	Forestry Administration
<b>FiA</b>	Fisheries Administration
<b>FLEGT</b>	Forest Law Enforcement, Governance and Trade
<b>FPIC</b>	Free, Prior and Informed Consent
<b>GDANCP</b>	General Department of Administration for Nature Conservation and Protection
<b>GDP</b>	Gross Domestic Product
<b>GEF</b>	Global Environment Fund
<b>IDRC</b>	International Development Research Centre
<b>IP</b>	Indigenous People
<b>JICA</b>	Japan International Cooperation Agency

<b>MA&amp;D</b>	Market Analysis and Development
<b>MAFF</b>	Ministry of Agriculture, Forestry and Fisheries
<b>MLMUPC</b>	Ministry of Land Management, Urban Planning and Construction
<b>MoE</b>	Ministry of Environment
<b>MoI</b>	Ministry of Interior
<b>MoP</b>	Ministry of Planning
<b>MoV</b>	Means of Verification
<b>MRD</b>	Ministry of Rural Development
<b>NCFP</b>	National Community Forestry Program
<b>NCFPCC</b>	National Community Forestry Program Coordination Committee
<b>NFP</b>	National Forest Program
<b>NSDP</b>	National Social Economic Development Plan
<b>PA</b>	Protected Area
<b>PaFF</b>	Partners for Forestry and Fisheries Cambodia
<b>PCFPCC</b>	Provincial Community Forestry Program Coordination Committee
<b>PES</b>	Payments for Ecosystem Services
<b>PLUP</b>	Participatory Land-use Planning
<b>RECOFTC</b>	RECOFTC - The Center for People and Forests (Regional Community Forestry Training Center for Asia and the Pacific)
<b>REDD</b>	Reducing Emissions from Deforestation and forest Degradation
<b>REDD+</b>	REDD + Conservation, Sustainable Management of Forests and Enhancement of Forest Carbon Stocks
<b>SCF</b>	Securing Community Forestry
<b>SDC</b>	Swiss Development Cooperation
<b>SFB</b>	Supporting Forests and Biodiversity
<b>SFM</b>	Sustainable Forest Management
<b>SFMRLE</b>	Sustainable Forest Management and Rural Livelihood Enhancement through Community Forestry and REDD Initiatives in Cambodia
<b>Sida</b>	Swedish International Development Agency
<b>SIGE</b>	Social Inclusion and Gender Equity
<b>SME</b>	Small and Medium Enterprise
<b>TWG-FR</b>	Technical Working Group on Forestry Reform
<b>UNDP</b>	United Nations Development Programme
<b>VPA</b>	Voluntary Partnership Agreement
<b>WB</b>	World Bank
<b>WCS</b>	Wildlife Conservation Society
<b>WWF</b>	Worldwide Fund for Nature

# Executive summary

Of Cambodia's total area of 18 million ha, about 57 percent (10 million ha) was covered by forest in 2009. Most of the population is concentrated in the plains, with an estimated 4 million villagers living in or near forest areas, using forest resources to sustain their livelihoods. About half of the forest area is located within 5 km of a village.

The stabilization of the political situation in the 1990s has contributed to a high economic growth rate, contributing to a considerable reduction in poverty. National development planning is guided by the Rectangular Strategy Phase III, 2014-2018 in which the promotion of good governance and agricultural development (including sustainable management of natural resources) is emphasized.

These national development principles are reflected in the National Forest Program (2010-2029) in which community forestry (CF) is included as a major component; the target is to bring 2 million ha of forest (under the Ministry of Agriculture Forestry and Fisheries or MAFF's jurisdiction) under community management.

Presently, 457 community forests have been established on 400 000 ha of forest under MAFF's jurisdiction and 120 community-protected areas (CPAs) covering 165 000 ha are under the Ministry of Environment or MoE's jurisdiction. RECOFTC – The Center for People and Forests has been very active in supporting the capacity development of government and non-government CF development organizations, contributing to the establishment of 250 community forests by MAFF and the Forestry Administration (FA).

Lessons from these initial CF development activities and from independent reviews indicate the need for improvements in identifying and formalizing CF areas and groups, simplification of management planning, support to local institutional development for management, commercialization, equitable benefit sharing and adjustment of regulations to enable these backstopping efforts.

These needs are reflected in the priorities for the RECOFTC Cambodia Country Program (CCP) (2013-2018) that focuses on securing CF, enhancing livelihoods and markets, strengthening the role of CF in climate change policies and initiatives, and strengthening capacity for transforming forest conflict. The expected outcomes of the CCP for 2013-2018 include:

- To secure CF through more effective institutions and resources (more efficient procedures for CF identification and formalization):
  - FA, MoE, NGO, Civil Society Organization (CSO) and other stakeholder capacities are enhanced and used to provide quality support and professional advice to local communities for securing CF.
  - Enabling policies and regulatory instruments on CF are adopted.
  - Different communication tools are adopted to enhance awareness and knowledge of CF.
  - CF practices to be improved and adopted include alternative modalities and sustainable forest management (SFM).
- To enhance local livelihoods and market access through sustainable CF practices:
  - The capacities of national and subnational institutions are enhanced and used to provide quality support and professional advice to local communities on livelihoods through sustainable CF practices.
  - Policy recommendations are adopted on regulatory barriers against enterprise development in CF, Community Fisheries (CFi) and CPAs.
  - Different communication tools are used to enhance local livelihoods and markets through sustainable CF practices.



- Community Forest Management Plan (CFMP) and enterprise development processes are linked and replicated to enhance local livelihoods and markets.
- To strengthen enabling conditions for local people's engagement in governance of forested landscapes in the context of climate change impacts:
  - The capacities of national and subnational institutions are enhanced and used to provide quality support and professional advice to local communities to engage in climate change adaptation and mitigation.
  - National forest and climate change strategies are adopted with local people's engagement in climate change interventions.
  - Different communication tools are used to enhance awareness and knowledge for local people's engagement in climate change interventions.
  - CFMP pilot sites integrated with climate change adaptation and mitigation strategies are effectively replicated for local people's engagement.
- To enhance effectiveness and support the establishment of institutions to transform forest conflicts:
  - The capacities of national institutions (CSOs and government agencies) are enhanced and used to provide quality support and professional advice to local communities on forest conflict transformation.
  - Enabling policies and regulatory instruments on forest conflict transformation are adopted.
  - Different communication tools are adopted to enhance learning and sharing of knowledge for forest conflict transformation.
  - Best practices and processes are adopted by key stakeholders, including the CF network, for transforming forest conflict.





# 1

## RECOFTC's vision and mission

RECOFTC's vision is that "empowered local people are effectively and equitably engaged in the sustainable management of forested landscapes." To achieve the vision, RECOFTC's mission is to enhance capacities for stronger rights, improve governance and ensure fairer benefits for local people in sustainable forested landscapes in the Asia and Pacific region.

RECOFTC's vision and mission in national CF development is based on its Strategic Plan for 2013-2018 (RECOFTC 2013) and its analysis of the status, prospects and priorities for national CF development in Cambodia. In this section, a brief description of RECOFTC's past activities, the current status of RECOFTC's country programme and the strategic programme framework are presented.

### 1.1 RECOFTC's history of CF development support

RECOFTC has been involved in supporting CF development in Cambodia since the early 1990s. Initially, participants for regional training courses were recruited and often funded by RECOFTC. From 1995 to 2001, RECOFTC assisted in the establishment of the Cambodia Community Forestry and Protected Area Training Teams and provided training of trainers (ToT) support. Together with the International Development Research Centre (IDRC), it supported the Community Forestry Research Project (CFRP), including action research with local communities, promotion of CF policies and capacity development of CFRP staff, partner organizations and local communities. It also supported the development of The Learning Institute (one of the partners in the CFRP) (Warner, 2008).

In 2007, RECOFTC began implementing the Capacity Building for Sustainable Forest and Land Management Project (CBSFLMP), thereby establishing a more permanent presence in Cambodia. This contributed to the development of a RECOFTC country office and programme in 2010.

Since 2008, RECOFTC has contributed significantly to capacity development in the design, planning and implementation of programmes and projects, national working groups and networks, administrative guidelines, research and training activities:

Programmes and projects:

- The establishment of over 250 community forests (more than half of all 457 community forests) in 14 out of 21 provinces nationwide;
- The signing of 193 CF agreements;
- The development and approval of the first CFMP in Cambodia;
- The development of the CF programme under the National Forest Program 2010-2029 and its CF programme;
- Development of the Cambodia REDD+ Roadmap; and
- Capacity development for climate change adaptation in 19 CPAs in Boeung Per Wildlife Sanctuary.

National working groups and networks:

- Reactivation and support to the National Community Forestry Program Coordination Committee (NCFPCC) and establishment of the Provincial CF Program Coordination Committee (PCFPCC);
- Participation in the Technical Working Group on Forestry Reform (TWG-FR) and Task Group on CF, the National Working Group on Wood Energy and Biomass, Cambodia Working Group and Cambodia REDD+ Consultation Group; and
- Establishment of provincial- and commune-level CF networks in nine provinces.

CF guidelines:

- Review and revision of Guidelines for Community Forestry Management Plan Development; and
- Draft manual on Simplified Community Forestry Management Planning.

Research and training:

- Capacity Building Needs Assessments (CBNA)<sup>1</sup> for CF development and the National Forest Program (NFP);
- Establishment of CF sentinel sites;
- Mainstreaming gender into CF programmes, the environment sector and projects;
- Case studies on conflict transformation in CFs and economic land concessions (ELCs); and
- Training in conflict management for government and CSO staff.

Cambodia programme team staffing currently comprises eight programme officers and 28 project staff for implementation of four ongoing projects.

## 1.2 RECOFTC's Strategic Plan 2013-2018

RECOFTC's thematic areas and functional approaches are outcome-driven and focus on addressing key issues to achieve measurable progress towards positive changes in rights, governance and benefits (Table 1).

Table 1. RECOFTC's thematic areas

Thematic areas	Strategic outcomes
Securing community forestry	Institutions and resources for securing community forestry are more effective.
Enhancing livelihoods and markets	Institutions are actively enhancing local livelihoods through sustainable CF practices.
People, forests and climate change	Enabling environments for local people's engagement in forested landscapes in the context of climate change are strengthened.
Transforming forest conflicts	Institutions to transform conflict are in place and increasingly effective.

These results will derive from achieving intermediate outcomes that are the result of four functional approaches applied in each thematic area both in regional and country programmes (Table 2).

<sup>1</sup> The latest CBNA for CF and CPAs in Cambodia was conducted in 2011 with collaboration from The Learning Institute. Nine categories of competency standards were used for the assessment: CF policy and planning; sustainable community forest management; forest resources assessment; participatory action research; socio-economic and cultural assessment; sustainable development and conflict management; awareness, public relations and advocacy; Individual capacity development and training; programme development and project management. The overall priority capacity development needs across all categories were the establishment of CF and CPA plans; sustainable livelihoods; marketing and enterprise initiatives/development; natural resources management; ecological surveying; environmental impact assessment; methodologies for socio-economic and cultural assessments; research skills; data analysis; monitoring and evaluation; and operational plan development.

Table 2. RECOFTC’s functional approaches

Functional approaches	Intermediate outcomes
Training and learning networks	Enhanced capacities are used by key stakeholders to provide quality support and professional advice to local communities.
Research, analysis and synthesis	Enabling policies and regulatory instruments are adopted to enhance the rights of local people, improve forest governance and ensure a fairer share of benefits.
Strategic communication	Communications strategies are used to enhance awareness, attitudes and behaviours among target audiences.
Piloting and demonstrating	Improved practices adopted in CF are effectively replicated.

During this strategic plan period, RECOFTC will enhance the value of its approach by fostering a learning culture and creating a learning environment within RECOFTC and with partners, and placing increased emphasis on addressing the cross-cutting issues of:

- **Social inclusion and gender equity through a rights-based approach**

Key components are laid out to ensure that a socially inclusive approach is mainstreamed across thematic areas and functional approaches with systematic monitoring and evaluation (M&E) mechanisms. These are an integration of social and gender equity perspectives in regional and country-specific programmes and projects; organizational capacity development with supportive functions, processes and policies; expansion of social inclusion and gender-focused work; and knowledge sharing for social- and gender-responsive policy and practice.

- **CF leadership development**

This initiative consolidates RECOFTC’s core business of strengthening and expanding CF in the region with a targeted approach to identifying and cultivating ‘agents of change’ within the field of CF. Building on RECOFTC’s extensive CF networks and learning from cutting-edge leadership development approaches being pioneered elsewhere, RECOFTC will identify and cultivate long-term relationships with key individuals demonstrating the potential to bring about real and effective change in the field of CF.

- **Participatory monitoring and evaluation (PM&E)**

Active engagement with key project stakeholders in assessing the progress of the programme or project and in particular the achievement of results is the focus of this cross-cutting effort. Through their active engagement, they are enabled to share control over the content, the process and the results of the M&E activities. Consequently, the assessments and learning from changes become more inclusive and responsive to the needs of the people directly affected, building ownership and empowering beneficiaries. Eventually, accountability and transparency, including timely corrective actions for improved performance and outcomes can be pursued.

Paralleling its regional work, RECOFTC will consolidate and expand its engagement with eight focal countries: Cambodia, P.R. China, Indonesia, Lao PDR, Myanmar, Nepal, Thailand and Viet Nam. RECOFTC will also continue to engage with other countries in the region and beyond, where it can add value and find opportunities for mutual learning.

The focus of the country programmes is on supporting development and building capacity for the implementation of national CF programmes, with the following components, and as described in Table 3:

- Development of individual and organizational capacities for CF development;
- CF development at the field level:
  - Identification of potential forest communities;
  - Formalization of CF institutions and framework;
  - Management planning of CF institutions for sustainable CF management; and
  - Ongoing management/implementation/institutional development.
- Livelihood development at the field level:
  - Basic livelihood development and security;
  - Market and enterprise development;
  - Payments for ecosystem services (PES) and climate change initiatives; and
  - Broader rural development and alternative livelihoods.
- CF research and information management (including M&E);
- CF networks and coordination (within and between stakeholder groups); and
- Policy, legislation and administrative development.

