



**UN COLLABORATIVE PROGRAMME ON REDUCING EMISSIONS FROM DEFORESTATION
AND FOREST DEGRADATION IN DEVELOPING COUNTRIES
NATIONAL PROGRAMME DOCUMENT**

1 Cover Page

Country: Cambodia

Programme Title: Cambodia UN-REDD National Programme

Cambodia UNDAF Outcome 2: National and local authorities and private sector institutions are better able to ensure the sustainable use of natural resources (fisheries, forestry, mangrove, land, and protected areas), cleaner technologies and responsive to climate change

Programme Outcome(s): Enable Cambodia to be ready for REDD+ Implementation, including development of necessary institutions, policies and capacity.

Programme Duration: 2 years
Anticipated start/end dates: May 2011 until May 2013
Fund Management Option(s): Pass-through
Managing or Administrative Agent: UNDP MDTF Office

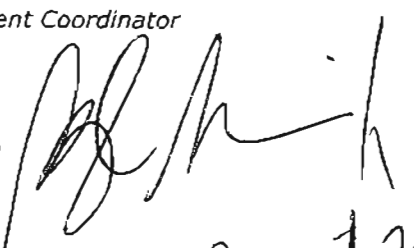

Total estimated budget*: \$4,201,350
Out of which:
1. Funded Budget: \$4,201,350
2. Unfunded budget: \$0
* Total estimated budget includes both programme costs and indirect support costs




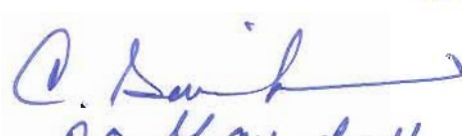
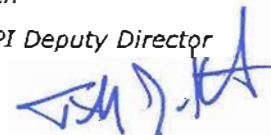
Sources of funded budget:

- Government _____
- UN-REDD MDTF \$3,001,350
- UNDP-TRAC \$650,000
- UNDP-SFM Project \$250,000
- FAO-TCP \$300,000



Names and signatures of national counterparts and participating UN organizations

UN organizations	National Coordinating Authorities
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UN organizations	National Implementing Partners
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Abbreviations

AFD	Agence Française de Développement
C/S Fund	Commune/Sangkat Fund
CCCSAP	Climate Change Strategy and Action Plan
CDCF	Cambodia Development Cooperation Forum
CIFs	Commune Investment Funds
CDM	Clean Development Mechanism of the Kyoto Protocol
CDPs	Commune Development Plans
CF	Community Forestry
CFI	Community Fisheries
CMDGs	Cambodia Millennium Development Goals
CPA	Community Protected Area
D&D	Decentralisation and Deconcentration
Danida	Danish International Development Agency
DFID	Department for International Development (UK)
ELCs	Economic Land Concessions
ESIA	Environmental and Social Impact Assessments
FCPF	Forest Carbon Partnership Facility
FFI	Fauna and Flora International
FLEG	Forest Law Enforcement and Governance
FLEGT	Forest Law Enforcement, Governance and Trade
GDANCP	General Department of Administration for Nature Conservation and Protection
GHG	Greenhouse Gas
FA	Forestry Administration
FAO	Food and Agriculture Organisation of the United Nations
FIA	Fisheries Administration
FLEG	Forestry, Law Enforcement and Governance
IPCC	Intergovernmental Panel on Climate Change
JICA	Japanese International Cooperation Agency
JMI	Joint Monitoring Indicators
MAFF	Ministry of Agriculture, Forestry and Fisheries
MEF	Ministry of Economy and Finance
MoE	Ministry of Environment
MoI	Ministry of Interior
MIME	Ministry of Industry, Mines and Energy
MLMUPC	Ministry of Land Management, Urban Planning and Construction
MRD	Ministry of Rural Development
MRV	Measurement, Reporting and Verification for REDD+ (also called the REDD+ Monitoring System)
NAPA	National Adaptation Programme of Action for Climate Change
NCCC	National Climate Change Committee
NCDD	National Committee for Democratic Development at Sub-national Levels
NEX	National Execution
NIM	National Implementation Modality
NPASMP	National Protected Area Strategic Management Plan



NPD	National Programme Director
NFP	National Forestry Programme
NGO	Non-Governmental Organisation
NSDP	National Strategic Development Plan
NTFP	Non-Timber Forest Product
PA	Protected Area
PEB	Programme Executive Board
R-PP	Readiness Preparation Proposal
RECOFTC	Regional Community Forestry Training Center – Center for People and Forests
REL/RL	Reference Emission Level / Reference Level (also called the REDD+ Baseline or Reference Scenario)
RGC	Royal Government of Cambodia
REDD	Reduced Emissions from Deforestation and forest Degradation
REDD+	REDD, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks
SLCs	Social Land Concessions
TWGs	Technical Working Groups
TWGF&E	Technical Working Group on Forestry and Environment
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UN-REDD	United Nations REDD Programme
USAID	United States Agency for International Development
WCMC	UNEP World Conservation Monitoring Centre
WCS	Wildlife Conservation Society
WWF	World Wide Fund for Nature

Cambodia Legal Hierarchy

Legal Term	Definition
CONSTITUTION	Supreme Norm of the Cambodian Legal Hierarchy Adopted by the Constituent Assembly; promulgated by the King.
CONSTITUTIONAL LAW	Revision or Amendment of the Constitution, voted by the National Assembly with a majority of two-third of all its Members
KRAM (Law)	Designates either the promulgated Law and the Act of Promulgation of a Law by the King Signed by the King or, in His absence, by the acting Chief of State; countersigned by the Prime minister and the interested Minister.
KRET (Decree)	Highest Norm that may be enacted by the Executive Power, within the framework of its Regulatory Power. Signed by the King or, in His absence, by the acting Chief of State; generally countersigned by the Prime Minister and the interested Minister.
ANUKRET (Sub-Decree)	Regulation adopted by the Prime Minister and countersigned by the interested Minister.
PRAKAS (Regulation)	Regulation adopted by a Minister (or the Governor of the National Bank for Banking Issues)
SARACHOR (Circular)	Ministerial implementing measure

2 Executive Summary

Cambodia has one of the highest levels of forest cover in Southeast Asia, with approximately 10.7 million hectares of forest in 2006 or 59% of Cambodia's land area¹. Based on the FAO 2005 Forest Resources Assessment, Cambodia has the 30th largest area of tropical forest in the world, but is the 13th most forested country by percentage of land area². Cambodia also has a relatively high rate of land-use change with Forestry Administration statistics showing that 379,485 hectares of forest were lost between 2002 and 2005/6³, a deforestation rate of 0.5% per year. As a consequence Cambodia has been classified as a 'high forest cover, high deforestation' country for the purposes of REDD+³.

Deforestation in Cambodia is caused by the rapid pace of development in the country, including large-scale agro-industrial development, and a lack of effective implementation of existing laws and policies for forest land and forest resource management. The principle forest management strategies of the Royal Government of Cambodia (RGC) are the new National Forest Programme (2010) for the Permanent Forest Estate regulated by the Forestry Administration, Protected Areas managed by the Ministry of Environment, and the flooded forests and mangroves that form part of the fisheries domain regulated by the Fisheries Administration. REDD+ could form a significant new source of finance for effective implementation of these forest management strategies, in a way that explicitly recognizes local livelihood and biodiversity conservation cobenefits. This would help Cambodia to achieve its national target of maintaining 60% forest cover, which is one of the main objectives of the RGC's Rectangular Strategy, which is the over-arching socioeconomic development policy agenda for the Fourth Legislature of the National Assembly (2008-2013) and is a key indicator for the Cambodia Millennium Development Goal 7.

The RGC rapidly started to implement pilot REDD+ projects following the Bali Conference of the Parties in 2007, with the approval of a first REDD+ pilot in the Oddar Meanchey community forests in May 2008, and the initiation of the Seima Protected Forest REDD+ pilot in 2009 and Southern Cardomoms Protected Forest in 2010. These pilot projects are amongst the most advanced in the Greater Mekong region. In developing these pilots the RGC has made maximizing transparent and equitable local benefit-sharing to communities an explicit policy priority under Council of Ministers Decision #699 that approved the first pilot.

Cambodia submitted its R-PIN to the World Bank Forest Carbon Partnership Facility (FCPF) in late 2008 and was accepted into the FCPF in early 2009. In August, Cambodia applied to join the UN-REDD Programme, and was granted observer status in October 2009. Following Cambodia's entrance to UN-REDD, the UNDP Cambodia and FAO Cambodia Country Offices committed to support the Royal Government with a REDD+ Readiness planning process, which led to the development of the Cambodia REDD+ Roadmap.

The Cambodia UN-REDD National Programme has been specifically designed to support implementation of the Cambodia Readiness Plan Proposal on REDD+ ('the Roadmap'), which has been developed by the interim REDD+ Taskforce and stakeholder groups during the period January-September 2010. Following a two-month national consultation process on the Roadmap drafts, the third version was approved by stakeholders in late September 2010. The Roadmap mostly is similar in content to an R-PP, although Cambodia has yet to submit an R-PP to the FCPF, and it covers the six main components of REDD+ Readiness:

¹ Forestry Administration, 2007. Forest Cover Changes in Cambodia, 2002-2006. Paper prepared for the Cambodia Development Cooperation Forum. Forestry Administration, Phnom Penh.

² FAO 2005 Forest Resources Assessment. FAO, Rome.

³ Griscom, B., Shoch, D., Stanley, B., Cortez, R. and Virgilio, N. 2009. Sensitivity of amounts and distribution of tropical forest carbon credits depending on baseline rules. *Environmental Science and Policy* 12: 897-911.

- Section 1. Management of National REDD+ Readiness (Component 1a of an R-PP)
- Section 2. Consultation, stakeholder engagement and awareness-raising plan (Component 1b of an R-PP)
- Section 3. Development and selection of REDD+ strategies (Component 2b of an R-PP, building on the Annex prepared by FAO on the Assessment of Land-Use, Forest Policy and Governance which is Component 2a of an R-PP)
- Section 4. Implementation framework (including benefit-sharing and safeguards) (Components 2c and 2d of an R-PP)
- Section 5. Development of the Reference Scenario against which performance will be measured (Reference Levels or Reference Emissions Levels, RLs/REs) (Component 3 of an R-PP)
- Section 6. Development of the Monitoring System for national Monitoring, Reporting and Verification (MRV) (Component 4 of an R-PP)

The Roadmap planning process was an important achievement for the Royal Government, as it has set a new standard for inter-ministerial cooperation and effective consultation and engagement with local stakeholders. This achievement was due to strong national leadership by the Forestry Administration of the Ministry of Agriculture, Forestry and Fisheries, and the General Department of Administration for Nature Conservation and Protection of the Ministry of Environment.

As the predominant source of Readiness funding for Cambodia, the UN-REDD National Programme has been designed to support all six sections of the Roadmap, although due to limited resources some sections have been prioritized over others. Implementation of the Cambodia UN-REDD National Programme should therefore ensure that all the necessary Readiness building blocks start to be developed. Funding for the National Programme has been made available from UNDP-Cambodia (USD \$650,000, TRAC resources), the UNDP-GEF Sustainable Forest Management (SFM) project (USD \$250,000), FAO-TCP (USD \$300,000), providing parallel co-financing to the request from UN-REDD (\$3,001,350, including indirect UN agency costs). Should a later proposal be submitted to the FCPF, then this is expected to be harmonized with the Cambodia UN-REDD National Programme and build on its accomplishments. In order to support implementation of the Roadmap, the National Programme has been designed around four main components:

Component 1: National REDD+ Readiness Management arrangements and stakeholder consultation (Sections 1 and 2 of the Roadmap). Funded by \$895,000 from UN-REDD and through UNDP and \$55,000 from UN-REDD through FAO.

Component 2: National capacity-building towards development of the REDD+ strategy and implementation framework (Sections 3 and 4 of the Roadmap). Funded by \$455,000 from UN-REDD through UNDP, \$140,000 from UN-REDD through UNEP, \$100,000 from UNDP TRAC resources, and \$250,000 parallel cofinancing from UNDP through the Sustainable Forest Management (SFM) GEF project.

Component 3: Subnational REDD+ capacity-building and demonstration (Subnational activities found in Sections 2-6 of the Roadmap). Funded by \$550,000 from UNDP-TRAC, and \$100,000 from UN-REDD through UNDP.

Component 4: Support to development of the Monitoring system (Sections 5 and 6 of the Roadmap). Funded by \$300,000 from FAO-TCP and \$1,160,000 from UN-REDD through FAO.

The National Programme has been designed to complement and coordinate with the funding pledge of ¥900,000,000 from the Government of Japan, which will support both the REDD+ Monitoring System and implementation of the National Forestry Programme and is expected to be disbursed from 2012. The Japanese support will primarily be focused on infrastructure, equipment, capacity-building and technology, with a particular focus on the MRV system. The National Programme will complement the Japanese support by providing the initial technical assistance to design the REDD+ Monitoring System during 2011 and 2012. The Japanese funding should cover the main infrastructure, equipment and technology costs of the Monitoring system designed.

The full Cambodia Readiness Plan Proposal on REDD+ (‘the Roadmap’) is attached to this document. The UN-REDD National Programme Components are described in the Results Framework, including the objectives and principle results, however the Roadmap document developed by the REDD+ Taskforce should be referred to for more detail.

The Objective of the Cambodia UN-REDD National Programme is to “support Cambodia to be ready for REDD+ Implementation, including development of necessary institutions, policies and capacity”. This will contribute to the overall goal of ensuring that “By the end of 2012 Cambodia has developed a National REDD+ Strategy and Implementation Framework and is ready to contribute to reductions in emissions from deforestation and forest degradation”.

In order to secure this Objective four Outcomes will be pursued:

Outcome 1: Effective National Management of the REDD+ Readiness process and stakeholder engagement in accordance with the Roadmap principles.

Outcome 1 will be achieved through implementation of the National Programme Component 1: National REDD+ Readiness Management arrangements and stakeholder consultation. This component will establish and support appropriate management arrangements and stakeholder consultation for National REDD+ Readiness which have been agreed through the Roadmap process.

Output 1.1: National REDD+ Readiness Coordination Mechanism established.

Output 1.2: Support to National REDD+ Readiness process.

Output 1.3: Stakeholders are engaged in the REDD+ Readiness process.

Output 1.4: Stakeholders provided with access to information on REDD+ and the National REDD+ Readiness process.

Outcome 2: Development of the National REDD+ Strategy and Implementation Framework.

Outcome 2 will be achieved through implementation of the National Programme Component 2: National capacity-building towards development of the REDD+ strategy and implementation framework. This component will support the Cambodia REDD+ Taskforce and line agencies to evaluate candidate REDD+ strategies proposed during the Roadmap phase, analyse further additional strategies, research key elements of the REDD+ implementation framework including trust funds and benefit-sharing, and develop plans for the necessary policy and legal reform to implement REDD+.

Output 2.1: Development of individual REDD+ strategies and implementation modalities.

Output 2.2: Evaluation fo REDD+ co-benefits.

Output 2.3: Revenue and benefit-sharing studies.

Output 2.4: Establishing REDD+ Fund mechanisms.

Output 2.5: Policy and legal development for the National REDD+ implementation framework.

Output 2.6: Safeguards and monitoring of co-benefits.

Outcome 3: Improved capacity to manage REDD+ at subnational levels.

Outcome 3 will be achieved through implementation of the National Programme Component 3: Subnational REDD+ capacity-building and demonstration. This component will implement demonstration activities. contained within Sections 2,3,4,5 and 6 of the REDD+ Roadmap. The first over-riding priority is to support the completion of the existing REDD+ pilot projects: success of these projects will demonstrate the importance of development of a national REDD+ system. UNDP Cambodia has already assigned \$550,000 to support these pilot projects from TRAC resources based on a call for proposals in 2009. These funds will be disbursed in line with priorities set by the Cambodia REDD+ Taskforce through the Cambodia UN-REDD National Programme as explained in the Annex.

Output 3.1: Development of National REDD+ project guidelines and selection of demonstration sites.

Output 3.2: Pilot project activities.

Outcome 4: Design of a Monitoring System and capacity for implementation.

Outcome 4 will be achieved through implementation of the National Programme Component 4: Support to development of the Monitoring system. This component will design the Monitoring system described in Section 6 of the REDD+ Roadmap, and provide assistance to the Government agencies to collect and collate the necessary baseline data on forest cover and emissions factors for the reference scenario (Roadmap Section 5). From 2012, support from the Japanese Government will be available for implementation of the monitoring system designed.

Output 4.1: Establishment National MRV/REL Technical Team and build appropriate national capacity.

Output 4.2: Develop Cambodia Monitoring system plan.

Output 4.3: Review of the forest cover assessments to provide REDD+ activity data and design the satellite forest monitoring system

Output 4.4: Design of a National Forest Inventory to develop emission and removal factors for REDD+ related activities.

Output 4.5: Support the development of a REDD+ related GHG Reporting System.

Output 4.6: Support the development of Cambodia RL/REL framework.

3 Situation Analysis

3.1 Background to Cambodia

Cambodia's history of conflicts and isolation through the 1970s to 1990s resulted in destruction of almost all the areas of national life, including human resources, which are most critical to underpinning the country's socioeconomic development efforts. As a consequence Cambodia is designated as a least developed, low-income country. The restoration of peace and policy stability over the past decade has brought steady economic growth in Cambodia, averaging between 8 and 10 percent since 1998⁴, leading to substantial reductions in poverty. The results of the Cambodia Socio-Economic Survey carried out in 2007, shows that the poverty headcount index within parts of the country that were covered by the 1993/94 survey has declined from 39 percent in 1993/94 to 28.0 percent in 2004⁵ and to 24.7 percent in 2007⁶, and the overall poverty line fell from 34.7 percent to 30.1 percent during 2004-2007, representing a reduction of more than 1 percentage point per year.

Despite this progress, Cambodia still continues to face significant poverty and governance challenges. Cambodia's economy is heavily reliant on export markets and saw a steep decline in GDP growth following the 2008/09 economic crisis, with only 0.1 percent growth in 2009, rebounding in 2010. Economic growth is expected to be strong in 2011. Cambodia's Human Development Index has risen during the last decade and in 2009, Cambodia ranked 137 out of 182 countries, falling between the Republic of Congo and Myanmar.

Cambodia has few areas of significant topographic relief, a low population density (approximately 13.4 million people at the 2008 census⁷ or 75 people/km²) and high rural proportion of the total population (85%). Population is projected to increase at 1.7% per annum between 2005 and 2020 (the highest rate in Southeast Asia)⁸. Rural population is, however, expected to rise at below the rate of overall population growth as rural-urban migration takes place. Over 60% of the population are dependent on agriculture and the country is a net rice exporter and generally food self-sufficient⁹, although 18% of people were below the food poverty line in 2007⁶. Large proportions of the population are employed in agriculture although shifts in employment towards industry and services are taking place - 78 percent of the population was employed in agriculture in 1990 compared to 60 percent in 2004¹⁰. Foreign investment in agriculture has expanded rapidly in recent years with the primary cash crop being rubber⁹. At the same time, landlessness has risen steeply and was estimated at 20% in the 2004 Cambodia Socio-Economic Survey. Road networks are increasingly bisecting the country and providing greater access to rural areas and higher paying international markets. Major road building programmes are stimulating economic development and increasing opportunity costs of land but been criticized for inadequacy of social and environmental safeguards¹¹.

⁴ National Institute of Statistics, Ministry of the Economy and Finance, National Bank of Cambodia, IMF, World Bank, National Strategic Development Plan Update 2009-2013, World Bank Poverty Assessment.

⁵ National Institute of Statistics, Cambodia Socio-Economic Survey 2004.

⁶ National Institute of Statistics, Cambodia Socio-Economic Survey 2007.

⁷ Cambodia General Population Census 2008. Online at: <http://celade.cepal.org/khmnis/census/khm2008/>

⁸ UN Population Division 2006. World Population Prospects: The 2006 Revision.

⁹ GTZ 2009. Foreign Direct Investment in Land in Cambodia. GTZ, Germany.

¹⁰ World Bank World Development Indicators.

¹¹ AMRC 2006. An Update on the Greater Mekong Subregion Program. Mekong Brief Number 5 December 2006. Australian Mekong Resource Centre. http://www.mekong.es.usyd.edu.au/publications/briefs/mekong_brief5.pdf

3.1.1 Forests in Cambodia

Cambodia has one of the highest levels of forest cover in Southeast Asia, with approximately 10.7 million hectares of forest in 2006 or 59% of Cambodia's land area¹². Based on the FAO 2005 Forest Resources Assessment, Cambodia has the 30th largest area of tropical forest in the world, but is the 13th most forested country by percentage of land area¹³. Cambodia also has a relatively high rate of land-use change with Forestry Administration statistics showing that 379,485 hectares of forest were lost between 2002 and 2005/6¹², a deforestation rate of 0.5% per year. As a consequence Cambodia has been classified as a 'high forest cover, high deforestation' country for the purposes of REDD+¹⁴.

Forests play an important role in meeting the subsistence and income needs of many households. Recent research indicates that 41% of rural households in Cambodia derive between 20 to 50% of their total livelihood value from forest use, while 15% of households derive more than half of their total livelihoods from forest use and harvesting¹⁵. Poor rural households, in particular, are known to have high levels of forest dependence, through the extraction, consumption and sale of non-timber forest products (NTFPs), which may provide a crucial livelihood safety net. While the poor are heavily dependent on forest resources, the potential for forests to continue to generate needed social, economic and environmental services is declining due to the high rate of land-use change.

At a national level, forests play an important role in the Cambodian economy. Although the sector's direct contribution to the economy has declined (following the ban on timber logging concessions), it continues to provide a range of important goods and services to society as a whole. Ecosystem services provided by forests include regulation of water supplies, watershed protection, erosion control, carbon sequestration, ecotourism and maintenance of biodiversity. Continued loss or degradation of forest resources can impact a range of other productive sectors. For example, destruction of flooded forests around the Tonle Sap (and their conversion to rice cultivation) and clearance of mangroves in the coastal zone has a range of immediate negative impacts on fish populations.

All forest resources in Cambodia fall under the general jurisdiction of the Ministry of Agriculture, Forestry and Fisheries (MAFF), though current legislation places direct regulatory and management authority over forest resources that exist within properly designated Protected Areas under the jurisdiction of the Ministry of Environment (MoE), and most flooded forest resources fall under the management of the Fisheries Administration¹⁶.

The Forestry Law (2002) defines the Permanent Forest Estate in Cambodia as being comprised of private forest areas (non-State privately owned land areas with forest resources on them, including forest-lands transferred to local indigenous peoples through indigenous communal land titling and registration procedures) and what is known as the Permanent Forest Reserve, which includes Production Forest areas, Protection Forest areas, and Conversion Forest areas. While private

¹² Forestry Administration, 2007. Forest Cover Changes in Cambodia, 2002-2006. Paper prepared for the Cambodia Development Cooperation Forum. Forestry Administration, Phnom Penh.

¹³ FAO 2005 Forest Resources Assessment. FAO, Rome.

¹⁴ Griscom, B., Shoch, D., Stanley, B., Cortez, R. and Virgilio, N. 2009. Sensitivity of amounts and distribution of tropical forest carbon credits depending on baseline rules. *Environmental Science and Policy* 12: 897-911.

¹⁵ Heov, K.S et al. 2006. The Value of Forest Resources to Rural Livelihoods in Cambodia. Cambodia Development Research Institute (CDRI) Policy Brief 2, Phnom Penh.

¹⁶ Forestry Law (2002), Land Law (2001), Protected Area Law (Royal Decree 1993, Protected Area Law of 2008), Fisheries Law (2006).

forests¹⁷ fall under the regulatory authority of the Forestry Administration (FA) of MAFF, the Permanent Forest Reserve, which is State Public Land making up around 70% of Cambodia's forest resources, falls under the regulatory *and* management jurisdictional authority of the FA. Conversion forest areas are considered under the law as heavily degraded idle forestlands that have yet to be determined for a non-forestry use, but that can be reclassified by the RGC through Sub-Decree as State private land and used for other development purposes, such as Social-Land Concessions or Economic Land Concessions¹⁸.

The General Department of Administration for Nature Conservation and Protection (GDANCP) of MoE has jurisdictional management and regulatory authority over the 3.1 million hectares of currently designated Protected Areas in the country, which are also classified as State public property. These areas include Community Protected Areas where co-management is decentralized to local communities.

The Fisheries Administration (FiA) of MAFF has jurisdictional management and regulatory authority over flooded forest and mangrove areas outside of the Protected Area network (the fishery domain), including Community Fisheries Areas and Fisheries Protected and Conservation Areas.

In total approximately 40% of Cambodia's forests have some level of protection (Protected Area or Protection Forest).

3.1.2 History of Cambodia's Forests

Until the 1970s, the forests were classified into specific categories for production, conservation, wildlife and research with strong institutional controls. However, it was a system that vanished with the political turmoil during the time of the Khmer Rouge. In the 1990s, a logging concession system was introduced in the country with the aim at raising much needed revenue, and over four years (1994-1997) the RGC granted 36 forest concessions covering 7 million hectares, or close to 70% of the forestlands in the country. Destructive, legal and illegal logging and over-capacity of saw mill facilities, combined with weak enforcement and monitoring, jeopardised attempts towards sustainable management as over-harvesting took place within and outside of the concessions granted¹⁹. Moreover, the flow of revenue from logging to the government treasury was minimal due to weak governance institutional controls in place at the time.

To reverse the trend of forest degradation, a logging moratorium was introduced in January 2002. An institutional reform was initiated with adoption by the RGC of a forest policy statement in 2002 and enactment by the legislature of a new Forestry Law later that year. The lifting of the logging moratorium was contingent on the preparation and approval of strategic forest concession management plans that included review and approval of environmental and social impact assessments and re-negotiation of the existing concession agreements. While most of the production forestry concession agreements were ultimately cancelled by 2006, all remaining logging concessions, which have been reduced to 3.4 million hectares of the Permanent Forest Reserve, remain at a halt.

¹⁷ "Forest plantation or trees, whether planted or naturally grown on private land under registration and legal title pursuant to authorized legislation and procedures." Forestry Law (2002), Definition found in Annex.

¹⁸ The designation of areas for use as Social Land Concessions and Economic Land Concessions are considered as primary drivers of current land use change in Cambodia (See Section on Drivers of Deforestation and Forest Degradation below).

¹⁹ ITTO 2005

3.2 Drivers of Deforestation and Forest Degradation

Major direct and indirect drivers of deforestation and forest degradation are listed in the table below.

Table 1. Drivers of Deforestation and Forest Degradation in Cambodia

	Within the forest sector	Outside the forest sector
Direct	<ul style="list-style-type: none"> • Unsustainable and illegal logging; • Fire* (role disputed); • Unsustainable woodfuel collection**. 	<ul style="list-style-type: none"> • Clearance for agriculture; • Expansion of settlements; • Infrastructure development;
Indirect	<ul style="list-style-type: none"> • Lack of demarcation of forest areas; • Low institutional capacity and weak policy implementation; • Inadequate forest law enforcement; • Weak forest sector governance <ul style="list-style-type: none"> – Low levels of stakeholder participation and involvement; – Lack of transparency and accountability; – Inadequate assessment of social and environmental impacts • Lack of sustainable or alternative supply of wood and timber, including for wood energy to meet demand; • Demand for wood energy for domestic and industrial use; • Low efficiency of wood conversion and use for construction, energy production, etc. • Lack of incentives promoting sustainable management of forests; • Lack of finance to support sustainable forest management activities by line agencies, local authorities and local communities 	<ul style="list-style-type: none"> • Population increases; • Poverty; • Rising incomes and demands for resources; • Increasing accessibility of forest areas; • Low agricultural yields; • Migration into forest areas; • New settlements, including in border areas; • Large-scale agro-industrial developments (including economic and social land concessions and other concessions); • Land speculation; • Regional demand for resources; • Poor ESIA regulations and lack of implementation • Governance <ul style="list-style-type: none"> – Weak forestland tenure – tenure is weakest in forests and other areas outside residential or farming zones; – Land grabbing; – Weak enforcement of the law – Limited implementation of land registration (private and state) – Insufficient implementation of land-use planning; – Overlapping/unclear jurisdictions; • Social norms (claiming land through utilisation); • Economic benefits provided by sustainable management of forests at the national level often appear lower than alternative land-uses; • Opportunity costs of sustainable management of forests at the local level; • Low awareness of environmental roles of forests.

* Fire: the role of fire has been discussed extensively in Cambodia and its role in driving land-use change is unclear. Although use of fire is widespread in Cambodia, e.g. in the deciduous dipterocarp forests in the dry season, this has been practiced for 100s-1000s of years and whether or not the use of fire is sustainable (and can continue at the current extent) is not clear.

** Woodfuel: the contribution of woodfuel burning to overall emissions is unclear, since it depends on the source of the woodfuel (i.e. whether or not the wood would have been burnt anyway), and how sustainable the source is.

Deforestation hotspots in Cambodia are located on the edges of the lowland rice-growing zone where the majority of the country's people live, in hilly regions and on good quality 'red' soils that are very productive for agriculture (such as Ratanakiri province) and in areas bordering Lao PDR, Viet Nam and Thailand²⁰. Production of rubber, sugar cane and more recently biofuel crops has been a major cause of forest conversion. Land privatisation for cultivation and granting of economic land concessions – mostly for wood, agro-fuel and food production – has been closely related to deforestation and human rights abuses. By 2006, Over 1 million hectares (6% of Cambodia's land area) have been granted as economic land concessions, not counting concessions granted at the province level²¹. A recent study suggests that although forest is generally cleared only 10% of concessions are in active production⁹. Concessions have been granted in forested areas and in former forest concessions contrary to the forestry law and forestry regulations²².

Mangroves are found only around Veal Renh and Kompong Som Bays and north of Kas Kong up to the border with Thailand, and only in residual form as narrow, broken strips.²³ In 2010 only 56,000 hectares of mangrove forest remained in Cambodia according to figures submitted to FAO by the Government of Cambodia.²⁴ Annual rates of mangrove loss exceed that of forest loss in general and have accelerated from 1.6% between 1990 and 2000 to 1.9 percent between 2000 and 2010. Currently only 70% of the mangrove area present in 1990 remains intact.

Social norms have also contributed to deforestation because forest land not currently under management is traditionally seen as an open-access resource that can be claimed by whoever clears the forest. The 2001 Land Law converted possession into ownership in certain cases, but it also restricted legal possession of other lands, most notably state public land, after promulgation of the law²⁵. The 2001 Land Law does allow land titling of possession rights but this has been mainly implemented for agricultural and urban areas in Cambodia.

In many forested areas in Cambodia, in-migration is having major impacts on demand for land and resources and is driving deforestation and degradation. In some provinces in-migration has been encouraged in past years with the opportunity for secure land being offered. Migrants generally clear farm land for themselves and may also open forest land to sell on. In recent years, migration has primarily involved demobilized military and others from land poor provinces including Svay Rieng and Takeo.²⁶ Migrant populations generally have less interest in sustainability and maintaining forest resources for livelihoods benefits and are more interested in financial gain or rapidly securing farmland. Furthermore, because migrants occupy land illegally, discussing land

²⁰ Stibig, H-J., Stolle, F., Dennis, R. and Feldkötter, C. (2007) Forest Cover Change in Southeast Asia – The Regional Pattern. JRC Scientific and Technical Research series. Office for Official Publications of the European Communities, Luxembourg. ISSN 1018-5593

²¹ GTZ 2009. Foreign Direct Investment in Land in Cambodia. GTZ, Germany.

²² UN 2007. Economic land concessions in Cambodia – A human rights perspective. Cambodia Office of the High Commissioner on Human Rights.

²³ Løyche Wilkie, M. and Fortuna, S. 2003. Status and Trends in Mangrove Area Extent Worldwide. FAO, Rome. <http://www.fao.org/docrep/007/j1533e/J1533E00.htm>

²⁴ FAO. 2010. Global forest resources assessment 2010. FAO, Rome (also available at www.fao.org/forestry/fra2010)

²⁵ Adler, D., Porter, D. and Woolcock, M. 2008. Legal Pluralism and Equity: Some Reflections on Land Reform in Cambodia. Justice for the poor, April 2008 Volume 2, Issue 2

²⁶ Poffenberger, M. 2009. Forests and climate change: mitigating drivers of deforestation. Community Forestry International.

tenure and land-use planning are made more difficult and because migrants often arrive rapidly existing land-use plans can be destabilised. Migrants may also be well-connected to traders other potential in-migrants in other provinces, potentially increasing pressure on land even further.²⁷

Migration rates seem to have been falling since 2008, possibly due to the global economic slowdown and resulting reduction in demand.²⁸ Another reason suggested is the possible belief that no more land is available. In Oddar Meanchey, for example the land situation has become more settled and ELCs, encroachments, established (or proposed) CF areas and areas of forest claimed by villages have stabilised land use change.