Table 3. National CF programme components

1 Training	2 CF Development		3 Information Management and Communication	4 Networks and learning groups	5 Policy and regulatory framework development
	CF establishment and management	Additional sub-components			
Needs assessment	Identification - communities and forests	Institutional development	Research	CF membership networks	Review
Course and materials development	Formalization	Enterprise development	M&E	Multi-stakeholder networks and learning groups	Clarification
Training / coaching	Management planning	PES & climate change mitigation	Database and mapping	National CF working group	Revision
	Implementation	Climate change adaptation	Communication and outreach	Regional and global networking (e.g. ASEAN)	Budget allocation, sustainable financing and investment
		Alternative livelihoods			

RECOFTC will support the formation or strengthening of national multistakeholder CF working groups and align its portfolio of in-country initiatives with national CF programmes.



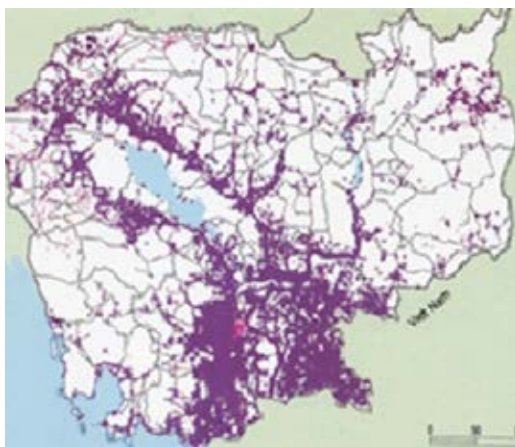
# 2

## National development context

### 2.1 Geography, population and economy

Of Cambodia's total area of 18 million ha, about 57 percent (10 million ha) was covered with forest in 2009 (FAO, 2010). About one-fifth of the area is used for agriculture (JICA, n.d.) and almost 80 percent of the population of 14.7 million people lives in rural areas (JICA, 2013). Over 60 percent of the population depends on agriculture to sustain their livelihoods (Broadhead and Izquierdo, 2010). Most of the population is concentrated in the Tonle Sap Basin-Mekong lowlands (Figure 1) and nearly half of the population lives in the plains region, comprising 14 percent of the national territory. The plateau and mountain region (largely covered by forest, Figure 1) is sparsely populated (JICA, n.d.).

Figure 1. Population and forest cover



Location of villages, based on 1997 and 2002 census data (SCW, 2006)



Forest cover map (Leng, 2011)

More than half of the forest area is used by villages or disturbed by roads (SCW, 2006). Almost half of the forest area is located within 5 km of a village (Turton, 2004).

It is estimated that forests contribute to the livelihoods of over 4 million rural people by 20 to 50 percent. An estimated 15 percent of rural households derives more than half of their total livelihoods from forests (Heov et al., 2006).

Demographically, 33 percent of the population is between 15 and 30 years of age (as compared to an average of 27 percent in the rest of Southeast Asia). This 'demographic dividend' and the employment opportunities in industry and services in Phnom Penh and in Thailand contribute to increased rural outmigration (MoP, 2012a; MoP, 2013a). Remittances are of increasing importance in rural livelihoods. A survey in 2007 found that almost a quarter of rural households received remittances, mainly from migration within Cambodia. Remittances account for 11 percent of income for households receiving them domestically and 20 percent for those receiving them internationally. Both types reduce the severity of poverty (Kimsun, 2011).

The stabilization of the political situation in the 1990s contributed to a high economic growth rate, averaging between 8 and 10 percent per year since 1998. This has also contributed to substantial reductions in the poverty headcount index, from 39 percent in 1993/1994 to 20 percent in 2011 (WB, 2013). Cambodia's Human Development Index for 2013 was 138 placing it at the bottom end of the medium human development category (UNDP, 2013).

More recent GDP growth was 6.6 percent in 2008-2012 (excluding 2009), with an agricultural production growth rate of 4.5 percent in 2012 (CDRI, 2013). Growth has been driven by four sectors: garments and footwear, hotels and restaurants, construction and agriculture. The contributions from the agriculture sector to GDP dropped from 46 percent in 1994 to 27.4 percent in 2010 while services grew from 35.3 to 40.6 percent and industry from 13.5 to 26.4 percent. Economic growth projections indicate that Cambodia could reach middle-income status (US\$1 075/capita) by 2016 (at 9 percent annual GDP growth) or by 2024 (at 5 percent annual growth) (CDRI, 2012).

## 2.2 National social and economic development

Cambodia's socio-economic development policy is guided by the Rectangular Strategy and the Cambodia Millennium Development Goals (CMDGs) that form the basis for the five-year National Strategic Development Plans (NSDPs). These strategic development commitments form the basis for sectoral plans such as the National Forest Program, 2010-2029.

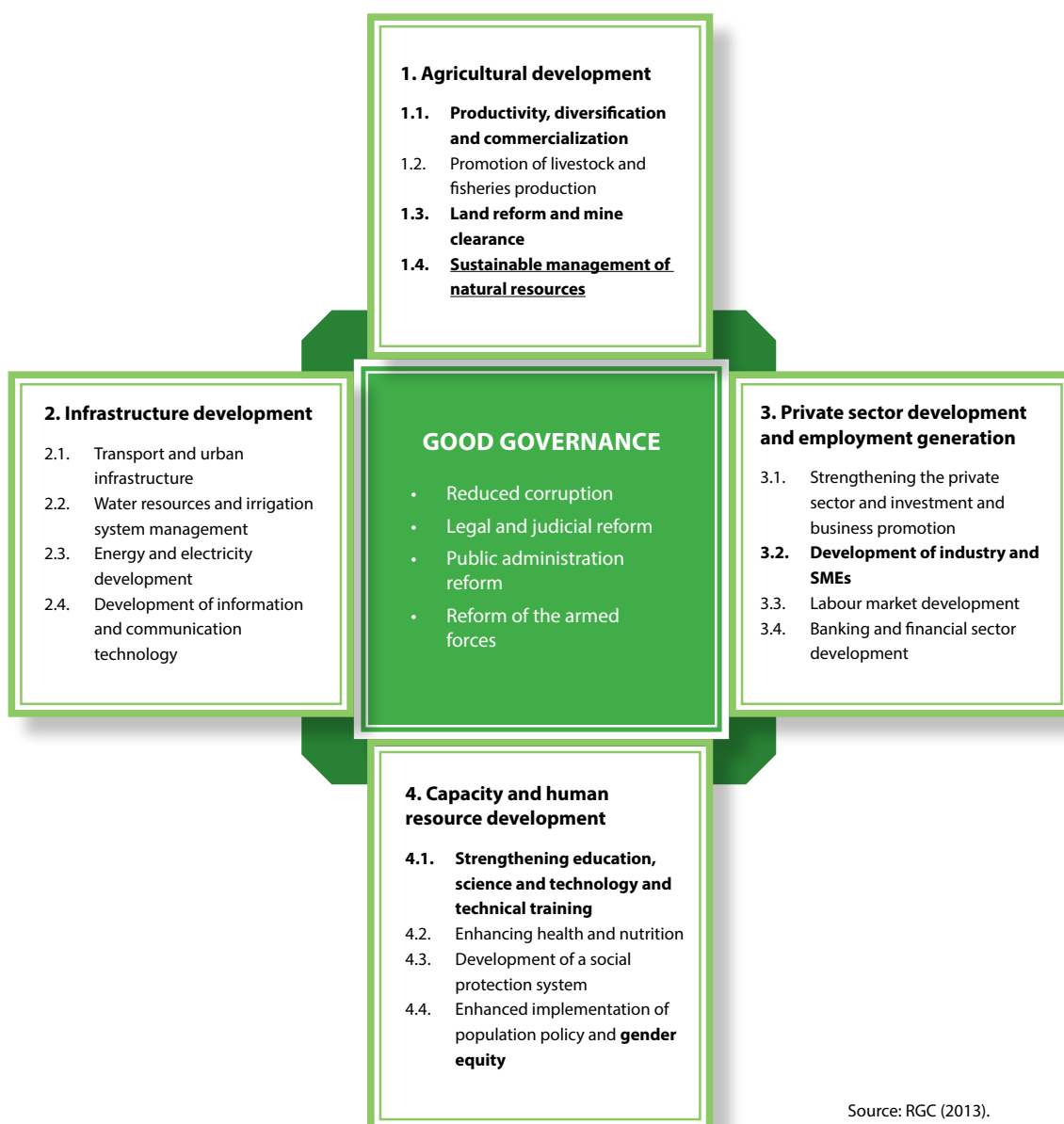
**The Rectangular Strategy:** The Rectangular Strategies were initiated in 1998 with a 'triangular strategy'. This was followed in 2003 by the first phase and in 2008 by the second phase. The Rectangular Strategy – Phase III (2013-2018) has just been published to guide the socio-economic policy of the current government. The NSDP 2014-2018 was launched in 2014 (MoP, 2013b).

The four strategic objectives of the 2013-2018 Rectangular Strategy remain the same as in the previous phase: *economic growth* of 7 percent, enhanced opportunities for *employment* (particularly for the young), reduced *poverty* (by 1 percent per year), enhanced *equity* (through achieving CMDGs) and *efficiency* (through improved governance and institutional capacity). The goal is to reach upper middle-income country status by 2030 and high-income status by 2050.

Promoting good governance is at the core of the Rectangular Strategy. Fighting corruption, legal and judicial reform, public administration reform and reform of the armed forces are the four main themes for improving governance.

The four 'rectangles' or priority development areas are: 1) agricultural development, 2) infrastructure development, 3) private sector development and employment generation, 4) capacity and human resource development (Figure 2).

Figure 2. Overview of the Rectangular Strategy Phase III (2013-2018)



Source: RGC (2013).

The key area for CF development is **1.4. Sustainable management of natural resources**; priority objectives include:

- Implementation of the National Forest Program 2010-2029;
- Effective management and exploitation of state and private forests;
- Implementation measures for improving the livelihoods of forest-dependent communities;
- Development of institutional and human capacity; and
- Cooperation with relevant development stakeholders including collaboration for climate change adaptation

Other relevant government commitments to CF development are indicated in bold type (RGC, 2013).

## Cambodia's Millennium Development Goals (CMDGs)

The CMDGs are adapted from the global MDGs. They comprise nine goals<sup>2</sup>, with 25 overall targets and 106 specific targets or indicators. As the national CMDG scorecard for 2012 demonstrates (Figure 3), many of the goals may be achieved by 2012, except for CMDG 7 (environmental sustainability). The goal related to poverty reduction (CMDG 1) is likely to be achieved (the poverty rate declined from 40 percent in the early 1990s to about 20 percent in 2011), as are most other goals. However, maintenance of forest cover rates at 60 percent (under CMDG 7) is not anticipated (MoP, 2013b).

Figure 3. National CMDG scores

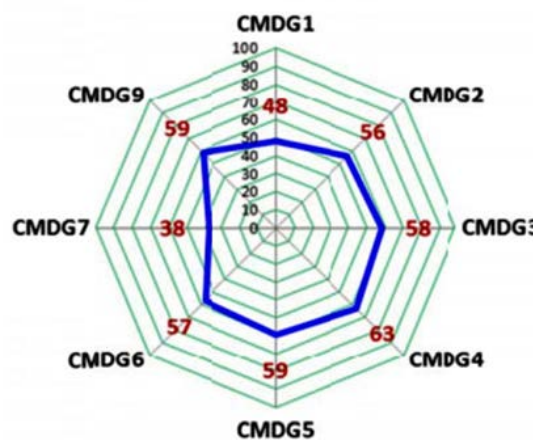


Figure 4. Regional variation in CMDG scores

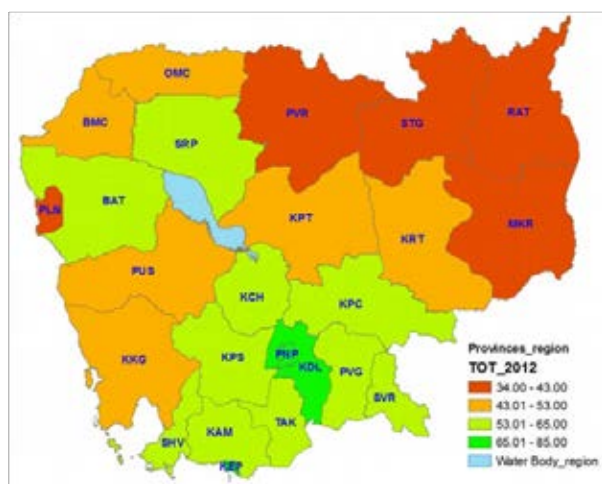


Figure 4 shows considerable regional variation in CMDG scores, with the highest achievements in the capital region and central agricultural plains and the lowest in the forested uplands.

**National Strategic Development Plan (NSDP) 2014-2018:** The shortcomings in the achievement of the CMDGs are to be addressed in the NSDP 2014-2018 that is currently being formulated. In the guidelines for formulating the Source: MoP (2012b).

NSDP, the CMDG indicators to be addressed include those related to child nutrition, water and sanitation, and forestry. Out of the five opportunities for achieving economic growth and social development identified in the guidelines for NSDP preparation, four

are related to natural resources and rural development, the divided demographic (large proportion of population of working age), carbon trade from high forest cover, mining and conversion of land into capital resources as the coming generation is expected to demand jobs outside agriculture.

Key objectives relevant to forestry and rural development proposed for the NSDP 2014-2018 include strengthening decentralization and deconcentration, promoting modernization and diversification of agriculture, reducing poverty by at least 1 percent per year and narrowing inequalities in preservation of forest and land management to alleviate poverty. Forest cover is to be expanded to 60 percent of the land area and maintained in such a manner that the country becomes a net creditor in carbon trade. Cross-cutting issues identified include gender as well as environmental and natural resources management.

<sup>2</sup> Similar to the global goals: 1. eradication of extreme poverty and hunger; 2. universal basic education; 3. gender equality and women's empowerment; 4. reduction of child mortality; 5. improvement of maternal health; 6. combating HIV/AIDS, malaria and other diseases; 7. ensuring environmental sustainability; 8. global development partnership; 9. De-mining, addressing unexploded ordnance and victim assistance.

More specific guidelines for forest management include commitment to further developing the six programmes of the National Forest Program (2010-2029) and Green Growth Program, focusing on the demarcation of carbon credit areas for carbon trading and the implementation of projects for forest preservation. It is also noted that “while converting land into capital is a good strategy in principle, it is also true that mono-crop artificial plantations are no substitute for multi-tree forests, which support a variety of flora, fauna and water systems. Cambodia has a place for both and this balance should be maintained” (MoP, 2013b).

## 2.3 Land and forest resources

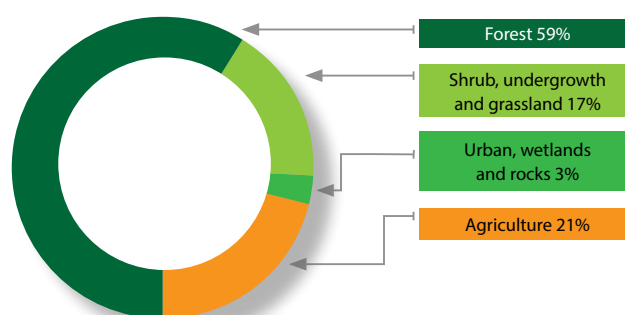
Data from 2001 provide some indication of land use in Cambodia – more than one-fifth of the land area is under agriculture, 59 percent under forest (in 2010 this was reduced to 57 percent) and almost one-fifth of the area with shrubs, undergrowth and grassland. More recent data (from 2009 and 2010) indicate 10 million ha covered by forest, 5.5 million ha of agricultural land, with a cultivated area of 4.1 million ha (EU, 2012).

Most soil types have rather low natural fertility, with increasing soil degradation in agricultural areas because animal waste and compost have been replaced by fertilizers (EU, 2012).

Based on the Constitution and the Land Law of 2001, five categories of land property can be distinguished: state public property, state private property, private property, monastery property and indigenous property. The Land Law does not recognize communal property (except for indigenous people). State private property can be sold and leased by the state to any private individual. All property-related documentation was destroyed during the Khmer Rouge regime (1975-1979) (Thiel, 2010). Private ownership was re-introduced in the early 1990s, but capacity to process the 4.5 million registration requests proved to be inadequate. This led to the decision to develop a modern cadastral system through a series of donor-supported projects. The main focus of the projects was on titling of agricultural and urban land (private property), a process that is still continuing as a programme under the Ministry of Land Management, Urban Planning and Construction (MLMUPC) (Thiel, 2010; Anttonen, 2012).

The classification of state land (80 percent of the land area) in public and state private property is only undertaken through so-called ‘sporadic’ titling (triggered by the need to clarify the legal status, for example reasons for investment or projects), guided by subdecrees such as those for social and economic land concessions (Mueller, 2012). A more systematic approach to such classification requires a multilevel land-use planning system. Such methodologies have been developed in pilot projects but the planning has not yet been institutionalized (Thiel, 2010; Angkeara, 2011).

Figure 5. Land use in Cambodia (2001)



Source: EU (2012).



Table 4 shows the situation in 2010.

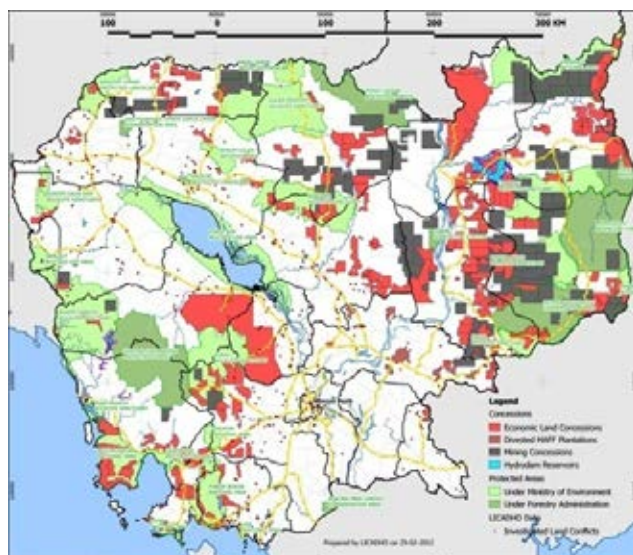
Table 4. Land-use planning levels and instruments

Planning level	Planning instrument	Legal basis
National	<ul style="list-style-type: none"> <li>• Specific and provincial strategic development plans</li> <li>• National, provincial and district land-use master plans</li> </ul>	1994 Law on Land Management (Article 5 and 10) (Article 6, 7, and 9)
District	District Strategic Development Plan (pilots in some districts)	2008 Law on Administrative Management (Organic Law) (Article 100)
Commune/village	Participatory Land Use Planning and Commune Land Use Planning (CLUP) (piloted in 120 communes in 11 provinces) Initial State Land-use Plan (as part of CLUP for social land concessions)	Sub-decree on Commune Land Use Planning (2009)

Source: Thiel (2010).

Most of the officially recognized 455 villages with (at least some) indigenous people are located in the northeast (in Ratanakiri and Mondulakiri provinces). The number of people belonging to ethnic minorities is subject to debate. Based on the 2008 census, their number is estimated at 179 000 (1.34 percent of the population) while NGOs claim much larger numbers (Vize and Hornung, 2012).

Figure 6. Land and mining concessions in 2012



Source: FA (2010a).

Article 26 of the Land Law (2001) recognizes the concept of collective ownership for indigenous communities in the form of communal land titles. In 2009, the Sub-Decree on Procedures of Registration of Land of Indigenous Communities was issued. Three government ministries are involved: the Ministry of Rural Development (MRD) for the approval of 'traditional culture', the Ministry of Interior (MoI) for the legalization of this status and the MLMUPC for the issuance of the collective title. Although 114 communities have applied for collective titles, in early 2013, only three had received them (Vize and Hornung, 2012).

Particularly in the period between the Land Law of 2001 and the Sub-decree of 2009, many communities in the northeast (and elsewhere) lost their lands to ELCs, for which complicated procedures are prescribed in the subdecree, but seldom applied in practice (Vize and Hornung, 2012).

Estimates of the area under ELCs and mining concessions vary according to source; Figure 6 gives the highest estimates. According to these estimates, 3.94 million ha would have been granted for both types of concession (with 1.9 million ha for mining and 2 million ha for ELCs)<sup>3</sup>. Based on these data, it is further estimated that 400 000 people have been affected by land disputes as a result of these concessions (The Cambodia Daily, 2012).

<sup>3</sup> Others provide even higher estimates, such as the 2.66 million ha for ELCs by ADHOC (2013).



The government reacted to these conflicts in May 2012 by issuing a moratorium on new land concessions through introduction of the 'leopard-skin' policy (exclusion of lands used by communities) and canceling of concessions that violate the law. This was followed in June 2012 by a new land titling scheme involving youth volunteers. By the end of December 2013, they reportedly had delivered 71 220 titles covering over 400 000 ha (ADHOC, 2013).

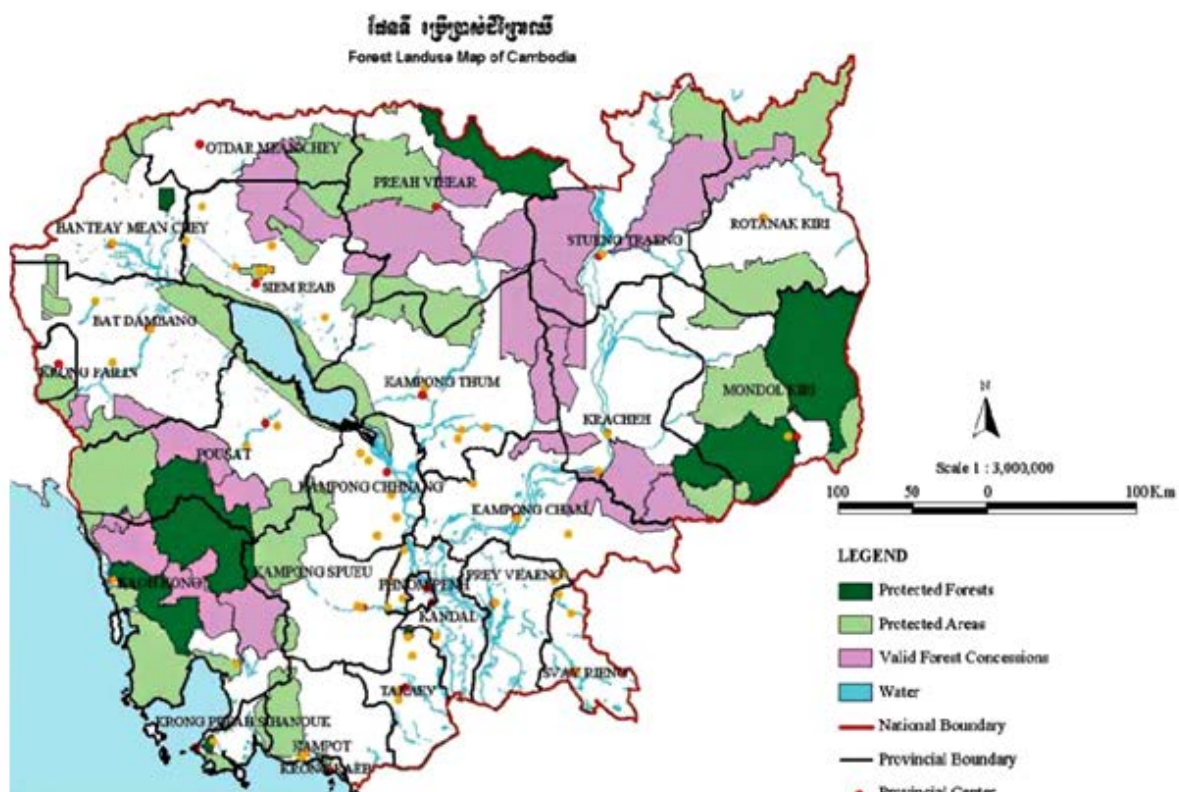
The moratorium and the special land-titling initiative indicate that the concerns about the effects from extra legal allocation of concessions and the resulting conflicts have reached the highest political levels, giving rise to optimism with some in the NGO community that a turning point in the movement for securing land rights may have been reached (ADHOC, 2013).

It remains to be seen whether this high-level political awareness will provide impetus to developing the land-use planning system, particularly CLUP at the commune level and DLUP at the district level. If this were found to be the case then ways and means to contribute to strengthening the linkages between PLUP and CF development may emerge as a major opportunity for CF identification and establishment and for providing support in the management of forests, as discussed in more detail below.

## 2.4 Forest administration and policy

**Forest land management:** Forests in Cambodia are under the jurisdiction of MAFF and the MoE (Figure 7).

Figure 7. Forest land-use map, 2005



Source: FA (2010a).

In 2007, Cambodia's 10.7 million ha of forest were administered as follows:

- Under the jurisdiction of the MoE through the General Department of Administration for Nature Conservation and Protection (GDANCP), 3 million ha (18 percent of the total land area) were classified as protected areas.
- Under the jurisdiction of MAFF through the FA, 1.5 million ha (7.5 percent) were classified as protected forest. The remaining 6.2 million ha (under FA jurisdiction) were composed of 3.8 million ha of forest concessions (about half of the area under concessions in the mid-1990s) and 2.4 million ha of production and other forest (FA, 2008).
- The Fisheries Administration (FiA) under MAFF is responsible for mangrove forest (with an estimated 56 000 ha) and flooded forest<sup>4</sup> (estimated at 640 000 ha around Tonle Sap).
- As rubber plantations are often counted as part of the forest area, a fourth agency involved in forest administration is the General Department of Rubber Plantations under MAFF (FA, 2010a).
- Of increasing relevance to forest administration is the local government at district and commune levels. Commune councils have a mandate in natural resource governance and management, but forests are at present explicitly excluded from that mandate.<sup>5</sup>
- As rubber plantations are often counted as part of the forest area, a fourth agency involved in forest administration is the General Department of Rubber Plantations under MAFF (FA, 2010a).

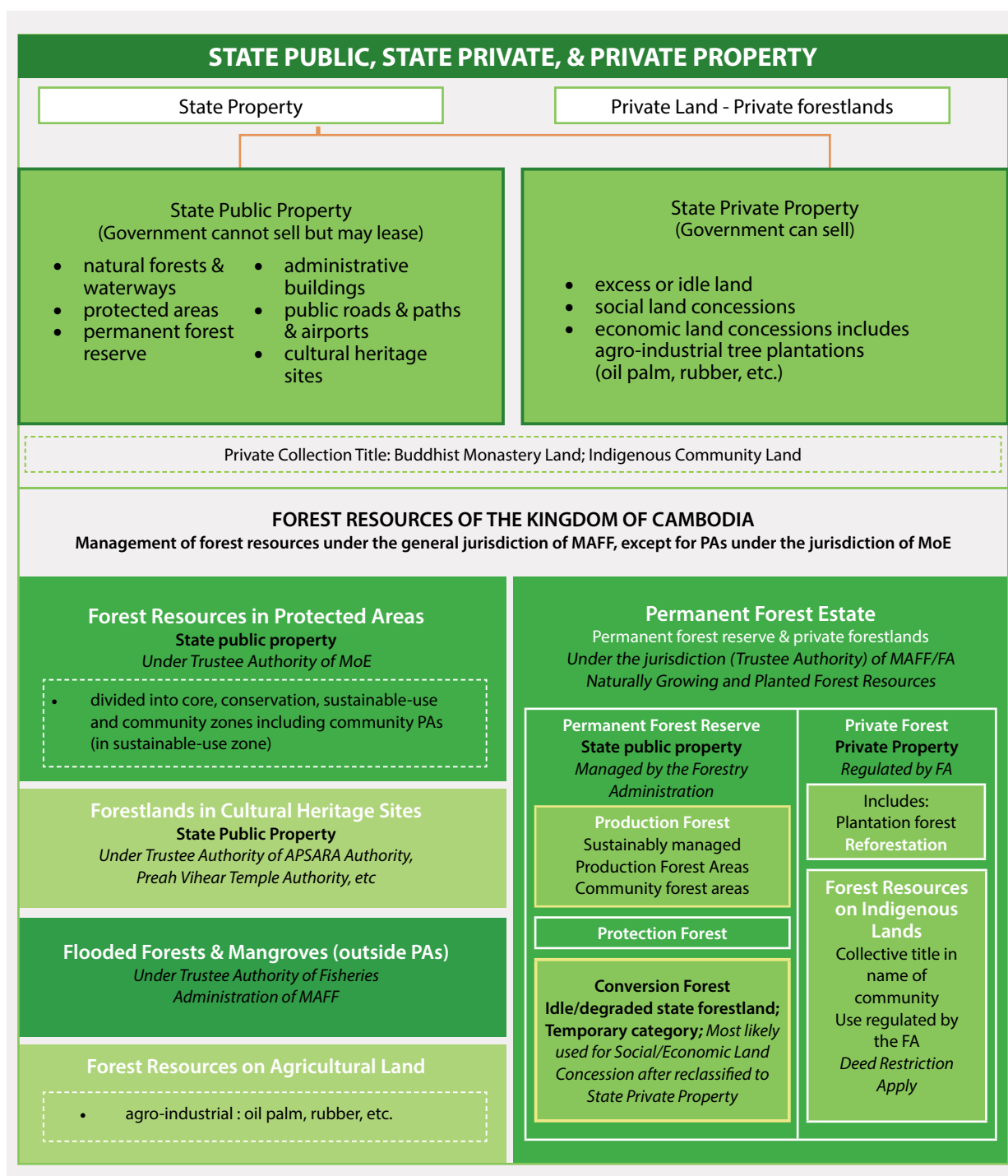
<sup>4</sup> According to the 1987 Fisheries Law, all lands that fall under water, permanently or seasonally, are classified as 'fisheries domain' under the jurisdiction of the FiA (Evans et al., 2004). Also note that there is a subdecree (issued in 2011) for almost 650 000 ha of flooded forest around Tonle Sap, instructing provincial governors from six provinces and relevant ministries to protect the forest (The Phnom Penh Post, 2011).