Unsustainable logging has also resulted in forest degradation. In recent years, industrial roundwood production in Cambodia, which itself has a limited wood products industry, has increasingly supplied the region's manufacturing centres in Viet Nam and China²⁹. Figures submitted to FAO by the Government of Cambodia suggest very low roundwood production – just 114,000 m³ in 2008³⁰. The figures do not, however, reflect illegal logging which continues at unknown levels despite the logging moratorium and cancellation of logging concessions.

Since the logging moratorium and cancellation of logging concessions, a system has been established to supply domestic wood demand in which annual coupes are auctioned and monitored by the Forestry Administration.³¹ To date these areas are small in size.

Strengthening implementation of forestry policy and improving forest law enforcement and governance have been priority issues since 1998³². A number of obstacles confronting forestry, including illegal logging and land grabbing have, however, remained largely untouched by the technological fixes promoted by donors³³. Steps taken to control illegal logging after 1998 were unsuccessful and a logging moratorium was announced in 2001. This resulted in closure of mills, a reduction in illegal logging and also shifts in the focus of illegal logging from commercial to small-scale operators, from few players to many and from export to domestic markets. Key factors determining the future success of forest law enforcement and governance efforts include the degree of responsibility allocated to the Forest Crime Monitoring Unit and the capacity provided to implement direct action³³. Alternative livelihoods for military groups and greater regulation of harvesting and environmental management are likely to reduce illegal logging although current road network expansion is at the same time liable to expand opportunities. The latest National Strategic Development Plan (NSDP-2009-2013) does not specifically address forest crimes or forest law enforcement, but its core concerns are good governance, including fighting corruption. The elimination of corruption is the RGC's high priority because it is an obstacle to achieving its goal of sustained high growth by fostering private sector development in order to reduce poverty. Most

²⁷ Pollard, E.H.B. and Evans, T.D. 2008. A survey of communities in and around the Seima biodiversity conservation area in 2008. WCS Cambodia Program, Phnom Penh

²⁸ Poffenberger, M. 2009. Forests and climate change: mitigating drivers of deforestation. Community Forestry International:

²⁹ Katsigiris, E. Bull, G. White, A., Barr, C., Barney, K., Bun, Y. et al. (2004) The China forest products trade: Overview of Asia-Pacific supplying countries, impacts, and implications. International Forestry Review 6 (3-4), pp. 237-253.

EIA (Environmental Investigation Agency)/Telapak 2008. Borderlines. Viet Nam's Booming Furniture Industry and Timber Smuggling in the Mekong Region. Environmental Investigation Agency/Telapak. <http://www.eia-international.org/files/reports160-1.pdf>

³⁰ FAO 2010. FAOSTAT database. <http://faostat.fao.org>

³¹ Forestry Administration (2009) Cambodia Forestry Outlook Study. FAO Regional Office for Asia and the Pacific, Bangkok.

³² Eang, S and Ty, S. 2003. National forest policy review, Cambodia. In: An overview of forest policies in Asia. FAO, Bangkok.

³³ Ken Serey, R. 2009. Key Trends in Forest Policies, Legislation and Institutional Arrangements in Cambodia. FAO/RECOFTC/TNC, unpublished.

importantly, the Royal Government approved the first Anti-corruption Law in April 2010. This established an Anti-Corruption Unit, which has since initiated a number of high profile investigations and prosecutions. There are a number of other RGC institutions that are involved in preventing and combating corruption, including National Audit Authority, Ministry of National Assembly-Senate Relations and Inspection (MONASRI) and internal audit units at line ministries and agencies.

Evidence on the performance of community forestry initiatives to reduce deforestation and forest degradation remains inconclusive. This partly results from the short period since community forestry became formally recognized in Cambodia – community forestry implementing regulations were issued in 2006. When legally registered and approved, however, community forestry “appears to increase local tenure right and reduces the risk that forests will be appropriated by external interests and converted to alternative uses”³⁴. While positive effects in some sites have been observed, many sites are still seeking formal recognition and registration. Community forestry currently provides only limited economic benefits due to the degraded condition of allocated forests³⁴. Coordination between government and organisations supporting forestry has been mixed and approval processes for community forestry are lengthy. Allocation of economic land concessions within proposed CF sites also poses threats both to forest resources and human rights^{34,22}. Nevertheless, recent reviews have highlighted the significant potential of community forestry as a tool for management of a significant proportion of Cambodia’s forest estate in a manner that delivers benefits to local communities³⁴. The RGC has set a target of 2 million hectares of Community Forests in the National Forestry Programme, which, if achieved, would significantly contribute to reductions in rates of deforestation and forest degradation.

Protected areas and Protection Forests account for about 4.5 million hectares of the total forest area. Limited capacity and relaxed enforcement at the level means that most protected areas are effectively multiple-use areas. However, the Protected Area Law was not promulgated until 2008 and implementing regulations are yet to be issued, which makes site-level implementation of the law challenging. A long list of threats faces these areas including illegal logging, encroachment, poaching, upland fields (*chamkar*, historically used for shifting cultivation but increasingly also used for permanent cash-crops), infrastructure development and mining. Increased access to forestland resources, which is primarily due to road development, is a major driver behind land encroachment in Protected Areas and Protection Forests. Protected areas are threatened mainly by external commercial interests supplying distant markets and, as such, protected areas adjacent to development zones are especially threatened³⁵. The trend may worsen with investments close to protected areas such as roads, dams and electrification schemes without additional attention to resource management, law enforcement and governance capacity. Additionally, encroachment by local communities and commercial interests is reducing the size of protected areas. Some parts of protected areas and protection forests have been degazetted in recent years to provide land for economic land concessions.

Key factors contributing to the pressures affecting protected areas include increasing national and regional demand for timber and inadequate law enforcement combined with a lack of alternative sources of income for local people. Illegal logging and wildlife poaching are the most pervasive threats across the protected area system. At present protected areas lack management plans, objectives and zonation and many have not been demarcated, all of which are mandated by the new 2008 Protected Areas Law. There is also a general lack of financial and human resources at all

³⁴ Blomley, T. Tola, P., Kosal, M., Dyna, E. and Dubois, M. 2010. Review of Community Forestry and Community Fisheries in Cambodia. Report prepared for the Natural Resource Management and Livelihoods Programme.

³⁵ Corbett, J. (2008) Paper parks and paper partnerships: lesions for protected areas and biodiversity corridors in the Greater Mekong Subregion. IUCN/ADB Core Environment Program. Unpublished.

levels and communication and infrastructure need to be improved. In the region in general, however, and despite many small-scale logging infringements and notwithstanding a number of serious exceptions, destruction within protected areas has been less than that in surrounding landscapes³⁶. Increasing cooperation between protected area managers, local communities and other partners and improved communication between protected area staff and national authorities provide some cause for optimism although underlying drivers of change also need to be addressed³⁷.

Most of the protection forests, several protected areas, and some unprotected forest areas are supported by long-term Government-NGO collaborations covering nearly 3 million hectares of Cambodia's forest estate (over 25%), including:

Protection Forests (FA)

- FA/CI: Central Cardamoms Protected Forest
- FA/WWF: Mondulkiri Protected Forest
- FA/WCS: Preah Vihear Protected Forest
- FA/WCS: Seima Protected Forest
- FA/Wildlife Alliance: Southern Cardamoms Protected Forest

Protected Areas (GDANCP)

- GDANCP/Wildlife Alliance: Botum Sakor National Park
- GDANCP/WCS: Kulen Promtep Wildlife Sanctuary
- GDANCP/Birdlife International/ People Resources and Conservation Foundation: Lomphat Wildlife Sanctuary
- GDANCP/WWF: Phnom Prich Wildlife Sanctuary
- GDANCP/FFI: Phnom Samkos Wildlife Sanctuary
- GDANCP/Maddox Jolie Pitt Project: Samlot Multiple Use Area

Note: WWF = World Wide Fund for Nature; WCS = Wildlife Conservation Society; CI = Conservation International; FFI = Fauna and Flora International.

These long-term collaborations have generally been very successful at reducing the drivers of deforestation and forest degradation, including agricultural expansion through land concession, through local improvements in forest law enforcement and governance and community programmes. Such programmes should be strengthened and expanded.

Current and future demand for woodfuel (fuelwood and charcoal) is seen as a potential cause of forest degradation and deforestation. Woodfuel provides the primary energy source for most rural and some urban households in Cambodia and is also a major source of energy for some industries. Although domestic use of woodfuel is not usually associated with deforestation, high levels of commercial demand and the lack of alternative energy sources is causing some concern^{38,39}. Currently, a significant proportion of commercial woodfuel supply is in the form of wood residues

³⁶ ICEM, 2003. Regional Report on Protected Areas and Development. Review of Protected Areas and Development in the Lower Mekong River Region, Indooroopilly, Queensland, Australia. 197 pp.

³⁷ Lacerda, L., Schmitt, K., Cutter P. and Meas, S. 2005. Management Effectiveness Assessment of the System of Protected Areas in Cambodia using WWF's RAPPAM Methodology. Ministry of Environment, Biodiversity and Protected Areas Management Project, Phnom Penh, Cambodia.

³⁸ Top, N., Mizoue, N., Ito, S., Kai, S., Nakao, T. 2004 Variation in woodfuel consumption patterns in response to forest availability in Kampong Thom Province, Cambodia. Biomass and Bioenergy 27: 57-68.

³⁹ Top, N., Mizoue, N., Ito, S., Kai, S., Nakao, T., Ty, S. 2006. Re-assessment of woodfuel supply and demand relationships in Kampong Thom Province, Cambodia. Biomass and Bioenergy 30: 134-143.

derived from the clearance of old rubber plantations. The brick making and garment manufacturing industries are particularly important users. Annual demand for rubberwood woodfuel from brick and garment factories is 780,000 m³ and 145,000 m³ per annum respectively, which has been estimated as equivalent to 4,650 hectares of rubber wood plantation per year.

The total area of rubber plantations has increased in recent years from around 51,000 hectares in 1985 to 69,000 hectares in 2001. More recently, 15 of the 25 Economic Land Concessions granted by the Ministry of Agriculture, Fisheries and Forestry between January 2005 and July 2006 were assigned for rubber plantation establishment. Despite high rates of establishment, however, depletion of senescing plantations is likely to result in scarcity of rubberwood in the near future and consumers may turn to natural forest. Isolated incidents of wood from natural forest being loaded into the same trucks which carry rubber wood have been recorded. Annual demand for rubberwood woodfuel from brick and garment factories has been estimated as equivalent to 4,650 hectares of rubber wood plantation per year. However, the future demand situation remains unclear and with rising rubber wood scarcity, surveys of commercial users of woodfuel indicate that many would cease activities when rubber wood resources come to an end while around a third said they would switch to non-wood energy sources such as coal, rice husk and garment waste. Although equivocal in relation to future deforestation and forest degradation, the situation suggests a need to⁴⁰:

- increase woodfuel supply, or at least sustainable supply,
- reduce demand by increasing efficiency of current use or switching to other fuels, or
- continue to use woodfuel while improving access to alternative fuels and protecting valuable forest resources.

The National Forestry Programme (NFP), approved in late 2010, sets out a plan for long-term management of Cambodia's forestry estate. Targets set under the NFP include:

- 2 million hectares of Community Forests (up from c.400,000 hectares currently); a significant proportion of the new CF sites would probably be gazetted from old logging concession sites.
- 3 million hectares of Protection Forests (up from c.1.5 million hectares currently), again through re-gazetting production forestry areas.
- 2.6 million hectares of Production Forests under Sustainable Forestry Management (including certification).
- Maintaining 3 million hectares of Protected Areas managed by GDANCP/MoE.

If realized, these NFP targets would represent a significant shift in forestry management practices, resulting in >3 million hectares of production forests, which are currently unmanaged, being re-gazetted either for community management or protection of ecosystem services. This would provide very significant climate change benefits through emissions reductions, and is critical if Cambodia is to achieve REDD+ goals. In addition, the NFP contains six thematic programmes including strengthening Forest Law Enforcement and Governance. Since the NFP was only approved in late 2010 implementation has yet to start and consequently the impact of the reforms outlined in the NFP cannot be assessed. Nevertheless the activities mandated under the NFP would be expected to lead to significant improvements in Forest Law Enforcement and Governance if funding was available to support implementation.

⁴⁰ Baskoro, I., Guidal, A., Roberts, J., Bryan, S., Cuong Lequan, M. 2008. Biomass Baseline Information Study Using Case Studies to Compare Domestic and Regional Demand for Rubber Wood, Rice Husk and Wood Chips. Geres, Cambodia.

3.3 Key Policies, Laws and Regulations Relevant to REDD+ in Cambodia

3.3.1 National Policies

In 2002, Cambodia's forest sector entered a prolonged period of reform following the suspension of all logging concessions by the Royal Government of Cambodia (RGC). Over the past two years, the Royal Government of Cambodia (RGC) has begun to implement a new vision for Cambodia's forest sector, based on the Rectangular Strategy – Phase II, the National Strategic Development Plan (NSDP; Update 2009-2013), the National Forest Programme (NFP) and several new laws and policies.

Rectangular Strategy. The "Rectangular Strategy for Growth, Employment, Equity and Efficiency – Phase II" is the RGC's over-arching socioeconomic development policy agenda for the Fourth Legislature of the National Assembly (2008-2013). The Rectangular Strategy is built on four fundamentals, including "Ensuring environmental sustainability, especially through sustainable management and use of natural resources", and describes four growth areas that are prioritized by the RGC, including the "Enhancement of the Agriculture Sector" which covers "(1) improving agricultural and diversification; (2) land reform and clearing of mines; (3) fisheries reform; and (4) forestry reform"⁴¹. Priority activities for the RGC in its fourth legislature include: accelerating land reform; public financial management reform; further implementation of the Decentralization and Deconcentration (D&D) policy to transfer power from the national to sub-national administrations; fisheries reform, including strengthening national resource conservation and taking serious action against illegal encroachment of flooded forests in order to secure fisheries resources; and forestry reform, including law enforcement, effective management of Protected Areas, climate change actions and Community Forestry. All development partners, including bilateral and multilateral development partners, private sector, non-governmental organizations, as well as management and officials of ministries and institutions are requested to assist the RGC in implementing the policies and programs outlined in the Rectangular Strategy – Phase II.

National Strategic Development Plan. The NSDP is intended to serve as the implementation tool or roadmap for implementation of the Rectangular Strategy – Phase II. The NSDP 2006-2010 has therefore been updated to the period 2009-2013 in order to cover the period of the Fourth Legislature and the Rectangular Strategy⁴². The Updated NSDP sets a national target of 60% forest cover, 450 approved community forests (noting that there are currently only 420 community forests at various stages of development), and reducing fuelwood dependence by 2013. It also mentions the importance of the new National Forest Programme as the strategic framework for the forestry sector, and the role of protection forests, protected areas (PAs), community forests and improved management of forestry concessions towards achieving the national target of 60% forest cover. Finally, the NSDP recognizes the importance of mobilizing resources, support, and financing to participate in global efforts to address the challenge of climate change, including REDD+ and greenhouse gas mitigation projects.

Cambodia Millennium Development Goals. Goal 7 "Ensure Environmental Sustainability" of the Cambodia Millennium Development Goals (CMDGs) sets out nine indicators for the forestry and environment sector under Target 13 "Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources". These indicators and targets by 2015 include:

⁴¹ Royal Government of Cambodia, 2008. Rectangular Strategy – for Growth, Employment, Equity and Efficiency Phase II. Presented at the First Cabinet Meeting of the Fourth Legislature of the National Assembly at the Office of the Council of Ministers Phnom Penh, 26 September 2008.

⁴² Royal Government of Cambodia, 2009. National Strategic Development Plan Update 2009-2013 – For Growth, Employment, Equity and Efficiency to reach the Cambodia Millennium Development Goals.

Indicator 7.1: Forest coverage as a % of total area, Baseline: 60%, Target: 60%

Indicator 7.2: Surface of protected areas, Baseline: 3.3 million hectares, Target: 3.3 million hectares

Indicator 7.3: Surface of forest protected areas, Baseline: 1.35 million hectares, Target: 1.35 million hectares

Indicator 7.7: Number of community-based fisheries, Baseline: 264, Target: 589

Indicator 7.8: Surface of fish sanctuary, Baseline: 264,000 hectares, Target: 581,000 hectares

Indicator 7.9: Fuel wood dependency, Baseline: 92%, Target: 52%

3.3.2 Regional/Local Administration Governance (Decentralization & Deconcentration) Policies

Cambodia is committed to the well-organized and consistent transfer of political, fiscal, administrative and service delivery powers to sub-national authorities, a process which is commonly called decentralization and deconcentration (D&D). The Law on the Administration and Management of the Commune/Sangkat (2001), and the Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and (what are referred to in the Constitution and commonly known as the "Organic Laws"), set out the roles and responsibilities of these authorities and their organizational/governance arrangements. Of these authorities, only provinces, districts and communes are relevant for REDD+ implementation, because these regional and local governance authorities are located by definition in rural areas in that contain forestland resources.

A Royal Decree enacted in 2008 established the National Committee for Sub-National Democratic Development (NCDD) to coordinate and lead the implementation of the Organic Laws, including reviewing functions and responsibilities of various line ministries/institutions, departments, units and other government authorities at all levels in order to identify the service delivery functions, responsibilities, powers and accountability that should be transferred to sub-national levels of government. The NCDD has drafted a 10-year policy framework, covering the period from 2010-2019, called the National Program for Sub-National Democratic Development (NP-SNDD), and is currently finalizing details of the first 3-year (2011-2013) implementation plan of the NP-SNDD.

Under the Organic Laws, regional and local administrative authorities currently have no direct decision making authority over the use and management of most forestland resources in the country, which instead resides primarily within MAFF, MoE and Ministry of Economy and Finance (MEF), but they do have supporting functions. Communes are mandated to protect and preserve environmental and natural resources under existing legislation, and are responsible for developing 5-year Commune Development Plans (CDP), rolling 3-year Commune Investment Programs (CIP) and Commune Land-use Plans (CLUP). The CIPs are basically the annually updated planning procedure for implementing CDPs that consist of clear development projects and budgets that are linked to district, line Ministry, donor and NGO priorities through the use of district integration workshops.

Financial resources that support both the general administrative and local development expenditures of Commune Councils are allocated through the Commune/Sangkat (C/S) Fund. The C/S Fund is the RGCs mechanism for providing discretionary funds from the National Budget through MEF directly to the lowest level of government, and is the only such nation-wide mechanism that exists. However, the Commune/Sangkat Fund is not particularly appropriate for REDD+ because funds cannot be earmarked for particular uses and payments cannot be made conditionally. Other sources of funds are available to communes for budgetary support purposes, including funds generated locally by communes through the levying of fees for service delivery functions or the imposition of local taxes as permitted by law. It should be noted that any delegation of authority or responsibility by a line Ministry to local levels of government, whether temporary or permanent in nature, should also be accompanied with the necessary resources (both financial and human resources) to properly carry out the authority or responsibilities delegated.



3.3.3 Sectoral Policies and Implementing Legislation

The key RGC REDD+ relevant sectoral policies for operationalising the NSDP, achieving the CMDGs and for management of forested lands in Cambodia are the National Forest Programme (NFP, 2010) for the forestry sector, particularly the Permanent Forest Reserve, the planned National Protected Areas Strategic Management Plan for the 3.1 million hectares of Protected Areas (mandated by the 2008 Protected Areas Law but yet to be developed), and the Strategic Planning Framework for Fisheries (2010). Other relevant policies include the Declaration on Land Policy (2009), the planned Cambodia Climate Change Strategy and Action Plan (CCCSAP). Relevant sectoral policies and implementing legislation are explained in more detail below.

1. National Forest Programme⁴³

In 2008 and 2009, the Forestry Administration (FA), together with other stakeholders in the forest sector developed the National Forest Programme (NFP) as a strategic framework, designed to guide the implementation of the policy reforms mandated by the Rectangular Strategy and the NSDP. The forest policy reforms prioritized under the NFP build on the new legal framework for forests that has been established based on the 2002 Forestry Law, Community Forestry under the 2003 Subdecree #79 and 2005 *prakas* (Ministerial regulation), various Subdecrees creating Protected Forests, Subdecree #53 on classification and registration of the Permanent Forest Estate, and reform of forest concessions. The NFP was formally approved by MAFF in early 2010 and is being promoted by government and development partners alike as a key guiding document for the sector. It identifies nine strategic priorities, including contribution to the economy, climate change and REDD, forest governance, conservation of forest resources, improved forest management, and sustainable financing. The NFP prioritises six programmatic areas that will receive emphasis over the next two decades in order to achieve these objectives, namely (see Table 2A):

1. Forest Demarcation, Classification and Registration (Programme 1). Forest land is demarcated, classified and registered by MAFF and then entered on to the land register by the Ministry of Land Management, Urban Planning and Construction (MLMUPC). The NFP sets a target of maintaining 60% forest cover by 2015, based on the CMDGs, with 120,000km of forest boundaries demarcated by 2029.
2. Forest Conservation and Development of Forest Resource and Biodiversity (Programme 2). The NFP sets targets of 3 million hectares of Protection Forests, 0.5 million hectares of plantations, and 2.4 million hectares managed according to sustainable forest management guidelines, 50% of processed wood for export being certified, and establishment of a chain of custody system.
3. Forest Law Enforcement and Governance Programme (Programme 3), including law enforcement and forest crime monitoring and reporting.
4. Community Forestry (Programme 4). The NFP sees local management as a key component of efforts to reduce deforestation and forest degradation and sets a national target of 1,000 community forestry groups registered, covering 2.0 million hectares. The Rectangular Strategy prioritizes community forestry as the principal vehicle for obtaining payments for carbon, through voluntary carbon markets and REDD. The NFP also identifies the importance of broadening strategies for decentralized forest management beyond community forestry (under the 2003 Subdecree #79, at village scale in production forest only), to include community conservation forestry (in protection forests), and partnership forestry or community production forestry (at larger scales). In common with other reviews³⁴ the NFP recognizes that the short 15-year length of Community Forestry Agreements, lack of local benefits, complexity of community forestry regulations, and uncertainty over royalty rates, hinder implementation of community forestry from a local perspective.

⁴³ Cambodia's National Forest Programme, 2010. Forestry Administration, Phnom Penh. www.twgfe.org/nfp/

Table 2A. The National Forestry Programme

B: Our Challenges	C.1 Strategic objectives	D. Strategic Direction for Sustainable Forest Management	E.3 Operational Framework
<p>B.1 Forest contribution to poverty alleviation, livelihoods and to the economy</p> <p>B.2 Climate change will affect forest based livelihoods</p> <p>B.3 Sectoral land-use planning (including cooperation between Ministries)</p> <p>B.4 Illegal activities and weak collaboration</p> <p>B.5 Forest conflicts</p> <p>B.6 Low capacity and insufficient knowledge</p> <p>B.7 Forest degradation</p> <p>B.8 Suitability of management models</p> <p>B.9 Financing</p>	<p>Objective 1: Maximise sustainable forest contribution to poverty alleviation, enhanced livelihoods and equitable economic growth</p> <p>Objective 2: Adapt to climate change and mitigate its effects on forest based livelihoods</p> <p>Objective 3: Macro land-use planning that allows for holistic planning across sectors, jurisdictions and local government borders</p> <p>Objective 4: Forest governance, law and enforcement at all levels</p> <p>Objective 5: Develop a conflict management system</p> <p>Objective 6: Raise awareness, capacity of institutions and quality of education to enable sustainable implementation of the National Forest Programme</p> <p>Objective 7: Ensure environmental protection and conservation of forest resources</p>	<p>D.1 Strategic direction for objective 1: Improved livelihoods, employment and economy</p> <p>D.2 Strategic direction for objective 2: Addressing climate change (inc REDD+)</p> <p>D.3 Strategic direction for objective 3: Cross-sectoral landscape planning</p> <p>D.4 Strategic direction for objective 4: Forest governance</p> <p>D.5 Strategic direction for objective 5: Conflict management</p> <p>D.6 Strategic direction for objective 6: Capacity development</p> <p>D.7 Strategic direction for objective 7: Environmental protection and conservation of forest resources</p>	<p>1. Forest Demarcation, Classification and Registration</p> <ul style="list-style-type: none"> • Sub-programme 1.1 – Forest Demarcation, forest classification and Registration • Sub-programme 1.2 – National Function-based Forest Classification <p>2. Forest Resource Management and Conservation</p> <ul style="list-style-type: none"> • Sub-Programme 2.1 – Forest Management Plan • Sub-Programme 2.2 – Development and Management of Production Forests • Sub-Programme 2.3 – Monitoring, Assessment and Reporting for SFM • Sub-Programme 2.4 – Biodiversity and Wildlife Conservation • Sub-Programme 2.5 – Conservation and Development of Genetic Resources and Seed Sources • Sub-Programme 2.6 – Tree planting and Development of Forest Plantations • Sub-Programme 2.7 Development of Forest Product and Market Promotion • Sub-Programme 2.8 –Wood Technology Development and Forest Product Processing • Sub-Programme 2.9 – Forest Certification. <p>3. Forest Law Enforcement and Governance</p> <ul style="list-style-type: none"> • Sub-Programme 3.1 – Legal and Administrative Reform • Sub-Programme 3.2 – Law Enforcement and Forest Crime Monitoring and Reporting • Sub-Programme 3.3 – Rapid Response on Forest Crime Information • Sub-Programme 3.4 – Conflict Management System (to be developed and implemented from 2010). This programme will address conflict management capacity needs within forestry authorities, in order to prevent and respond to destructive forest based conflicts • Sub-Programme 3.5 –Monitoring, Reporting and Learning System (to

	<p>Objective 8: Apply modern sustainable management models adaptive to changing context</p> <p>Objective 9: Develop sustainable financing systems</p>	<p>D.8 Strategic direction for objective 8: Forest management regimes</p> <p>D.9 Strategic direction for objective 9: Sustainable financing</p>	<p>be developed in 2010). A monitoring and reporting system will provide detailed programmatic implementation, checks and balances and learning, for efficient and sustainable performance.</p> <p>4. Community Forestry Programme</p> <ul style="list-style-type: none"> • Sub-Programme 4.1 – Community Forest Identification and Formalisation • Sub-Programme 4.2 – Community, Institutional and Livelihoods Development • Sub-Programme 4.3 – Community Forestry Development Support. <p>5. Capacity and Research Development</p> <ul style="list-style-type: none"> • Sub-programme 5.1 – Institutional and Human Resource Development • Sub-programme 5.2 – Extension and Public Awareness • Sub-programme 5.3 – Research Capacity Building Development. <p>6. Sustainable Forest Financing</p> <ul style="list-style-type: none"> • Sub-programme 6.1 – Government Financing • Sub-Programme 6.2 – Income from Forest Sector • Sub-programme 6.3 – Income from the Private Sector and Community Forestry • Sub-programme 6.4 – Financing via Donors • Sub-programme 6.5 – Innovative Financing from Payments of Environmental services and Carbon Credit
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Table 2B. Protected Areas

Protected Area management principles (from 2008 PA Law)	Details
Types of Protected Areas (Article 7)	<ol style="list-style-type: none"> 1. National Park 2. Wildlife sanctuary 3. Protected landscape 4. Multiple use area 5. Ramsar site 6. Biosphere reserve 7. Natural heritage site 8. Marine park <p>The protected areas above shall be defined by a sub-decree.</p>
Protected Areas Zonation (Article 11)	<ul style="list-style-type: none"> • Core Zone: A zone of high value for conservation of rare, endangered, vulnerable and threatened animal and plant species and a delicate ecosystem. [Relevant for 'reducing deforestation, reducing forest degradation and forest conservation under REDD+] • Conservation Zone: A zone next to the core zone, which is of conservation value for natural resources, ecosystem, slope, and natural landscape. Entry into this zone shall be by obtaining advance permission from the Natural Protection and Conservation Administration on site. Use of forest by-products for livelihood by the local community and indigenous ethnic minorities, which shall not cause harm to biodiversity, shall be under strict monitoring. [Relevant for 'reducing deforestation, reducing forest degradation and forest conservation' under REDD+] • Sustainable Use Zone: A zone of high value in national economic development that directly serves the purpose of management and conservation of the protected area and contributes to promoting the standards of living of the local community and indigenous ethnic minorities. [Relevant for 'reducing deforestation, reducing forest degradation, sustainable management of forests, and enhancement of forest carbon stocks' under REDD+] • Local Community Zone: A zone that serves the economic and social development of the local community and indigenous ethnic minorities who already have on-going activities, including housing, farming and vegetable gardening. Issuance of permit or land title or permission to use the land in this zone shall be certified by the Ministry of Environment. [Relevant for 'reducing deforestation, reducing forest degradation, sustainable management of forests, and enhancement of forest carbon stocks' under REDD+] <p>The principles for zoning in any protected area shall be prescribed by Prakas issued by the Ministry of Environment</p>
National Protected Area Strategic Management Plan (Articles 15, 16 and 17)	<p>Ministry of Environment shall develop a National Protected Area Strategic Management Plan (NPASMP), which shall be endorsed by the RGC. This would be equivalent to the function the NFP fills for the Permanent Forest Estate. The NPASMP shall be updated at least every five years.</p>
Individual Protected Area management plans (Articles 18 and 19)	<p>Principles for protected area management plans will be decided by a Prakas of the Ministry of Environment.</p>
Local Communities in Protected Areas	<ul style="list-style-type: none"> • The State recognizes and secures access to traditional uses, local customs, beliefs, and religions of the local communities,

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(Articles 21-28)	<p>and indigenous ethnic minority groups residing within and adjacent to the protected areas.</p> <ul style="list-style-type: none"> • Access to traditional uses of natural resources and customary practices of local community and indigenous ethnic minority groups on family scale may be allowed within sustainable use zone and conservation zone following guidelines which shall be prescribed in the Prakas of the Ministry of Environment • Community Protected Areas co-management agreements with local people should be developed in the sustainable use zone, based on a draft prakas exists to be approved
Protected Areas Fund (Article 32)	Established by sub-decree and co-chaired by Minister of Environment and Minister of Economy and Finance.
Concessions and non-profit activities in Protected Areas (Article 35)	A Prakas/Guideline will be drafted and enacted by the Ministry of Environment that specifies the procedures to be followed for permitting non-profit activities within PAs. Such a Prakas could spell out the procedure for granting REDD+ related and other types of conservation easements within PAs, contracted administrator type arrangements, etc.



5. Capacity and Research Development (Programme 5), including development of the managerial and technical capacity of FA staff and other stakeholders. Also includes activities on research and awareness-raising activities on sustainable forest management.
6. Sustainable Forest Financing (Programme 6). The NFP identifies REDD+ as a critical source of sustainable financing for implementation, and prioritises development of national capacity to manage the proposed international REDD+ mechanism, including setting baselines and improving capacity for forest carbon monitoring.

The National Forest Programme provides a transparent, participatory process for planning, implementation and evaluation of all forestry activities, including direction for the overall course and approach of the wider forest sector by aligning activities with both national and international priorities and harmonising with other sectors of the national economy. Cambodia's NFP will be implemented through five-year rolling plans for each sub-programme⁴⁴.

2. Protected Areas

The National Protected Areas Strategic Management Plan is mandated by the new 2008 Protected Areas Law as the overarching management framework for Protected Areas. Development of this Management Plan is supposed to commence in the second half of 2010, with financial and technical support from UNDP. Even in its absence, elements of the framework are clear from the subsidiary regulations mandated by the 2008 Protected Areas Law (which have also yet to be developed). This includes (see Table 2B):

- Development of individual protected area management plans linked to a National Protected Area Strategic Management Plan;
- Zonation of Protected Areas into core, conservation, sustainable-use and community zones, where natural resource extraction, agriculture and investment activities are permitted in the last two zones subject to conditions and regulations;
- Continued establishment of Community Protected Area (CPA) agreements with local communities for local management of natural resources in the sustainable-use zone (noting that the CPA *prakas* has yet to be passed); and
- The establishment of a Protected Areas Fund to be co-managed by MoE and the Ministry of Economy and Finance.

Writing the National Protected Areas Strategic Management Plan and development of the necessary subsidiary regulations to enact the policy framework are priorities for the immediate future if the 2008 Protected Areas Law is to be implemented.

3. Fisheries

The Strategic Planning Framework for Fisheries 2010-2019 sets out several key goals for the fisheries sector including Goal 3: the fisheries domain and associated resources are in a healthy and resilient condition and sustainably managed. Co-management, with the full participative involvement of local people throughout the process, is a fundamental principle of this goal. Under the goal, key indicators include (3.2) the mapping, demarcation and protection of flooded forest, (3.5) the area of critical fisheries habitats under sustainable management, (3.8) the strengthening of Community Fisheries to conduct effective Natural Resource Management, and (3.9) the impact of regulation on inland fisheries protected areas. Achieving these indicators would lead to reductions in the rates of flooded forest and mangrove loss, and potentially improvements in the overall area through replanting and regeneration (indicator 3.5). The Strategic Planning Framework is implemented through the 3-year Fishery Development Action Plan.

⁴⁴ Note: Internationally, the National Forest Programme (NFP) represents a series of holistic socio-political processes that coordinate the policies, planning and field operations in the forest sector. Its development in Cambodia is still at an early stage, and it currently applies only to the mandate of the Forestry Administration of MAFF.

4. Community Management of Natural Resources under the Forestry, Fisheries and Protected Areas Laws

Key aspects of these new laws, policies and subsidiary regulations include an explicit recognition of the rights of local communities and the importance of local community management of natural resources, through Community Forestry agreements (CFs, in Production Forests within the Permanent Forest Reserve), Community Fishery agreements (CFis, in fisheries areas) and Community Protected Areas (CPAs, in Protected Areas). Although the details of these agreements vary, they all provide for some measure of local management of natural resources for a period of 15 years for CFs and CPAs and 3 years for CFis. Ownership of the forest resources themselves remains with the state. These community natural resource management strategies are seen by government and development partners alike as one means to reverse the trend of forest loss and the negative impacts this has on livelihoods of poor rural Cambodians.

5. Land

The 2001 Land Law sets out a comprehensive system of land classification and land ownership rights. It includes important provisions on social and economic land concessions (SLCs and ELCs), indigenous land rights, land registration, and land dispute resolution. The Land Law also authorises the enactment of a series of important sub-decrees and other legislation. The significant elements of this law for the forestry sector are three-fold:

1. definition of state public property
2. definition of state private property
3. definition of indigenous property under the collective ownership category

The law distinguishes between state land in the public domain, such as forests and PAs, and state land in the private domain, which provides the legal mechanism for the granting of economic (agro-industrial production) and social land concessions. The 2005 Sub-Decree #118 on State Land Management provides the framework for state land identification, mapping, registration and classification and notes where additional administrative guidelines are required.

The RGC adopted a declaration on Land Policy in July of 2009, which lays out broad principles and goals relating to land management principles in the country. While this policy does not mention the forestry sector specifically, or management of forest resources in the country, it does state that the process of State land registration (both State public and State private) should be accelerated, and also calls for the development of a nationwide Land Information System (LIS) that is available for public reference.

As part of the Land Information System, the policy calls for the "establishment of a geology information system and soil classification based on natural characteristic of land," along with the development of a unified Geography Information System across the country under the coordination of the Ministry of Land Management, Urban Planning, and Construction (MLMUPC). According to the policy, the MLMUPC shall create a unit in charge of printing and distributing master maps, continue to install a Geodetic Network throughout the country and create a Leveling Network, and also establish a Permanent GPS Base Station.

The Land Policy further states that State land trustee authorities, such as the Forestry Administration (the FA being the State land trustee authority for the Permanent Forest Reserve) or Ministry of Environment (the MoE being the State land trustee authority for Protected Areas), shall provide the Ministry of Economy and Finance (MEF) with an annual inventory so that it may produce reports on the use of state land for the Royal Government. The policy indicates that the public can receive this information from relevant State institutions, and that State land trustee authorities, along with territorial authorities at all levels (Provincial, District, Commune) shall be responsible for protection and ensuring accountability for public and private State land management.

6. Indigenous Land Titling



Registration and titling of lands of Indigenous Communities was recognised under the 2001 Land Law, with further procedures out in 2009 Sub-Decree # 83 on Procedures of Registration of Land of Indigenous Communities. Prior to land registration, indigenous communities must complete an initial evaluation by the Ministry of Rural Development and then formally register with the Ministry of Interior. Under Indigenous Land Titling, a registered group of indigenous people with legally recognised by-laws can acquire collective ownership rights over state private and state public lands (e.g. forests). However, the indigenous community or individuals within the community cannot sell these lands. Alternatively, a group of indigenous people may choose not to register, in which case they remain eligible for individual private ownership of land.

7. Draft Spatial Planning Policy

A first draft of the Spatial Planning Policy was completed in 2010. Although the final form of the policy is not clear, there are already provisions that stress the importance of the sustainable management of natural resources in the country, along with general principles that link Commune Land Use Plans (CLUP) with District and Provincial Land Use planning processes, and the land use plans of State land trustee authorities, such as the Forestry Administration (Permanent Forest Reserve) or GDANCP (Protected Areas). These measures would link and integrate top down and bottom up land use decision making processes, and if implemented successfully would ensure transparency and the participation of all stakeholders in land-use decision making processes in the country.

8. Climate Change

Cambodia ratified the United Nations Framework Convention on Climate Change (UNFCCC) in 1995 and acceded to the Kyoto Protocol in 2002. The first formal communication with UNFCCC also took place in 2002 (for year 1994) and the National Adaptation Programme of Action to Climate Change (NAPA) was approved by Government in 2006. The second national communication to the UNFCCC (for year 2000) is currently being prepared. In 2003 the Ministry of Environment established an Office of Climate Change and in 2006 the Government set up the National Climate Change Committee (NCCC), with representation of 19 Government ministries and agencies. The new Department of Climate Change in the Ministry of Environment, which was upgraded from the old office, is the Secretariat of the NCCC. The NCCC and the Department of Climate Change have the responsibility to coordinate development of climate change policies, including the planned Cambodia Climate Change Strategy and Action Plan (CCCSAP).

9. Financial Sector Development Strategy 2006-2015

The overall objective of the financial sector development strategy is to support the development of a sound market-based financial system to support resource mobilization, effective financial resource allocation, and broad-based sustainable economic growth in the Kingdom of Cambodia. The policy covers developments in the banking sector, including micro-finance institutions, development of a sound insurance industry, development of a financial securities market, and other priorities for creating a modern and efficient financial sector in Cambodia. While there is nothing in this policy that refers to forestry activities in the country, it should provide the global community with confidence that the country is making efforts to put in place financial mechanisms that meet the requirements of the international investment community.

10. National Water Resources Policy (2004)

In January of 2004, the RGC adopted the country's first National Water Resources Policy. This broadly worded document recognized the importance of water resources within Cambodia, and calls for the sustainable development, use and conservation of these resources throughout the country. The major weakness with this policy document is that it does not spell out concrete actions that are to be taken, what timelines are involved or what institutions, agencies or departments are responsible. The only Ministry that is mentioned is the Ministry of Water Resources and Meteorology, and only in a very limited sense. Links between water resources and

forest resources management is also very limited, with only passing reference in a few locations on how mismanagement of forest resources or forestry activities (logging, both legal and illegal) in general can have a negative impact on water resources in the country.

3.3.4 Government-Donor Coordination

RGC's Strategic Framework for Development Cooperation Management for the Forest Sector sets out the principles for aid coordination in the forestry sector, in line with the Paris Declaration on Aid Effectiveness (2005). The framework is based on the RGC's Framework Cooperation Management Strategy and the Declaration by the Royal Government of Cambodia (RGC) and Development Partners (DPs) on Enhancing Aid Effectiveness (2006). The framework and the declaration aim to improve aid effectiveness through strengthened national systems and procedures, aid coordination and resource mobilization mechanisms that are based on principles of Cambodian leadership, ownership and mutual accountability to achieve RGC's priorities as set out in the Rectangular Strategy, the NSDP and the CMDGs. Within the forest sector, this will be achieved by following ten principles, including: alignment with the development priorities of the RGC, in particular the NFP; development partners shifting from project-based to program-based approaches that shall eventually be funded through budget support; coordination through the Technical Working Groups (TWGs); all programs including capacity building to RGC institutions and being based on existing RGC institutional mechanisms; programs should be harmonized so as not to create excessive burden on RGC administrative and management systems; and leadership by the RGC.

The main Government-donor coordination mechanism is the Technical Working Group on Forestry and the Environment (TWGF&E), which is co-chaired by the Forestry Administration and a representative selected by development partners (currently the Danish International Development Agency, Danida). The TWGF&E includes members from relevant ministries (Forestry Administration, Ministry of Agriculture Forestry and Fisheries, Ministry of Environment, Ministry of Economy and Finance, Ministry of Land Management, Urban Planning and Construction, Ministry of Industry, Mines and Energy, Ministry of Commerce and Ministry of National Defence), development partners (AFD, DANIDA, DFID, JICA, FAO, UNDP, USAID and World Bank), civil society and NGOs.

The TWGs regularly set Joint Monitoring Indicators (JMIs) for the Cambodia Development Cooperation Forum (CDCF), which is the annual high-level meeting between the RGC and development partners. The 3rd CDCF meeting in June 2010 proposed four activities to contribute to the overall output indicator "Promotion of the NFP implementation at both national and sub-national levels, at least 75% of all funds to forest sector should be aligned to NFP framework". One of the four activities is "Cambodia REDD+ Readiness Road Map approved and started implementation" with the associated action "Produce legal procedures and legislations for REDD+". These activities are supposed to be implemented over the 18 months between July 2010 and December 2011.

3.3.5 Summary

The RGC's existing policy and legal framework provided by the Rectangular Strategy, the NSDP, and the various sectoral policies, laws and subsidiary regulations provide a sound platform for development of National REDD+ Readiness. According to the decisions of the RGC, the National REDD+ should be developed following a program-based approach, and be implemented according to framework provided by the NFP, the planned National Protected Areas Strategic Management Plan, the Strategic Planning Framework for Fisheries, and existing decentralized land and natural resource management strategies. REDD+ activities should be coordinated by the National Climate Change Committee, as the highest-level inter-ministerial committee for climate change policy.

Development and implementation of the National REDD+ Readiness plan is one of the four key activities for the Forestry sector during 2010-2011, under the Government-Donor Joint Monitoring Indicators. There is therefore strong support from Development Partners for national REDD+ readiness activities.

3.4 Legal Framework for REDD+ Readiness in Cambodia

3.4.1 Forest Land Management and REDD+ in Cambodia

Forests in Cambodia fall under the general jurisdiction of the Ministry of Agriculture, Forestry and Fisheries (MAFF), with the Forestry Administration of MAFF charged as the responsible Government Authority (Forestry Law 2002, Article 3), the Ministry of Environment is responsible for Protected Areas, and the Fisheries Administration of MAFF is responsible for flooded forest and mangrove areas. As a consequence, management and regulatory jurisdictional authority over forest resources in Cambodia falls under the responsibility of several different government agencies under Cambodian Law (Fisheries Law 2006, Forestry Law 2002, Land Law 2001, Protected Areas Law 2008, Environmental Protection and Natural Resources Management Law 1996, 1993 Royal Decree on Creation and Determination of Nature Reserves, 2009 Subdecree #83 on Registration of Land of Indigenous Communities, etc).

Forestry Administration, Ministry of Agriculture, Forestry and Fisheries:

Permanent Forest Reserve (State Public Property):

- Production Forests, including:
 - Community Forests
 - Forestry Concessions
- Protection Forests
- Conversion Forests (which can be transferred to *state private property* for other land-uses such as economic or social land concessions)

Private Forests (Private Property), including:

- Privately-owned forests

(The Permanent Forest Reserve and Private Forests together compromise the Permanent Forest Estate)

Ministry of Environment:

Protected Areas (State Public Property), including:

- Community Protected Areas
- Flooded Forests and Mangroves *inside* Protected Areas⁴⁵

Fisheries Administration, Ministry of Agriculture, Forestry and Fisheries:

Flooded Forests and Mangroves inside the fishery domain (State Public Property) and outside Protected Areas⁴⁵, including:

- Community Fisheries
- Fishing Lots
- Fisheries Protected and Conservation Areas

Apsara Authority and other Temple Authorities:

Forested Areas around temple complexes (State Public Property)

Indigenous Peoples:

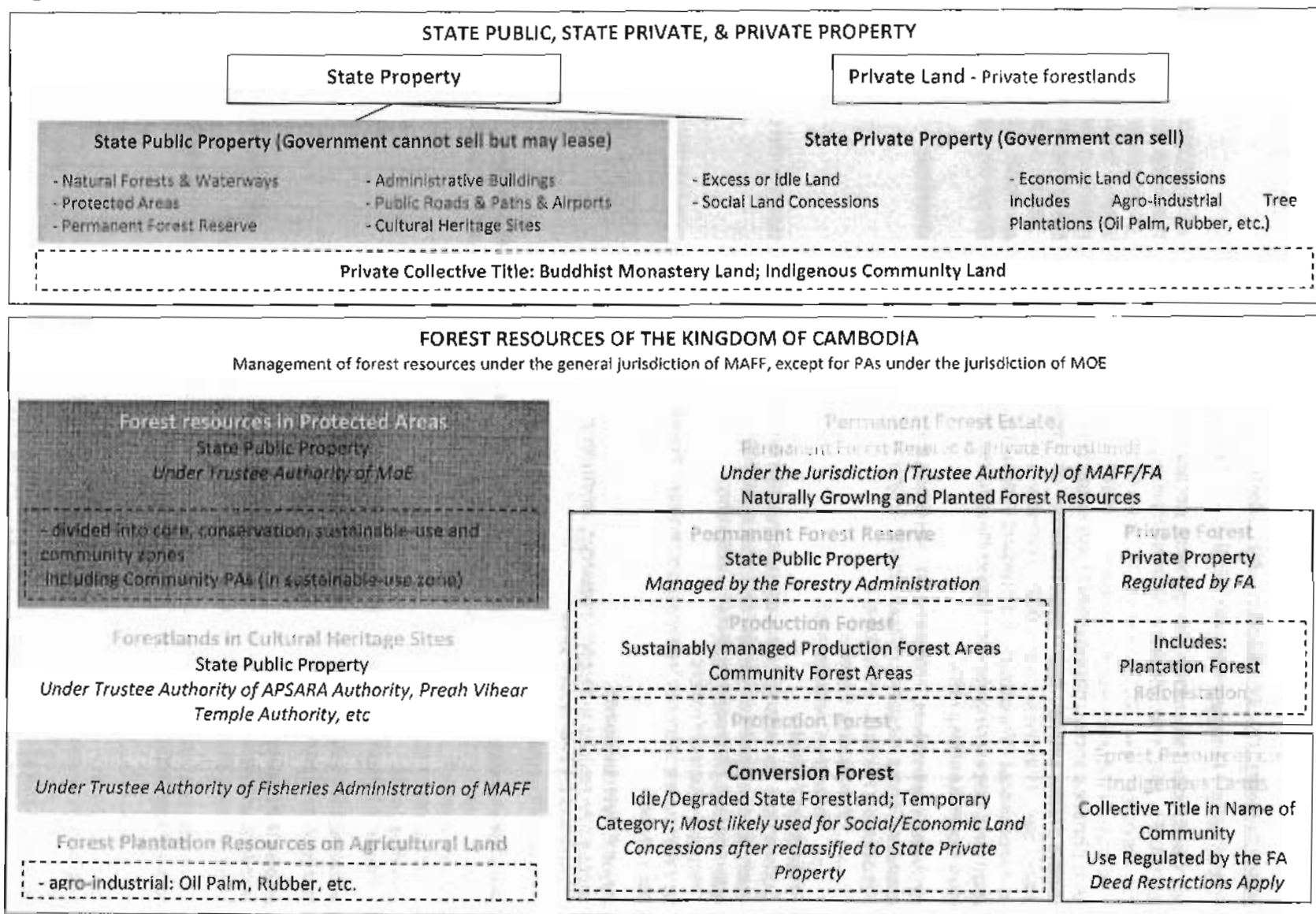
Forest Resources within lands of indigenous peoples, registered as collective title (State Public Property; can be inherited by direct descendants, but cannot be sold)

Figure 1 sets out the various categories of land, forest and forest resource management in Cambodia (Oberndorf and Nhean, 2010⁴⁶):

⁴⁵ Protected Areas include the core areas of the Tonle Sap Biosphere Reserve but not the sustainable-use or transition zones (2008 Protected Area Law).

⁴⁶ Oberndorf, R. and Nhean, M. 2010. REDD+ in the Cambodian context. An overview of the policy, legal and governance Frameworks impacting implementation. Report for the Cambodia REDD+ readiness process. UNDP Cambodia, Phnom Penh.

Figure 1. Land Classification – Forestland Management in Cambodia



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For forests resources classified as state property, FA/MAFF, FiA/MAFF and GDANCP/MoE are entrusted management authorities of the state; they do not have the right to sell, lease, transfer or otherwise dispose of these state properties without permission or authority granted/delegated from the RGC or the legislative branch. Decisions to allocate forest resources for protection, production (e.g. community forestry) or conversion, remain with the RGC, and the RGC is responsible for approving forest resource classification and adopting national management plans. The relevant national management plans are the National Forestry Programme (for the Permanent Forest Estate, approved in 2010), the Strategic Planning Framework for Fisheries (for flooded forest and mangrove areas, to be approved in 2010) and the planned National Protected Areas Strategic Management Plan (for protected areas, to be based on the 2008 Protected Areas Law).

3.4.2 Forest Resources and Related Carbon Ownership

It is legally correct to presume that the owner of a tree also owns the forest carbon stored in the tree. In most cases, forest resources belong to the owner of the land property that the forest resources are growing on. Naturally occurring forest resources (and the carbon stored in them) growing on State Public Land is by definition property of the State. Since almost all forests in Cambodia are naturally grown, the majority of forest carbon in Cambodia is state property.

Forest resources (and the carbon stored in them) planted on State Public or State Private land through an agreement with the appropriate State jurisdictional management authority are the property of those that planted the forest resources and invested other resources involved in the planting of the forest resources⁴⁷. Forest resources (and the carbon stored in them) growing on private property are the property of the entity that legally owns the land that the forest resources are growing on, unless the land property owner has permitted another individual or entity to plant forest resources on the private land property in accordance with agreement of the owner of the land property, such as through some sort of long term lease agreement.

Table 3 provides the approximate estimate of the percentage of Cambodia's forest carbon in each type of forestland management unit, and gives details of the forestland owner, managing agent and regulatory agent. The table shows that the majority of Cambodia's forests are managed directly by Government agencies, or by local communities under a co-management agreement with Government agencies (Community Forestry, Community Fisheries or Community Protected Areas), or by a concession holder under contract to a Government agency. It should be noted that all forestry concessions in Cambodia have been suspended since 2002, and in practice these areas are currently managed by the FA in the absence of concession holders. The forest carbon estimates in the table are based on an initial assessment by the United Nations Environment Program's World Conservation Monitoring Center (UNEP-WCMC); the numbers are approximate using Cambodian data where available and default values for under-sampled forest types⁴⁸.

Table 3. Forest Carbon management in Cambodia⁴⁸

⁴⁷ "Any individuals that plant trees on private land or on state forest land where they have granted user rights, have the right to maintain, develop, use, sell, and distribute their products. (Forestry Law, Article 46); The state will not require the payment of royalties or premiums for the harvesting of Forest Products & By-products from private forests. (Forestry Law, Article 52)

⁴⁸ Leng, C., Ravilious, C., Kapos, V., Bertzky, M., Osti, M., Clements, T., Dickson, B. (2010) Carbon, biodiversity and ecosystem services: Exploring co-benefits. Cambodia. UNEP-WCMC, Cambridge, UK

	Forest Classification	% Forest Carbon stock estimate ¹	Land/Forest Owner	Managing Agent	Regulatory Agent
Permanent Forest Estate	Forestry Concessions (Production Forest, PFR)	30%	State (State Public Land)	FA, in the absence of concession holders (all forestry concessions are suspended)	FA/MAFF
	Community Forests (Production Forest, PFR)	3% [overlaps with other types]	State (State Public Land)	Forestry Community under Community Forestry Agreement with FA	FA/MAFF
	Protection Forests (Permanent Forest Reserve)	14%	State (State Public Land)	FA (usually with support of a donor/NGO)	FA/MAFF
	Conversion Forests gazetted as Economic Land Concessions	12% [overlaps with other types]	State (State Private Land)	Economic Land Concession holder under contract to RGC	MAFF/ELC
	Other Forests (could be private forests, or plantations)	19%	State (State Public Land) or Private	Various, mainly FA	FA/MAFF
	Private Forests	? <1%	Individuals (can sell, transfer, etc.)	Individuals	FA/MAFF
	Indigenous Land Title	? <1%	Registered indigenous community (cannot sell, transfer, etc.)	Registered indigenous community	FA/MAFF
Protected Areas	Protected Areas	26% (all PAs)	State (State Public Land)	GDANCP (sometimes with support of a donor/NGO)	GDANCP/MoE
	Community Protected Areas		State (State Public Land)	Protected Area Community under a CPA agreement with MoE	GDANCP/MoE
Flooded forests & Mangroves	Community Fisheries	<1%	State (State Public Land)	Fishery Community under a community fisheries agreement with FiA	FiA/MAFF
	Fishing Lots	<1%	State (State Public Land)	Fishing Lot concession holder under contract to FiA	FiA/MAFF
	Other flooded forest areas	<1%	State (State Public Land)	FiA	FiA/MAFF

Note: the total percentage of forest carbon adds up to approximately 105% due to overlaps between forestland management units. Most of these overlaps are community forests (declared within forest concessions for example) and economic land concessions (declared within forest concessions, protection forests, protected areas, etc.). Data is based on forest management

units in 2010 against the 2006 forest cover assessment. Forest carbon stock estimates include aboveground and belowground biomass but not soil carbon.

3.4.3 National Responsibilities with respect to REDD+ under current laws

Whilst the legal framework for management of forest resources is clear, the national coordination and regulation framework with respect to REDD+ is not yet fully defined. Nevertheless, the general framework can be determined based on the existing management and regulatory jurisdictions of relevant Government ministries and institutions. Additional processes will need to be established during the national REDD+ Readiness process to clarify the decision-making authority of various State institutions and create appropriate regulatory procedures and guidelines where needed.

1. Forest Carbon

The state entrusted authority for the forest carbon depends on the forest designation (see Figure 1). MAFF has general jurisdiction over forests and forest resources in the Kingdom of Cambodia (Article 3 of the 2002 Forestry Law). The FA is the designated Government Authority with jurisdictional management *and* regulatory authority over the Permanent Forest Reserve. The FA also has regulatory authority over the Permanent Forest Estate which includes both the Permanent Forest Reserve and forest resources located on privately owned land, or what are commonly referred to as private forests⁴⁹. Based on the two exclusions in Article 3 of the 2002 Forestry Law, provisions in the Law on Environmental Protection and Natural Resources Management, the Protected Areas Law, and the Fisheries Law, management and regulatory jurisdictional authority over forest resources located in Protected Areas is under the Ministry of Environment, while management and regulatory jurisdictional authority over flooded forest resources and mangrove areas located outside of PAs is under the Fisheries Administration/MAFF.

Under 2008 Subdecree #188⁵⁰ (amending the 2000 Sub-Decree #17 on the Organisation and Function of MAFF) the Forestry Administration's general responsibilities for forest carbon are specifically:

- conducting assessments to determine the quantity of national forest carbon stocks; and
- developing and arranging for forest carbon trades and forest services to increase revenue for effective forest operations and development (Article 4 of 2008 Subdecree #188).

The Forestry Administration therefore currently has authorization to develop forest carbon sales, however based on the law this applies only to the Permanent Forest Estate that lies under the jurisdiction of the FA. Based on the two exclusions in Article 3 of the Forestry Law, management of Protected Areas is under the Ministry of Environment and flooded forest and mangrove areas fall under the jurisdiction of the Fisheries Administration of MAFF.

In addition to the roles and responsibilities relating to forest carbon trades delegated to the FA in Sub-Decree 188, the FA was earlier designated as the agent of the RGC for arranging the sale of forest carbon credits from the Oddar Meanchey REDD+ pilot project, under the Council of Ministers Circular (*SaraChor*) #699, 26 May 2008. The RGC also decided that revenues from the Oddar Meanchey project REDD+ carbon credit sales should be used to (a) improve the quality of the forest, (b) maximize the benefit flows to local communities who are participating in the project activities, and (c) study potential sites for new forest carbon credit REDD projects.

⁴⁹ The Permanent Forest Estate consists of the Permanent Forest Reserves and Private Forests. (Forestry Law, Article 10)

⁵⁰ The full title of 2008 Subdecree #188 is: "Sub-Decree on making the General Department of the Ministry to General Secretariat, Promoting Forestry Administration and Fisheries Administration to the status equivalent to General Departments, Promoting Department of Agriculture and Land Improvement to General Department of Agriculture, and making the General Department of Rubber Plantation to General Department of Rubber, under the management of the Ministry of Agriculture, Forestry and Fisheries."

Revenues are to be channeled through the Technical Working Group on Forestry and Environment (TWGF&E) during the first five years of the project.

While MAFF, MoE and the relevant state entities that exist within these Ministries of the RGC (FA, FiA, GDANCP, etc.) are the state authorities entrusted with forest resources management in the country, they do not have the right to sell, lease, transfer or otherwise dispose of these state properties without direct permission from the RGC, previously delegated authority to do so from the RGC, or delegated authority to do so from the legislative branch of government.

The Ministry of Economy and Finance (MEF) acts as the executive agency of the RGC in managing state properties (including forest carbon) in terms of selling, leasing, transferring, and other arrangements, and granting of various state concessions or contracts on management of state property. MEF is also responsible for maintaining an inventory of state properties, management of state revenue and the national budget. As a consequence, government trust funds are either chaired or co-chaired by MEF, including the Commune/Sangkat Fund, the National Forestry Development Fund and the Protected Areas Fund⁵¹.

Private forest owners, either individuals or recognized indigenous communities with communal title, have the right to sell their own forest carbon.

2. Climate Change and the UNFCCC

The Ministry of Environment is the primary government agency responsible for international environmental treaties, including climate change and the UNFCCC. MoE chairs the National Climate Change Committee (NCCC), the national coordinating body, which was established in 2006 with representation of 20 Government ministries and agencies, with the Prime Minister as the Honorary Chair. The NCCC is responsible for preparing, coordinating and monitoring implementation of the Royal Government policies, strategies, regulations, plans and programs related to climate change. The NCCC's roles and responsibilities include (2010 Subdecree #99, replacing 2009 Subdecree #174 and 2006 Subdecree #35):

1. coordinating and cooperating with concerned ministries and institutions in the preparation of draft policies, strategies, regulations, plans and programs on climate change, including the National GHG Reduction Plan and Climate Change Adaptation Plan for approval by the Royal Government;
2. promoting and encouraging integration of climate change issues into concerned policies, strategies, regulations, plans and programs;
3. promoting and encouraging transfer of appropriate technologies and renewable energy, conservation and improvement of carbon sinks;
4. determining the national negotiation positions and strategies for participation in international negotiations on climate change;
5. managing and coordinating the CDM of the Kyoto Protocol; and
6. coordinating and monitoring implementation of projects, programs and activities related to climate change.

Therefore, the NCCC's role is primarily focus on coordinating, monitoring and promoting in cooperation with concerned ministries and institutions of the RGC.

The Department of Climate Change, which is part of the General Department of Administration for Nature Conservation and Protection (GDANCP) of MoE acts as the secretariat of the NCCC and has the following relevant roles and responsibilities (see Art. 4 of 2009 Sub-Decree #175 amending 1997 Sub-Decree #57 on MoE Organization and Function):

- developing national strategies, action plans and policies and regulations related to climate changes in cooperation with concerned institutions;
- implementing UNFCCC and decisions under the convention;
- preparing national reports and greenhouse gas inventories of Cambodia under UNFCCC;

⁵¹ While mandated under Article 62 of the Forestry Law (2002) and Article 32 of the Protected Areas Law (2008), the RGC has yet to issue the necessary Sub-Decrees that would lay out the organizational structure, roles and functions of the National Forestry Development Fund nor the Protected Areas Fund Committees.

- studying and assessing the potential for reducing GHG emissions and promoting implementation of GHG reduction projects using appropriate technologies;
- promoting mainstreaming/integrating climate change issues in to the national development plan and sectoral plans;
- coordinating implementation of CDM and carbon credit projects;
- proposing projects and programs and coordinating, monitoring and evaluating implementation of all projects and programs related to climate change;
- serving as focal point for the UNFCCC, Kyoto Protocol, the CDM, international negotiations on climate change, and preparing the national position for these negotiations;
- serving as secretariat of NCCC;
- cooperating with concerned institutions in the establishment and management of climate change trust funds and carbon credit policies; and
- strengthening cooperation among national institutions, development partners, civil society and the private sector in implementing measures to respond to climate changes as well as for effective implementation of decisions of the UNFCCC.

It should be noted that the Department of Climate Change's role is coordinating, monitoring, evaluating implementation and working in cooperation with concerned ministries and institutions of the RGC on issues relating to climate change.

The main exception to the above statement is that MoE is directly responsible for the CDM of the Kyoto Protocol, for which MoE is the interim Designated National Authority. Reforestation is currently eligible as a project type under the CDM, although the majority of reforestation activities would fall under the authority of the FA.

In summary, the Department of Climate Change of MoE is responsible for coordinating the development and implementation of climate change policies. In addition, the Department is responsible for several functions relevant to REDD+: reporting to the UNFCCC, preparing national greenhouse gas inventories (including the initial and second national communications), and coordinating implementation of the CDM. The NCCC is the overall national coordination body for all climate change related policies and activities.

3. National REDD+ Reference Scenario and REDD+ Monitoring

The Reference Scenario is the baseline against which national REDD+ performance will be measured. In the language of the UNFCCC texts this is called the Reference Emissions Level (REL, where emissions refers to activities such as deforestation) or the Reference Level (RL, which includes both emissions and removals, where removals refers to activities that remove greenhouse gases from the atmosphere, such as reforestation). The REDD+ Monitoring System measures country performance against the Reference Scenario, and is often called Measurement, Reporting and Verification (MRV). MRV includes measuring reductions in greenhouse gas emissions (e.g. due to deforestation) and increases in removals (e.g. due to sequestration), and MRV of REDD+ impacts, including REDD+ revenues, social and biodiversity impacts.

With respect to forest carbon monitoring, the FA is responsible for (Forestry Law 2002, 2008 Subdecree #188):

- collecting scientific, economic, social and environmental data related to state forests; and
- conducting assessments to determine the quantity of national forest carbon stocks.

MoE is responsible for preparing national greenhouse gas inventories (including national communications to the UNFCCC) and reporting to the UNFCCC (2009 Subdecree #175). This includes generating data on emissions factors. National definitions of forests and classes of forests are set by MAFF.

Setting the Reference Scenario involves technical assessments of trends in forest cover and carbon stocks (measured by the FA/MAFF and MoE), including data on drivers of deforestation, land-use plans, and so on, which are held by other Government agencies such as the National Institute of Statistics and MLMUPC (for land-use plans). The Cambodia Reference Scenario will eventually be set through international negotiations under the UNFCCC and/or potentially other

mechanisms that may be established. International climate change negotiations fall under the jurisdiction of MoE and the NCCC, and potentially the Ministry of Foreign Affairs.

4. Forest and Land classification and registration

Forestland classification and registration is important for REDD+ because these processes formally legitimize management options and ownership decisions. The Ministry of Land Management, Urban Planning and Construction (MLMUPC) has various responsibilities relating to land management including (2001 Land Law, 2009 Land Policy):

- Cadastral administration of state land (public and private state land) and individuals' private land registration, issuing land titles throughout Cambodia; Social Land Concessions;
- Carrying out cadastral surveying and mapping;
- Administrating all kinds of maps of Kingdom of Cambodia to national mapping standards; and
- Geographical Information Systems (GIS) coordination.