<sup>5</sup> This does not exclude pilot activities involving commune councils in CF.





Figure 8. Forest land management system



Source: Adapted from UN-REDD (2011)

- Logging in forest concessions was suspended in 2006 (Clements et al., 2011), but the underlying agreements are still valid, which needs to be taken into account in forest land-use planning.
- In 2010, the area under forest concessions was 3.2 million ha, to be reduced to 0.3 million ha, under the NFP. The protected areas of 3 million ha under the MoE are expected to remain. The protected forest under the FA are planned to be doubled in size from 1.5 to 3 million ha. There are plans to expand community forests from 0.4 million to 2 million ha and production forests will remain at 2.6 million ha

Table 5. Present and planned forest land use (million ha)

	Protected areas/MoE (GDANCP)	Protected forests/MAFF (FA)	Community forests	Forest concessions	Production forest
2010	3	1.5	0.4	3.2	2.6
Expected in future (NFP targets)	3	3	2	0.3	2.6

Source: Based on FA (2008); Ang (2010).

**Legal framework:** The key elements of the legal framework for forest administration are listed below (Oberndorf, 2006; Angkara, 2011; Vize and Hornung, 2012; Clements et al., 2011).

Under the authority of the MoE:

- Royal Decree on Protected Areas (1993);
- The Law on Environmental Protection and Natural Resources Management (1996);
- Protected Areas Law (2008); and
- The draft guideline on CPA development.

These laws refer specifically to the 3 million ha of protected areas administered by the MoE.

Under the authority of the MLMUCPM:

- The Land Law (2001);
- Sub-Decree on Commune Land Use Planning (2009);
- Sub-Decree on Procedures of Registration of Land of Indigenous Communities (2009); and
- Law on Administration and Management of the Commune (2001).

Some of the key elements of the Land Law and its various subdecrees (CLUP, land for indigenous peoples and concessions) have already been mentioned. In the Law on Administration and Management of the Commune, the commune council's authority and responsibility related to natural resources is of great potential relevance, and forms the legal basis for commune land-use planning. It should be noted however that the law excludes forest resources from the commune's authority, therefore the commune's involvement in forest resource governance requires consent from the relevant central government agency (Oberndorf, 2006).

Under the authority of the Fisheries Administration of MAFF:

- Fisheries Law (2006);
- Sub-Decree on Community Fisheries (2007); and
- Community Fisheries guideline.

Before 2000, Cambodian fishery resources were managed under three types of fishing mechanisms: 1) small-scale, 2) medium-scale and 3) large-scale/industrial/fishing lots. However, conflicts began to occur between small- and large-scale fishers as population growth generated overfishing and less income for small-scale fishers. To tackle this problem the government decided to reform the fisheries policy. The first fisheries reform occurred in October 2000 when 56 percent of the total number of fishing lots was abolished. This was followed by the second, larger, reform in March 2012 when all fishing lots were abolished and rights were handed over to local users (poor small-scale fishers, both men and women) to manage, protect and develop the natural fisheries resources sustainably through CFi establishment.

Under the Forestry Administration of MAFF:

- Forestry Law (2002);
- Sub-Decree on Community Forest Management (2003); and
- Community Forestry guideline (2006).

The Forestry Law uses a classification system that differs from the classifications in the Land Law, with a primary distinction of private property and state property, and secondary distinctions in state public property, state private property, as well as monastery property and indigenous people's property. As shown in Figures 8, the Land Law's primary distinction between state and private property has become a secondary distinction in the Forestry Law. This implies that private forest can become part of the permanent forest estate, with unclear implications for private property rights.

The other anomaly in forest land classification is related to the two categories of protection forest, reflecting an administrative arrangement becoming the basis for law, rather than the usual hierarchy of the law as the basis for administrative arrangements.

Other legal concerns include unclear definition of forest classes that will lead to problems in actually delineating and demarcating areas of permanent forest reserve (Oberndorf, 2006), unless such definitions are provided in the regulations or rules for implementation. Also the definition of conversion forest is not clear and may overlap with degraded production forest. If conversion forests can be converted to other land uses then conversion forest cannot be part of the 'permanent' forest estate. Another issue is related to the identification of state private property (Oberndorf, 2006).

Other relevant legal instruments include the subdecrees on economic and social land concessions (Thiel, 2010).

**The National Forest Program 2010-2029 (under the FA):** The NFP builds on the National Forest Policy Statement (2002), the Forestry Law (2002), the Independent Forest Sector Review (2004), the establishment of the Technical Working Group (2004) and the Action Plan for Forest and Environment (2004) (FA, 2010a), including the laws listed above. The NFP was developed through a highly participatory and consultative multistakeholder process, from 2006 to 2010. Assessment of progress carried out in 2013 found that the FA has adopted the NFP and that all levels of government are committed to its implementation through five-year rolling plans and annual work plans. The NFP effectively constitutes the national framework regarding the strategic direction and priorities for forest development planning (Sloth and Ra, 2013).

Table 6 provides an overview of the NFP's four action programmes and two support programmes, their main targets, key findings from the NFP assessment of its initial implementation (2010-2013) and linkages with CF (in addition to the CF programme).

Table 6. NFP programmes, targets, achievements and linkages with CF

Programme	Subprogramme	Targets	Achievements (2013)	CF linkages
1. Forest demarcation, classification and registration	1.1. Forest demarcation, forest classification and registration 1.2. National function-based forest classification	<ul style="list-style-type: none"> <li>• 60% of land area</li> <li>• 120 000 km boundaries</li> </ul>	<ul style="list-style-type: none"> <li>• 60% unlikely to be achieved</li> <li>• 524 km/year (224 years to achieve target)</li> </ul>	<ul style="list-style-type: none"> <li>• Areas with CF potential identified</li> </ul>
2. Conservation and development of forest resources and biodiversity	2.1. Forest management plans 2.2. Development and management of production forests 2.3. Monitoring, assessment and reporting for SFM 2.4. Biodiversity and wildlife conservation 2.5. Conservation and development of genetic resources and seed sources 2.6. Tree planting and development of forest plantations	<ul style="list-style-type: none"> <li>• SFM on 2.4 mha of production forests</li> <li>• 3 mha of protection forests</li> <li>• 0.5 mha of plantations</li> <li>• 10 million seedlings/year distributed</li> <li>• 2 mha of community forests allocated</li> <li>• Monthly updated forest monitoring and reporting system, accessible to the public</li> </ul>	<ul style="list-style-type: none"> <li>• Forest management action plans in 5 provinces and 5 more in the pipeline</li> <li>• Greater public awareness of wildlife conservation and decrease in illegal activities</li> <li>• Need for gene conservation and indigenous seed supply recognized</li> <li>• Time to start developing a wood-processing industry for plantation wood</li> </ul>	<ul style="list-style-type: none"> <li>• CBFM in protection forest</li> <li>• Community-based conservation forests</li> <li>• Community/private plantations</li> <li>• CF areas identified</li> <li>• CF monitoring system</li> <li>• Market analysis and development</li> <li>• CF certification</li> </ul>
	2.7. Development of forest product and market promotion 2.8. Wood technology development and forest product processing 2.9. Forest certification	<ul style="list-style-type: none"> <li>• 20 SMEs/cantonments</li> <li>• 50% of wood for export certified</li> </ul>	<ul style="list-style-type: none"> <li>• Certification: FLEGT and VPA initiated</li> </ul>	
3. FLEGT	3.1. Legal and administrative reform 3.2. Law enforcement and forest crime monitoring and reporting 3.3. Rapid response on forest crime information 3.4. Conflict management system 3.5. Monitoring, reporting and learning system	<ul style="list-style-type: none"> <li>• Conflict management system in place</li> <li>• Serious conflicts limited to two per year</li> </ul>	<ul style="list-style-type: none"> <li>• FLEGT and VPA initiated</li> <li>• Need to develop the conflict management system</li> <li>• Efforts made in legal reform and enforcement</li> <li>• Need for a – participatory – crime monitoring system</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity development for conflict management</li> <li>• Strengthening the role of communities in law enforcement and crime reporting</li> <li>• CF monitoring system</li> </ul>
4. CF programme	4.1. Community forest identification and formalization 4.2. Community, institutional and livelihood development 4.3. CF development support	<ul style="list-style-type: none"> <li>• CF established on 2 mha with effective and equitable management</li> </ul>	<ul style="list-style-type: none"> <li>• Well managed and good progress</li> <li>• Need to expedite the CF process</li> <li>• Concern about sustainability of CF (need for better documentation)</li> <li>• CF-REDD linkages</li> <li>• Better communication with FA and NGOs (NCFPCC)</li> </ul>	<ul style="list-style-type: none"> <li>• Efficient CF establishment process</li> <li>• Development of CF modalities</li> <li>• CF extension programme</li> <li>• CF extension capacity development</li> </ul>



Programme	Subprogramme	Targets	Achievements (2013)	CF linkages
5. Capacity and research development	5.1. Institutional and human resource development 5.2. Extension and public awareness 5.3. Research capacity development	<ul style="list-style-type: none"> <li>• 2 strategic coordination meetings/year</li> <li>• Cooperation among forestry civil servants and other development actors institutionalized</li> </ul>	<ul style="list-style-type: none"> <li>• 3 year capacity needs assessment</li> <li>• From training to coaching</li> <li>• More focus on silviculture/ecology</li> <li>• Uniform information management system needed</li> <li>• More visibility/publication of research</li> <li>• Central NFP portal needed</li> </ul>	<ul style="list-style-type: none"> <li>• NCFPCC</li> <li>• CF extension development</li> <li>• CF research capacity development – focus on modalities and linkages with rural development and R&amp;D</li> </ul>
6. Sustainable forest financing	6.1. Government financing 6.2. Income from the forestry sector 6.3. Income from the private sector and CF 6.4. Financing via donors 6.5. Innovative financing from PES and carbon credit	<ul style="list-style-type: none"> <li>• Forestry sector fully self-financed</li> <li>• Annual net revenue US\$125 million</li> <li>• US\$25 million per year from carbon sequestration</li> </ul>	<ul style="list-style-type: none"> <li>• Major financing needs</li> <li>• REDD and other PES opportunities</li> <li>• NFP Forest Fund establishment</li> </ul>	<ul style="list-style-type: none"> <li>• CF fund management</li> <li>• Benefit sharing</li> <li>• Communities involved in PES and carbon financing</li> </ul>

Note: mha = million ha; SFM = sustainable forest management; CBFM = community-based forest management; SMEs = small- and medium-enterprises; FLEGT = Forest Law Enforcement, Governance and Trade; VPA = voluntary partnership agreement.

Source: FA (2010b); Sloth and Ra (2013).

The findings from the assessment illustrate that there has been considerable progress in most programmes with the exception of conflict management and M&E. The findings form the basis for a long list of recommendations, both at strategic as well as operational levels. The main strategic recommendations are summarized in Box 1.

#### Box 1. Strategic recommendations from NFP assessment

- Action against forest encroachment, including mitigating effects from ELCs;
- Revise CMDG of 60% forest cover;
- Study feasibility of ELCs on forest land;
- Ensure alignment of new NRM initiatives with the NFP; establish a strong NFP committee;
- Accelerate CF management plan approval;
- Establish a forest fund for NFP financing;
- Accelerate forest demarcation or revise targets;
- Develop and secure funding for the conflict management programme;
- Update the NFP every 5 years and secure funding; and
- Increase government funding for the NFP.

Source: Sloth and Ra (2013).

For the design of CF development support activities, the linkages with all NFP programmes need to be considered.

Another important consideration for the design of CF development support is that the NFP only refers to forest land and forest development activities under the jurisdiction of the FA.

Based on the legal framework discussed earlier, for CF in protected areas under the jurisdiction of the MoE, flooded forest under the jurisdiction of the FiA and indigenous lands under the jurisdictions of the MRD, Mol and MLMUPC, other rules apply. Other procedures need to be considered and other agencies at local and national levels are involved. For the design of collaborative activities with these initiatives, the strategic recommendation related to the need for alignment of new NRM initiatives with the NFP – coordinated by a strong NFP committee – is highly relevant.

The NFP and the relevant laws do not specifically mention the role of women as forest users, members of local communities and stakeholders but some state that women should be encouraged to participate in CF management. In late 2009, the Gender Mainstreaming Policy and Strategy for the Forest Sector (2009-2013) was created to increase gender awareness among forestry sector staff, to integrate gender analysis and gender-disaggregated reporting as well as to increase rural women's access to technical services and management of forestry resources (RECOFTC, 2013).