Under the 2001 Land Law and 2002 Forestry Law the majority of forest resources and some of the land used for reforestation is classified as state public or state private property. The Sub-Decree on State Land Management established a process for determining definite ownership of any land parcel, including a process to adjudicate and resolve disputes (2005 Subdecree #118). By default any land listed in a state property inventory (e.g. a MAFF map of the permanent forest reserve) shall be considered as preliminary evidence that can be used by concerned state agencies to support their claim that it is state land under the Cadastral land registration procedure. MLMUPC is responsible for providing technical assistance to the land registration process, but decisions are made by the Cadastral Commission, with final decisions on disputes settled by the Council for Land Policy. MLMUPC manages the register of all land properties in the country and issues title/ownership certificates to private individuals or communities for immoveable properties they own.

MAFF and FA is responsible for delineating, demarcating and registering the Permanent Forest Reserves in cooperation with MLMUPC, territorial authorities and local communities (see Art. 9 of 2002 Forestry Law and 2005 Sub-Decree #53). This process includes classification of the permanent forest reserve into protection forests, various types of production forests (including community forests) and forests for conversion. Once complete, these areas should then entered onto the land register by MLMUPC. The final stage of the process is an announcement by sub-decree of the RGC for the forest area.

Similarly, MoE is responsible for working with MLMUPC to demarcate the boundaries of PAs. The demarcation of the zones within it is approved by a sub-decree of the RGC (2008 Protected Areas Law).

5. Land concessions

The Land Law authorises the granting of land concessions for either social or economic purposes. Land concessions must be based on a specific legal document, issued by the competent authority (in the case of forest, either MAFF or MoE) prior to the occupation of the land, and must be registered with the MLMUPC. There are three main types of land concessions in Cambodia:

- Social Land Concessions (SLCs) – under which beneficiaries can build residential constructions and/or cultivate State lands for their subsistence; SLCs are limited to 10 hectares per family and after five years the land becomes their private property if it has been developed properly.
- Economic Land Concessions (ELCs) – under which beneficiaries can clear land for agri-industrial businesses; ELCs are limited to a maximum area of 10,000 hectares and a maximum duration of 99 years.
- Use, development or exploitation concessions – includes fishing, mining concessions, port concessions, airport concessions, industrial development concessions.

The Sub-Decree for SLCs regulates allocation of state private land to poor communities and households. The Council for the Development of Cambodia is responsible for authorising

investment projects to be implemented under concession contracts. In general, these apply to infrastructure projects.

According to the 2001 Land Law, ELCs can only be granted over State private land. ELCs granted prior to the passage of the Land Law are to be reduced to comply with the area limit, although an exemption may be granted if the reduction will compromise exploitation in progress. Article 59 further prohibits the granting of concessions in several locations, jointly exceeding the 10,000 ha size limit, in favour of the same person(s) or different legal entities controlled by the same person(s). The 2005 Sub-Decree #146 on ELCs provides criteria for granting ELCs (Chapter 2, Article 4). The land for an ELC must be registered and classified as state private land in accordance with the 2005 Sub-Decree #118 on State Land Management and the Sub-Decree on Procedures for Establishing Cadastral Maps and Land Register or the Sub-Decree #48 on Sporadic Registration. An ELC may be granted only on lands that meets all of the following four criteria:

1. Land use plan has been adopted by the Provincial-Municipal State Land Management Committee and the land use is consistent with the plan
2. Environmental and Social Impact Assessments (ESIA) have been completed with respect to the proposed land use and a development plan has been created
3. Land has solutions for resettlement issues, in accordance with the existing legal framework and procedures. The Contracting Authority shall ensure that there will not be involuntary resettlement of lawful land holders and that access to private land shall be respected
4. Land for which there have been public consultations, with regard to ELC projects or proposals, with territorial authorities and residents of the locality.

The Contracting Authority for ELCs is MAFF.

Evaluation of ELC proposals is based on the following criteria:

- Increase in agricultural and industrial-agricultural production by using modern technology
- Creation of increasing employment
- Promotion of living standards of local and indigenous people
- Continuous environmental protection and natural resource management
- Avoidance or minimisation of adverse social impacts
- Linkages and mutual support between social land concessions and ELCs
- Processing of raw agricultural materials, to be specified in the concession contract.

ELCs must be exploited within 12 months of being granted, or will be considered cancelled. ELCs granted prior to the Land Law must be exploited within 12 months of the law's entry into force, or shall be cancelled. Any failure to fulfil the conditions of an ELC shall be grounds for its withdrawal, and land concessionaires are not entitled to seek compensation for any damages resulting from the withdrawal of a concession.

Article 18 of the Land Law states that ELCs that fail to comply with the above provisions are null and void, and cannot be made legal in any form. Article 55 provides that ELCs may be revoked by the Government for non-compliance with legal requirements, and the land concessionaire may appeal this decision. Further, a court may cancel the ELC if a land concessionaire does not comply with clauses specified in the contract.

Initial legal analysis suggests that ELCs and SLCs are not appropriate modalities for implementing REDD+ because they are implemented on state private land and do not involve forest resources.

6. Concessions in Forest Areas

The Forestry Law was drafted and enacted by the legislative branch of Government at a time when there was a much attention in the country regarding the management and operation of the large commercial forestry concessions that had been granted in the country during the 1990s. As such, the provisions in this Law relating to forestry concessions are focused on the rules and procedures for such large-scale commercial forestry concessions. However, the provisions in Chapter 5 of the Forestry Law on forestry concessions could be interpreted as

permitting REDD+ arrangements. Article 13 of the Law states the following in rather general language that could be interpreted broadly:

“Upon the request of the Minister of Ministry of Agriculture, Forestry and Fisheries, the Royal Government of Kingdom of Cambodia may grant an area of production forest, not under use, to a forest concession through public bidding consistent with the National Forest Management Plan and after consultation with concerned Ministries, local authorities and communities. The public bidding procedures and required documents shall be determined by the Sub-Decree on Forest Concession Management.”

For the provisions in the Forestry Law to be tailored to allow for REDD+ arrangements, utilizing the provisions relating to Forestry Concessions in Chapter 5 of the Law, it would be necessary to either amend or completely redraft the existing Sub-Decree on Forest Concession Management (2000).

The 2008 Protected Areas Law does not make any direct reference to concessions within established PAs, but there are provisions in the Law that need further development through the promulgation of subsidiary Sub-Decrees and Prakas that can be used to address concession type agreement processes within these areas of State public land property, and can certainly be tailored to include mechanisms for REDD+ concession arrangements or what could be referred to as “conservation concessions.”

It is clear under the Protected Areas Law that investment and development activities are allowed within the Sustainable Use Zones of a PA. As stated in Article 11(3) of the Law, “the Royal Government of Cambodia may permit development and investment activities in this zone in accordance with the request from the Ministry of Environment.” Such development and investment could be in the form of a long-term lease, such as the ninety-nine (99) year land lease contract for the development of Preah Monivong Bokor National Park⁵².

7. Environmental and Social Impact Assessments

Under the current legal framework, REDD+ arrangements in natural forest areas might require the undertaking of an Environmental and Social Impact Assessment (ESIA) as prescribed by the relevant provisions found in the Law on Environmental Protection and Natural Resources Management (1996), Sub-Decree on Environmental Impact Assessment Process (1999), the Forestry Law (2002), and the NPA Law (2008). This is due to the fact that REDD+ arrangements, which are generally focused on the conservation and rehabilitation of forest resources, could possibly fit the description of activities or projects requiring an ESIA, depending on how such descriptions are interpreted by the government entities responsible for implementing them. Some activities that can be linked to REDD+ arrangements, such as certified sustainable commercial production forestry projects in the PFR, clearly fall under the requirements for conducting such reviews.

It should be noted that prior to passage of the Forestry Law in 2002, the phrase “Environmental Impact Assessment” (EIA) was used by the legislative branch of Government and the RGC to describe the review process necessary for proposed activities and projects, and this same terminology is reflected in the Sub-Decree on the Environmental Impact Assessment Process (1999). With passage of the Forestry Law in 2002, the legislature and RGC have changed the terminology used to ESIA, though there is no indication anywhere that responsibilities for the review process as required under the Law on Environmental Protection and Natural Resources Management (1996) and the Sub-Decree on Environmental Impact Assessment Process has been changed. What has changed is that those responsible for preparing ESIA's and MOE (being the Government agency with responsibility for reviewing, approving and monitoring ESIA's), must now look at more than just the potential environmental impacts of proposed projects or

⁵² This long-term lease contract between the RGC and the Sokha Hotel Company (a Cambodian legal entity), which was executed in 2007, could be considered as one of the ‘other types of concessions’ mentioned in Article 50 of the Land Law (2001).

activities and how these impacts will be mitigated, but also must look at the social impacts of proposed projects or activities and how those impacts will be mitigated. In actuality, it was always a requirement that "health and public welfare" should be part of the review process, as highlighted in the paragraph below. In order to avoid any confusion, the ESIA terminology that the legislature and RGC has adopted since passage of the Forestry Law will be used throughout the remainder of this report.

The Law on Environmental Protection and Natural Resources Management generally refers to requirements for conducting ESIA's for both private and public projects or activities, delegates to MoE the responsibility and authority to review ESIA's prior to final project or activity approval by the RGC, with the scope and size of projects or activities that require an ESIA being defined by Sub-Decree. Procedures have been promulgated by the RGC that require an initial ESIA be conducted by project sponsors for activities and projects that have been listed, with a full-scale ESIA review and pre-feasibility study required if there is a determination by MoE that the activity or project would have a serious negative impact on natural resources, ecosystems, *health or public welfare*. Full-scale ESIA reviews shall include the preparation of Environmental and Social Management Plans by the project or activity sponsor, which are to be continuously monitored by MoE during the activity or project construction, implementation and closure. Service fees are to be paid by the project sponsor to cover the cost of initial and full ESIA reviews, including the cost of ongoing monitoring of the Environmental and Social Management Plans, with such fees being deposited directly into the national treasury in accordance with the Law on Public Finance Management (2008).

The list of projects and activities requiring an ESIA include the following that might be relevant to REDD+ implementation in the country:

Activity/Project	Size
Mining	Any Size
Concession forests	≥ 10,000 Hectares
Logging	≥ 500 Hectares
Land Covered by Forests	≥ 500 Hectares
Flooded and Coastal Forests	All sizes
Tourism Areas	≥ 50 Hectares
Golf Courses	≥ 18 Holes
Construction of Bridges and Roads	≥ 30 Tones weight
National Road construction	≥ 100 Kilometers

The Sub-Decree on Environmental Impact Assessment Process is only four pages in length, and the currently existing Prakas on Guidelines for Preparing the Environmental Impact Assessment Report (2000) is only one page in length and no useful guidance with regards to the ESIA process in Cambodia other than stating that "the Department of Monitoring and Environmental Impact Assessment shall be responsible for reviewing, monitoring and take action to have the project owners comply with the environmental management plan during the periods of construction, operation and closure of projects as stated in an ESIA report," and shall also be responsible for developing further guidelines for preparing an ESIA report. No additional guidelines for preparing an ESIA report appear to have been prepared.

The Forestry Law does not add much in the way of clarity regarding whether REDD+ implementation arrangements require an ESIA, and simply states that, "consistent with the Cambodian code of forest management and the Environmental Protection and Natural Resources Law, an Environmental and Social Impact Assessment shall be prepared for *any major forest ecosystem related activity that may cause adverse impact on society and environment*. Prior to passage of the Forestry Law, the Department of Forestry and Wildlife, with assistance from the AusAid Mission to Cambodia, produced a guideline manual for conducting an ESIA in relation to forest concessions. This manual clearly states that such ESIA's are to be reviewed and monitored by MOE in accordance with the law.

Article 44 of the Protected Areas Law (2008) states the following:

To minimize adverse impacts on the environment and to ensure that management objectives of protected areas are satisfied, an Environmental and Social Impact Assessment shall be required on all proposals and investment for development within or adjacent to protected area boundary by the Ministry of Environment with the collaboration from relevant ministries and institutions.

The procedures for Environmental and Social Impact Assessment for any projects or activities shall comply with provisions pertaining to the process of Environmental and Social Impact Assessment.

Other Laws and Sub-Decrees also make reference to the requirements for conducting ESIA's. For example, Article 7 of the Sub-Decree on Economic Land Concessions (2005, amended 2008) clearly states that the Contracting Authority (MAFF) may initiate an ELC process by taking the following steps (not all steps in Article 7 are reiterated here):

“Arrange for the conduct of an initial ESIA for the proposed economic land concession project.

If the initial ESIA indicates a medium or high degree of adverse impact, arrange for the conduct of a full environmental and social impact assessment.”

ESIA's for REDD+ related implementation activities aimed at protecting natural forestland resources could very well be required based on the provisions found in the existing legal framework, though there is no clear statement saying that they are. What is urgently needed in Cambodia is a comprehensive review and update of the Sub-Decree and Prakas relating to ESIA's in order to remove any areas of confusion relating to this process, not just for REDD+ implementation purposes, but for any activities or projects proposed in the country. Until that time, any investors or project implementers should simply check with the relevant authorities to ask whether an initial EIA or ESIA is required for their particular activity or project if there is any uncertainty about the need to conduct such a review.

8. National Coordination Committees

In addition to the NCCC, other relevant inter-ministerial coordinating bodies include:

- Council for Land Policy (2009 Subdecree #35): Chaired by MLMUPC with 23 members, under the Supreme Council of State Reform, with responsibility for resolving conflicts over state land classification (e.g. as state public or state private land) and determining which government agency has primary responsibility for particular programs and policies, based on consensus of all the members based on existing laws and regulations.
- National Authority for Land Disputes/Conflict Resolution (2006 Royal Decree): Chaired by representative of the Prime Minister with 22 members, responsible for facilitating resolution of land disputes and land conflicts between private individuals as well as between state agencies/institutions, for both registered and unregistered land.
- Cadastral Commission (2001 Land Law): responsible for facilitating and adjudicating on land ownership/possession disputes over unregistered land/land parcels with no land certificate.
- National Committee for Land Management (1999 Subdecree #62): approving provincial land-use plans.
- National Committee for Addressing Disputes in Relation to Creation of Permanent Forest Reserve Areas: Chaired by MAFF and responsible for facilitating and reporting to the RGC on the resolution of land and/or forest ownership disputes during the process of classifying and registering the permanent forest reserve.
- Forest Land Encroachment Committee.
- National Committee for Subnational Democratic Development (NCDD): see above, Subnational Administration.
- Expropriation Committee (2010 Expropriation Law).

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3.4.4 REDD+ Taskforce

The interim REDD+ Taskforce was formed in January 2010 by an inter-agency decision with an interim mandate to develop plans for national REDD+ Readiness (see below for more details). It is facilitated and coordinated by the Forestry Administration and includes members from the Ministry of Environment and Ministry of Land Management, Urban Planning and Construction.

Figure 2. Inter-ministerial bodies relevant for REDD+ Readiness in Cambodia

Council for Land Policy; Cadastral Commission; National Committee for Land Management; National Committee for Addressing Disputes in Relation to Creation of Permanent Forest Reserve Areas; Forest Land Encroachment Committee; National Authority for Land Disputes/Conflict Resolution; National Committee for Subnational Democratic Development (NCDD); Expropriation Committee

National Climate Change Committee

Honorary Chair: Prime Minister, Chair: Minister of Environment,
Deputy Chairs: MAFF, MIME, MOWRAM, MoC;

20 line agency members

Role: to develop, coordinate and monitor the implementation of policies, strategies, regulations, plans and programs of the Royal Government to respond to climate change

Duties: coordinate and cooperate with concerned ministries and institutions in preparation of draft policies, strategies, promote conservation and improvement of carbon sinks, manage and coordinate the CDM of the Kyoto Protocol, adopting reports to UNFCCC

Figure 3. National Responsibilities for REDD+ Readiness in Cambodia

<p>RGC/Council of Ministers</p> <ul style="list-style-type: none">- management of all state properties- adopts management plans for state properties- transfers, reclassifies and designates entrusted authorities for state properties <p>Ministry of Economy and Finance</p> <ul style="list-style-type: none">- maintains inventory of state properties- executive agent of the RGC in managing state properties, including transfer, sale, lease, concessions, etc- management of state revenue- co-chair of state trust funds <p><i>2008 Public Financial Management Law, 2006 Subdecree # 129, 2000 Subdecree #04</i></p> <p>Ministry of Land Management, Urban Planning & Construction</p> <ul style="list-style-type: none">- manage cadastral administration of state immovable properties- Issue title/ownership certificates to all immovable properties- management of maps of Cambodia <p><i>2001 Land Law, 1999 Subdecree # 62</i></p>	<p>Ministry of Agriculture, Forestry and Fisheries</p> <ul style="list-style-type: none">- general jurisdiction for forests and forest resources (PA management under MoE)- registration of permanent forest estates <p><u>Forestry Administration:</u></p> <ul style="list-style-type: none">- responsibility for the Permanent Forest Estate- developing and implementing national forest programme (including community forestry)- studying and collecting data on all state forests- conducting assessments of national forest carbon stocks- developing forest carbon trades- reforestation <p><u>Fisheries Administration:</u></p> <ul style="list-style-type: none">- responsibility for flooded forest and mangrove areas- developing and implementing national fisheries plan (including community fisheries) <p><i>2002 Forestry Law, 2008 Subdecree #188, 2006 Fisheries Law</i></p> <p>Ministry of Interior (Inc. NCDD)</p> <ul style="list-style-type: none">- subnational administration (prov/dist/comm)- commune development plans & funds- identify functions to be transferred to sub-national councils (NCDD) <p><i>2008 Organic Law</i></p>	<p>Ministry of Environment</p> <ul style="list-style-type: none">- management of Protected Areas- review environmental impact assessments- CDM Interim designated national authority <p><u>General Department (GDANCP):</u></p> <ul style="list-style-type: none">- developing and implementing National Protected Areas Strategic Management Plan- responsibility for international environmental conventions <p><u>Department of Climate Change of GDANCP:</u></p> <ul style="list-style-type: none">- cooperate with relevant institutions to : develop national climate change strategies, and carbon credit policy, manage climate change trust funds; Secretariat of NCCC- UNFCCC focal point: negotiations, implementing UNFCCC decisions and preparing national GHG inventory reports- coordinating implementation of CDM and carbon credit projects <p><i>2008 Protected Areas Law, 1993 Royal Decree, 2008 Subdecree #37, 2009 Subdecree #175</i></p> <p>Ministry of Rural Development</p> <ul style="list-style-type: none">- Recognize indigenous communities for registration with Mol <p><i>2001 Subdecree</i></p>
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3.5 Stakeholders

The below analysis provides an initial assessment of key stakeholders within the sector that should be engaged during the REDD+ Readiness phase and the coordination mechanisms that currently exist. By identifying the coordination mechanism that exist it is intended that consultation process around REDD+ will be able to work with existing structures to prevent duplication and to help build the trust and capacity of different actors within the sector. The key stakeholder groups described are:

1. Government Institutions and Agencies;
2. Civil Society and NGOs;
3. Private Sector;
4. Knowledge Institutions;
5. Development Partners; and
6. International Networks.

A brief analysis of these groups is provided below and in Table 4.

Table 4: Key Stakeholder Groups and existing coordination mechanisms

Group	Key members and Coordination mechanisms
Government	MAFF, MoE, Mol, MEF, MLMUPC, MRD, MIME, MOWRAM, etc. <u>National coordination bodies:</u> National Climate Change Committee, Council for Land Policy; Cadastral Commission; National Committee for Land Management; National Committee for Addressing Disputes in Relation to Creation of Permanent Forest Reserve Areas; Forest Land Encroachment Committee; National Authority for Land Disputes/Conflict Resolution; National Committee for Subnational Democratic Development (NCDD); Expropriation Committee <u>Technical Coordination of REDD+ Readiness plans:</u> interim REDD+ Taskforce (since January 2010)
Government-donor coordination bodies	<u>Technical Working Groups:</u> mixed membership, including Government agencies, donors, private sector and NGOs
Donors	Japan, Danida, EU, UNEP, UNDP, FAO, World Bank, USAID
Private Sector	International investors (e.g. Terra Global Capital, Macquarie Capital, Merrill Lynch), Cambodia Timber Industry Association, Nexus, Banks based in Cambodia
Environmental and Conservation NGO's working on REDD+	<u>Informal REDD+ Working Group:</u> Center for Clean Air Policy (CCAP), BirdLife International in Indochina, Conservation International, East-West Management Institute Cambodia, French Office of National Forests International (ONFi), Groupe Energies Renouvelables, Environnement et Solidarités (GERES), Maddox-Jolie-Pitt Project, PACT, Regional Community Forestry Training Center (RECOFTC) – Center for People and Forests, Wildlife Alliance, Wildlife Conservation Society (WCS), World Wildlife Fund (WWF) <u>Coordination Group:</u> Informal NGO REDD+ Working Group
Climate Change NGO's	>60 members of the <u>National Climate Change Network</u>
Community Forestry groups	>60 members of the <u>National Community Forestry Program Coordination Committee</u> NGO Forum Forestry Network Regional/Provincial/Local networks in areas with REDD projects, such as Oddar Meanchey Community Forestry network
Indigenous peoples and civil society organisations:	Representative organisations such as CPN, ICSO, IRAM and CIYA Meetings facilitated by NGO Forum Regional/provincial/local networks in areas with REDD projects (e.g. Prey Long)

Academic Institutions	CDRI, CAS, RUPP, Royal University of Agriculture, Prek Leap National School of Agriculture
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3.5.1 Government agencies

The Government agencies are responsible for policy, regulatory and planning tasks related to establishment and maintenance of the enabling conditions for REDD+ Readiness implementation. This includes enforcement of legislation and regulations, conflict resolution, service delivery, and ensuring that necessary human capacity and technical assistance are available for development. Key Government agencies are described in Section 5 above. A key consideration is the majority of forests are state property, although mechanisms exist for local co-management of forestlands through Community Forestry, Community Protected Area, Protected Area Zonation and Community Fisheries arrangements. A mechanism for REDD+ could provide substantial support to existing and future plans for forest governance in Cambodia. The existing NFP identifies it as a potential funding resource for long term NFP implementation and the levels of funding associated with REDD+ may be the only opportunity to effectively scale up activities such as community forestry to the levels identified in the NFP. Provision of this level of funding is critical if Cambodia's forests are to be secured for the long-term.

Coordination through and across Government will be critical to the success of REDD+. The capacity of several institutions will also have to be increased if strategies for REDD+ are to be effectively implemented. The interim REDD+ Taskforce was formed in January 2010 to lead the REDD+ Readiness planning process in order to ensure balanced discussion and coordination between Government agencies in development of the REDD+ Roadmap. The establishment of the Taskforce was necessary because it was felt that no existing national-level body existed at the technical level with a mandate to develop REDD+ Readiness plans. Continuation of this coordination mechanism through the REDD+ Readiness process will be very important.

Government Coordination

Government coordination occurs at a number of levels both within Government and between Government and other stakeholders. Key coordination mechanisms include:

- **The Government-Donor Coordination Committee**

A high level Government-Donor Coordination Committee (GDCC) has been established to coordinate the TWGs and to provide policy guidance, set priorities and resolve problems/issues raised by the TWGs.

- **Technical Working Groups**

There are 18 technical working groups to coordinate activities between donors, Government and prominent actors in NGOs and civil society and the private sector. The Technical Working Group on Forest and the Environment will be the most directly relevant but TWG's in Agriculture and Water, Fisheries, and Land as well as Legal and Judicial Reform, Public Financial Management, Private Sector Development, National Strategic Development Planning, and Decentralisation and Deconcentration may also be relevant.

- National Climate Change Committee and other national-level committees

The RGC established the National Climate Change Committee (NCCC) in 2006. The NCCC comprises senior policy-makers from 20 ministries and serves as a policy-making body that coordinates the development and implementation of policies, plans, and measures to address climate change issues within Cambodia. The Prime Minister accepted the position of the Honorary Chair of the NCCC by Sub-decree #174 dated 14 October 2009. Other relevant national-level committees are described in Section 5 above.

3.5.2 NGOs and Civil Society

Cambodia has a vibrant and highly professional NGO sector⁵³ capable of providing considerable assistance to REDD+ development. There are approximately 450 active local NGOs registered with the Ministry of Interior, and 316 active international NGOs registered with the Ministry of Foreign Affairs⁵⁴. The majority of these organisations however owe their existence more to the influence and financial support of international donors than a natural scaling up of grassroots organizations⁵⁵. This upward accountability has resulted in most CSO/NGO organizations possessing 'undemocratic structures,' mobilising 'low levels of public participation,' and lacking a 'clearly defined constituency.'⁵⁶ These challenges are also combined with limited engagement of women within the sector and a political history and climate that has limited the establishment of NGOs as explicitly political actors, able to lead public opinion or influence public policy⁵⁶.

This situation presents challenge to identifying organizations capable of linking community perceptions to national policy processes. Strategies for civil society engagement must thus balance the provision of technical support to the process by organizations, with a more grassroots based approach to awareness raising and consultation. This latter element will need to be carefully programmed to prevent the small number of organizations that have the capacity to act as representatives becoming overburdened.

Non-Governmental Organisations

The NGO sector in Cambodia is extensive, often has high capacity, and has already established mechanisms for coordination on forestry, community forestry, REDD+ and climate change. Both National and International NGO's have the capacity to provide technical support to Government agencies in implementation of REDD+ Readiness activities, such as awareness-raising, and REDD+ strategies. There are already several organisations with experience of REDD+ processes internationally as well as the implementation of pilot REDD+ projects within Cambodia, as well as organisations with considerable experience in community forestry, indigenous rights and land. The knowledge and skills of these organisations will be important to the development of National REDD+ strategies.

Indigenous Peoples

There are 20 recognized indigenous groups in Cambodia⁵⁷ making up approximately 1.3% of the population. These groups are distributed across 15 provinces where their traditional territories are closely related to areas of highest carbon density within Cambodia (Figure 4 and Leng et al. 2010⁵⁸) making their engagement in the development of any REDD+ process critical.

Figure 4. Distribution of Ethnic Groups in Cambodia⁵⁹

⁵³ Hughes and Un (2007) Cambodia Country Governance Assessment. Governance and Social Development Resource Centre

⁵⁴ Chanboreth, E. and Hach, S., (December 2008), Aid Effectiveness in Cambodia, Wolfensohn Working Paper No.7. The Brookings Institution, Washington, D.C.

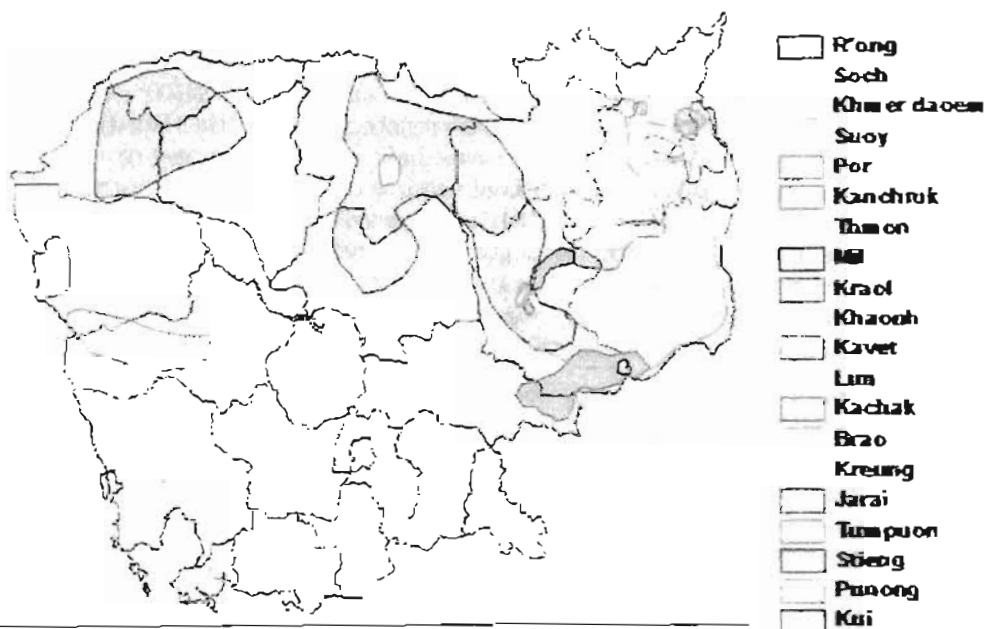
⁵⁵ Malena C and Chimm K (2009) Linking Citizens and the State: An Assessment of Civil Society Contributions to Good Governance in Cambodia. World Bank

⁵⁶ Hughes and Un (2007) Cambodia Country Governance Assessment. Governance and Social Development Resource Centre

⁵⁷ IPNN (2010) The Rights of Indigenous Peoples in Cambodia. 76th Submission to the UN Committee for the Elimination of Racial Discrimination

⁵⁸ Leng, C., Ravilious, C., Kapos, V., Bertzky, M., Osti, M., Clements, T., Dickson, B. (2010) Carbon, biodiversity and ecosystem services: Exploring co-benefits. Cambodia. UNEP-WCMC, Cambridge, UK.

⁵⁹ IPNN (2010) The Rights of Indigenous Peoples in Cambodia. 76th Submission to the UN Committee for the Elimination of Racial Discrimination



Most indigenous groups maintain organized systems of governance at the village level. Representation at national level however experiences many of the challenges experienced by the wider civil society and NGO community.

Key NGO, Civil Society and Indigenous Organisations, Groups and Networks Relevant to REDD+

A wide number of networks and organizations exist that will be relevant to the technical development and management of mechanisms for REDD+. For the purpose of developing and overview of stakeholder networks and organizations this section covers the main existing networks at national level that can be relevant to REDD+:

- National Climate Change Network

The national climate change network has a membership of over 40 NGO's who participate in a wide range of activities relating to climate change. The network is chaired by Oxfam America and has an organizing committee including a number of national and international NGO's.

- National Community Forestry Program Coordination Committee

The National Community Forestry Program Coordination Committee includes Government members, and representatives from NGOs and community forestry groups.

- Informal REDD+ Working Group

A large number of international and national environmental NGOs have projects and programs in Cambodia, and the majority of these have site-based forest conservation projects, which often include a REDD+ component. Many of the NGOs are part of the Informal NGO REDD Working Group, which meets weekly in Phnom Penh. The members of the Informal NGO REDD Working Group include:

Table 5. NGO members of the Informal REDD+ Working Group

NGO	REDD+ relevant activities
BirdLife International in Indochina	Forest and species conservation projects
Conservation International	Site-based forest conservation programs in the Cardamom mountains and REDD+ feasibility assessment in Prey Long

East-West Management Institute Cambodia	Program on Rights and Justice focuses on human rights advocacy, rule of law promotion and biodiversity protection, including strengthening grassroots advocacy and community networks, such as community-based advocacy to protect Cambodia's biodiversity.
French Office of National Forests International (ONFi)	REDD+ feasibility assessment for Wildlife Alliance
Groupe Energies Renouvelables, Environnement et Solidarités (GERES)	Reductions in biomass use through improved fuelwood cookstoves and other projects, generating carbon credits to be sold through the CDM and voluntary carbon markets. Established Nexus as a non-profit alliance of pro-poor carbon project developers that provides assistance for projects to enter the carbon market.
PACT	Oddar Meanchey REDD+ Pilot Project with local community forests
Regional Community Forestry Training Center (RECOFTC) – Center for People and Forests	Community Forestry Capacity-building and training
Wildlife Alliance	Forest conservation in south-west Cambodia REDD+ feasibility project undertaken by ONFi
Wildlife Conservation Society (WCS)	Seima Forest Project: REDD+ Pilot Project for protection forests Northern Plains conservation program, including REDD+ feasibility assessments for sites in Preah Vihear Support to National REDD+ Readiness
World Wildlife Fund (WWF)	Forest and species conservation in Mondulkiri province, eastern Cambodia

The only NGOs with an interest in REDD+ projects not currently members of the Informal NGO REDD Working Group are:

- Maddox-Jolie Pitt Project: implementing site-based forest conservation in Samlout Protected Area, including an interest in REDD+.
- Clinton Climate Initiative: supporting REDD+ projects in Northeast Cambodia, and a member of the interim REDD+ Taskforce.

- Forest Livelihoods and Plantation Network (FLPN):

This network is organized by NGO Forum. It has a membership of 30 groups based at national and local levels. The network meets every three months.

- Land Action Network for Development (LAND)

The Land Action Network for Development is organised by NGO Forum. It has a membership 30 groups based at the national-level and 10 NGOs at provincial levels. Currently, the LAND is on the process of reviewing its network members to expand to country wide. National Level meets every two month and provincial level groups meet every month.

- Indigenous Peoples NGOs Network (IPNN):

IPNN is organized by NGO Forum. It has a membership of 24 NGOs and civil society groups based at national and local levels. The network meets every three month (quarterly basis).