The NFP as the national forestry sector framework thus appears to be the main element in the context of CF development but there are also wider developments that are likely to affect CF in the future.











# 3

## Context for community forestry development

### 3.1 Development trends and strategies

The main trends likely to affect CF development in the future are the effects of macroeconomic development, progress in the development of the political system and administrative arrangements, and growing environmental concerns and strategies.

Economic growth of 7 percent per year is expected to continue, including the planned diversification and commercialization of agriculture which is likely to create more opportunities for generating higher incomes both from agriculture and through labour migration and remittances. This may affect the interest of farmers in CF as labour for forest management becomes scarcer and therefore more expensive, requiring higher returns from CF to maintain interest in forest management. This underlines the importance of developing more commercially oriented CF approaches such as community-based production forestry and partnership forestry modalities, for which pilot activities have been initiated. There is another manifestation of this trend that may re-inforce the need to move beyond regeneration of degraded forests for livelihood use. The establishment of plantations such as rubber and other tree crops through ELCs by commercial companies ('turning land into capital') points at the potential of exploring this plantation strategy by smallholders.

The trend towards democratization and the experiences in decentralization point at the potential for more effective involvement of and support from local government for CF development, both through its role in governance and management of forests (through partnership forestry) as well as through more effective and wider application of district and commune land-use planning and commune investment funds. Wider application of such participatory land-use planning approaches could also assist considerably in accelerating the forest demarcation and classification process as well as identification and establishment of community forests.

Interest in strengthening the role of forests as a resource for environmental management is expected to continue to grow. The preparatory and pilot activities for climate change mitigation (REDD+) and adaptation, and other types of PES demonstrate the need to further clarify the role of CF in these initiatives. The key challenge that is emerging is to demonstrate that sustainable management of forests for multiple uses (including production) by communities can contribute to the achievement of environmental objectives. The need for clarifying and securing –community – tenure arrangements in climate change and PES initiatives could provide a powerful stimulus for CF development.



## 3.2 CF policies and resources

The Forestry Law states that community forests can be allocated in any part of the Permanent Forest Reserve, but also specifies that community forests can only occur in production forests (not in protection and conservation forests under the jurisdiction of the MAFF/FA). Furthermore, the management of protected areas is not under Forestry Law and MAFF/FA jurisdiction, but under the Protected Areas Law and MoE (Oberndorf, 2006).

With the adoption of the NFP (including the national CF programme), the legal and policy commitments on which it is based, key elements of the policy and legal framework for CF development are in place. The main challenges now are to implement the plans, develop capacity for implementation and draw on lessons for further improvement. In addition, the development and implementation of an M&E system (as proposed by Sloth and Ra, 2013) is critical. The arrangements for translating the lessons in changes in policy, legislation, regulatory framework, design and implementation of community development activities have been initiated with the formation of the NCFPCC, reporting to the TWG-FR.

The legal and administrative pluralism related to forests is reflected in the different 'modalities' of CF in Cambodia:

1. CF in production forests under FA jurisdiction (according to the Forestry Law) has had three pilot modalities:
  - Community Based Production Forestry (CB-PF) in FA-protected forest was proposed for commercial exploitation of forests with adequate forest (timber) resources. A pilot activity developing the arrangements for this modality was initiated with support from the Wildlife Conservation Society (WCS) and RECOFTC/ForInfo in an FA-protected forest but was recently terminated by the new Minister of MAFF because it violated the Forestry Law.
  - CCF also piloted by WCS in protected forests in Northern Cambodia, for which the prospects for scaling out are presently unclear in view of the same legal issues encountered by the CB-PF modality.
  - Partnership forestry, referring to forests to be managed by commune councils with 50 percent of the benefits to be used for local development activities by the commune council and 50 percent for the FA:
    - As of January 2014, 457 community forests had been demarcated, covering an area of 400 167 ha. However, only two community forest management plans (CFMPs) have been approved.
2. CF in protected areas under MoE jurisdiction (according to the Protected Areas Law), labeled as Community Protected Areas (CPAs):
  - Currently there are 120 CPAs established on 164 480 ha in sustainable usage zones in 17 protected areas. These CPAs encompass 216 villages that house 28 168 families corresponding to 117 958 people as members.
3. Community fisheries in inundated forests, under the Fisheries Law and FiA jurisdiction labeled Community Fisheries (CFi):
  - There are now 516 community fisheries, covering 715 645 ha and 328 communities, registered with MAFF (RECOFTC, 2014).
4. Indigenous land titling under the Land Law and IP land subdecree under the jurisdiction of the Mol, MRD and MLMUPC.

These modalities are considered valid CF approaches as long as they contribute to stronger rights, greater benefits and better governance for and by local people.

The pluralism of CF modalities poses challenges because there is a risk of unnecessary duplication of processes, approaches and support practices as well as institutional barriers to coordination and sharing of lessons across modalities.

However, the community forests already established under a wide range of conditions and administrative arrangements should also serve as lessons for improved practices.

**Table 7. Status of CF implementation and pilot initiatives, 2013**

CF modality	No. of CFs	Area under CF (ha)	No. of villages	No. of communes	No. of families	No. of individuals
<b>Programmes</b>						
Community forestry (CF/FA)	457	400 167	854	232		113 529
Community protected area (CPA/MoE)	120	164 480	216		28 168	NA
IP/communal title	3					
<b>Pilots implemented</b>						
CF for REDD (FA/PACT and WCS)	13	63 831	58			
CB production forestry (FA/WCS/ForInfo)	1	36 000		3		30 000
Flooded forest (FAO)	1					
Partnership forestry (FA/RECOFTC)	1 (+4 under development)					
CB conservation (FA/WCS)	1					

Sources: FA (2013); MoE (2013); Grimm et al. (2007); PACT (n.d.).

The lessons drawn from these programmes and pilots demonstrate the need for change in various regulations and implementation processes.

Review of the CF programme found that the present duration of the CF agreement (15 years) is too short for tenure security. Also, the five-year moratorium on harvesting and the preparation of management agreements was problematic in cases of less-degraded resources (Blomley et al., 2010).

Another critical finding is that the identification and establishment/approval process is too long and costly (over US\$50 000, including management planning) (Blomley et al., 2010; Sloth and Ra, 2013). For management planning, RECOFTC has initiated a review of the proposed management plan development process, leading to a proposal for a more efficient planning process that is presently under consideration for wider application (FA 2011a and FA 2011b). So far, only two CF management plans have been approved, illustrating the urgency of addressing this issue.

The focus in the CF modality according to the Community Forestry Management Sub-decree and Community Forestry Establishment Guidelines on bringing degraded forest under community management also constrain its potential to contribute to better rural livelihoods. Hence the pilot activities in community-based production forestry and partnership forestry are an important basis for more rewarding forms of CF. In addition, in the partnership forestry pilot activities the commune council's potential role in CF identification and demarcation (through commune land-use planning) can also be explored.

There is a need for CF extension (to support management and development of local institutions and to enhance livelihoods and markets) and, as indicated in the NFP review, also a need for conflict management. Brewster (n.d.) describes lessons learned from conflict management in the case of CF for REDD in Oddar Meanchey.

“The most active organizations, covering awareness-raising across the country, are RECOFTC, the NT-FP-EP and the CSO REDD+ Network. RECOFTC and NTFP-EP provide awareness raising and capacity building at sub-national level, in the form of workshops and training on the meaning and use of FPIC amongst other activities, and both support the development of regional networks to strengthen the voice and inclusion of forest dependent peoples in decision making processes. (...) both organizations aim to influence policy at the national level by facilitating communications between stakeholders.”

Source: REDD Desk Web site.

Global climate change concerns are reflected in many new initiatives in Cambodia, with considerable potential for synergies with CF development. There is a National Climate Change Committee (coordinated by the MoE), a national REDD+ Task Force, as well as a REDD+ consultative group, of which RECOFTC is a member. Also the observations from the REDD Desk Web site illustrate that RECOFTC is already actively involved in forests, people and climate change activities. This is expected to continue in the future.

**CPAs:** The most important key challenge for CPA development is the limited resources to manage protected areas. In 2008, protected areas represented just 0.18 percent of government expenditure (International Center for Environmental Management, 2003) which is very low, considering Cambodia has one of the largest protected area systems in the world. The lack of financial resources has contributed to the inability of management personnel to patrol protected area forests, allowing illegal logging activities to persist (International Center for Environmental Management, 2003).

Challenges remain in boundary demarcation; the existing 23 protected areas were demarcated according to forest reserves established in the 1950s. Limited information has been available from the early 1990s. These boundaries were established without complete information on species habitats, ecosystems and habitat corridors. A review of current protected area boundaries is needed to assess if changes are necessary to improve coverage of habitats and address conflicts between communities and government sectors (International Center for Environmental Management, 2003).

There are no CPA establishment guidelines. Without the enactment of the *Prakas on CPA Establishment Guideline*, there are no recognized formal procedures for establishing and managing CPAs, leading to a failure to legally protect CPAs against other competing interests (such as ELCs).

Low capacity is an additional constraint for CPA activities. The government's proclamation states that 10 to 30 percent of protected areas are to be co-managed by communities, facilitators, protected area managers and community management committees (CMCs) who will require the establishment of new skills and capacities. According to San (2006), facilitators who support communities to establish CPAs are still unclear about their roles and the roles of communities; moreover they lack experience in putting methods into practice. Many CMCs lack the capacities to successfully coordinate, implement and manage CPA activities. In conjunction with decentralized forest management, local communities require capacity development and opportunities for alternate livelihoods (International Center for Environmental Management, 2003).

These findings and lessons point to the priorities for future CF development in Cambodia, to be discussed in more detail below (see section 3.4).

**Community fisheries:** The formulation of legal instruments related to community fisheries management has been initiated and drafted by the government under the support of funding organizations. The subdecree on CFI management and the ministerial proclamation on CFI guidelines including four CFI document models (CF by-law, internal rule, agreement and management plan) are in place (Vuthy, 2012). However the Law on Fisheries (Article 28) prohibits the commercial collection, transportation and stocking of timber, fuelwood or charcoal of inundated and mangrove forest species as well as the construction of kilns, handicraft sites, processing venues and all types of plants using raw materials from these species. This limits the access rights that communities have to the management of their forest resources.

Currently CFI empowerment is limited and many CFIs have low levels of awareness of rights and obligations to managing their fishing areas (Vuthy, 2012). Backstopping alternative livelihood activities are an important incentive to encourage CFI members to participate in CFI activities. CFIs could diversify their livelihoods through different activities, including fish aquaculture, fish processing, crop and vegetable cultivation, animal husbandry and ecotourism (Vuthy, 2012). Environmentally sound alternative livelihoods not only help to improve local people's well-being but also help to reduce pressure on the fishery resource. However, the success of livelihood activities depends on land availability, technical skills and financial resources. Some NGOs and donors are involved in this work but many CFI activities cannot assure their continuity after such assistance terminates (Vuthy, 2012).

### 3.3 Stakeholders

The primary stakeholders in CF development are the speculated 4 to 5 million villagers whose livelihoods are determined in part or wholly by forests (Turton, 2004;). There are many different 'stakes' between villages (also depending on variation in forest conditions) and within villages, and also many other 'primary' stakeholders posing challenges for the design of equitable arrangements for management and benefit distribution. A major difference is the primary interest in forest land and interest in other forest resources (Turton, 2004). Meeting the primary interest in land (from both villagers and commercial companies) poses a challenge for CF, as forest policy goals (such as maintenance of forest cover) at present do not address the need for land.

Among the central government agencies, the main stakeholder is the FA, as the key strategic partner. Working relationships have been established with the GDANCP-MoE for supporting the development of CPAs and collaboration with other agencies such as the FiA (for flooded forest) has been initiated.

Local governments represent another category of stakeholders with a mandate in natural resource management; they have a role in land-use planning and implementation of pilot activities in both commune land-use planning and partnership forestry.

Private sector stakeholders include wood product-processing enterprises and sales outlets with an interest in legal access to forest products from sustainably managed forests. Other private sector stakeholders are enterprises with forest land concessions, who are interested in avoiding conflicts and forging productive relationships with local communities.

Academic institutions, both universities in Cambodia and abroad (such as the University of Copenhagen), have also shown an interest in CF development.



There is also a wide and increasing range of local, national and international NGOs actively involved in supporting communities in securing access and managing forests. RECOFTC's country programme has already established collaborative relationships with many of them, and will continue to further develop and expand these relationships, as well as contribute to the development of their capacities (The Learning Institute and RECOFTC, 2011).

Donors and international development organizations are other important stakeholders who support government and non-government agencies involved in CF development. Those with a major interest include the Japan Social Development Fund, the European Union, UNDP/GEF and international conservation and development NGOs including PACT, WWF and WCS.

The NCFPCC and the TWG-FR are the main multistakeholder platforms for the sharing of experiences and lessons and for coordination of activities in CF development.

### 3.4 Country CF development priorities

The main sources for the identification of country priorities include the CF programme in the NFP (FA, 2010b), the review of the NFP (Sloth and Ra, 2013), the 2010 CF review (Blomley, 2010) and consultation drawn from the National Forum for People and Forests organized in Phnom Penh in February 2014. Briefly, they are:

- CF and CFi development at the field level:
  - Identification: A need to clarify the criteria for potential CF areas particularly among suspended forest concessions and ELCs and better linkages with local development planning (particularly CLUP and DLUP) regarding forest boundary demarcation and reducing costs.
  - Formalization: Address the occasional delays in issuing CF agreements.
  - Management planning: Adoption and application of the simplified management planning process (see FA, 2012b) are urgently needed and of the highest priority for future development of CF.
  - Inclusion of the CFi management plan into the commune development plan.
  - Continuously developing capacity among CFi members for effective CFi management.
  - Ongoing management/implementation/institutional development: After agreement on the management planning process and approval of management plans, their implementation is critical, requiring technical and institutional development support.
  