- Environment Network:

The Environment Network is organized by NGO Forum and comprises of 22 NGOs at national and provincial levels. The network meets every 2 months.

Considerable cross over exists between the membership of these different groups.

Box 1: NGO Forum, a National Networking NGO

The NGO-Fourm is a membership organisation for local and international Non-Governmental Organisations (NGOs) working in Cambodia. It exists for information sharing, debate and advocacy on priority issues affecting Cambodia's development. The organizations Core Programme brings together member NGOs in member meetings, and covers the NGO Forum's core representational role. Through this core function the forum runs a eleven networks including the National Forestry Network, the Indigenous People's National network and the Land Action Network for Development.

Grassroots civil society and indigenous peoples networks

Cambodian indigenous peoples are usually organized in local community groups. National organizations include Cambodia Indigenous Youth Association (CIYA), Indigenous Community Support Organization (ICSO) and Indigenous Rights Active Members (IRAM). National-level civil society networks include the Community Peace Network (CPN).

Regional, provincial and local networks of NGOs and community-based organizations organized around particular issues, such as the Oddar Meanchey Community Forestry network (a network of community forestry groups in Oddar Meanchey province, many of whom are involved in the local REDD+ project).

3.5.3 The Private Sector

Cambodia's private sector is developing rapidly with extensive international investment as well as a growing number of Cambodian firms. The country has already made some progress in attracting international capital for forest carbon from TerraGlobalCapital, a US-based company who has partnered for the Oddar Meanchey pilot project. Several other private sector companies have expressed interest in investing in forest carbon pilot projects in Cambodia. Nexus, a global alliance of social ventures (nonprofits, nongovernmental organizations and eco-businesses) whose central mission is to reduce climate change while alleviating poverty, has a large number of core staff based in Cambodia although the organization is incorporated as a nonprofit in Singapore. Nexus provides a bridge for NGOs, community groups and social enterprise to access the carbon market finance for projects that deliver climate change benefits. Nexus' services include awareness raising, carbon auditing, capacity building, carbon project development, and carbon asset management. The Cambodia Timber Industry Association is an association of the main forestry concession companies, however these no longer operate in Cambodia following the suspension of concessions in 2002.

Other private sector activities that are relevant to REDD+ at present are agro-industrial development, and mineral extraction. For REDD+ to be successful the correct conditions will be required to encourage investment to move from forest clearance for development towards activities that support the maintenance of the existing forests. To achieve this the correct enabling environment will be critical the development of which will require consultation with both private sector actors and those in other sectors.

3.5.4 Academic Institutions

Cambodia has several established policy research institutions, such as Cambodia Development Resource Institute (CDRI) and the Center for Advanced Study (CAS). Major Universities include the Royal University of Phnom Penh, which already has well-regarded master's courses on environmental conservation and provides teaching on Payments for Ecosystem Services, the Royal University of Agriculture (Chamkar Dong) and Prek Leap National School of Agriculture, all in Phnom Penh. Universities could play a key role in implementation of REDD+ through courses on REDD+ and necessary skills such as forest inventories.

3.5.5 Development Partners

Development partners have provided vital support to the development of Cambodia's forest, environment, land and climate change sectors. Several partners have already committed to provide further support to policy dialogue and REDD+ Readiness implementation. Development partner experience will play an important role in linking national and international process. It is important that communication between development partners and Government is also clearly maintained to ensure that efforts towards REDD+ are coordinated with other initiatives.

Development Partner coordination mechanisms include:

- The Technical Working Groups. The Technical Working Group development partner meetings provide a forum for coordination between development partners, who also join full TWG meetings.
- Cambodia Climate Change Alliance. The Cambodia Climate Change Alliance (CCCA) is a multi-donor initiative (funded by Sida, DANIDA, EC and UNDP) that supports NCCC.

3.5.6 International Networks

Cambodia is a member of a number of different global and regional organizations, which provides an important resource to learn lessons from other countries about the development of REDD+ process as well as providing opportunities for further capacity building and regional coordination. Cambodia is a member of the Interim REDD+ Partnership, a global partnership of developed countries and developing forest countries established after the UNFCCC Copenhagen Climate Change conference to support and contribute to the international REDD+ policy development process. The partnership aims to promote transparency around financing and existing and new international initiatives to achieve REDD+. Cambodia is also a member of the Coalition of Rainforest Nations (a negotiating bloc of tropical forest countries within the UNFCCC), the Forest Carbon Partnership Facility and UN-REDD. Regional networks include the ASEAN Regional Knowledge Network on Forests and Climate Change, which was initiated in 2008 following a desire by country governments to increase their levels of understanding and knowledge of REDD+, and the Asian Senior Officials on Forestry (ASOF) meetings. The Asia Indigenous Peoples Pact (AIPP) serves as a forum for sharing aspirations, ideas and experiences, consolidating cooperation and solidarity and coordination and organizing campaigns on issues affecting indigenous peoples in Asia.

3.6 Development Partner Activities

3.6.1 UN Agencies

United Nations Development Assistance Framework (UNDAF)

The UNDAF sets out three levels of results expected from UN cooperation in Cambodia for the period 2011-2015. At the UNDAF Outcome level, the contribution is articulated in terms of specific development results that support national priorities as articulated in the Rectangular Strategy and NSDP. At the Country Programme Outcome level, results aim to capture institutional and behavioural changes that result from the collective efforts of two or more UN agencies alongside actions of others, in particular the Government. This demonstrates the value added of the UN system as a whole. At the Output level, interventions will target capacity gaps that hinder the various levels of Government from fulfilling their commitments and those that prevent people living in Cambodia from fulfilling their rights. In addition, the UN will focus on strengthening the knowledge and skills, human and financial resources, as well as coordination and communication that are necessary (but not sufficient) if Cambodia is to achieve its CMDG targets by 2015.

Under UNDAF Outcome 1: Economic Growth and Sustainable Development, the Country Programme Outcome 1.2 is Environment and Sustainable Development: "National and local authorities and private sector institutions are better able to ensure the sustainable use of natural resources (fisheries, forestry, mangrove, land, and protected areas), cleaner technologies and responsive to climate change." Relevant Country Program Outputs and Indicators are as follows:

1.2.1 Country Program Output: Biodiversity conservation and community based natural resource management for the enhancement of livelihoods mainstreamed into national and local development plans to promote poverty-environment linkages. Indicators:

1.22 Guidelines developed for forestry-related carbon credit community sites based on model interventions

1.25 National costed strategic plan to support sustainable land management, community based sustainable forest management, and protected areas management developed.

1.2.2 Country Program Output: National and local capacities strengthened to plan and implement climate change adaptation measures to reduce vulnerability in agriculture, forestry, fisheries, water resources, coastal zone and health sectors. Indicators:

1.28 National Climate Change Strategic Plan with costed annual work plan

1.29 No. of national and sectoral plans and strategies which explicitly refer to climate change

1.30 National REDD+ Readiness Strategic Plan developed with costed annual work plan

1.31 Standard Operating Procedures to mitigate change in forestry, agriculture, and energy sectors developed

1.2.3 Country Program Output: Capacity of public and private sectors strengthened to promote clean and environmentally friendly technologies and interventions for the reduction of GHG emissions, and improvement of resource productivity (UNDP, UNIDO, UNEP, FAO, UNESCP). Indicators:

1.34 National REDD+ Readiness Strategic Plan developed with annual costed plan.

1.35 Standard Operating Procedures (SOP) for mitigating climate change in forestry, agriculture, and energy sectors developed.

1.36 National Climate Mitigation Strategy and Action plan exist with annual work plan implementation

In Summary, development and implementation of the Cambodia REDD+ Roadmap is strongly specific country program output of the UNDAF and is strongly supported by the UN Country Team. The principle UN agencies involved in REDD+ planning are FAO, UNDP and UNEP, which are the three agencies that make up the UN-REDD Programme.

UNDP Sustainable Forest Management Project (SFM Project)

The UNDP SFM project is a four-year \$2.36 million Global Environment Facility (GEF) funded project managed by the Forestry Administration of MAFF and co-financed by UNDP (\$3.2 million), Danida (\$3.0 million), the Forestry Administration and the NGO Groupe Energies Renouvelables, Environnement et Solidarités (GERES). The project is expected to start late in 2010 and its overall objective is to: "strengthen national SFM policy, integrate community-based sustainable forest management into policy, planning and investment frameworks and create markets for sustainable bio-energy technologies that reduce CO₂ emissions". The specific indicators for the project are:

- Stability of indices of ecosystem health, diversity and condition in target community-managed forests remain 100% of baseline levels
- Reduction in the deforestation rates average between years 1 and 4 is 10% below existing rates in Kampong Speu, Kampong Chhnang, Battambang and Pursat provinces, due to increases in the effectiveness of combating of threats due to strengthened community-based management, and reductions in demand for wood energy
- Improvement in the canopy density and structure of forests in Kampong Speu, Kampong Chhnang, Battambang and Pursat provinces, due to improved management and protection by forest communities and reductions in the levels of demand for wood energy

- Total carbon emissions are 400,000 tCO₂e (a reduction in emissions of 100,000 tCO₂e) nationally due to adoption of improved cookstoves

The SFM project will support further development of the legal framework for SFM, particularly focusing on various types of community forestry, business support and sustainable financing (including a critical role for REDD+) (Outcome 1), demonstration in four target provinces: Kampong Speu, Kampong Chhnang, Battambang and Pursat (Outcome 2) and strengthened demand and supply chains for energy efficient cook stoves (Outcome 3). The development and implementation of the Cambodia REDD+ Roadmap, and support for site-based demonstration REDD+ projects, is specifically included in Outcomes 1 and 2 of the SFM Project and accounts for some of the UNDP co-financing. The GEF resources may provide additional support for these REDD+ activities both at the national scale and in the four target provinces of the SFM Project.

UNDP Conservation Areas through Landscape Management (CALM) in the Northern Plains of Cambodia Project

CALM is a seven-year UNDP-GEF project managed by WCS in collaboration with the FA and MoE in Preah Vihear province, Cambodia. The project's overall objective is to address the problem of escalating biodiversity loss across the Northern Plains, caused by increasing human land and resource use with specific outcomes: (1) the introduction of biodiversity considerations into provincial level land use processes; (2) the demonstration of specific mainstreaming interventions at three key sites (including community land-use tenure, community contracts and incentives for biodiversity supportive land-use practices, as well as work to mainstream biodiversity into the forestry and tourism sectors); and (3) strengthen biodiversity management by the government in a Wildlife Sanctuary and a Protected Forest. CALM is developing a sustainable financing strategy that specifically includes establishment of REDD projects for the Northern Plains landscape.

UNDP REDD Small Grants

In June 2009 UNDP Cambodia made a call for proposals for small grants for local or international NGOs to implement REDD projects. The funding set aside by UNDP to fund these grants comes from the parallel co-financing committed to the SFM project. Given the importance of integrating site REDD projects into a national REDD+ strategy, UNDP has agreed to allocate these small grants for NGO projects that support the National REDD+ Programme. The Cambodia REDD+ Taskforce has drawn up a set of guidelines to be used by UNDP when approving funding from the REDD small grants, and has identified the first pilot sites (see the Annex).

UNDP support to Second Nation Communication

During 2007-2010 UNDP has provided support to the Department of Climate Change of the Ministry of Environment with development of the Second National Communication to the UNFCCC.

FAO Cambodia Community Forestry Project

The FAO project "Enhancing community-based forest management and utilization for the improvement of rural livelihoods in Cambodia" is a three-year project funded by the Spanish Agency for International Cooperation (AECI) and implemented in collaboration with the FA. The project will focus on supporting community forestry in four provinces: Kratie, Monduliri, Ratanakiri and Stung Treng.

FAO Regional Projects

Strengthening Monitoring, Assessment and Reporting (MAR) on Sustainable Forest Management in Asia - The project aims to facilitate harmonization and broadening of national forest monitoring, assessment and reporting (MAR) systems to enhance sustainable forest management;

Linking communities in Southeast Asia to forestry-related voluntary carbon markets - The project aims at developing capacity within the region amongst various stakeholders, but with particular

focus on rural communities, NGOs and government staff working directly with communities, on assisting communities to develop forestry projects that are linked to voluntary carbon markets;

Making forestry work for the poor: Adapting forest policies to poverty alleviation strategies in Asia and the Pacific – The goal of the project is to assist forestry agencies in strategic planning and developing means to reduce poverty through sustainable forest management and rehabilitation;

Applying assisted natural regeneration (ANR) for restoring forest ecosystem services in Southeast Asia – The project aims to build capacities of countries for applying cost-effective forest restoration techniques and link initiative to payments for environmental services and carbon credits;

The Asia-Pacific Forestry Sector Outlook Study – The objectives of this study was to identify emerging socio-economic changes impacting on forests and forestry, analyze probable scenarios for forestry development to 2020, and identify priorities and strategies to address emerging opportunities and challenges. In this context, the work included preparation of a Cambodia Country Outlook 2020 Paper;

Poverty reduction and biofuels in the Greater Mekong Subregion region – The study undertook a comprehensive survey of existing national biofuel strategies and policies in the countries, examined the potential for biofuel production, and analyzed the implications for poverty reduction.

FAO Renewable Energy for Rural Development and Poverty Alleviation in GMS – This Technical Co-operation Project relates to the ADB-FAO-IFAD partnership on renewable energy in the GMS sub-region and is foreseen to run until the middle of 2011. By being one of the involved countries, Cambodia has been subject to a number of stocktaking exercises on rural bioenergy use through national workshops, selected case studies and the compilation of a national database. The project is now in a phase where it seeks to investigate further the climate change aspect through a technical study on biochar and enhanced use of biomass technologies.

FAO Forest Resources Assessment

The Global Forest Resources Assessment (FRA) 2010 Remote Sensing Survey (RSS) – This is an ongoing study as part of the FRA 2010 analysis based on a global, systematic sample of remotely sensed imagery from 1990, 2000, and 2005. The goal of the study is to produce internally consistent and methodologically repeatable estimates of forest area change over time at global and regional scales. The methods employed by the RSS can be transferred to sub-regional and national levels of forest monitoring or for estimation of historic deforestation.

3.6.2 Cambodia Climate Change Alliance (CCCA)

The CCCA is intended to be a multi-donor programme to comprehensively address Climate Change and Disaster Risks in Cambodia, which was launched in 2010. The overall objective of the CCCA is that: "Climate Change activities in Cambodia are nationally owned, led and aligned with Cambodia's development priorities, and are effectively coordinated and implemented." The CCCA aims at creating conditions in the form of capacity building and institutional strengthening to prepare for and mitigate Climate Change risks, and directly help vulnerable communities by enhancing their resilience to Climate Change and other natural hazards. The CCCA is anchored in the government's National Climate Change Committee (NCCC), which is the mandated Government coordinating and policy support entity for all aspects of climate change and has the capacity to provide the coordination required by other government agencies and civil society. The CCCA includes a unified engagement point for development partners and a multi-donor financial facility to provide resources for Climate Change capacity building at national and local government level. It will also include a mechanism for knowledge sharing and learning which will extend beyond the Government to civil society and the broader Community of Practice.

The CCCA's strategic approach is based on a few basic principles:

- Climate change must be given higher priority by the government and society.

- Adaptation and mitigation must be addressed in a broad development context and linked to the government's poverty reduction agenda.
- Climate change is about people and their livelihoods. Special efforts are needed to include women and youth in the process.

Capacity building and institutional strengthening for Climate Change adaptation is a major element of the CCCA. Initial capacity-building activities will focus on NCCC but will gradually extend to other government agencies and broader society. The main instrument for addressing capacity building challenges is the CCCA Climate Change Support Programme (hereby referred to as the Programme). This Programme will be integrated into the organisation and function of the Climate Change Department in MoE which serves at the Secretariat of the NCCC, and is a flexible mechanism which is designed to attract a broad range of development partners.

The Programme will support capacity building and institutional strengthening and provide a grant facility. Initially a grant component focusing on building resilience to Climate Change in coastal areas will be undertaken, for which UNEP will provide technical advice and support. Other Components may be added at a later stage on request from government agencies or civil society. A Trust Fund, managed by UNDP, will be established to provide funding for the Programme. Programme governance centres on the NCCC, via the Ministry of Environment. The Programme will be integrated into the Climate Change Department. Decisions on funding and other policy and operational matters will be made by a Programme Support Board, which will include selected members of the NCCC and donor representatives. Through these linkages with the Programme Support Board, the NCCC will have overall Programme oversight for the Government and will help coordinating linkages to other ministries and agencies. A multi-stakeholder Technical Advisory Panel will advise both the National Climate Change Committee and the Programme Support Board on technical matters. The Technical Advisory Panel will also ensure linkages with civil society and academia.

CCCA grant components will be implemented by Government and civil society, with technical support provided by external development partners as required.

Approximately USD \$8.9 million has been committed for implementation of the Programme over the first three years (2010-2012) from UNDP, SIDA, Danida and the EC.

3.6.3 Japanese Government and JICA

In 2010, the Government of Japan pledged ¥900,000,000 (approximately \$9-10 million USD) to the Royal Government of Cambodia support both REDD+ and implementation of the National Forestry Programme. These funds are expected to be disbursed from 2012. The Japanese support will primarily be focused on infrastructure, equipment, capacity-building and technology, with a particular focus on the MRV system.

JICA has also committed support for NFP implementation, National REDD+ Readiness and for site REDD+ demonstration projects. A JICA representative serves as the advisor to the Director-General of the FA.

3.6.4 World Bank

Cambodia is one of 9 countries in the World Bank Pilot Programme for Climate Resilience (PPCR) and is expected to receive approximately \$20-30 million grant for Climate Change adaptation. The PPCR is also providing an additional \$20-30 million in concessional loans although Cambodia has not made any commitment with regards the loan. The PPCR will focus on climate resilient investment, building on the NAPA and supporting the integration of Climate Change into national and sub-national development and sector plans. PPCR has a mandate partially overlapping with the CCCA in the sense that it has capacity building and institutional strengthening as one of several objectives.

Cambodia has applied for a \$3.6 million grant from the World Bank Forest Carbon Partnership Facility (FCPF) to support implementation of the Roadmap. The Roadmap was specifically developed to harmonise donor support to National REDD+ Readiness, and accounts for both UN-REDD Programme allocations and the request to the R-PP. In general, since the FCPF funding can be spent over a longer time frame than the UN-REDD funding, most Components are predominantly funded by UN-REDD early in implementation (Years 1 and 2) and by the FCPF funds in the latter years (Years 2 and 3).

3.6.5 *Danida*

Danida has historically been the lead donor to the natural resource management in Cambodia and serves as the co-chair of the Technical Working Groups on Forestry & Environment (TWGF&E) and Fisheries (TWGF_i). Following recent evaluations, Danida has, however, decided to withdraw from Cambodia in late 2012. Danida is also a key donor to the CCCA.

3.6.6 *EC*

EC has approved several project grants to NGOs to support REDD+ and PES site-based demonstration activities in Cambodia. EC is also a key donor to the CCCA.

3.6.7 *USAID*

The USAID Cambodia HARVEST (Helping Address Rural Vulnerabilities and Ecosystem Stability) programme includes support both to National REDD+ Readiness and demonstration around the Tonle Sap Great Lake and the Mekong floodplain. The HARVEST contract has only just been awarded and further details of its support to National REDD+ Readiness is not yet available.

The USAID Regional Development Mission Asia (RDMA) Asia Regional Sustainable Landscapes Program will support REDD+ projects, training and capacity-building and national strategy development for six countries in Asia (including Cambodia), with dissemination of lessons learned in a further six. The total budget is USD\$20 million. The program contract has just been awarded and further details of its support to National REDD+ Readiness is not yet available.

3.6.8 *ADB*

The Asia Development Bank's Environmental Operations Center (EOC) Core Environment Program (CEP) is currently designing Phase 2 of the Biodiversity Corridor's Initiative (BCI). BCI Phase 2 will focus on the Eastern Plains and Cardamom Mountains corridors in Cambodia over the next 7-8 years.

The Core Environment Program also has funding to technical assistance for work on REDD+ and PES at the national level and in the three biodiversity corridors: Eastern Plains, Cardamom Mountains and the Northern Plains.

3.6.9 *Summary*

In summary, the FCPF R-PP proposal, UN-REDD Programme, Japanese Government and JICA funding currently represents the principle source of support to the Royal Government of Cambodia with National REDD+ Readiness. Over the next two years the support provided by the UN-REDD Programme will build capacity for MRV, and from 2012 funds will be available from the Japanese Government for implementation of the MRV plan. The USAID Programmes (HARVEST and the Asia Regional Sustainable Landscapes) and the ADB may help to support National REDD+ Readiness from 2011 onwards. Most development partners are focused on site-based activities, principally through the UNDP SFM and CALM projects, the EC grants, the two USAID programmes and the ADB-BCI.

3.7 Background information on Measurement, Reporting and Verification (MRV) systems for REDD+ in Cambodia

3.7.1 Key elements of MRV for REDD+ implementation

In order to participate to the REDD+ under the United Nations Framework Convention on Climate Change (UNFCCC), the RGC must establish a system of measurement, reporting and verification (MRV) for Greenhouse Gas (GHGs) emissions, including GHGs from the five activities under REDD+⁶⁰. The 15th Conference of the Parties to the UNFCCC adopted a decision on 'Methodological guidance for activities relating to reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries' which requires to establish a "robust and transparent national forest monitoring system".

The COP decision states that Parties have "to use the most recent Intergovernmental Panel on Climate Change (IPCC) guidance and guidelines, as adopted or encouraged by the Conference of the Parties, as appropriate, as a basis for estimating anthropogenic forest-related GHG emissions by sources and removals by sinks, forest carbon stocks and forest area changes".

In the IPCC Good Practice Guidance the most common simple methodological approach is to combine information on the extent to which a human activity takes place (called activity data⁶¹) with coefficients which quantify the emissions or removals per unit activity which are called emission factors⁶². The basic equation is (see Figure 5): Emissions = Activity Data * Emissions Factors

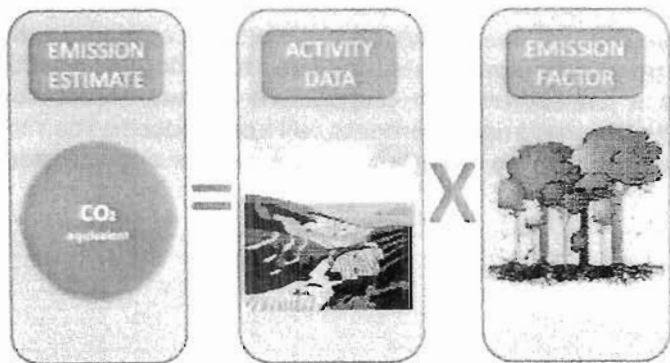


Figure 5. Estimation method

A monitoring system under the UNFCCC will have to provide data on (1) forest area and forest area changes and (2) carbon stock (emission factors) and carbon stock changes.

3.7.2 Designing a measuring, reporting and verification system

Cambodia's MRV system will need to enable the evaluation of anthropogenic emissions by sources and anthropogenic removals by sinks resulting from activities relating to forestry. Based on decision 4/CP.15 of the UNFCCC Conference of the Parties it will need to be developed in

⁶⁰ (i) reducing emissions resulting from deforestation; (ii) reducing emissions resulting from forest degradation; (iii) the role of conservation; (iv) the role of sustainable management of forests, and (v) the role of enhancement of forest carbon stocks.

⁶¹ Activity data is defined as 'Data on the magnitude of human activity resulting in emissions or removals taking place during a given period of time'.

⁶² Emission factors is defined as 'A coefficient that relates the activity data to the amount of chemical compound which is the source of later emissions'.

accordance with the 2006 Guidelines of the IPCC for national inventories of GHGs. A comprehensive MRV system for Cambodia should be composed of four major components for measuring GHG emissions (see Figure 6):

- i. A monitoring system of forest cover using remote sensing (part of the 'M')
- ii. A system for measuring carbon on the ground in the different forest types (part of the 'M')
- iii. Reporting through the GHG inventory of the RGC (the 'R')
- iv. Verification of the data through a transparent process by the UNFCCC (the 'V')

Design of the Monitoring system

As shown in Figure 6, emission estimates for the MRV system will be based on two types of measurements: (1) activity data using a Satellite Land Monitoring System and (2) data on emission factors through a national forest inventory (NFI).

(1) Satellite Land Monitoring System. The IPCC Good Practice Guidance for LULUCF presents the following three approaches for obtaining activity data: (i) only identifying the total area for each land category (approach 1); (ii) tracking of land-use changes between categories (approach 2); and (iii) tracking land-use changes using sampling or wall-to wall mapping techniques (approach 3). Approach 3 is the only approach that tracks forest and other land conversions on an explicit spatial basis, including gross deforestation and gross change in other land cover classes (FCCC/TP/2009/1, Paragraph 12), hence Cambodia proposes to use this approach. Approach 3 implies the use of geographical explicit data, which realistically requires the use of satellites. Thus the estimation of the activity data (land use category area extension and area changes in land use category) will be realized through a monitoring system based on remote sensing techniques that should be able to provide regular activity data estimates. This is consistent with Cambodia's current forest cover assessments (see Section 5). The NFI field activities and measurements will contribute to the forest area assessment mainly as a training data set for remote sensing image analysis and as ground verification.

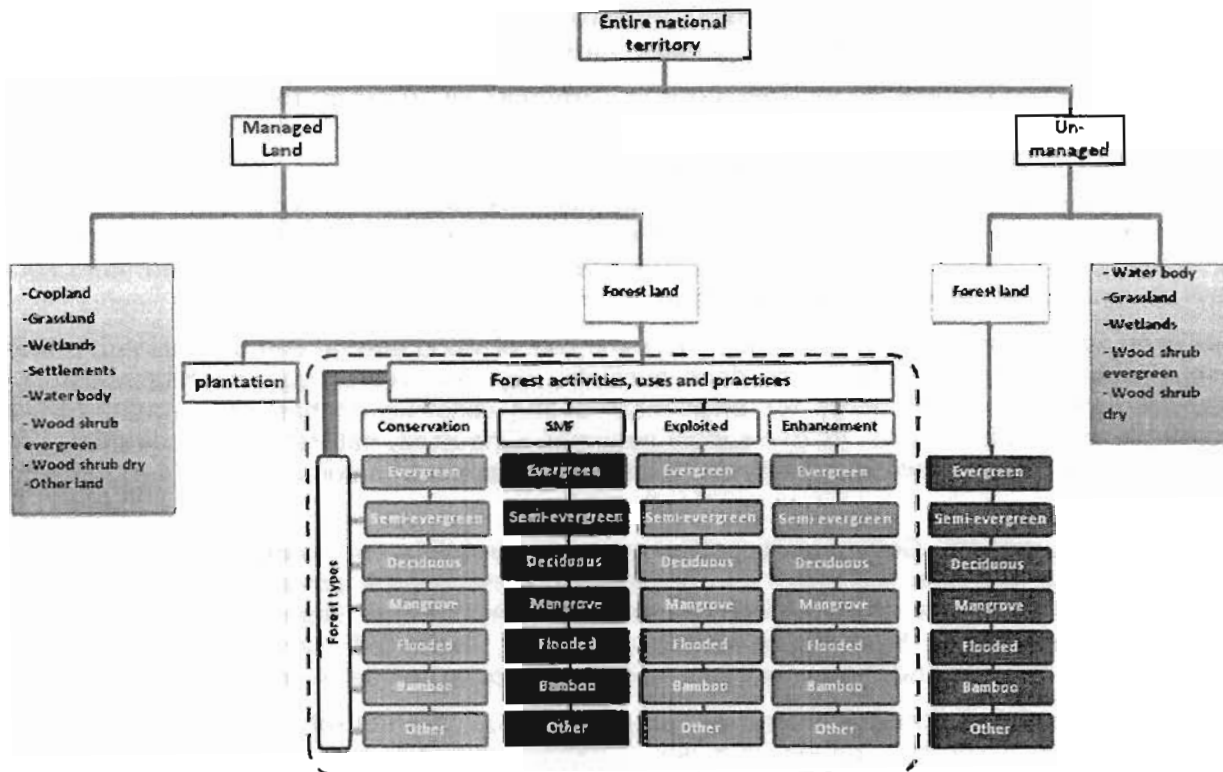


Figure 7: Potential land use classification/stratification system for Cambodia’s national territory, based on land categories defined in the National Forest Inventory of the Kingdom of Cambodia, Final Forest Resources Statistics Report, 1996. Forest land will be defined in a coherent way with the requirements for National Greenhouse Gas Inventory Reporting under the UNFCCC.

REDD+ monitoring within the Cambodia National Forest Inventory

Development of a National Forest Inventory is mandated under the National Forest Programme (NFP), Implementation Programme 2 (‘Forest Resource Management and Conservation Programme’). The NFP states that:

“A NFI will be developed and updated regularly to monitor the overall effect of ongoing forestry reforms on quantity and quality of forest resources. The programme will minimize the costs by developing a systematic, reliable and cost-effective national forest inventory methodology. In this process FA will:

- Develop a guideline on making national inventory (including inventorying of herbs, sprouts, seedlings, saplings, timber and biomass)
- Identify capacities with expertise in multi-forest resource inventories
- Develop cost-effective methods to assess quantity and quality of forests (including inventorying of herbs, sprouts, seedlings, saplings, timber and biomass stocks, NTFPs, carbon, environmental services, endangered species etc).

The national forest inventory will at the same time be the FA’s main tool to monitor Cambodia’s millennium development goal on maintaining a 60 percent forest cover as well as it will have a section on carbon accounting.”

Development of a NFI is also a key aspect of monitoring for REDD+, under Implementation Programme 6 of the NFP (‘Sustainable Forest Financing’) and the NFP Monitoring and Reporting System (Implementation Programme 7) which has yet to be developed. Under the REDD+, the NFI



is a key element for the reporting forest GHG inventories. However, the NFI will also provide information on timber volume, biodiversity, biomass, bio-energy etc.

The data provided by a National Forest Inventory in Cambodia will be used for several purposes, such as:

1. To determine logging quotas and Government policy regarding logging, based on available timber resources and trends. Commercial logging has been banned in Cambodia since 2002 with the exception of annual logging coupes that have been established in recent years to meet domestic consumption needs. The National Forest Programme (NFP) of the Royal Government sets out an ambitious target of 50% of wood production to be certified.
2. To determine appropriate Government policy over the role of wood energy and biofuels and their medium-term domestic impacts. Research done over the past few years suggests that much of Cambodia's demand for wood energy for brick-making and construction has been met by the scrubbing of old rubber plantations. As this supply becomes exhausted, natural forests are likely to become the primary source of wood energy, as has already happened in some places (e.g. Phnom Aural).
3. To determine appropriate Government policy over conservation and watershed forests for ecosystem services. In the next few years a large number of hydropower projects are expected to go ahead. In this context, the importance of watershed forests in the Elephant mountains, the Cardamoms and other places is likely to increase. Effective watershed management is key to proper management of dams and their reservoirs, and can prolong the operation of the dam.
4. To monitor the impact of climate change on land-use policy, which is likely to become more important as the rate of climate change increases. Changing weather patterns, such as rainfall, may have an impact on forest structure and composition.

In addition, the Cambodia NFI will assess carbon stocks and carbon stock changes (i.e. emission factors) for the REDD+ mechanism under the United Nations Framework Convention on Climate Change (UNFCCC) as part of the MRV system. The NFI field activities and measurements may also contribute to the forest cover assessment part of the MRV system mainly as a training data set for remote sensing image analysis and as ground verification.

Institutional, governance and participation arrangements

Preparation of the MRV system will see institutional and capacity building arrangements in the relevant national institutions. The objectives are to manage the following at the national level on a permanent basis: (i) the national forest inventory, (ii) satellite land monitoring system and (iii) the GHG inventory reporting.

Major training needs identified for Cambodian Government agency staff include:

1. Staff expertise and training with regard to UNFCCC and the IPCC guidelines;
2. Training of government and NGO staff with regard to GIS and remote sensing as well as managing the information produced;
3. Training government and NGO staff and communities for field measurements of forest carbon stocks and to manage the information produced;
4. Establishing appropriate offices with necessary equipment both in Phnom Penh and in the field;
5. Training of qualified staff to prepare national GHG reporting reports that will be requested by the UNFCCC.

Cambodian universities may play a key role in training staff in the necessary methodologies, especially remote-sensing analyses, GIS and forest inventories.

Establishing these capacities is necessary to enable the country to be logistically capable of undertaking MRV.

3.7.3 Background data on forest land assessment and carbon stocks

Cambodia has substantial amounts of data on forest land uses and land use changes, and in forest carbon stocks that could be adapted for REDD+ reporting under the UNFCCC. The current and historical data on forest cover assessments and data on forest carbon stocks are particularly important for development of the REL/RL.

Cambodia Forest Cover Assessments (activity data)

Cambodia has one of the highest forest coverage in South East Asia, with approximately 10.7 million hectares or roughly 60% of the national territory⁶³. The extent of Cambodian forests are significantly declining⁶⁴ (Figure 8) due to land use change, forest degradation through logging, forest fires, land-grabbing and encroachment of agriculture. The land use change is considered relatively high, with 379,485 hectares of forest cleared between 2002 and 2005/6¹², equivalent to a deforestation rate of 0.5% per year. As a consequence Cambodia can be considered to be a 'high forest cover, high deforestation' country for the purposes of REDD+⁶⁵.

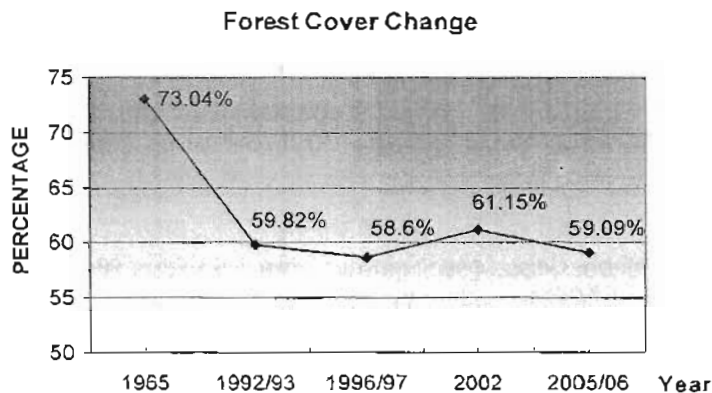


Figure 8 Change in forest cover from 1965-2006 (Forestry Administration 2007)

Figure 8 shows the available data on forest cover from national assessments since 1965. The figure suggests that forest cover has fluctuated between 58 and 61% since 1992/3. However, the differences in the estimates for various years is mainly because of different analysis methods that were used⁶⁶:

- The 1988/1989 dataset, produced by the Mekong Secretariat, is based on visual interpretation of LANDSAT satellite image hardcopies and identified 20 land use classes (where 9 classes depict various forest cover) at a scale of 1:250 000, and a minimum mapping unit of 1 km² (4 x 4 mm at map scale).
- The 1992/3 and 1996/7 datasets were produced by the Forest Cover Monitoring Project, a Mekong River Commission initiative executed by the GTZ. The two land cover datasets are based on the visual interpretation of 1992/1993 and 1996/1997 LANDSAT satellite image

⁶³ Forestry Administration, 2007. Forest Cover Changes in Cambodia, 2002-2006. Paper prepared for the Cambodia Development Cooperation Forum. Forestry Administration, Phnom Penh.

⁶⁴ Cambodia's National Forestry Programme. 2009. Strategic Framework Document. 288 pp.

⁶⁵ As described in Griscom, B., Shoch, D., Stanley, B., Cortez, R. and Virgilio, N. 2009. Sensitivity of amounts and distribution of tropical forest carbon credits depending on baseline rules. Environmental Science and Policy 12: 897-911.

⁶⁶ Brun, S. 2009. Elaboration of Cartographic tools for reforestation, CDM and REDD project activities in Cambodia. ONF International, Paris.

hardcopies, at a scale of 1:250 000 with a minimum mapping unit of 1 km². The Land use cover analysis for 1996/1997 results in a classification in 30 land cover classes (with 15 'forest' classes).

- The 2002 and 2005/6 analyses were produced by the Forestry Administration's GIS/RS Unit with the support of the Danida. The results of this analysis have been recently published in English and Khmer⁶⁷. These country-wide analyses have been based on manual on-screen visual interpretation of Landsat ETM+ imagery. The digitalization process has been conducted with false colour combinations of bands 2, 3, 4. These two latest land cover datasets are the most accurate: a) the minimum mapping unit of 0.2 km² (20 ha), and b) the scale of 1:50 000, allowing a much thinner depiction of the different classes. However, the land cover nomenclature used for the year 2002 and 2005/06 differs from the one related to 1988/89 and 1996/97 databases. For 2006, the nomenclature adopted in 2002, 4 forest classes on a total of 8 land cover classes, has been slightly modified, as recommended by the GRAS A/S accuracy assessment report. Due to their low accuracy, the smaller classes have been merged with others increasing the accuracy from 71% to 74%. In the 2006 nomenclature, finally 5 land cover classes have been retained, the class 'bamboo' has been included in the 'other forest' class, while the classes 'wood & shrubland dry' and 'wood & shrubland evergreen' have been merged within the 'non-forest' class.

As a consequence of these differences, whilst the 1992/3 and 1996/7 analyses are comparable, and the 2002 and 2005/6 analyses are also comparable, the 2002 and 2005/6 results cannot be compared to the earlier results from the 1990s.

Cambodia Forest Carbon Data

Cambodia has a large amount of existing forest carbon data (see below), from various historical forest inventories and more recently collected by REDD+ pilot projects. The datasets should provide fairly comprehensive information for most of the major dryland forest types, perhaps sufficient for Tier-2 levels under the IPCC guidance, but very little forest carbon stock data exists for flooded forest types and mangroves. Data is also needed on harvested wood products.

Table 6. Existing data on forest carbon stocks in Cambodia

Name of data	Description	# plots	Species/ forest types included	Min DBH (cm)	Year	Source
Permanent Sample Plots	1st measurement	120	(**)	>7.5	1998*	Field data
	3rd measurement	104	(**)	>7.5	2004*	Field data
	4th measurement	48	(**)	>7.5	2010*	Field data
Regrowth Forest	3rd measurement	15	(**)	>7.5	2010*	Field data
Kim-Phat et al. 2000 and Top et al. 2004 ⁶⁸	Kompong Thom	60	Evergreen, Mixed, and Deciduous forest	>10	1997	Forestry Administration and Miyazaki University, Japan

⁶⁷ Forestry Administration. 2008. Cambodian Forest Cover; Forest cover map change 2002-2006.

⁶⁸ Kim-Phat N, Ouk S, Uozumi Y, Ueki T. 2000. Stand dynamics of dipterocarp trees in Cambodia's evergreen forest and management implications - a case study in Sandan district, Kamong Thom. *J Jpn Forest Plann* 6:13-23. Top, N., Nobuya Mizoue, and Shigetaka Kai. 2004. Estimating forest biomass increment based on permanent sample plots in relation to woodfuel consumption: a case study in Kampong Thom Province, Cambodia. *Journal of Forestry Research*, 9:117-123

Name of data	Description	# plots	Species/ forest types included	Min DBH (cm)	Year	Source
Strategic Forest Management Plan (SFMP)	15 Forest Concessions	2000	Unlogged Evergreen	>Sapling	2002	Field data
		1760	logged Evergreen			
		1460	Unlogged Mixed			
		300	Logged Mixed			
		1360	Unlogged Deciduous			
		60	Logged Deciduous			
Tani 2007 ⁶⁹	Kompong Thom, Kratie and Mondulkiri	34	Semi-evergreen, deciduous	>10	2003-5	Kyoto University
Kiyono et al. 2010 ⁷⁰	Several provinces	12	Evergreen, Deciduous, Secondary forests	>5	2005	Forestry and Forest Products Research Institute, Japan
Seima Carbon Stock Survey	Systematic Random Sample of project area, Mondulkiri province	225	All dryland types	>5	2008	WCS /FA
Preah Vihear Pilot Stock Survey	Systematic Random Sample of trial blocks, Preah Vihear province	72	All dryland types	>5	2010	WCS /FA/GDANCP
Seima High Value Forest survey	Randomly located plots in fairly small survey area, Mondulkiri province	9	Semi-evergreen /evergreen	>20	2004	WCS/CDRI/FA ⁷¹
Cherndar High Value Forest Survey	Randomly located plots in fairly small survey area, Preah Vihear province	15	Evergreen	>20	2004	WCS/CDRI/FA
Oddar Meanchey Carbon Stock Survey	Systematic Random Sample of project area, Oddar Meanchey province					CFI/TGC/PACT/FA
Southern Cardamoms Carbon Stock	Systematic Random sample of project area, Southern Cardamoms	124	All dryland types	>5	2010	ONFI/Wildlife Alliance/FA

⁶⁹ Tani, A. 2007. Vegetation analysis of Cambodian forests based on species composition data. Masters thesis. Laboratory of Tropical Forest Resources and Environment, Graduate School of Agriculture, Kyoto University, Japan.

⁷⁰ Kiyono, Y., Furuya, N., Sum, T., Umemiya, C., Itoh, E., Araki, M. and Matsumoto, M. 2010. Carbon stock estimation by forest measurement contributing to sustainable forest management in Cambodia. Japan Agricultural Research Quarterly. 44 (1), 81 - 92. <http://www.jircas.affrc.go.jp>.

⁷¹ CDRI and WCS. 2004. Focusing on Cambodia's High Value Forests: Livelihoods and Management. CDRI, Phnom Penh.

Name of data	Description	# plots	Species/ forest types included	Min DBH (cm)	Year	Source
Survey						

(*) Year of measurement and remeasurement. (**) Number of species per forest types be calculated from PSPs and field practice is given per forest type.

3.7.4 Current UNFCCC Reporting by Cambodia

The first National Communication to the UNFCCC occurred in 2002 (for year 1994) and the National Adaptation Programme of Action to Climate Change (NAPA) was approved by the Government in 2006. The second national communication to the UNFCCC (for year 2000) is currently being prepared using a combination of new existing country specific data for Cambodian forests. Implementation of the work proposed in this document will be able to feed into producing an improved national communication in the future. The Department of Climate Change of the Ministry of Environment is responsible for reporting to the UNFCCC.

3.8 Background information on development of Reference Emissions Levels for REDD+ in Cambodia

3.8.1 Objectives

The overall objective of this section is for the Royal Government of Cambodia to develop a scenario for the reference level (REL) that projects emissions and removals of CO₂ into the future in the absence of REDD+ incentives. Reference levels are an important concept in the operationalization of REDD+ at the country level because they establish the yardstick against which the achievements of national REDD+ policies and interventions are measured. Setting objective and correct reference levels will ensure that emission reductions or removals are real and verifiable. Decision 4/CP.15 "recognizes that developing country Parties in establishing forest reference emission levels and forest reference levels should do so transparently taking into account historic data, and adjust for national circumstances" (Article 7).

Reference levels (RL) and/or Reference Emission Levels (RELs) are likely to be based on historical trends and national circumstances, and constructed using historical data and assessment models. Measurement of results requires operational national forest monitoring systems for the collection of data such as forest land area, carbon stocks and their changes, and the elaboration of activity data and emission factors. This means that the REL will need to be developed in a way so that emissions and removals that are monitored in the future can be compared directly to the emissions and removals in the reference scenario—in other words there will be close links between the approaches used for the REL and the MRV (Measurement, Reporting and Verification) system.

At this stage, it is unknown how the modalities for establishing the RELs will be set as policy decisions are ongoing under the UNFCCC. However, it is clear from Decision 4/CP.15 that RELs will be based on historical data, adjusted for national circumstances. The country will provide a description of the national circumstances which may include information on features of their geography, climate and economy which may affect their ability to deal with mitigating and adapting to climate change, as well as information regarding their specific needs and concerns arising from the adverse effects of climate change and/or the impact of the implementation of response measures, as contained in Article 4, paragraph 8 and, as appropriate, in Article 4, paragraphs, 9 and 10, of the Convention⁷².

Establishing the REL involves three sub-goals:

⁷² UN (1998), Kyoto Protocol to the United Nations Framework Convention on Climate Change.

- Quantification of *historic emissions/removals* from the five REDD+ activities⁷³ for the proposed period between 1998 to 2010 at a national scale, using the IPCC guidelines and guidance, and spatially represented to reflect differences in sub national activities in use and cover of the land
- Understanding Cambodia's *national circumstances*; and
- Development of *future trajectories* of emissions/removals over different time periods (e.g. 5 year and 10 year periods) and under different economic and development scenarios. This will take into consideration the national circumstances identified.

The ongoing discussions will be tracked by the Cambodia REDD+ Taskforce during the implementation stage of the Cambodia REDD+ Roadmap so as to ensure work being done on this topic will meet the policy requirements. However, any process agreed to for setting a reference scenario will be based on the historic emissions and national circumstances as starting points.

3.8.2 REL and RL Framework

The RELs and RLs at a national and sub-national level are key elements to:

- i. Define and quantify the mitigation objectives that Cambodia would like to reach through the implementation of REDD+;
- ii. Measure the performance of REDD+ policies and actions.

Once the national REL and RL will be defined and be approved by the UNFCCC, Cambodia will then start by defining a national strategy for REDD+ implementation according to possible and potential emission reduction and removals enhancement targets.

The national strategy for REDD+ implementation will define at which scale the REDD+ national policies and measures will be implemented, based on the nested approach (subnational implementation within a national framework). In this respect RGC will have to provide some methodological guidelines for the definition and the assessment of the subnational RELs and RLs and also guidelines on which kind of objective (targets) could be reached at subnational level. Once Cambodia has in place the full set of national and sub-national RELs and RLs, then it will be possible to have a system that could assess the performances of the different REDD+ actions at a national and sub-national scale. A system to measure REDD+ action performances will be the key element for a possible payment system for REDD+ implementation.

Figure 7 below shows how information on national circumstances and historic data provide the data that a country needs to establish the REL(s) and RL(s).

⁷³ (i) reducing emissions resulting from deforestation; (ii) reducing emissions resulting from forest degradation; (iii) the role of conservation; (iv) the role of sustainable management of forests, and (v) the role of enhancement of forest carbon stocks.

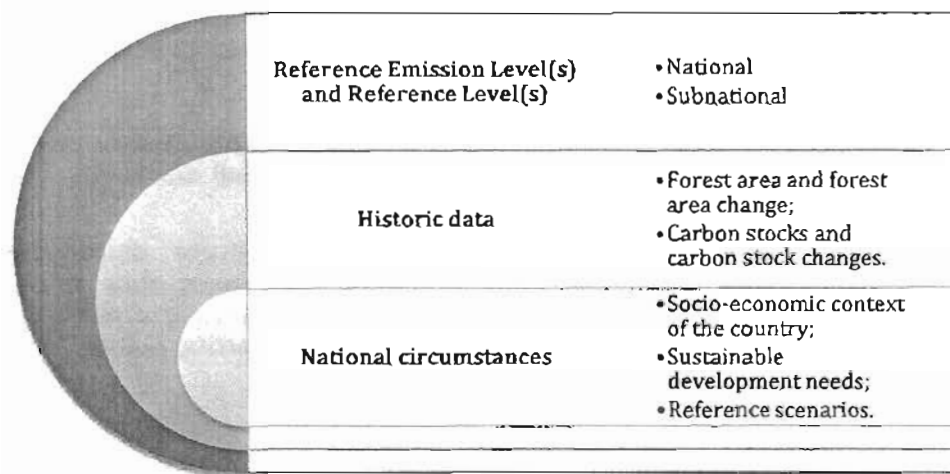


Figure 9: Key principles for RELs and RLs

The main criteria that the REL and RL will seek to comply with are the following:

- **Environmental integrity:** The REDD+ mechanism will work in favor of climate protection and have to ensure that its corresponding activities will result in real climate change mitigation actions. Given the various forms of uncertainty described herein, prudence suggests that REL and RL be set conservatively (potential emission reduction or enhancement of removal should not be overestimated) as a safeguard or global GHGs mitigation efforts.
- **Accuracy:** Accuracy is a relative measure of the exactness of an emission or removal estimate. Estimates should be accurate in the sense that they are systematically neither over nor under true emissions or removals, as far as can be judged, and that uncertainties are reduced as far as practicable. Cambodia will use methodologies contained in the IPCC most recent Guidance and Guidelines to ensure accuracy in the REL and RL estimates.
- **Comprehensiveness:** The REL and RL should cover all relevant REDD+ activities: reducing emission from deforestation, reducing emission from degradation, conservation of forest carbon stocks, sustainable management of forest, and enhancement of forest carbon stocks. The comprehensiveness principle will be also applied for the assessment of the forest carbon related data and in particular this means that all the five IPCC carbon pool will be considered in the estimation of the carbon stock changes.
- **Transparency:** The data that Cambodia will use to establish REL and RL will be available for open and independent reviews. Transparency will mean also that the assumptions and methodologies used to assess the REL and RL will be clearly explained to facilitate replication and assessment by users of the reported information and by other relevant stakeholder. The transparency of REL and RL is fundamental to the success of the process for the communication and consideration of REDD+ process in Cambodia.
- **Comparability:** Cambodia's estimates of emissions and removals reported in its REL and RL should be comparable among all the other reported estimates by non Annex I Parties. For this purpose, Cambodia will use the methodologies and formats agreed by the COP for estimating and reporting REL and RL.
- **Consistency:** The REL and RL will have to be internally consistent in all its elements regarding estimates done in different years. Moreover REL and RL will also have to be consistent with the methodologies that Cambodia is going to use for the estimation of carbon stock and carbon stock changes in subsequent REDD+ application periods.

- Feasibility: The proposed approaches for establishing REL and RL will have to ensure that REL and RL could be defined with a reasonable level of effort and expense or else they will simply not be done well or done at all. Feasibility factors include data availability, analytical capabilities, cost of data collection and analysis, and institutional support for these efforts.

4 Strategies, including lessons learned and the proposed joint programme

4.1 REDD+ Readiness Activities and the REDD+ Readiness Plan Proposal ('the Roadmap')

4.1.1 *Initial Activities*

During 2008 and 2009 Cambodia made significant steps towards establishing REDD related activities. Key achievements included:

- Decision number 699 of the Council of Ministers, endorsed by H.E. Prime Minister of the Kingdom of Cambodia on 26 May 2008. Decision 699 approved the Oddar Meanchey pilot project and established guiding principles for REDD projects to ensure that carbon revenues are used to: 1) improve forest management; 2) provide maximum benefits to local communities which participate in the project activities; and 3) support development of new REDD projects in Cambodia. In addition, the Decision requires that revenues from REDD for the pilot project are managed through the TWGF&E bank account, ensuring transparency and oversight, and designates the FA as the Government agency responsible for arranging carbon sales.
- Sub-decree number 188, 4 November 2008, gave the FA responsibility for assessing national forest carbon stocks, executing and regulating forest carbon trading, and sales of forest carbon credits for the Permanent Forest Estate
- Establishment of the Department of Climate Change within MoE in 2009, the national focal point for the UNFCCC climate change negotiations and reporting to the UNFCCC.
- Re-establishment of the National Climate Change Committee (NCCC) in 2009, which includes representatives from 20 ministries and is responsible for coordinating climate related dialogue in Cambodia including mitigation (e.g. REDD+) and adaptation. The NCCC is chaired by the Minister for Environment (MoE), with the Prime Minister as the honorary chair. The NCCC is supported in its operation through the Cambodia Climate Change Alliance (CCCA), a multi-donor trust fund with financing from UNDP, EC, Danida and Sida.
- Designation of a national REDD Focal Point, Dr. Omaliss Keo Deputy Director of the Department of Wildlife and Biodiversity the Forestry Administration, and creation of the Forestry, Climate Change and Innovative Financing Working Group within the TWGF&E. Dr. Keo and his team have since participated in the UNFCCC negotiations, the Coalition of Rainforest Nations meetings and development of the ASEAN REDD policy.
- Establishment of a REDD pilot project involving 13 community forests in Oddar Meanchey province, comprising more than 50 villages and over 66,000 hectares. The project, developed in collaboration with the Clinton Climate Initiative, Community Forestry International, Terra Global Capital and PACT, will generate an estimated 8 million tons of CO₂ offset credits over the 30 year project life for sale on the voluntary carbon markets.
- Initiation of a second REDD pilot project covering 187,698 hectares of the Seima Biodiversity Conservation Area (SBCA) in Mondulkiri province. This pilot has been developed with the Wildlife Conservation Society (WCS), and covers one of the most important areas for biodiversity conservation in Cambodia. The Mondulkiri forests are also home to the indigenous Bunong minority, and the SBCA pilot will be an important demonstration of benefit-sharing from REDD to local people.
- Development of a Readiness Project Idea Note (R-PIN) by the FA, which was submitted to the Forest Carbon Partnership Facility (FCPF) in late 2008. Following the submission Cambodia was accepted into the FCPF at the meeting in Panama in March 2009, although Cambodia has not been allocated any funds for development of a Readiness Preparation Proposal (R-PP).

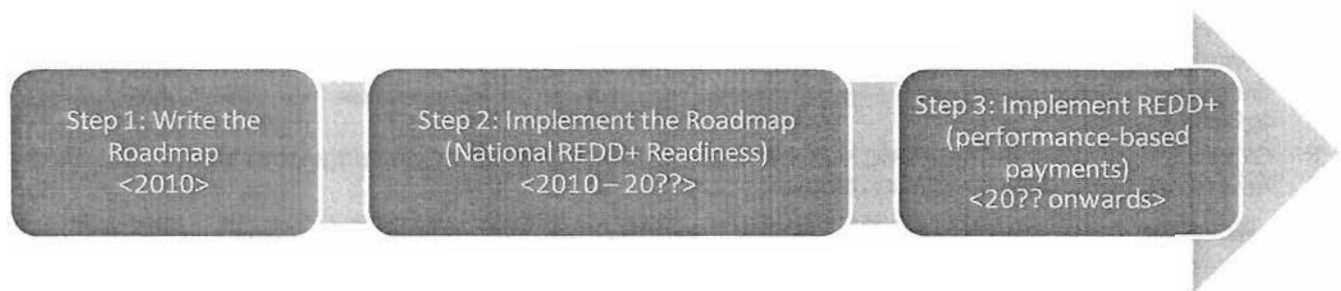


- Various workshops and training events on REDD+, including a national REDD+ consultation workshop held on 14 October 2009 in cooperation with Woods Hole Research Center, USA, with participation from government agencies, development partners, civil society, local and indigenous people. A three-day training for Government officials, civil society and community forestry representatives was held in February 2010.
- Cambodia was granted membership to the UN-REDD Programme Policy Board with observer status at the third UN-REDD policy board meeting in Washington DC, USA, in October 2009.
- Cambodia was accepted as a pilot country under the Multiple Delivery Partners modality of the World Bank FCPF in November 2010, and invited to apply for a \$3.6 million Readiness Preparation Proposal (R-PP) grant.

Based on Cambodia's admission to the UN-REDD Programme, and based on the current lack of support from either the FCPF or formally from UN-REDD, the UN agencies (FAO and UNDP) agreed in October 2009 to provide initial support to the Royal Government of Cambodia with development of an initial National REDD+ Readiness Plan: the REDD+ Roadmap.

4.1.2 Cambodia Readiness Plan Proposal on REDD+ ('Cambodia REDD+ Roadmap')

The Cambodia REDD+ Readiness Plan proposal is a proposal for how the RGC wants to move ahead with REDD+ Readiness. Following initial stakeholder consultations in late 2009 and early 2010, the government agencies created the inter-ministry REDD+ Taskforce in January 2010, with a mandate to develop the Cambodia REDD+ Readiness Plan Proposal. The Taskforce was primarily composed of technical officials. It was facilitated and coordinated by the Forestry Administration of MAFF, as the agency with primary responsibility for forests, and includes the Departments of Wildlife and Biodiversity, Forestry and Community Forestry, and Forest Plantation and Private Forest of the FA, the Departments of Climate Change and National Parks of GDANCP/MoE and the Ministry of Land Management, Urban Planning and Construction. The Clinton Climate Initiative and RECOFTC (the Regional Community Forestry Training Center) served as civil society representatives on the REDD+ Taskforce. Development partners were represented by UNDP and FAO. The REDD+ Taskforce's initial mandate was for an initial interim period only, with the expectation that it would be replaced by more permanent National REDD+ management arrangements at the end of the Readiness Planning process. The approximate steps in the Cambodia REDD+ Readiness process are:



During Step 2, the implementation of the Roadmap, Cambodia would put in place the necessary capacity to implement REDD+ at the national level. This could include capacity-building, and development of new policies and legislation. Only during Step 3 would Cambodia start to implement REDD+, which might include fund-based payments and eventual transitions to compliant markets.

The Cambodia REDD+ Roadmap was completed in September 2010, and was used as the foundation of the UN-REDD National Programme Document. The REDD+ Roadmap has also been used as the basis for the Readiness Preparation Proposal (R-PP) submitted to the FCPF by the RGC. Funding for the Roadmap development was been provided by FAO and UNDP, with the technical

support of the UN-REDD Programme and the UNEP-World Conservation Monitoring Centre (UNEP-WCMC).

The six main sections of the Cambodia REDD+ Roadmap are:

1. Management of National REDD+ Readiness
2. Consultation, stakeholder engagement and awareness-raising plan
3. Development and selection of REDD+ strategies
4. Implementation framework (including benefit-sharing and safeguards)
5. Development of the Reference Scenario against which performance will be measured (Reference Levels or Reference Emissions Levels, RLS/RELS)
6. Development of the Monitoring System for national Measurement, Reporting and Verification (MRV)

Working papers developed to inform the Cambodia REDD+ Roadmap include:

- Broadhead, J. and Izquierdo, R. 2010. Assessment of land-use, forest policy and governance in Cambodia. Report prepared by FAO as a contribution to the Cambodia REDD+ readiness process. FAO-Regional Office for Asia and the Pacific, Bangkok. This report is a draft and is awaiting further consultation before being finalized.
- Oberndorf, R. and Nhean, M. 2010. REDD+ in the Cambodian context. An overview of the policy, legal and governance Frameworks impacting implementation. Report for the Cambodia REDD+ readiness process. UNDP Cambodia, Phnom Penh.
- Leng, C., Ravilious, C., Kapos, V., Bertzky, M., Osti, M., Clements, T., Dickson, B. 2010 Carbon, biodiversity and ecosystem services: Exploring co-benefits. Cambodia. UNEP-WCMC, Cambridge, UK.
- Walker, SM, Casarim, F, Harris, N, and Brown, S. 2010. Cambodia REDD+ Roadmap: Development of a Reference Scenario and Design of a Monitoring System. Winrock International, Washington D.C., USA.

These sections have been deliberately written to correspond as closely as possible to the R-PP format.

4.1.3 The Consultation and Participation Process on the Roadmap drafts

The objectives of the Consultation and Participation process during Roadmap development were to:

- Undertake a mapping of key stakeholders, and their potential role in REDD+ (see Section 4(v));
- Increase awareness and understanding of REDD+ and the National REDD+ Planning process in Cambodia amongst key stakeholders at national level – in particular within key Government bodies;
- Gain input from key stakeholders within and outside of Government on the content of the Roadmap; and
- Develop a clear understanding of what the next steps are for engaging stakeholders within the REDD+ planning process in Cambodia.

In addressing these objectives the REDD+ Taskforce sought to learn from the lessons of past processes (see Box 2). Multi-stakeholder consultation and participation in national policy development remains under constant development in Cambodia⁷⁴. Within the forest sector public consultation on the National Forestry Programme marked an initial step in engaging a wider stakeholder group in sector policy development. A review of the NFP process recognised the significant achievements in bringing different groups together but also that the development of working relationships between different actors and the capacity for these relationships to be fully productive required time to develop⁷⁵.

⁷⁴ Hughes and Un (2007) Cambodia Country Governance Assessment. Governance and Social Development Resource Centre

⁷⁵ Fraser Thomas (2009) Joint Appraisal of the National Forest Programme, Cambodia 4-14 August, 2009, Ministry of Foreign Affairs, Denmark

The development of the Cambodia Readiness Plan Proposal on REDD+ ('the Roadmap') by an inter-ministerial REDD+ Taskforce with civil society members, with dedicated consultation with civil society and indigenous peoples, marked another step in developing these relationships and the capacity of the actors involved. Similar modalities should be maintained through the REDD+ Readiness phase. It is recommended that the processes of consultation and participation in the REDD+ Readiness phase helps to support the building of this capacity and trust further through the development of forums for communication between stakeholder groups (both formal and informal). The process should look to learn from past experience both within Cambodia (the NFP and REDD+ Roadmap processes, as well as REDD+ pilot projects) and from other countries (for instance UN-REDD's efforts to develop a process for Free Prior Informed Consent on REDD+) to ensure that the result is a process that is nationally relevant, meets international standards and delivers outcomes that are owned by all relevant stakeholders.

Box 2: Lessons Learned from Past National Consultation Processes

Analysis of previous consultation processes in Cambodia provides some important lessons for the development of a consultation and participation process on REDD+. Lessons include:

- The consultation processes must be well planned and adequately resourced
- Stakeholders should be engaged early – awareness raising and information sharing prior to consultation are critical to gaining effective inputs from all stakeholders
- Information should be provided to stakeholders in a way that is comprehensive and easily comprehensible – document translation, summary documents
- Awareness raising and consultation within and across Government agencies is critical
- Stakeholders and stakeholder representatives at the grassroots level need support to understand, communicate and to respond to the issues they are to be consulted on
- Local or national non-governmental organisations can act as effective intermediaries in consultation both informing and gathering views from stakeholder groups
- Well trained Independent facilitators can improve consultation events
- High levels of transparency improve the effectiveness of and trust in consultation processes with stakeholders this includes clear statements of objectives and work plans, the availability of consultation meeting minutes and clear responses to comments raised during meetings

Lessons on Consultation and Participation Learned from Oddar Meanchey

The Oddar Meanchey REDD+ Project was officially launched in March 2008. As the first REDD+ project in Cambodia it is at the forefront of REDD+ development and is one of the first locations globally to have gone through a practical process of consultation at the grassroots level. This experience provides important lessons for developing REDD+ consultations in the future.

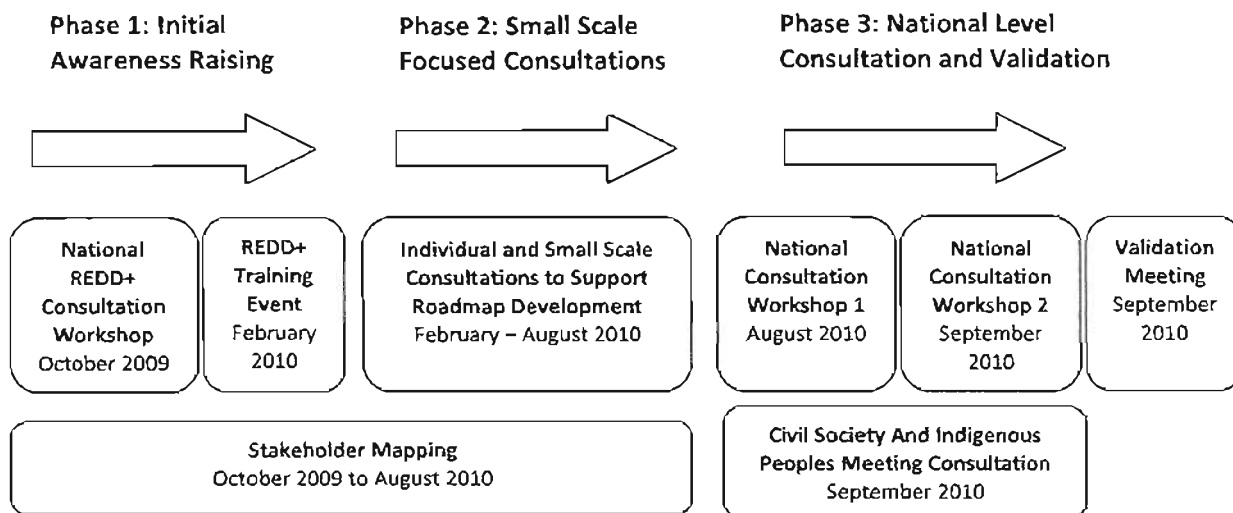
- Levels of understanding of climate change are very limited amongst local villagers, local and provincial officials and representatives of the police and military
- Utilisation of existing local partners and organisations to conduct awareness raising, facilitation and consultation can be effective
- A high level of resources and time are required to build stakeholder understanding
- Development of a Community Forestry Federation was critical in sharing experiences between communities, maintaining engagement and addressing representation
- Forestry Administration commitment to the project was critical to resolving conflicts between different stakeholders during the development process
- Local groups require legal and technical support to discuss and negotiate elements of a project including details of benefit sharing agreements with project developers – standards for community benefits in projects would help this process

Adapted from Bradley A (2009) Communities and Carbon: Establishing a Community Forestry REDD+ Project in Cambodia

The result of the Roadmap consultation and participation activities has been a flexible process that has used different techniques to raise awareness of and consult on the roadmap. This process can

be divided broadly into three phases (shown in Figure 9) which overlap and have progressed at different speeds for different stakeholders.