- Livelihood development at the field level:
  - Market and enterprise development: In view of the need for management plans, market and enterprise development activities may need to be initiated in pilot projects in partnership forestry and community-based production forestry (see Grimm et al., 2007).
  - PES and climate change initiatives: In particular the further development of climate change initiatives that recognize the potential of CF for REDD (see PACT, n.d.) is a priority for the future. A 'no regrets' approach in which communities will benefit from products if the market for (carbon) services fails to develop as anticipated, needs to be pursued.
  
- CF research and information management: The need for an M&E system for the NFP in general and the CF programme in particular has been identified in all reviews. The sentinel sites initiated by RECOFTC and the research activities in the various pilot projects need to be expanded, and the information generated synthesized and managed for policy and guideline development purposes.

- Policy, legislation and administrative development: The following changes in the regulatory framework were recommended by Blomley et al. (2010) and RRI-RECOFTC (2013):
  - Expand the 15-year term of the CF agreement;
  - Finalize the CPA guidelines;
  - Reform the CPA establishment regulation (tenure duration expands from 15 to 30 years);
  - Alleviate the constraints on commercial harvesting in the first five years;
  - Revise the need for and arrangements to pay royalties and taxes;
  - Empower communities and provide assistance to deal with illegal logging;
  - Clarify the definition of 'serious damage and misconduct' as a condition for cancellation of the CF agreement;
  - Clarify and incorporate compensation for cancellation of the CF agreement on the grounds of 'another purpose with greater benefits';
  - Waive fees for harvesting permits and link harvesting approval with management plans;
  - Remove the need for communities to pay at checkpoints along the road; and
  - Allow communities to have equipment for harvesting and processing.
  
- CF networks and coordination: Arrangements for coordination at the national level are in place with the NCFPCC reporting to the TWG-FR. The role of subnational networks and working groups needs to be strengthened for this purpose.
  
- Development of individual and organizational capacities for CF development: The implementation of the capacity development plan for the NFP and the development of alternative capacity development approaches (such as the coaching suggested by Sloth and Ra, 2013) are recognized as priorities requiring major investment in time and budget.

### 3.5 Risks

Competition of priorities for other land uses or forest management modalities poses the main risk. Although the risks of the encroachment of ELCs into –potential – CF areas have been reduced through the recent moratorium, the underlying issues of more productive uses of forest land by powerful interests remain. Conversely, the conservation areas (protected areas and forests) restrict the management and use rights of villagers in more productive forests. Thus most of the community forests will be located in degraded forest areas and this, in addition to other regulatory constraints, restricts returns from CF. High transaction costs in establishing and managing community forests increase the risk of failure for CF.

These risks are well recognized and initiatives to strengthen the role of local government in land-use planning (such as the CLUP pilots) and in forest management (such as partnership forestry and community-based production forestry) are promising to address them. However, changes in the regulatory framework and development of local institutions will be required for successful application on a wider scale.



# 4

## RECOFTC's priorities and strategies

### 4.1 Problem statement

The potential of CF to contribute to SFM and rural development is constrained by regulatory restrictions, cumbersome processes and limitations in institutional capacity, as well as conflicts with other land uses and land users. With regards to the promotion of women's participation and integration of gender perspectives, challenges are the implementation and enforcement of favourable policies. As of 2013, the female staff complement in the FA was only 12 percent, most in administrative work, hence there is insufficient women's representation at policy- and decision-making levels. In addition, gender-specific considerations are not clearly and coherently explained in forest policies (RECOFTC, 2013).

### 4.2 Priorities

The priorities for RECOFTC's CCP for 2013-2018 are:

**Securing Community Forestry:** The main focus is on developing the FA's capacity to bring 2 million ha of forests under effective community management by 2029. This can be accomplished through pilots and demonstrations of alternative CF modalities (partnership forestry [PF], community-based production forestry [CBPF] and community conservation forestry [CCF]). Harmonization of arrangements for CF is emphasized to foster the development of a single process that addresses the different CF modalities in the community management planning process. Support for CF in other jurisdictions, community-protected areas under the MoE and inundated forests under the FiA is provided through technical assistance. This is being achieved through the following key activities:

- Providing training in institutional strengthening, CF formalization and SFM techniques to CF/CPA members and FA/FiA/MOE staff;
- Updating the CF and CPA Capacity Development Needs Assessment;
- Refining the guidelines for CF establishment to reflect alternative CF modalities (CCF, PF, CBPF);
- Working towards the development and adoption of guidelines on CPA establishment and management with the MOE;
- Working with the FA to ensure that there is a functioning National Community Forestry Programme Coordination Committee (NCFPCC) and development of the Provincial Community Forestry Program Coordination Committee (PCFPCC); and
- The support and establishment of a CF network in target provinces.



**Enhancing livelihoods and markets:** The priority in this area is the piloting and replication of simplified processes for CF management planning. Value chain analysis, market assessment and development and CF enterprise development will be piloted and documented. These activities form the basis for the development of an effective CF extension programme, including organizational development, training and networking with a link to sustainable livelihoods to secured tenure and SFM. This is being achieved through the following key activities:

- Developing a training manual on CF enterprise/livelihood development including social inclusion and gender equity (SIGE) sessions and modules;
- Providing policy recommendations, which include SIGE dimensions, that address regulatory barriers to activities in CF, CFi and CPAs with the relevant administrations and ministries;
- Developing CPA guidelines including a CPA management manual;
- Developing a checklist as guidance for the FA in reviewing CF management plans at division and cantonment levels;
- Providing support to the CF network and PCFPCC for enterprise development; and
- Piloting and demonstration of a CF credit scheme.

**People, forests and climate change:** The ongoing collaborative activities in the purview of forests, people and climate change are further developed and consolidated to strengthen the voice and role of local communities in climate change initiatives and enhance the recognition of CF as an effective policy instrument for adaptation and mitigation of climate change. This is being achieved through the following key activities:

- Development of a training manual on climate change adaptation for CF and CPAs;
- Supporting networks active in social forestry and climate change;
- Contributing to the REDD+ National Strategy through membership in the REDD+ Demonstration Technical Team and REDD+ Consultation Group;
- Ensuring that the CF and CPA management plans include climate change adaptation and mitigation elements;
- Development and adoption of a consultation and participation plan for the REDD+ Consultation Group;
- Establishing CF pilot sites that incorporate climate change adaptation/mitigation into their CF management plans; and
- Documentation of good practices in CF and CPA climate change adaptation and mitigation for further adoption in training material development.

**Transforming forest conflict:** Activities in this area build on relevant initiatives planned and implemented under the NFP on forest law enforcement and governance, as well as the development of facilitation and mediation skills as part of the CF extension programme, in particular CF land-use conflicts with ELCs, suspended forest concessions, mining and household land titling. This is being achieved through the following key activities:

- Providing continued support to conflict transformation in the target provinces (areas) and to the CF network on conflict transformation (at the local level);
- Development of a training manual on conflict transformation in community forests and CPAs;
- Support to and establishment of a CF network in target provinces;
- Support for the establishment and development of the NCFPCC and PCFPCC which includes the role of the CF network in supporting conflict transformation in community forests;
- Establishing a functioning CPA network;
- Developing policy recommendations to include how conflict can be transformed in community forests and CPAs; and
- Developing and disseminating information on conflict transformation and reporting by community forests and CPAs.

Across all thematic areas and functional approaches, SIGE is integrated. This is done in two ways: 1) gender-specific activities such as capacity development, research themes, communication materials and piloted approaches (separately) on gender dimensions, women's leadership and rights; 2) gender mainstreaming in different activities by allocating sessions in various training events, via gender-disaggregated data collection, support for the development and implementation of a gender mainstreaming strategy for the MoE, integrating SIGE analysis in

communications products and in piloted programmatic interventions. Recommendations such as gender-based revision of forest laws and capacity development of the gender working group at the FA, produced in the Cambodia Gender Policy Brief by RECOFTC in 2013 will be further explored.

### 4.3 Communication strategy

The communication strategy elaborates activities which will be implemented throughout the programme. It is designed to ensure that all activity information will be delivered and communicated effectively to all target audiences. The strategy will create an effective platform to collect, produce, manage, brand and share information for internal and external audiences via various communication channels and tools (publications, video documentary, Web site and social media, public relations activities, dialogues/forums, meetings/workshops/training and so forth). The key messages are developed based on the goals and objectives of programmes to ensure proactive mainstreaming to increase the knowledge and influence the attitudes of identified target audiences (government, community groups, NGOs, donor/development partners, media and private sectors). The call-for-action in the strategy addresses specific issues to be taken up by certain key audiences.

The strategy will be implemented in compliance with RECOFTC's Strategic Plan for 2013 to 2018. The annual communication work plan for 2013 to 2018 details activities each fiscal year that will be documented, such as case studies, success stories, stories of changes, Web site articles and up-to-date information on social media about RECOFTC-Cambodia events as well as a video documentary of improved CF practices, which will be used as advocacy tools to convince more stakeholders to support CF implementation.

Experience has shown that informal discussions, participation in meetings and workshops organized by others, and maintaining regular (e-mail as well as personal) contacts with key members of the growing community of CF practitioners in Cambodia is of crucial importance, particularly for the interactions with senior members of government agencies. Improved management of these informal communications will be explored through a better division of responsibilities amongst members of the growing Cambodia country team and through regular reporting of results.

### 4.4 Partners

RECOFTC's strategic partner for supporting implementation of the National Community Forestry Program is the FA of MAFF. Within the FA, the main partner is the Community Forestry Office, Department of Forests and Community Forests. Collaboration with other FA departments, divisions and offices will continue to be explored and strengthened, based on the nature of the activities and the mandates of the relevant offices. Also, developing capacity at the subnational level (FA cantonment, division, triage) will continue to be emphasized.

The strategic partners for CPAs are GDANCP (MoE) and the Department of Community Protected Areas in capacity development.

For establishing and developing arrangements for community management of flooded forests, collaboration with the FiA, Department of Community Fisheries under MAFF will be intensified.

Coordination and collaboration with MLMUPC (MoI) and others will be strengthened in the development of partnership forestry, linkages with commune land-use planning for identification of CF sites and indigenous land titling.

Collaboration with international (WCS, Oxfam, etc.), national and local NGOs will continue to be expanded in the future.

## 4.5 Donors

Present donors of RECOFTC's CCP include SDC, Sida, EU, UNDP/GEF, ADB and USAID. The interest of other donors and international development organizations in support and collaboration in implementation of the CCP will be explored.

## 4.6 Thematic milestones

The main challenge of the future country programme is to consolidate the existing activities with the envisaged expansion of partners and programmes in community forests, CPAs and CFIs while enhancing the relevance and quality of the activities. The programme thematic milestones for 2013-2018 have been designed to address this concern. Table 8 provides an overview of intermediate outcomes by thematic areas and the planned programme outputs consistent with strategic outcomes.





Table 8. Thematic areas, outcomes and outputs for 2013-2018

Thematic areas		Securing community forestry (SCF)		
RECOFTC's strategic outcomes	Institutions and resources for securing CF are more effective.			
Functional approaches	Training and learning networks	Research, analysis and synthesis	Strategic communication	Piloting and demonstrating
<b>Intermediate country outcomes/ targets</b>	The capacities of the FA, MoE, NGOs, CSOs and other stakeholders are enhanced and used to provide quality support and professional advice to local communities for SCF.	Enabling policies and regulatory instruments on CF are adopted.	Different communication tools are adopted to enhance awareness and knowledge on CF.	CF practices to be improved and adopted include alternative modalities and SFM.
<b>Consolidated programme outputs/ activities (2013-2018)</b>	<ol style="list-style-type: none"> <li>At least 1 500 people (10% women) trained on CF (formalization, introduction and SFM technical training for CF) who apply skills learned</li> <li>Training modules on CFMP3 (SFM techniques for CF management) developed, tested and finalized</li> <li>Update of CF and CPA CDNA</li> </ol>	<ol style="list-style-type: none"> <li>Refined CF establishment guidelines (NFP-CFP) that reflect alternative CF modalities establishment (CCF, PF, CBPF)</li> <li>Guidelines on CPA establishment and management planning developed and adopted</li> <li>Functioning NCFPCC</li> <li>Procedure of CF land titling guidelines established</li> <li>Review the NFP to include alternative CF modalities in CF guidelines</li> <li>Focus group discussions on equity in forest management</li> </ol>	<ol style="list-style-type: none"> <li>15 case studies on the CF network and CF agreements, women's involvement in forest protection developed</li> <li>3 stories of change</li> <li>Cambodian Facebook page</li> <li>National Forum for People and Forests</li> <li>Video documentation on securing CF CFMP</li> <li>SFM/SFM rural livelihood enhancement dissemination workshop report</li> </ol>	<ol style="list-style-type: none"> <li>CF land titling</li> <li>Maintenance of CF sentinel sites</li> <li>New potential community forests in conflict areas (supporting forests and biodiversity)</li> <li>5 pilot sites established on community-based production forestry (1 CF), partnership forestry (2 CFs), conservation community forestry (1 CF) and commune land-use plans (1 CF)</li> </ol>



Thematic areas Enhancing livelihoods and markets (ELM)

**RECOFTC's strategic outcomes**      Institutions are actively enhancing local livelihoods through sustainable CF practices.