Figure 9. Cambodia REDD+ Roadmap Consultation and Participation Process



Phase 1: Initial Awareness Raising

Initial awareness-raising occurred through two national level workshops in October 2009 and February 2010 (see Box 3) as well as through presentations to the Technical Working Group on Forestry & Environment (TWGF&E), the main forum for multi-stakeholder consultation on 7 September and 23 December 2009 by the Forestry Administration. The TWGF&E presentations were particularly important to announce the start of the planning process to all stakeholders, including Government agencies, development partners, NGOs and civil society, who are represented on the TWGF&E. In addition, presentations by taskforce members were undertaken at the majority of platforms identified during the stakeholder mapping exercise (see Section 4(v) and Table 6 below). This has been followed by more focused individual technical consultations and awareness raising to inform the development of the draft Roadmap. During this phase the Taskforce has worked hard to engage different Government agencies and departments as well as representatives from national and international Civil Society.

Box 3: National Multi-stakeholder Awareness Raising Events

First National Forum on REDD+

The first National Forum on REDD+ Readiness was held on 14 October 2009 in cooperation with Woods Hole Research Center, USA, with participation from government agencies, development partners, civil society, local and indigenous people. The workshop looked to increase awareness of REDD+ and provide a forum for an open discussion on how Cambodia can engage in REDD+.

National Capacity building workshops on REDD+

This event held from the 24th to 26th of February 2010 in cooperation with IGES-RECOFTC-INA looked to:

- increase awareness of REDD+;
- develop a shared knowledge base amongst participants;
- strengthen civil society and Government partnerships; and
- identify capacity constraints for different stakeholders.

The workshop was held in Khmer language and attended by over 40 participants including Government staff and NGOs with some community representatives, particularly from Oddar Meanchey (one of the REDD+ pilot project sites). One recommendation from the workshop was that stakeholder specific training needed to be carried out to allow for differing levels of understanding and interests.

Presentations to the Technical Working Group on Forestry & Environment (TWGF&E)

The TWGF&E is the principle mechanism for multi-stakeholder coordination in the forestry sector, and meetings are attended by representatives from Government agencies, development partners, NGOs and civil society. Two presentations were made to the TWGF&E during the start of the Roadmap planning process. The first, on 7 September (23rd TWGF&E meeting), outlined progress on REDD+ to date and suggested the importance of starting a national REDD+ Readiness planning process. The second on 23 December (24th TWGF&E meeting), discussed the formation of an interim REDD+ Taskforce to represent key stakeholders and lead on development of the national REDD+ Readiness plan. A further presentation was given on the 20 May 2010 (26th TWGF&E meeting) on progress to date.

Table 7. Key Stakeholder Groups engaged through the Roadmap development process

Group	Means of Engagement
Government	REDD+ Taskforce – regular meetings held Internal Government agency review meetings
Donors/ Government / Private Sector / NGO's	Technical Working Group on Forests and Environment Technical Working Group on Agriculture and Water
Donors	Individual Meetings
Private Sector	Individual Meetings
Environmental and Conservation NGO's working on REDD+	Informal NGO REDD Working Group
Climate Change NGO's	Coordination through the National Climate Change Network
Community Forestry groups	National Community Forestry Program Coordination Committee NGO Forum Forestry Network Regional/Provincial/Local networks in areas with REDD projects, such as Oddar Meanchey Community Forestry network
Indigenous peoples and civil society organisations	Representative organisations such as ICISO, IRAM and CIYA Meetings facilitated by NGO Forum Regional/provincial/local networks in areas with REDD projects

Phase 2: Small Scale Focused Consultation

Following the development of a draft document small group sessions were held with key stakeholder groups to inform them of the Roadmap's progress and to further raise awareness of key issues within the document. A series of meetings with Civil Society groups were arranged to

increase their level of understanding of REDD+ and the REDD+ process in Cambodia. Two short information sharing and discussion meetings on REDD+ and the Roadmap were held with the informal NGO Working Group on 4 March and 7 June 2010. Presentations on overall progress were made at various high-level events, including the Asia-Europe Meeting in Phnom Penh on 6 May 2010.

Initial small consultations were held with key representatives from civil society and indigenous peoples on 13 and 17 August 2010. These meetings were partly facilitated by NGO Forum but were generally focused on grassroots civil society and indigenous peoples groups as opposed to national or international NGOs.

Phase 3: National Level Consultation

Two national consultation events were held on 20 August and 10 September 2010 in Khmer. These workshops provided a forum for all stakeholders to discuss of key topics within the Roadmap and for the Taskforce to consolidate this feedback. All stakeholders were invited to attend. The workshops were deliberately structured around facilitated group discussions to allow for open debate of key issues. Minutes from the plenary and group discussions were taken and reports from both workshops are available. Based on the results of the first workshop a table of key comments and revisions made to the Roadmap documents was compiled, so that stakeholders could easily see how their comments had been reflected in the drafts.

The Roadmap document was circulated by email in English prior to both workshops, and a Khmer version was available for the second national consultation. An email address was specifically created for submission of written comments, and these were also compiled prior to the second national consultation.

At the request of the civil society and indigenous peoples representatives a 2-day workshop facilitated by NGO Forum and key members from the community and indigenous peoples groups was held on 2-3 September 2010 in order to gain their input into the Roadmap and particularly the development of a consultation and participation plan for the Readiness phase. About 50 participants from community forestry, community networks, indigenous peoples and other grassroots civil society networks attended the meeting. The minutes from the working were taken and a report is available.

Following the second national consultation the Roadmap document was revised a second time to reflect comments received and a validation meeting for key stakeholder representatives to approve the document was held on in late September 2010.

During the consultation process about 60% of the Roadmap text was changed, and with very few exceptions all comments received were adopted. In total the consultation process included:

- >360 participants
- 8 Government line agencies
- 11 Donor Agencies
- 11 News Agencies
- 36 National and International NGOs
- 4 Private Sector, Universities
- 9 Civil Society or Indigenous Peoples organisations or networks
- Grassroots civil society, Community forestry groups and Indigenous peoples from 16 provinces

Minutes of all the meetings are available.

Observations on the REDD+ Roadmap consultation process

The duration and reach of the process was limited for two reasons: a lack of adequate time and resources to carry out a comprehensive awareness raising and consultation process, and a desire not to raise expectations amongst stakeholders at the grassroots level regarding REDD+ until the

likely nature of international REDD+ mechanism is clear and further analysis has been done on how the REDD+ mechanism could then be implemented within Cambodia. In addition, it is generally quite unusual in Cambodia for extensive stakeholder consultation to be done so early in the policy development process, and some participants found it quite abstract that they were being consulted on how to a process might be established to develop an implementation strategy for an international mechanism that had yet to be decided.

Stakeholders requested further information on REDD+ so they could fully understand the issues that should be addressed prior to the adoption of a National Strategy on REDD+. They also noted that while the strategies suggested provided a good framework for addressing the direct drivers of deforestation, a national framework for REDD+ would also have to address indirect drivers related to the wider enabling environment in which Government agencies worked.

General understanding of REDD+ and REDD+ Readiness activities is low, as is capacity to implement REDD+ and REDD+ Readiness activities. Overall levels of awareness and capacity will need to be substantially increased before stakeholders can be adequately engaged in the REDD+ Readiness process. Awareness-raising should avoid increasing general expectations that REDD+ revenues will be available soon, or even will be substantial in the longer-term.

To date, consultation has focused at the national-level, with subnational consultations taking place only in sites with pilot REDD+ projects (mainly Oddar Meanchey and Monduliri provinces) in order to avoid raising expectations. Through the REDD+ Readiness phase awareness-raising and consultation activities will need to be focus on multiple levels (provincial, district and local). Very little awareness-raising and information-sharing materials exist in Khmer language, and this will need to be a significant focus of the Readiness phase in order to build capacity and understanding. It should be noted that indigenous peoples in Cambodia generally do not have written forms of their languages, and hence information-sharing materials in Khmer should be sufficient. Consultation and awareness-raising meetings could, however, be conducted in indigenous languages. The development of information-sharing materials will need to take into account the high rates of illiteracy that are common in rural areas.

4.2 Lessons Learned from the REDD+ Readiness planning phase

Development of REDD+ planning processes in many countries has required lengthy multi-stakeholder consultation processes because REDD+ is a very new area of policy and often is not the responsibility of one single Government agency, or the focus of a single group of non-Government stakeholders. In some circumstances, REDD+ planning has faltered, sometimes due to political uncertainty over Government agency mandates or because key groups of stakeholders (Government and non-Government) have been left out of the planning process. The Cambodia REDD+ Readiness planning phase explicitly recognized these challenges early. The planning phase also took into account the Cambodia national circumstances, in particular:

- Management of forest resources falls under the jurisdiction of more than one Government agency, with the majority of forests managed by the Forestry Administration;
- Policy coordination on climate change is not the responsibility of the a different ministry from the lead ministry for forests;
- There was a need to learn lessons from previous policy development processes, particularly regarding the inclusion of local stakeholders and adopting a balanced approach towards Government agencies that respects individual mandates (i.e. avoiding bias);
- These policy reforms had led to a large number new laws and subsidiary regulations in the past five years, which have received little development partner support for implementation and require further support before their effectiveness can be judged;
- Lack of finance and capacity for sustainable management of forests in line with recent reforms is the single greatest challenge for the forestry sector;

- Key local stakeholders emphasized the importance of building on and supporting these existing policy reforms, laws and subsidiary regulations, rather than starting a new initiative; and
- Policy reform is usually most effective when it adopts a learning-by-doing approach based on pilot projects and demonstration before national policies, laws and regulations are developed.

A critical issue concerns the current REDD+ pilot projects which are under development for the voluntary carbon market. These projects have received a high level of political attention, and it is important that they are completed successfully if a national REDD+ program is to be credible.

Four key mechanisms were established during the REDD+ Readiness planning phase to address these challenges:

- An inter-ministerial Cambodia REDD+ Taskforce was established at the technical level to coordinate planning across the Government agencies. The membership of the Taskforce – including multiple representatives from key agencies – and its internal processes were specifically developed to ensure balanced decision-making.
- Non-government stakeholders were engaged through the multiple fora that already existed to ensure broad participation in the planning process. Initial informal meetings with these groups were held to establish who was interested in being involved in REDD+ Readiness, and to build trust and establish communication mechanisms between groups that were not accustomed to talking to each other. Different consultation approaches were used depending on the stakeholder group and their expressed needs from the consultation process. Consultation followed an iterative approach so that stakeholders could see how and where their views were being adopted.
- The planning process explicitly prioritized supporting existing reforms and forest management modalities that are familiar to all stakeholders, over new initiatives.
- The planning process explicitly prioritized completion of existing REDD+ pilot and demonstration activities over new projects or national policy or legal reform.

It is strongly recommended that these mechanisms are maintained through the REDD+ Readiness phase.

Based on these experiences the following General Principles were developed for the Cambodia REDD+ Readiness phase.

General Principles for the Cambodia REDD+ Readiness Phase (taken from the REDD+ Roadmap)

The development of Cambodia REDD+ Readiness should:

- first and foremost *build national capacity* within Government institutions and non-Government stakeholders: REDD+ is new and complex and substantial increases in understanding are required before decisions can be made;
- support implementation of *existing policies and strategies for management of forest resources* that have been developed over the past 10-15 years;
- be *inclusive* and *balanced*, both between Government agencies and non-Government stakeholders;
- *learn lessons* from previous policy development processes;
- be based on the *existing mandates* of Government institutions, rather than creating new institutions in an already crowded and complex institutional environment;
- make use of *existing coordination mechanisms*, rather than building new fora for discussions;
- seek to provide *predictable* and *substantial finance* for implementation and scaling-up of existing forest management strategies;

- *build awareness;*
- *be consistent* with the international negotiations process under the UNFCCC;
- *be based on existing REDD+ pilot projects;* and
- *recognise the importance of demonstration and adopting a learning-by-doing approach.*

4.3 Proposed Cambodia UN-REDD National Programme

4.3.1 Overview

The Cambodia UN-REDD National Programme would support implementation of the Cambodia Readiness Plan Proposal on REDD+ ('the Roadmap'), which has been developed by the interim REDD+ Taskforce and stakeholder groups during the period January-September 2010. Following a two-month national consultation process on the Roadmap drafts, the third version was approved by stakeholders in late September 2010. The Roadmap mostly is basically the same as the Cambodia R-PP, and it covers the six main components of REDD+ Readiness:

Section 1. Management of National REDD+ Readiness (Component 1a of an R-PP)

Section 2. Consultation, stakeholder engagement and awareness-raising plan (Component 1b of an R-PP)

Section 3. Development and selection of REDD+ strategies (Component 2b of an R-PP, building on the Annex prepared by FAO on the Assessment of Land-Use, Forest Policy and Governance which is Component 2a of an R-PP)

Section 4. Implementation framework (including benefit-sharing and safeguards) (Components 2c and 2d of an R-PP)

Section 5. Development of the Reference Scenario against which performance will be measured (Reference Levels or Reference Emissions Levels, RLs/REs) (Component 3 of an R-PP)

Section 6. Development of the Monitoring System for national Monitoring, Reporting and Verification (MRV) (Component 4 of an R-PP)

As the predominant source of Readiness funding for Cambodia over the next 1-2 years, the UN-REDD National Programme has been designed to support all six sections of the Roadmap, although due to limited resources some sections have been prioritized over others. Implementation of the Cambodia UN-REDD National Programme should therefore ensure that all the necessary Readiness building blocks start to be developed. Funding for the National Programme has been made available from UNDP-Cambodia (\$550,000, TRAC resources), the UNDP-GEF Sustainable Forest Management (SFM) project (\$400,000, TRAC resources), FAO-TCP (\$450,000), providing parallel co-financing to the request from UN-REDD (\$3,001,350, including indirect UN agency costs). The Cambodia R-PP, which has recently been submitted to the FCPF, has been designed to be harmonized with the Cambodia UN-REDD National Programme and build on its accomplishments. In order to support implementation of the Roadmap, the National Programme has been designed around four main components:

Component 1: National REDD+ Readiness Management arrangements and stakeholder consultation (Sections 1 and 2 of the Roadmap). Funded by \$895,000 from UN-REDD and through UNDP and \$55,000 from UN-REDD through FAO.

Component 2: National capacity-building towards development of the REDD+ strategy and implementation framework (Sections 3 and 4 of the Roadmap). Funded by \$455,000 from UN-REDD through UNDP, \$140,000 from UN-REDD through UNEP, \$100,000 from UNDP TRAC resources, and \$250,000 parallel cofinancing from UNDP through the Sustainable Forest Management (SFM) GEF project.

Component 3: Subnational REDD+ capacity-building and demonstration (Subnational activities found in Sections 2-6 of the Roadmap). Funded by \$550,000 from UNDP-TRAC, and \$100,000 from UN-REDD through UNDP.

Component 4: Support to development of the Monitoring system (Sections 5 and 6 of the Roadmap). Funded by \$300,000 from FAO-TCP and \$1,160,000 from UN-REDD through FAO.

The National Programme has been designed to complement and coordinate with the funding pledge of ¥900,000,000 from the Government of Japan, which will support both REDD+ and implementation of the National Forestry Programme and is expected to be disbursed from 2012. The Japanese support will primarily be focused on infrastructure, equipment, capacity-building and technology, with a particular focus on the MRV system. The National Programme will complement the Japanese support by providing the initial technical assistance to design the MRV system during 2011 and 2012. The Japanese funding should cover the main infrastructure, equipment and technology costs of the MRV system designed.

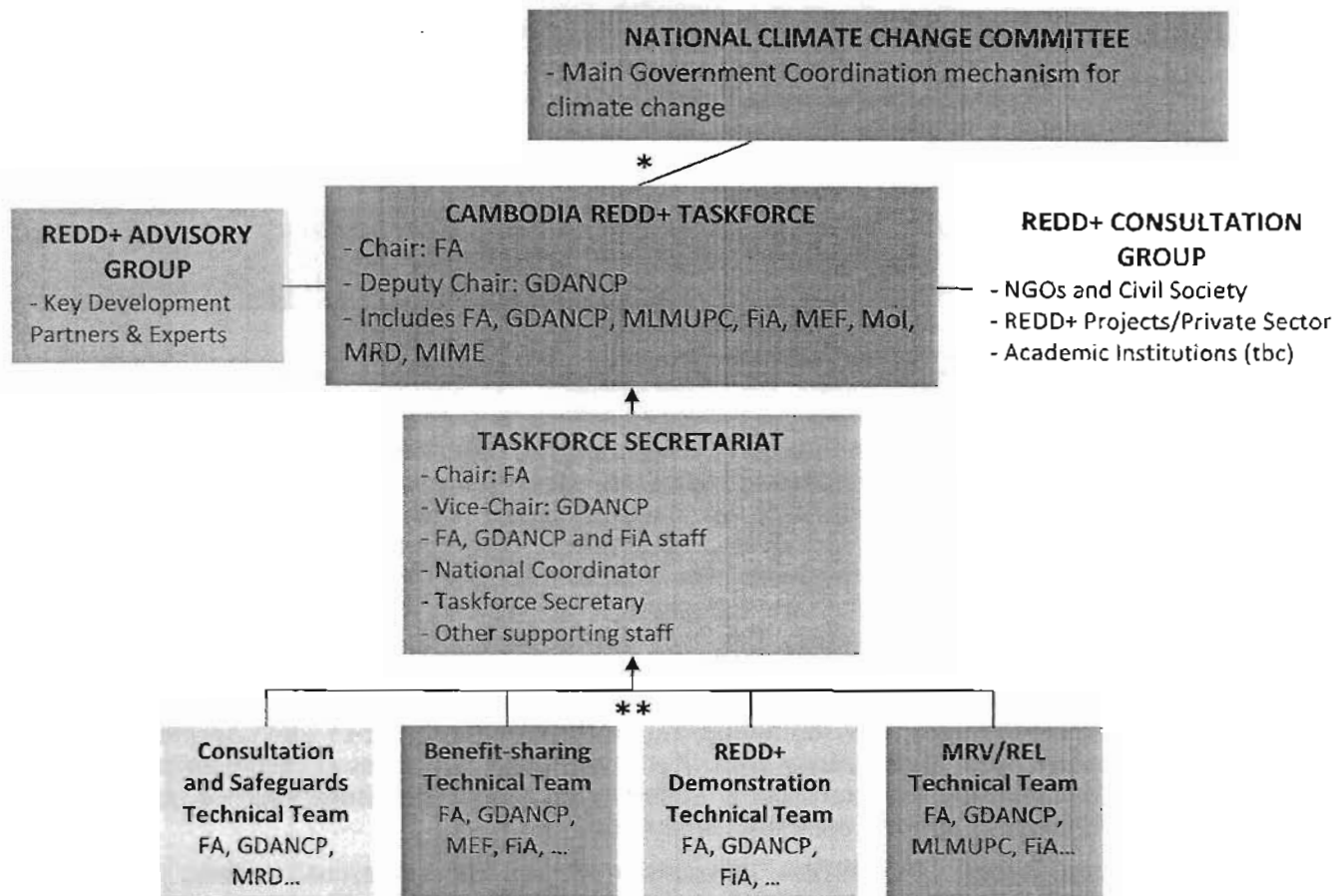
The full Cambodia Readiness Plan Proposal on REDD+ (the Roadmap) is attached to this document. The UN-REDD National Programme Components are described in the Results Framework, including the objectives and principle results, however the Roadmap document developed by the REDD+ Taskforce should be referred to for more detail.

4.4 Management Arrangements for REDD+ Readiness

The management arrangements for REDD+ Readiness were prepared by the interim REDD+ Taskforce during May-September 2010, and are described in detail in the Cambodia Readiness Plan Proposal on REDD+ ('the Roadmap'). A brief description is given here. The principle Government bodies are the Cambodia REDD+ Taskforce, the Taskforce Secretariat, and the individual line agency members of the REDD+ Taskforce with responsibility for aspects of REDD+ Readiness in accordance with their individual mandates. The Taskforce will be assisted with and consult on its work with a REDD+ Advisory Group, formed of technical experts and lead development partners, and a REDD+ Consultation Group, formed of representatives from civil society, indigenous peoples, NGOs and the private sector. These different bodies are described in more detail below.

Cambodia REDD+ Taskforce: The Cambodia REDD+ Taskforce is an interministerial coordination body formed at the technical level with a mandate to manage the development of REDD+ Readiness. The Taskforce is chaired by the Forestry Administration (FA) of the Ministry of Agriculture, Forestry and Fisheries (MAFF), as the RGC's responsible authority for forests and forest policy. The General Department for Administration of Nature Conservation and Protection (GDANCP) of the Ministry of Environment is the Deputy Chair, as the agency responsible for management of protected areas and development of climate change policies and strategies. Taskforce line agency members include the Fisheries Administration (FIA) of MAFF, the Ministry of Economy and Finance (MEF), the Ministry of Interior (MoI), the Ministry of Land Management, Urban Planning and Construction (MLMUPC), the Ministry of Rural Development (MRD) and Ministry of Industry, Mines and Energy (MIME). The table gives the line agency members and their respective roles in REDD+ Readiness. The Taskforce has detailed terms of reference (see Annex), which includes procedures for decision-making by consensus of FA, GDANCP and FIA, and reporting to other national bodies such as the National Climate Change Committee (NCCC). The Taskforce will establish several Technical Teams composed of Government and non-Government representatives to develop recommendations on particular technical issues related to REDD+ Readiness.

Figure 10. Proposed National-level Coordination Arrangements for REDD+ Readiness process



*Represents reports from the Taskforce sent to the NCCC

**Taskforce Technical Teams will include Government and non-Government representatives as appropriate

Table 9. Members of the Cambodia REDD+ Taskforce

Government Agency	Function in REDD+
MAFF	General Jurisdiction over Forests, Fisheries and Agriculture
- Forestry Administration (Chair)	Regulation of Permanent Forest Estate, including: tree planting, community forestry, protection forests, national forest cover monitoring, forest carbon stock assessment and regulating forest carbon trades. Focal point for UNFF, UNCCD and CITIES.
- Fisheries Administration	Management of Flooded Forests & Mangroves fishery domain
- Technical Secretariat for ELCs	Regulation of Economic Land Concessions for industrial agriculture
MoE	Protected Areas, International Environmental Treaties, Reviewing Environmental Impact Assessments, UNFCCC focal point & CDM Interim Designated National Authority, Convention on Biological Diversity Focal Point
- General Department of Administration for Nature Conservation and Protection	Management of Protected Areas and Community Protected Areas Climate Change policy coordination: Secretariat of NCCC, UNFCCC reporting & GHG Inventories, Cooperating in development of climate change strategies and carbon credit

(Deputy Chair)	policy, Coordination of CDM and carbon credit projects Convention on Biological Diversity
MEF	Management of State Properties, including sales, transfers, leases, concessions etc. Management of State Revenue, including co-chair of trust funds
MLMUPC	Management of Cadastral Administration of State Immovable Properties Issue title/ownership certificates to all immovable properties Registration of collective title for lands of indigenous communities Mapping and Land-use planning Social Land Concessions
Mol	NCDD & Subnational administration (including commune development plans & Commune/Sangkat fund) Policing
MRD	Indigenous Peoples policy Rural Infrastructure Development
MIME	Mining Concessions

REDD+ Advisory Group: The REDD+ Advisory Group advises the Taskforce on REDD+ Readiness. Advisory Group members will be representatives of development partners and key experts invited by the Taskforce on an adhoc basis. Advisory Group members join Taskforce meetings and are asked to review the REDD+ Readiness process, draft reports and proposed decisions of the REDD+ Taskforce. New members may be invited by the Taskforce to join the REDD+ Advisory Group as new development partner programs are designed. The REDD+ Advisory Group members are responsible for coordination with other DPs and mobilisation of further resources for REDD+ Readiness. Advisory Group members would also meet monthly with the Taskforce Secretariat, or more often as required, to discuss the REDD+ Readiness process. Members of the REDD+ Advisory Group, or their representatives, may be invited by the REDD+ Taskforce to join specific Technical Teams (see above) to work more closely with the Government agencies on technical issues. The REDD+ Advisory Group's role will particularly include advising on key issues such as consultation and participation or social and environmental safeguards.

REDD+ Consultation Group: The REDD+ Consultation Group represents civil society, indigenous peoples, NGOs, private sector and academic institutions (if required). Taskforce members, the Taskforce Secretariat and Advisors will meet with the Consultation Group on a monthly or bi-monthly basis to review progress with and provide comments on the National REDD+ Readiness process. Minutes of these meetings will be taken and circulated widely. The Taskforce will send reports and decisions to the Consultation Group for their comments, and will respond to comments raised. Consultation Group members may also be invited to join Taskforce meetings as appropriate. Consultation Group members should be representative of a particular constituency, and may have an interim mandate whilst that constituency is deciding how to elect representatives.

Taskforce Secretariat: The Taskforce Secretariat serves the Taskforce and is responsible for day-to-day management of the REDD+ Readiness process, including the work of the technical teams. It is Chaired by the FA with GDANCP as the Vice-chair, and is composed of staff from FA, GDANCP and FiA, international and national advisors, and support staff. The lead representatives from FA and GDANCP are responsible for management of workplans and budgets for their respective agencies. The Secretariat is chaired by the FA with GDANCP as the vice-chair.

REDD+ Taskforce Technical Teams: The REDD+ Taskforce will establish separate Technical Teams in order to develop technical recommendations on particular key issues. The Technical Teams would be composed of technical officers from different line agencies responsible for the issue under discussion as well as other stakeholders as identified, including civil society and indigenous peoples representatives. Non-government members could be drawn from organisations represented in the Consultation Group. The membership and terms of reference for each Technical Team will be



decided by the REDD+ Taskforce. Currently at least four Technical Teams are planned, and more may be required through the Readiness process:

1. REDD+ Projects Technical Team. Composed of FA, GDANCP, FiA, and other line agencies as appropriate, development partner and civil society representatives. Responsible for developing guidelines for REDD+ pilot projects, to ensure that projects are undertaken in a way that allows them to be nested into the national REDD+ system.
2. REDD+ Benefit-sharing and Revenue-distribution Technical Team. Composed of FA, GDANCP, MEF, other line agencies as appropriate, development partner and civil society representatives. Responsible for considering how to manage REDD+ revenues in Cambodia and guidelines for local benefit-sharing arrangements.
3. MRV/REL Technical Team. Composed of FA, GDANCP, FiA, MLMUPC, and other line agencies, development partners and civil society as appropriate. Responsible for development of Cambodia's REL(s) and establishment of the MRV system for forest carbon.
4. Consultation and Safeguards Technical Team. Composed of FA, GDANCP and other line agencies, development partners and civil society as appropriate. Responsible for developing the consultation plan, the strategic environmental and social assessment framework, and the Monitoring System for Multiple Benefits, Other Impacts, and Governance.

4.5 Draft REDD+ Strategy and Implementation Framework

The draft Cambodia REDD+ Strategy and Implementation Framework were prepared by the interim REDD+ Taskforce during May-September 2010, and are described in detail in the Cambodia Readiness Plan Proposal on REDD+ ('the Roadmap'). A brief description is given here.

4.5.1 Key Considerations

First and foremost Cambodia's REDD+ strategy should support the implementation of these three key long-term management plans of the RGC, and not establish parallel or competing plans and management structures for Cambodia's forests. In particular, the NFP sets out a long-term plan for management of Cambodia's forest estate, which includes regulatory reform, improvements in forest law enforcement and governance, and reallocation of production forests (including areas formerly gazette as logging concessions before 2002). The NFP sets targets for Community Forests (2 million hectares, up from c.400,000 hectares currently), Protection Forests (3 million hectares, up from c.1.5 million hectares currently) and Production forests under Sustainable Management, including certification (2.6 million hectares). The NFP and Protected Areas Law (2008) also support maintaining the 3 million hectares of Protected Areas managed by GDANCP/MoE. If realized and implemented effectively, these NFP targets would (a) arrest the current high rate of loss of Cambodia's forests, (b) lead to more effective and equitable long-term management, and (c) provide significant climate change benefits through emissions reductions. The Cambodia REDD+ Background Document contains further details on the NFP and Protected Areas Law.

Given the existence of the NFP and 2008 Protected Areas Law, the Roadmap process focused on those issues relevant to REDD+ that stakeholders felt were not covered in sufficient detail in the NFP or required additional thinking. The Roadmap also identifies areas from the NFP, Protected Areas Law, and Strategic Planning Framework for Fisheries that are necessary for effective long-term management of Cambodia's forest estate but are not currently the focus of any donor programme and are consequently under-resourced. These areas are therefore priorities for investment under the Roadmap.

Many forest areas already have long-term site forest management programs in place which have had some local successes at reducing rates of deforestation and forest degradation, and conserving existing forest carbon stocks. Development of the REDD+ strategy should understand the factors behind the success of these programs, and focus on improving, strengthening and scaling-up these existing approaches.

The drivers of deforestation and forest degradation analysis identifies a significant number of drivers from outside the forestry sector that cause large-scale land-use change. These include immigration to forest areas, agro-industrial developments such as land concessions, poor implementation of land laws and subsidiary regulations, economic incentives promoting forest clearance, poor ESIA regulations, and a lack of state land registration and forest estate demarcation.

Suggesting REDD+ strategies to address these drivers is challenging due to the factors involved. The success of existing site-based forest management programs, despite the substantial pressures from outside the sector, indicates that a bottom-up approach to REDD+ that focuses on site-based efforts may be the most effective REDD+ strategy. Nevertheless possible REDD+ strategies to address these external drivers are proposed here and these should be investigated during the REDD+ Readiness phase.

Other considerations include:

- Flexibility and ease of implementation should be maximized at the outset for the initial phases of REDD+ planning, piloting and implementation in order to allow for testing various approaches to REDD+ within the existing frameworks.
- Development of Cambodia's REDD+ strategies should learn lessons from existing and future planned pilot REDD+ projects.
- REDD+ projects include the involvement of private sector partners. Further work is required to understand how Cambodia's REDD+ strategies could be developed in a way that would incentivise private sector action.
- Capacity building and support is required if these laws and policies are to be effectively implemented at scale.
- A more detailed understanding of opportunity costs is required in order to assess the impact of potential REDD+ strategies. However, opportunity cost research should be undertaken in a way that assesses costs and benefits to different actors (e.g. local people, government agencies, local authorities, etc.). Gregersen et al. (2010)⁷⁶ provide a useful summary of some of the problems with opportunity cost research.

4.5.2 Draft REDD+ Strategy

Cambodia's REDD+ Strategy should be implemented through:

1. Effective management of Cambodia's forests, in accordance with existing laws and policies (supporting the NFP, PAs and flooded forest management). The consultation process has identified a number of key implementation strategies to reduce deforestation and forest degradation for the forestry and environment sectors that may require further investigation:
 - a. Innovative Financing models, including development of Conservation Concessions as a viable alternative to other types of land concessions
 - b. Improving Forest Law Enforcement and Governance (FLEG)
 - c. Local forest protection contracts
 - d. Valuing forest ecosystem services and promoting REDD+ co-benefits
 - e. Adopting the nested approach to REDD+ implementation
2. Designing and implementing effective strategies to address drivers from outside the forestry sector. These candidate REDD+ Strategies will need to be investigated further through the REDD+ Readiness phase.

1. Main Strategy: Support for effective management of Cambodia's forests, in accordance with existing laws and policies

⁷⁶ Gregersen, H., El Lakany, H., Karsenty, A. and White, A. 2010. Does the Opportunity Cost Approach Indicate the Real Cost of REDD+? Rights and Realities of Paying for REDD+. Rights and Resources Initiative, CIRAD. http://www.nrhtsandresources.org/publication_details.php?publicationID=1555

The National Forestry Programme (NFP), Protected Areas management and sustainable management of flooded forest resources provide a strong basis to address the main drivers of deforestation and forest degradation from within the forestry sector and forestlands (see REDD+ Roadmap). The National Forestry Programme was developed over a two year period (2008-2010) and includes a detailed analysis of the activities that need to be implemented to move towards sustainable management of Cambodia's forests, including reducing rates of deforestation and unsustainable exploitation. Cambodia's REDD+ strategy should therefore build on the NFP and understand how REDD+ might support implementation of the NFP and other forest management strategies such as Protected Areas and flooded forest management.