Functional approaches	Training and learning networks	Research, analysis and synthesis	Strategic communication	Piloting and demonstrating
<b>Intermediate country outcomes/ targets</b>	<b>The capacities of national and subnational institutions are enhanced and used to provide quality support and professional advice to local communities on livelihoods through sustainable CF practices.</b>	<b>Policy recommendations are adopted on regulatory barriers against enterprise development in community forests, CFi and CPAs.</b>	<b>Different communication tools are used to enhance local livelihoods and markets through sustainable CF practices.</b>	<b>CFMP and the enterprise development process are linked and replicated to enhance local livelihoods and markets.</b>
<b>Consolidated programme outputs/ activities (2013-2018)</b>	<ol style="list-style-type: none"> <li>1) A training manual on CF enterprise/ livelihoods development, including SIGE sessions and module</li> <li>2) 2,500 people (10% women) trained on enterprise, livelihoods and CFMP preparation</li> </ol>	<ol style="list-style-type: none"> <li>1) CF enterprise development concept notes</li> <li>2) Policy recommendation including SIGE dimensions addressing regulatory barriers to enterprise in community forests, CFi and CPAs</li> <li>3) CPA guideline on ELM including CPA management manual</li> <li>4) Guidelines developed for the FA in reviewing CFMP from division to cantonment level</li> <li>5) Support for the CF network and PCFPCC for enterprise development</li> </ol>	<ol style="list-style-type: none"> <li>1) 2 stories of change</li> <li>2) 12 case studies developed on enterprise potential and development in CFs; regulatory barriers to CF enterprises, CFi, and CPA</li> <li>3) A hub of services (facilitation, knowledge sharing, learning, etc.) for the needs of emerging CF enterprises with Forest Connect</li> <li>4) Package CFMP 1, 2 and 3</li> </ol>	<ol style="list-style-type: none"> <li>1) More than 250 CFMPs and 80 enterprise development plans developed with the SIGE dimension according to government guidelines</li> <li>2) Continued testing and approval of the Manual on Simplified CFMP and intensifying CFMP development and implementation including PM&amp;E (implementation and participatory M&amp;E of CF management plans) in 5 pilot sites</li> <li>3) CF credit scheme piloted</li> </ol>







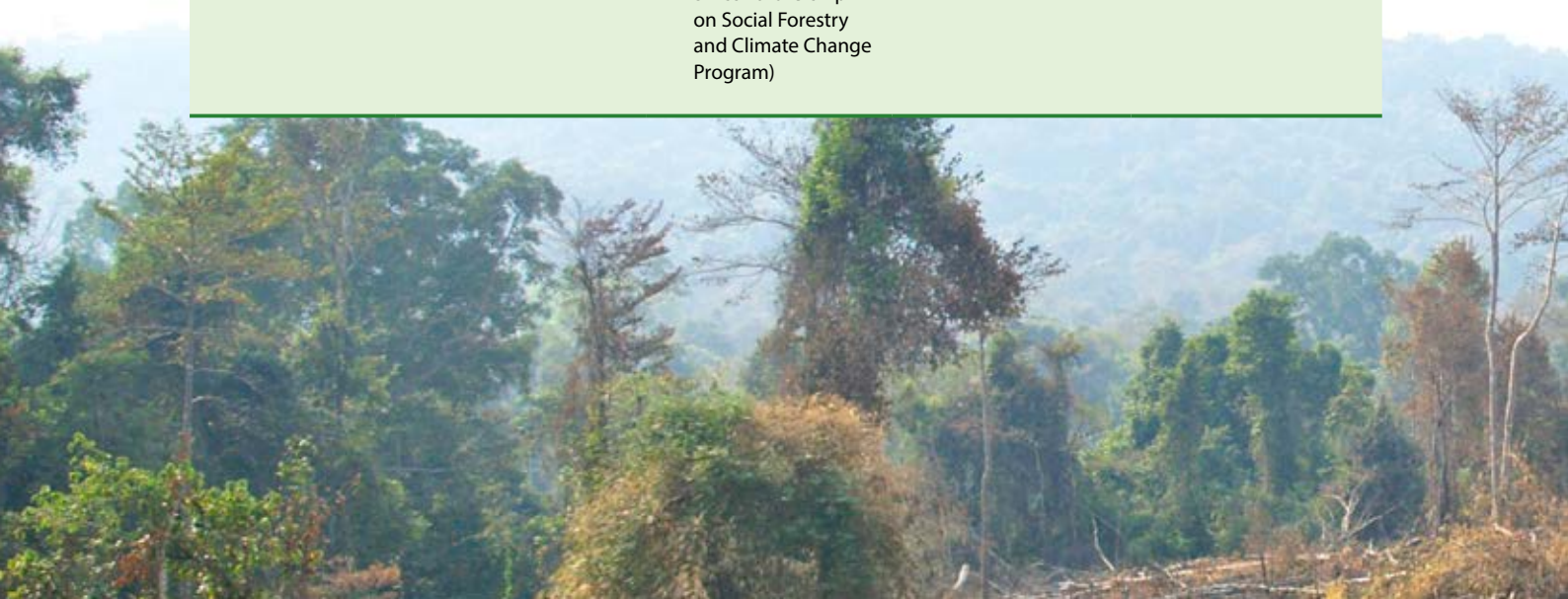
**Thematic areas** **People, forests and climate change (PFCC)**

**RECOFTC's strategic outcomes**      Enabling conditions for local people's engagement in forested landscapes in the context of climate change are strengthened.

Functional approaches	Training and learning networks	Research, analysis and synthesis	Strategic communication	Piloting and demonstrating
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<b>Intermediate country outcomes/ targets</b>	<b>The capacities of national and subnational institutions are enhanced and used to provide quality support and professional advice to local communities to engage in climate change adaptation and mitigation.</b>	<b>Forest and climate change national strategies are adopted with local people's engagement in climate change interventions.</b>	<b>Different communication tools are used to enhance awareness and knowledge for local people's engagement in climate change interventions.</b>	<b>CFMP pilot sites integrated with climate change adaptation and mitigation are effectively replicated for local people's engagement.</b>
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<b>Consolidated programme outputs/ activities (2013-2018)</b>	<ol style="list-style-type: none"> <li>1) Training manual on climate change adaptation for CF and CPA produced and disseminated</li> <li>2) At least, 1 000 participants (at least 10% women at national and provincial levels and 30% at the field level) trained on climate change adaptation and mitigation</li> <li>3) Networks active in social forestry and climate change</li> </ol>	<ol style="list-style-type: none"> <li>1) Contribution to the REDD+ National Strategy through membership in the REDD+ Demonstration Technical team and REDD+ Consultation Group</li> <li>2) CFMP and Prakas, CF and CPA guidelines mainstreamed with climate change adaptation</li> <li>3) Consultation and participation plan for the REDD+ Consultation Group developed and adopted</li> <li>4) Policy recommendation including SIGE on forest and climate change produced and disseminated on CF roles (CF, CPA, Cfi) in REDD+ implementation (including the ASEAN Swiss Partnership on Social Forestry and Climate Change Program)</li> </ol>	<ol style="list-style-type: none"> <li>1) A blog is posted and active on climate change and REDD+ progress in Cambodia (a blog on climate change and women)</li> <li>2) Case studies on integration of climate change adaptation and mitigation in CFMP produced and disseminated</li> <li>3) Questions and answers booklet on REDD+ and equity in Khmer produced</li> <li>4) Questions and answers booklet on gender and REDD+, free, prior and informed consent and REDD+</li> <li>5) A story of change focus on SIGE and climate change</li> </ol>	<ol style="list-style-type: none"> <li>1) At least 250 CFMPs with a SIGE dimension based on government guidelines integrated with climate change adaptation and mitigation (REDD+)</li> <li>2) Pilot CF sites incorporating adaptation/ mitigation into CFMPs set up</li> </ol>
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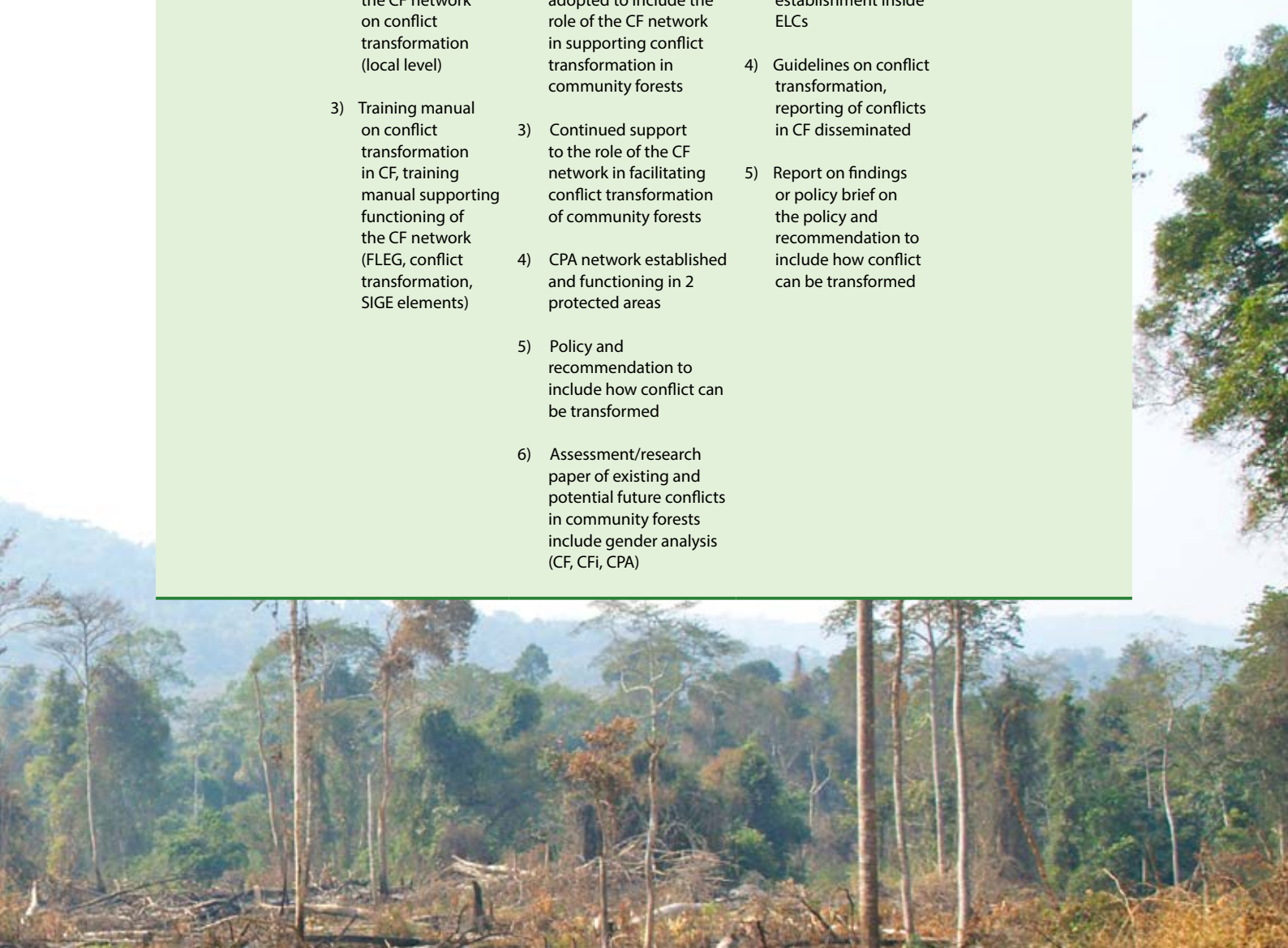
Thematic areas Transforming forest conflicts (TFC)

**RECOFTC's strategic outcomes**      Enabling conditions for local people's engagement in forested landscapes in the context of climate change are strengthened.

Functional approaches	Training and learning networks	Research, analysis and synthesis	Strategic communication	Piloting and demonstrating
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<b>Intermediate country outcomes/ targets</b>	<b>The capacities of national institutions (CSOs and government agencies) are enhanced and used to provide quality support and professional advice to local communities on forest conflict transformation.</b>	<b>Enabling policies and regulatory instruments on forest conflict transformation are adopted.</b>	<b>Different communication tools are adopted to enhance learning and sharing of knowledge for forest conflict transformation.</b>	<b>Best practices and processes are adopted by key stakeholders, including the CF network, in transforming forest conflict.</b>
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<b>Consolidated programme outputs/ activities (2013-2018)</b>	<ol style="list-style-type: none"> <li>1) 1,000 participants (10% women participants) trained on conflict transformation, trust building, etc.</li> <li>2) Continued support to conflict facilitation in the target provinces (areas) and to the CF network on conflict transformation (local level)</li> <li>3) Training manual on conflict transformation in CF, training manual supporting functioning of the CF network (FLEG, conflict transformation, SIGE elements)</li> </ol>	<ol style="list-style-type: none"> <li>1) CF network established in 8 provinces under SFM rural livelihood enhancement to support the implementation of the NFP as well as resolution of illegal activities in CF</li> <li>2) ToR and objectives of the CF network and PCFPCC drawn up and adopted to include the role of the CF network in supporting conflict transformation in community forests</li> <li>3) Continued support to the role of the CF network in facilitating conflict transformation of community forests</li> <li>4) CPA network established and functioning in 2 protected areas</li> <li>5) Policy and recommendation to include how conflict can be transformed</li> <li>6) Assessment/research paper of existing and potential future conflicts in community forests include gender analysis (CF, CFI, CPA)</li> </ol>	<ol style="list-style-type: none"> <li>1) Documentation of conflicts in CF</li> <li>2) 2 case studies on conflict transformation in CF and on the role of the network in FLEG</li> <li>3) 2 success stories on transformation of conflict in CF establishment inside ELCs</li> <li>4) Guidelines on conflict transformation, reporting of conflicts in CF disseminated</li> <li>5) Report on findings or policy brief on the policy and recommendation to include how conflict can be transformed</li> </ol>	<ol style="list-style-type: none"> <li>1) Pilot FLEG reporting and monitoring in CF at the cantonment level</li> <li>2) Reports on lesson learned and best practices in conflict transformation</li> </ol>
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# 5

## Resources

### 5.1 Human resources

Table 9 shows CCP staff complementation. Further expansion of programme staff depends on expansion of project activities, and corresponding availability of resources.

Table 9. RECOFTC CCP staffing

Title	No. of positions
Country Programme Coordinator	1
Deputy Country Programme Coordinator	1
Communication Officer	1
Account and Administration Officer	1
Assistant Account and Administration Officer	1
Training Coordinator	1
Training Officer	1
Community Forestry Partnership Coordinator	1
<b>Total</b>	<b>8</b>

Project staffing in four projects implemented by the CCP comprises 25 officers at the moment.

Table 10. RECOFTC CCP project staff

Projects and project staff	No of positions
<b>SFMRLE</b>	
Provincial Community Forestry Partnership Coordinator	7
Assistant Provincial Community forestry Partnership Coordinator	3
Community Forestry Management Plan Coordinator	2
Assistant Accounts and Administration Officer	1
<b>SFM</b>	
Provincial Coordinator	4
Project Officer	4
<b>SFB</b>	
Community Forestry Partnership Coordinator	1
Provincial Community Forestry Partnership Coordinator	1
Provincial Community Forestry Partnership Officer	4
<b>Sustaining Biodiversity, Environmental and Social Benefits in the Protected Areas of the Eastern Plains Landscape of Cambodia</b>	
Provincial Community Forestry Partnership Coordinator	1
<b>Partners for Forestry and Fisheries Cambodia (PaFF) in Stung Treng and Kratie Provinces</b>	
Provincial Community Forestry Partnership Coordinator	1
<b>Total</b>	<b>29</b>



## 5.2 Fundraising

Funding has been secured for some activities planned for the first four years of the strategic phase 2013-2018 through project-based funding as detailed in Table 11.

Table 11. RECOFTC's CCP funding by fiscal year during the strategic phase 2013-2018

Project	Project funding by fiscal year in US Dollars					Total funds USD
	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	
<b>SFB</b>	309 446.21	313 031.00	304 389.00			926 866.21
<b>SFM</b>	533 894.72	608 158.72				1 142 053.44
<b>SFMRLE</b>	596 148.00	396 196.27				992 344.27
<b>UNREDD</b>	57 187.00					57 187.00
<b>ForInfo</b>	136 000.00					136 000.00
<b>ENRTP</b>	64 927.94	46 902.74	46 902.74	46 902.74		205 636.18
<b>PaFF</b>	64 927.94		264 839.75			264 839.75
<b>Total</b>	<b>1 697 603.87</b>	<b>1 364 288.73</b>	<b>616 131.49</b>	<b>46 902.74</b>		<b>3 724 926.84</b>

RECOFTC's CCP is currently exploring interest from donors to support activities and outputs foreseen for years 2 to 5 for which funding has not been secured yet. Funding will be explored through concept notes, discussions with key stakeholders and partners and preparation of project proposals in consultation with RECOFTC programme management and interested donors.









## 6.1 Impact and outcomes

The desired impact of all RECOFTC's CF development activities is that "empowered local people are effectively and equitably engaged in the sustainable management of forested landscapes."

The synthesis of research results and CF project experiences in Cambodia presented in this document suggests that more effective engagement of local people requires more secure rights to use and manage forest resources, greater benefits from forest management, better arrangements for resolving conflicts to improve forest governance, enhancing the resilience of communities and strengthening support for their engagement in climate change initiatives.

Hence the outcomes (i.e. changes in capacity and behaviour) that RECOFTC proposes to contribute are in the form of enhanced effectiveness of institutions:

- To secure communities' property rights (rights of access, use, management and exclusion) to forests;
- To enhance livelihoods and access to markets (to enable communities to obtain greater benefits from forest resources);
- To reduce communities' vulnerability to shocks, enhance their resilience and strengthen their roles in policies related to climate change;
- To transform conflicts over forests, from problems into opportunities for better forest governance.

RECOFTC recognizes that none of these changes can be made by RECOFTC on its own. Hence the emphasis on strategic partnerships, strengthening of arrangements for coordination, collaborative planning and implementation, and support to the development and implementation of a national CF development programme as a shared framework for coordination, planning and implementation.

Impact and outcomes are therefore the result of activities by many actors and influenced by events that are not under RECOFTC's control. However, there is also a need to assess the effectiveness of the activities and outputs that are controlled by RECOFTC.

This requires the design and implementation of a participatory monitoring and evaluation approach that enables both RECOFTC and its partners to assess the quality and relevance of RECOFTC's activities and outputs and how they have contributed to changes in institutional capacity and performance as well as how these changes have impacted the effectiveness of local people's engagement in SFM.

## 6.2 Participatory monitoring and evaluation (PM&E)

For RECOFTC's overall programme, a PM&E system with indicators and means of verification has been developed, that forms the basis for adaptation and development of the M&E system for the CCP. PM&E aims to engage key project stakeholders more actively in assessing the progress of the programme or project and in particular the achievement of results. Stakeholders participate at various levels of monitoring and evaluating a particular project or programme, not only as sources of information. Through their active engagement they are enabled to share control over the content, the process and the results of the M&E activities.

Table 12 presents the indicators, means of verification and targets for the goal and strategic outcomes.

**Table 12. Indicators for the programme goal and strategic outcomes (2013-2018)**

Goal: Empowered local people are effectively and equitably engaged in the sustainable management of forested landscapes				
Indicators	Remarks	Means of verification (MoV)	Baseline	Target
Number of community forests approved by MAFF and the MOE	Distinguish types (community forests, CPA, CFi, village, user group, household, IP forest, etc.)  CFis – all fishing lots have been handed over to communities. There are currently 516 CFis  CPAs – there are currently 121 CPAs. The goal set out in the CMDG is to establish 150 CPAs  Community forests – there are currently 288; the target is 1 000	<ul style="list-style-type: none"> <li>Government statistics</li> <li>Project documents</li> </ul>	457 CFs	10% increase
			120 CPAs	
Area under CF	Total area of increased CF	<ul style="list-style-type: none"> <li>Government statistics</li> <li>Project documents</li> </ul>	400 167 ha of CF	10% increase
			164 480 ha of CPAs	
Number of people participating in CF	Specify ethnicity, gender and poverty, where MoV allow for this	<ul style="list-style-type: none"> <li>Government statistics</li> <li>Project documents</li> </ul>	113 529 ha of CF	10% increase
			117 958 ha of CPAs	
Documented cases that show achievements for Cambodia	Scales of 'effectively' and 'equitably' are difficult to quantify, best practices and examples will be presented	<ul style="list-style-type: none"> <li>Stories of change (qualitative)</li> <li>Case studies (qualitative)</li> <li>Project reports</li> <li>Survey reports</li> </ul>	0	10 cases

Strategic Outcome 1 – Securing Community Forestry Institutions and resources for securing CF are more effective				
Percentage of CF members reporting improved support from the government and other institutions	Improved support from government and non-government institutions can include both financial resources and advisory services	<ul style="list-style-type: none"> <li>Stakeholder/community survey</li> <li>Country policy analysis</li> <li>Stories of change (qualitative)</li> <li>Case studies (qualitative)</li> </ul>	0	40%
Strategic Outcome 2 – Enhancing Livelihoods and Markets Institutions are actively enhancing local livelihoods through sustainable CF practices				
Number of new or enhanced components of the CF programme to promote local livelihoods through sustainable CF by both the government and NGOs	CF approaches clearly included in livelihood and poverty alleviation strategies	<ul style="list-style-type: none"> <li>Policy analysis</li> <li>Policy briefs</li> <li>Forest management plans with business components</li> </ul>	0	2 components identified
Number of communities where RECOFTC has a presence that have an increased income from CF-related activities	40% of participating community members (50% women) has an increased income of 10% from their involvement in CF-related activities	<ul style="list-style-type: none"> <li>Case studies</li> <li>Stakeholder survey</li> <li>Value chain studies</li> <li>ELM project reports</li> </ul>	0	40% of members has increased income of 10% from CF
Strategic Outcome 3 – People, Forests and Climate Change Enabling conditions for local people's engagement in forested landscapes in the context of climate change are strengthened				
Percentage of communities that include CCM and/or CCA in new or revised CF management plans	Both formal and informal management plans are assessed	<ul style="list-style-type: none"> <li>CF management plans; land-use plans; other relevant rules or regulations</li> </ul>	0	50% of new and revised plans
Documented cases where people are engaged and benefiting from mitigation and adaptation activities	Including current regional projects	<ul style="list-style-type: none"> <li>Survey and case studies</li> <li>Project monitoring reports</li> </ul>	0	2 cases
Strategic Outcome 4 – Transforming Forest Conflicts Institutions to transform conflict are in place and increasingly more effective				
Increased number of institutions for CF conflict resolution	Both GO and NGO institutions	<ul style="list-style-type: none"> <li>Country analysis</li> <li>Stakeholder/community surveys</li> <li>Stories of change (qualitative)</li> <li>Case studies (qualitative)</li> </ul>	CF network in 8 provinces	10% increase
Documented conflict cases successfully mediated following the practices developed by the mediators, resulting in a win-win solution for all actors involved	A short description of cases, not yet fully developed stories	<ul style="list-style-type: none"> <li>Country analysis</li> <li>Stakeholder/community surveys</li> <li>Stories of change (qualitative)</li> <li>Case studies (qualitative)</li> </ul>	0	3 cases

Note: CCM = climate change mitigation; CCA = climate change adaptation; CFs = community forests.

During year 1, the indicators will be adjusted and the baselines and targets identified and defined where necessary. The monitoring of the intermediate outcomes is expected to assist in the necessary adjustments and identification of baselines and targets of the strategic outcomes.



**Table 13. Indicators for monitoring of intermediate outcomes**

Intermediate Outcome 1 – Enhanced capacities are used by key stakeholders to provide quality support and professional advice to local communities				
Indicators	Description	Means of verification (MoV)	Baseline	Targets
Extent to which training participants have applied the acquired knowledge and skills	Self-perceived evidence of trainees (disaggregated by male/female; topic; geographical)	<ul style="list-style-type: none"> <li>Kirkpatrick level 3 surveys</li> <li>Documented case studies and stories of change</li> <li>Reports on RECOFTC-organized capacity development events</li> <li>Project reports</li> </ul>	80% (survey from 2012/2013 training)	80%
Organizational adaptation of knowledge and skills from RECOFTC training	<ul style="list-style-type: none"> <li>Opinions of managers of attending organizations</li> <li>Opinions of clients/beneficiaries of organizations</li> </ul>	<ul style="list-style-type: none"> <li>Kirkpatrick level 4</li> <li>Percentage of organizations which adapt new knowledge and skills acquired by their staff members through RECOFTC training or capacity development events</li> </ul>	0	40%
Number of active learning networks that RECOFTC engages with by Thematic Areas each year	<ul style="list-style-type: none"> <li>'Active' means regular interaction towards a specific goal</li> <li>A learning network has an objective</li> </ul>	<ul style="list-style-type: none"> <li>Networking documentation</li> <li>Internal Annual Report</li> </ul>	3	SCF (1) ELM (1) PFCC (1) TFC (1)
Intermediate Outcome 2 – Enabling policies and regulatory instruments are adopted to enhance local peoples' rights, improve forest governance and ensure a fairer share of benefits				
Percentage of changed policies, laws and regulations at the subnational and national levels that are assessed as enabling improvements for:	60% of changed policies, laws and regulations that are assessed are rated as 'overall positive' for local people	<ul style="list-style-type: none"> <li>Policy/regulatory framework analysis (including involvement of local people and processes in policy-making)</li> <li>Reviewing documents on working group composition or representation; assessment of benefit-sharing mechanisms</li> <li>Interviews, questionnaires</li> </ul>	0 (only new policies, etc. after 1 Oct. 2013 are considered)	60%
i) securing the rights for local people to benefit from forest management				
ii) good forest governance				
iii) equitable sharing of benefits				
Intermediate Outcome 3 – Communication strategies are used to enhance awareness, attitude and behaviour of target audiences				
<ul style="list-style-type: none"> <li>Number of references made to RECOFTC knowledge products</li> <li>Number of times RECOFTC is quoted</li> </ul>	A high number of references to RECOFTC publications indicates that the provided information is highly appreciated by relevant target audiences and further disseminated	<ul style="list-style-type: none"> <li>Internal tracking methods</li> <li>Peer reviewed (internal and external) information based on research translations</li> <li>Citation analysis</li> </ul>	0	10% increase each year
Changes in awareness/knowledge of target audiences as a result of RECOFTC communication tools/activities	Percentage of target audience that reports an increase in awareness/ knowledge as a result of RECOFTC communication tools/activities	<ul style="list-style-type: none"> <li>Stakeholder survey: interviewees should include representatives of policy-makers at ministries, academics, NGO managers, research institutes</li> <li>Communication surveys</li> </ul>	0	80% report increased awareness and knowledge
Documented cases of action taken as a result of RECOFTC's strategic communication strategies	<ul style="list-style-type: none"> <li>A short description of cases, not yet fully developed stories</li> <li>Including all RECOFTC communication activities, not only publications</li> </ul>	<ul style="list-style-type: none"> <li>Case studies</li> <li>Stories of change</li> </ul>	0	1 or 2

Intermediate Outcome 4 – Improved practices adopted in CF are effectively replicated				
Number of innovative improved practices introduced by RECOFTC that are replicated beyond RECOFTC projects	A list of innovative improved practices promoted by RECOFTC is available in the M&E package	<ul style="list-style-type: none"> <li>• Surveys</li> <li>• Case studies</li> <li>• Stories of change</li> <li>• Direct observation</li> </ul>	0	3
Percentage of CF practices through RECOFTC support that are still active	Still active by the end of the programme/ project or after support ends	<ul style="list-style-type: none"> <li>• Country programme reports</li> <li>• Project documentation</li> <li>• Surveys</li> </ul>	0	80%

The results of the monitoring of the strategic and intermediate outcomes are shared with the other RECOFTC country programme staff and the regional programme staff in the annual programme review and direct annual planning. Results are also shared with donors and partners through annual reports. Where monitoring results indicate the need, proposals for adjustment of the country programme are presented, discussed and adopted when justified.

### 6.3 Learning and leveraging at regional and country levels

The RECOFTC programme framework and particularly its linkages with the framework for national CF programmes, enables the sharing of experiences and the drawing of lessons amongst other country programmes and with regional programmes, e.g. the CF Champions Network, Global Alliance for Community Forestry, biennial forums for people and forests, regional training courses, regional and multicountry projects, etc.

This is expected to contribute to more effective leveraging of change for CF development in Cambodia and to more effective exchange of information and lessons with other countries.









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RECOFTC's mission is to enhance capacities for stronger rights, improved governance and fairer benefits for local people in sustainable forested landscapes in the Asia and the Pacific region.

RECOFTC holds a unique and important place in the world of forestry. It is the only international not-for-profit organization that specializes in capacity development for community forestry. RECOFTC engages in strategic networks and effective partnerships with governments, nongovernmental organizations, civil society, the private sector, local people and research and educational institutes throughout the Asia-Pacific region and beyond. With over 25 years of international experience and a dynamic approach to capacity development – involving research and analysis, demonstration sites and training products – RECOFTC delivers innovative solutions for people and forests.

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