For the Permanent Forest Estate (under the FA), development of REDD+ should support implementation of the National Forest Programme –

- Forest Demarcation, Classification and Registration (Programme 1), including demarcation and registration of the Permanent Forest Reserve.
- Forest Resource Management and Conservation (Programme 2), including forest certification, production forest management, establishment of new protection forests, and reforestation/afforestation as alternatives to the currently dormant forest concessions found across Cambodia.
- Forest Law Enforcement and Governance (Programme 3), including potential linkages with the EU Forest Law Enforcement, Governance and Trade (FLEGT) programme.
- Community Forestry Programme (Programme 4), including plans to scale-up Community Forestry and to develop alternative CF models for protection forests, community commercial forestry and partnership forestry.
- Capacity Building and Research (Programme 5), including development of the managerial and technical capacity of FA staff and other stakeholders. Also includes activities on research and awareness-raising activities on sustainable forest management.
- Sustainable Forest Financing (Programme 6), including how to provide an economically sustainable and transparent framework required in meeting all the NFP objectives. This will be achieved through Government financing, income from forestry, donor financing and innovative financing such as REDD+ and PES.
- Monitoring, Reporting and Learning (Programme 7).

The FA should be supported to implement the NFP, including achieving the NFP area targets for protection forests, community forests, and forests under sustainable management. Other priorities include achieving targets for forest estate demarcation and improvements in Forest Law Enforcement and Governance. Together, these measures would significantly reduce the current rate of deforestation and forest degradation in Cambodia. Demonstration activities under the Roadmap would assist with implementation of the NFP in target forest areas.

The NFP provides detailed cost estimates for each of these activities. Further work could be done to understand the costs of forest area management, based on experiences from Protection Forest management and development of Community forestry. This could be done through a survey of NGO-funded projects. The FA could be additionally supported to develop a specific REDD+ financing strategy for FA managed areas such as protection forests.

For Protected Areas, managed by GDANCP/MoE, the Protected Areas Law (2008) provides an overall framework for PA management, which could be supported by REDD+. However, no subsidiary regulations have yet been issued under this law, although they are mandated by the law. In addition the National Protected Areas Strategic Management Plan (mandated under the PA Law) has yet to be written, and there is no Protected Areas financing plan. GDANCP/MoE could be assisted to develop the National Protected Areas Strategic Management Plan, which would include details of how REDD+ will support strengthened PA management in accordance with the PA law. This could include development of subsidiary regulations mandated by the PA Law, such as the CPA Prakas (currently in draft form), Zoning regulations, and development of the PA Trust Fund. For communities in PAs, it is important to enact the CPA Prakas soon and to develop mechanisms for

revenue-sharing from REDD+ to Protected Areas and Community Protected Areas. Effective development of PA Zonation regulations is particularly important for implementation of REDD+. Forests in some parts of the PA system have quite degraded and could be targeted for reforestation or enhancement of forest carbon stocks.

For the flooded forests and mangroves in the fisheries domain, regulated by the Fisheries Administration, the 2006 Fisheries Law, 2005 Community Fisheries subdecree and 2010-2019 Strategic Planning Framework for Fisheries describe how areas should be managed, including through community fisheries, fisheries conservation areas and fishing lots. Further work with the Fisheries Administration is required to understand better how REDD+ might support these management strategies.

A critical issue is clarifying management rights of local people over forest areas, through existing modalities such as Community Forestry, Community Protected Areas, Community Fisheries and Indigenous Communal Land Titling. REDD+ would need to support scaling-up of these existing modalities.

The development of the Cambodia REDD+ Strategy explicitly recognises the importance of co-benefits of REDD+, in particular biodiversity conservation and local livelihoods, through the prioritisation of activities to support Protected Areas, Community Forests, Community Protected Areas, Protection Forests, Community Fisheries and Fisheries Conservation Areas. The focus on community managed areas is intended to support continued forest resource tenure reform. In addition, Circular #699 explicitly recognises the importance of local benefit-sharing to communities in REDD+ implementation.

In order to support implementation of current laws and policies for the forestry and environment sectors, line agencies (FA, GDANCP and FiA) may be supported to investigate additional aspects such as:

(a) Innovative Financing models: Conservation Concessions could be a powerful new tool to finance sustainable forestry, used to manage and protect large tracts of forest, especially suitable for Cambodia's large areas of post-concession forests or protected areas that require additional funds for long-term management costs. The Conservation Concession model would allow Cambodia to gain funds from preserving natural resources, thereby providing an innovative economically viable alternative to Land Concessions in Cambodia. Conservation Concessions could easily be financed through REDD+. Further work would be required to understand how conservation concessions might work in the Cambodia context, potentially in both the Permanent Forest Reserve and Protected Areas. Another possible innovative financing model that could have linkages with REDD+ is plans by MoE to develop Payments for Ecosystem Services (PES) policies for Protected Areas.

(b) Improving Forest Law Enforcement and Governance (FLEG): A significant driver of forest degradation in Cambodia is logging for timber, much of it illegal. Improving forest law enforcement, governance and controlling illegal timber trade could lead to significant reductions in forest degradation. Improvements in forest law enforcement and governance is Programme 3 of the NFP, and developing forest certification initiatives is included in Programme 2 of the NFP. Initial meetings were held on the Forest Law Enforcement, Governance and Trade (FLEGT) process of the European Union in 2010, and Cambodia is expecting to investigate this further in 2011. There are a large number of overlaps between the REDD+ and FLEGT and these need to be considered through the REDD+ strategy development process. Specific activities to improve FLEG could include:

- Strengthen the FA forest crime monitoring unit, and establishing a forest crimes database
- A working group consisting of key officers from central and local FA offices will be established to prepare the regulations and revise the provision of forestry law and relevant regulations, and support NFP revisions. The group will co-operate with other agencies to include forest crimes in inter-agency efforts to fight corruption and address organised crime
- Use of law enforcement monitoring software, such as MIST (see Component 4b) to track law enforcement efforts and monitor cases;

- Establishing formal management structures for protection forest sites.
- Strengthening and expanding wildlife crime units, establishing a wildlife database, and development of the new Wildlife Law.
- Capacity-building to FA/GDANCP/FiA and the judiciary, who are responsible for prosecuting offences;
- Increased budget allocations for forest and wildlife law enforcement activities, including stations, vehicles and equipment possibly including performance-based incentives; and
- Engagement of local and provincial authorities and the judiciary to increase understanding of forestry and land clearance offences and REDD+.

Further activities to strengthen law enforcement could also be considered. PAs could also contribute to FLEG through improvements in protected area law enforcement, protected area zonation and CPAs.

(c) Local Forest Protection Contracts: Very little experience exists in Cambodia for forest protection contracts with local communities, although several pilot programs exist in Vietnam (e.g. payments for watershed protection, reforestation programs, etc.). Cambodia pilots include ecotourism projects (e.g. Tmatboey in Kulen Promtep Wildlife Sanctuary, Preah Vihear province) and other payment programs (e.g. Crocodiles, Cardamoms, Wildlife-Friendly products). There is little understanding as well of how benefit-sharing mechanisms for REDD+ or PES could work in Cambodia, although at least one initial study has been done (Ken Serey Rotha, 2010⁷⁷), and pilot forest protection contract projects could inform decision-making. Existing local forest co-management agreements, such as Community Forests, CPAs, and Community Fisheries could provide an ideal platform for REDD+ benefit-sharing arrangements. Further work is required to understand how these approaches might work in Cambodia, and the Cambodia REDD+ Readiness phase could encourage further pilot projects to inform policy development (see the draft Implementation Framework).

(d) Valuing Forest Ecosystem Services and promoting REDD+ co-benefits: Standing forests have multiple benefits: for the livelihoods of local communities (e.g. harvesting of NTFPs), timber, hydrological processes (e.g. maintenance of watersheds, improving water quality), ecotourism, biodiversity, etc, in addition to climate change mitigation (i.e. REDD+). Documenting and valuing these benefits would help policy-makers to evaluate the trade-offs between maintaining standing forests and conversion to alternative land uses (e.g. through land concessions), beyond REDD+ values alone. In addition, implementation of REDD+ might be expected to lead to deliver significant benefits for biodiversity conservation and local livelihoods (called REDD+ 'co-benefits'), which should be promoted, helping Cambodia to meet its commitments under the Convention on Biological Diversity (CBD). A spatial analysis of some REDD+ co-benefits has already been conducted by UNEP-WCMC Activities to strengthen the control of illegal wildlife trade through improvements in policy and law enforcement should also be undertaken.

(e) Adopting the nested approach to REDD+ implementation: REDD+ in Cambodia will be implemented using the nested approach, linking subnational action to a national framework. In line with the nested approach, REDD+ may be implemented progressively for forestlands across the country. It should be noted that the UNFCCC negotiations on REDD+ are still underway, and how subnational action is integrated into national REDD+ programmes has yet to be decided.

2. Designing and implementing effective strategies to address drivers from outside the forestry sector.

The drivers of deforestation analysis identifies a number of key factors from outside the forestry sector that causes land-use change in Cambodia. These include in-migration to forest areas, agro-

⁷⁷ Ken Serey Rotha, 2010. Considerations in designing a REDD Benefit Distribution System in Cambodia. IUCN Cambodia.

industrial developments such as land concessions, poor implementation of land laws and subsidiary regulations, economic incentives promoting forest clearance, poor ESIA regulations, regional drivers, and a lack of state land registration and forest estate demarcation.

An initial assessment has identified some possible candidate REDD+ strategies that could be investigated further during the REDD+ Readiness phase (see REDD+ Roadmap). These include:

- Implementing the NFP targets for protection forests and community forests (see Strategy 1).
- Demarcating the Permanent Forest Estate and Protected Areas (see Strategy 1).
- Engaging the judiciary, police and local and provincial authorities in order to increase understanding of REDD+ and forestry and land clearance offences.
- Reviewing regulations for land concessions, including the planning processes and whether concessionaires could choose to avoid forest clearance under a REDD+ mechanism. The impact of land concessions on overall emissions could also be investigated.
- Developing REDD+ Concessions as an alternative to land concessions, which is covered under Strategy 1(a) above.
- Revisions to ESIA regulations.
- Integrating REDD+ into land-use planning processes at subnational scales.
- Establishing the REDD+ financing mechanism as quickly as possible in order to demonstrate that forests do have value as forests.
- Regional cooperation and coordination with bordering countries, including cooperation on law enforcement and MRV.

These candidate REDD+ Strategies will need to be investigated further through the REDD+ Readiness phase.

Further research on drivers of deforestation and forest degradation

The analysis of drivers of deforestation and forest degradation has identified that relatively little is known about the relative contribution of different drivers of forest degradation to current emissions, and their potential future impact on emissions. Key future activities supported under during the REDD+ Readiness phase should include:

- Assessing the sources of and contribution of woodfuel use to current and projected future emissions
- Evaluating sources of and options to supply domestic timber demand and improve efficiency of wood and timber use
- Quantitative assessment of drivers of forest degradation
- Consultation on the results of these assessments

For example, one possible strategy to reduce domestic wood energy demand (for fuelwood) is improved cookstoves. Cambodia already has considerable experience at implementing pilot cookstove projects, and sells carbon credits both on the voluntary carbon market and through the CDM. However, much more information is required on the source of fuelwood used in the cookstoves and projected future trends (including fuel switching) in order to understand if the emissions reductions achieved are actually additional.

Evaluation of proposed REDD+ strategies

The candidate REDD+ strategies (see above) should be evaluated, in order to understand:

- Potential social and environmental risks.
- Costs and benefits: Scoping of REDD+ strategies will be undertaken in relation to the costs and benefits considering, *inter alia*: carbon density; co-benefits: biodiversity and local livelihoods; jurisdiction; opportunity costs, investment costs, transaction costs, and abatement costs; resource management issues, etc.
- Identification of potential synergies and conflicts between the proposed strategies.

- Linkages with drivers of deforestation and governance issues identified (see Cambodia REDD+ Roadmap for more details)
- Consideration of ways of mitigating conflicts or modifying the options to compensate affected institutions and stakeholder groups.

During the evaluation of the candidate REDD+ strategies key environmental and social issues will be considered in order to (a) enhance the formulation of the strategies, and (b) apply social and environmental safeguards. The UN-REDD Programme is producing further guidance on how risk assessments should be carried out.

REDD+ Demonstration activities

The RGC has prioritized REDD+ pilot projects, initially for the Voluntary Carbon Market, and other demonstration activities as a critical step in the development of an effective national REDD+ system. The RGC has currently approved one REDD+ pilot projects, initially to sell carbon credits on the voluntary market, in the Oddar Meanchey community forests (FA/PACT/TGC/CFI). Subsequently two further pilot projects are under development in the Seima Protection Forest in Monduliri (FA/WCS) and the Southern Cardmoms Protection Forest (FA/Wildlife Alliance/ONFI).

In 2009, UNDP Cambodia announced a call for proposals for small grants of up to \$150,000 to support development of REDD+ pilot projects by NGOs. These grants would be funded from UNDP-TRAC resources and form part of the UNDP co-financing pledged for the GEF SFM project. UNDP Cambodia has set aside up to \$550,000 to support NGO grants for pilot projects over the period 2010-2012 as part of the Cambodia UN-REDD National Programme (see Component 3 of the Programme). Decisions over grants would be based on guidelines that have been developed by the REDD+ Taskforce for UNDP (see Annex 1). Key decisions in these guidelines are:

- For REDD+ demonstration activities tenure over forestlands should be clarified through the development of the project. This isn't a necessary pre-condition for starting a project, but clear agreements over tenure and forest carbon ownership should be developed through the project. Sites that already have started to establish local agreements over forestland tenure will therefore be more suitable for demonstrations of REDD+.
- All REDD+ demonstration activities should build on existing forest or site conservation projects, rather than create new initiatives.
- All pilot projects for the voluntary carbon market and REDD+ demonstration activities should be approved by the respective Government agency responsible.
- The Forestry Administration prioritises existing pilot projects for the voluntary carbon market for completion. The current pilot projects are Oddar Meanchey, Seima and the Southern Cardamoms Protected Forest.
- GDANCP priorities having 1-2 pilot projects in Protected Areas, and pilot projects should include thinking about how REDD+ can work with CPAs and the PA zoning system. GDANCP has initially identified Kulen Promtep Wildlife Sanctuary as a possible pilot site.
- Lessons from pilot projects and demonstration activities should be compiled, in order to improve subsequent implementation and reduce costs.
- All pilot projects and demonstration activities should aim to build national and subnational capacity, especially in the Government line agencies responsible, NGOs and civil society groups and forest-dependent communities.
- Pilot projects for the voluntary carbon market and demonstration activities should follow the national guidelines to be established by the REDD+ Taskforce through the Technical Team on REDD+ Projects. Development of these guidelines should be informed by the existing REDD+ projects.

4.5.3 Draft Implementation Framework

Based on the REDD+ Roadmap, implementation of Cambodia's REDD+ Strategy will be developed through:

- A. National Framework for REDD+

B. Subnational implementation by line agencies, according to their jurisdiction, based on the national REDD+ strategy

Cambodia's REDD+ Implementation Framework should recognise the different roles and responsibilities of the various government authorities that have jurisdictional authority over forest resources in the country. Implementation of REDD+ is therefore expected to follow Government agency jurisdictions, with different Government agencies developing REDD+ implementation strategies for the different forest areas, based on the existing laws and policies of the RGC. Implementation will have to be nested within a National Framework, because REDD+ requires implementation at the National scale, with National-level reporting to the UNFCCC.

A. National Framework for REDD+

During implementation of the Roadmap, a process will need to determine which functions and legislative development responsibilities will be managed by national level authorities, and which roles and responsibilities can be delegated to the various jurisdictional authorities mentioned above. Examples of national-level functions and the agencies responsible are given in Table 10.

B. Subnational Implementation

The implementation of REDD+ by each jurisdictional agency would be based on the National REDD+ strategy (see above), and the three main Government plans: the National Forest Programme (NFP, 2010) for the forestry sector, particularly the Permanent Forest Reserve, the planned National Protected Areas Strategic Management Plan for the Protected Area network, and the Strategic Planning Framework for Fisheries (2010).

Examples of functions that could be regulated by the various line agencies might include:

- Monitoring of forest carbon (using the nationally-approved accounting rules) within forest areas of each agency's jurisdictional responsibility
- Setting reference levels / reference emissions levels for forest areas within each agency's jurisdictional responsibility
- Setting rules for benefit-sharing for forest areas within each agency's jurisdictional responsibility
- Approving REDD+ projects in forest areas within each agency's jurisdictional responsibility
- Monitoring implementation of REDD+ projects in forest areas within each agency's jurisdictional responsibility

Local communities should be involved in local management decisions, implementation and monitoring, e.g. through existing Community Forestry agreements and similar modalities. Other non-state actors, such as NGOs or community forestry groups, may play key roles in implementation at particular sites.

Implementation is expected to involve REDD+ projects within a nested framework. Examples might include implementation in:

- protected areas or groups of protected areas
- community forests or groups of community forests and/or indigenous communal land titles in the Permanent Forest Estate
- community protected areas or groups of community protected areas and/or indigenous communal land titles in PAs
- protection forests
- forestry concessions
- groups of Permanent Forest Reserve units: e.g. a protection forest, areas of production forest, and several community forests

The Taskforce has developed guidance for projects, which is summarised under the draft REDD+ strategy.

Implementation would involve working at subnational scales, such as entire provinces or forested regions (e.g. the Eastern Plains). Subnational implementation might require Government agencies to cooperate in setting reference levels and monitoring systems, e.g. in cases where Protected Areas are adjacent to Protection Forests. For example, Mondulhiri province includes parts of four Protected Areas (Snoul WS, Phnom Prich WS, Phnom Nam Lyr WS and Lomphat WS), two Protection Forests (Seima PF and Mondulhiri PF), Production Forest areas, and indigenous lands.

The implementation framework should explicitly recognize and build upon the pilot REDD+ projects:

- **Oddar Meanchey Community Forests:** The first pilot project involves 13 community forests in Oddar Meanchey province comprising more than 50 villages over 60,000 hectares. The project has been developed with the support of DANIDA/DFID/NZAID, and in collaboration with the Clinton Climate Initiative, Community Forestry International, Terra Global Capital and PACT. It will generate an estimated 7.1 million tons of CO₂ offset credits over the 30 year project life for sale on the voluntary carbon markets. The project was approved by the RGC by Decision no. 699 of the Council of Ministers, dated 26 May 2008. Decision 699 established guiding principles for REDD projects to ensure that carbon revenues are used to: 1) improve forest management; 2) provide maximum benefits to local communities which participate in the project activities; and 3) support development of new REDD projects in Cambodia. In addition, the Decision requires that revenues from REDD for the Oddar Meanchey pilot project are managed through the TWGF&E bank account, ensuring transparency and oversight, and designates the FA as the Government agency responsible for arranging carbon sales.
- **Seima Protection Forest:** The second pilot project covers 187,698 hectares of the Seima Protected Forest in Mondulhiri province. This pilot has been developed with the Wildlife Conservation Society (WCS), and covers one of the most important areas for biodiversity conservation in Cambodia. The Mondulhiri forests are also home to the indigenous Bunong minority, and the SBCA pilot will be an important demonstration of benefit-sharing from REDD to local people. The Seima Protection Forest was declared by Sub-decree of the RGC on August 7th 2009.
- **Southern Cardamoms Protected Forest:** Initiated by Wildlife Alliance and ONFI in 2010.

Additional Implementation Framework Elements

Additional elements of the Implementation Framework will include:

1. Fund and revenue management for REDD+ Implementation
2. Private sector engagement
3. Benefit-sharing at sub-national level
4. Strategic Environmental and Social Assessment (SESA) of the REDD+ program
5. Mechanisms for documenting existing knowledge and sharing lessons learned between Government agencies and other stakeholders
6. Independent review of REDD+ implementation
7. Conflict resolution mechanisms
8. Demonstration activities

Note: Activities needed to implement the MRV system and development of the REL are covered separately.

1. Fund and revenue management for REDD+ Implementation: During the readiness phase Cambodia could establish a REDD+ Trust Funds to provide funding for REDD+ Readiness and for later performance-based payments. The REDD+ Trust Funds could either use an existing modality (e.g. Protected Area Trust Fund mandated under the 2008 Protected Area Law) or establish a new fund or series of funds. A critical issue would be to investigate modalities for management of the funds that are transparent and have clear governance arrangements, but remain state revenue. This work would be undertaken by the Benefit-sharing Technical Team, which will include

representation from MEF. Cambodia could also develop rules for sales of carbon credits to the Voluntary Carbon Market and future compliance markets. Revenue generated from carbon credit sales could be used to support national regulatory functions.

2. *Private sector engagement:* Cambodia has been successful at attracting some private sector investment for development of REDD+ projects (e.g. TGC in Oddar Meanchey). The Implementation Framework could consider how to further incentivise and encourage private sector investment. Private sector partners could be invited to participate in decisions on how REDD+ carbon market project guidelines and regulations are developed, to ensure that these are developed appropriately.

3. *Benefit-sharing:* Cambodia already has some existing pilot examples of benefit-sharing agreements and fund-disbursement mechanisms relating to management of forests and wildlife, even if they are not specific to REDD+. These examples need to be documented and studied in order to understand the implications for future REDD+ benefit-sharing arrangements, e.g.:

- The Oddar Meanchey Community Forestry REDD+ pilot project, created under 2008 Decision no. 699 of the Council of Ministers
- The Commune/Sangkat fund Natural Resource Management (NRM) allocations, under the National Committee for Decentralisation and Deconcentration
- Community-based Ecotourism
- Payments to villagers to protect forest in the Cardamom mountains
- Payments to villagers for wildlife protection
- Community Forestry, Community Fisheries, Community Protected Areas
- Community-based NTFP livelihood/enterprise development

A Technical Team under the REDD+ Taskforce could be formed to investigate benefit-sharing examples and document the lessons learned, which would need to include MEF. In the absence of sufficient information to inform decision-making the best approach might be to allow continued piloting, either through payments for ecosystem services programs (e.g. ecotourism, wildlife payments, forest protection payments, PES programs) and through pilot REDD+ projects (e.g. Oddar Meanchey and Seima). Only once these pilots have been implemented for several years will it be possible to make robust conclusions about the form of benefit-sharing arrangements. Any proposed benefit-sharing arrangements will need to be consulted upon and agreed widely. However, it is also important not to raise expectations if the likelihood of benefits being provided in the immediate term (e.g. within a year) is low.

4. *Development and monitoring of REDD+ social, environmental and governance safeguards:* An effective governance system for REDD+ will be essential to its success at both the national and international levels. Countries that can demonstrate that REDD+ can achieve co-benefits, in terms of social and biodiversity benefits, should be more likely to attract early investment both from the international donor community and the private sector. Demonstrating an effective governance framework for REDD+ will be important to attract this investment, in particular to reassure investors that the results achieved will be sustained over the longer-term. Developing an effective governance system for REDD+ will require:

- Identifying appropriate policies to tackle the complex political and economic incentives which have resulted in a lack of forest law enforcement, high levels of deforestation and forest degradation and unsustainable management practices;
- Identifying pragmatic and nationally-appropriate criteria for performance-based payments;
- Demonstrating that revenue does go to the intended beneficiaries;
- Ensuring meaningful accountability to domestic stakeholders; and
- Monitoring impacts to ensure that negative effects on local people and biodiversity are avoided and in order to demonstrate positive effects of REDD+ implementation.

The development of nationally-appropriate safeguards and monitoring systems for these safeguards would be led by the Consultation and Safeguards Technical Team under the REDD+ Taskforce.

5. *Documenting lessons learned*: REDD+ implementation will need to build on existing pilots, e.g.

- Community Forests: e.g. Oddar Meanchey REDD project (Forestry Administration)
- Protection Forests: e.g. Seima (Forestry Administration)
- Protected Areas: e.g. Samkos WS, or Kulen Promtep WS (Ministry of Environment

It will be important to capture and utilize lessons learned from these pilots in order to build capacity within the various government actors, and to inform the overall national framework development process.

6. *Independent Review of REDD+ Implementation*: Mechanisms for independent review of REDD+ implementation will need to be considered.

7. *Conflict resolution mechanisms*: Conflicts have been widely documented in sustainable forestry and natural resource management in Cambodia. The NFP and 2008 Protected Area Law contain measures to manage conflicts and for conflict resolution (e.g. for community forests), however these have not yet been operationalised. Development of these mechanisms will be supported through the R-PP and their suitability for REDD+ assessed. Where possible, mechanisms mandated by existing laws and policies where possible to avoid creating duplicate or redundant structures.

8. *Demonstration activities*: Demonstration activities will form an important part of REDD+ implementation and for generating lessons learned. Demonstration projects will prioritise the completion of existing pilots, be based on the guidelines established by the Technical Team on REDD+ Projects and will follow the principles established above. Implementation of the demonstration activities will be monitored by the Technical Team on REDD+ Projects

Table 10. Draft Cambodia REDD+ Implementation Framework

National Level Coordination Bodies	- Coordination of National REDD+ Readiness: REDD+ Taskforce
Technical Support and Coordination	- REDD+ Taskforce Secretariat: Includes lead Government agency counterparts, international REDD+ advisor, international MRV/REL advisor, national coordinator as secretary to the Taskforce
National Level Roles and Responsibilities	<p><i>Functions coordinated by REDD+ Taskforce (no single agency has exclusive jurisdiction)</i></p> <ul style="list-style-type: none"> - Development of REDD+ policies and subsidiary regulations under existing laws that are harmonised with the existing legal framework in Cambodia - Development of National REDD+ registry and independent monitoring - Development of conflict resolution mechanism - Development of Guidelines for REDD+ projects in Cambodia, including procedures for Government approval (Technical Team under the REDD+ Taskforce) - Determining benefit-sharing and REDD+ revenue management (Technical Team under the REDD+ Taskforce) - Setting Cambodia's RELs and rules for MRV (MRV/REL Technical Team under the REDD+ Taskforce), including national forest carbon accounting methods (e.g. methods to be used, definitions of forests, etc.) - Development of consultation plan and environmental and social management framework (Technical Team under the REDD+ Taskforce) <p><i>RGC (as state properties and state revenue manager)</i></p> <ul style="list-style-type: none"> - Decisions over REDD+ revenue management and carbon credit sales <p><i>Forestry Administration/MAFF (as government institution with general jurisdiction over forest resources)</i></p> <ul style="list-style-type: none"> - National Forest Monitoring System, including National Forest Cover Assessments and National Forest Inventories (with support for MoE for PAs and FiA/MAFF for flooded forests) <p><i>Climate Change Department of Ministry of Environment (as government agency responsible for the UNFCCC)</i></p> <ul style="list-style-type: none"> - Preparing reports to UNFCCC and national greenhouse gas inventories <p><i>Ministry of Land, Management, Urban Planning and Construction</i></p> <ul style="list-style-type: none"> - Registration of all lands that might come under REDD+ arrangements (State Public, State Private, Private Lands) - Land-use planning and national mapping standards <p><i>Ministry of Economy and Finance</i></p> <ul style="list-style-type: none"> - public revenues/state financial management
Harmonization of REDD+ with other policies, laws and regulations of the RGC	<p><i>Climate Change Policy</i></p> <ul style="list-style-type: none"> - National Climate Change Committee <p><i>Conflict resolution mechanisms</i></p> <ul style="list-style-type: none"> - e.g. through Commercial Arbitration Council, Council for Land Policy, National Committee for Land Disputes/Conflict Resolution, National Authority on Forest Land Conflict Resolution <p><i>Land Policy</i></p> <ul style="list-style-type: none"> - Council for Land Policy, National Land Management Committee, led by MLMUPC <p><i>Decentralisation & Deconcentration Strategic Framework</i></p>



	- National Committee for Democratic Development at Subnational Levels, led by Mol		
Subnational Implementation of REDD+ Strategies	Forestry Administration (MAFF)	GDANCP (MoE)	Fisheries Administration (MAFF)
	Regulatory authority over Permanent Forest Estate, including jurisdictional management authority over Permanent Forest Reserve	Jurisdictional management authority over Protected Areas	Jurisdictional management authority over flooded forest & mangroves
<i>Subnational responsibilities in area under jurisdiction</i>	<ul style="list-style-type: none"> - Monitoring forest carbon and REDD+ implementation - Setting reference levels - Approving REDD+ projects - Facilitating forest carbon credit sales - Determining benefit-sharing arrangements? - Stakeholder consultation 	<ul style="list-style-type: none"> - Monitoring forest carbon and REDD+ implementation - Setting reference levels - Approving REDD+ projects - Facilitating forest carbon credit sales - Determining benefit-sharing arrangements? - Stakeholder consultation 	<ul style="list-style-type: none"> - Monitoring forest carbon and REDD+ implementation - Setting reference levels - Approving REDD+ projects - Facilitating forest carbon credit sales - Determining benefit-sharing arrangements? - Stakeholder consultation
<i>Main Implementation Strategies</i>	REDD+ strategy implementation through the National Forestry Programme (2010) and REDD+ financing plan (to be written)	REDD+ strategy implementation through National Protected Areas Strategic Management Plan (to be written) and financing plan (to be written)	REDD+ strategy implementation through Strategic Planning Framework for Fisheries (2010) and REDD+ financing plan (to be written)
<i>Key activities supported under the REDD+ Roadmap</i>	<ul style="list-style-type: none"> - Support Implementation of NFP - Development of management cost estimates - Integration of REDD+ into Community Forestry, Indigenous Communal Land Titles, Protection Forests, and other Forest Management activities - Improving FLEG - Investigating FLEGT processes - Promoting multiple benefits of forests - Conservation concessions? - REDD+ fund management mechanisms - Capacity-building 	<ul style="list-style-type: none"> - Development of National Protected Areas Strategic Management Plan & financing estimates - Development of necessary subsidiary rules and regulations under the 2008 PA Law - Integration of REDD+ into Community Protected Areas and Indigenous Communal Land Titles - Conservation concessions - Linkages with PES - Protected Area fund mechanisms - Capacity-building 	<ul style="list-style-type: none"> - Consideration of integration of REDD+ and flooded forests and mangrove areas under the Strategic Planning Framework on Fisheries - Investigation of REDD+ linkages with Community Fisheries - Capacity-building
<i>Demonstration activities</i>	<ul style="list-style-type: none"> - Finalise existing pilot projects (Oddar Meanchey, Seima and Southern Cardamoms) - Investigate options for regional demonstration at provincial/landscape scale (with GDANCP/MoE) 	<ul style="list-style-type: none"> - Completion of 1-2 pilot projects - Investigate options for regional demonstration at provincial/landscape scale (with FA/MAFF) 	To be decided
	Projects will be nested within the overall national REDD+ framework		

5 Results Framework

The Objective of the Cambodia UN-REDD National Programme is to “support Cambodia to be ready for REDD+ Implementation, including development of necessary institutions, policies and capacity”. This will contribute to the overall goal of ensuring that “By the end of 2013 Cambodia has developed a National REDD+ Strategy and Implementation Framework and is ready to contribute to reductions in emissions from deforestation and forest degradation”.

In order to secure this Objective four Outcomes will be pursued:

Outcome 1: Effective National Management of the REDD+ Readiness process and stakeholder engagement in accordance with the Roadmap principles.

Outcome 1 will be achieved through implementation of the National Programme Component 1: National REDD+ Readiness Management arrangements and stakeholder consultation. This component will establish and support appropriate management arrangements and stakeholder consultation for National REDD+ Readiness which have been agreed through the Roadmap process.

Output 1.1: National REDD+ Readiness Coordination Mechanism established. The consultation process undertaken during the REDD+ Roadmap preparation process has developed detailed management arrangements for REDD+ Readiness which are described in Section 1 of the REDD+ Roadmap and are briefly described above (see Section 4.4). This output will support the establishment of the Cambodia REDD+ Taskforce as the interministerial coordination body responsible for management of REDD+ Readiness. The Taskforce will establish several Technical Teams to undertake programs of work on key technical issues, including MRV/REL, stakeholder consultation and safeguards, REDD+ demonstration activities and revenue distribution.

Work undertaken by the Taskforce, according to its draft terms of reference, will include:

- Overall management of the National REDD+ Readiness process
- Compiling and approving National REDD+ Readiness workplans and budgets produced by line agencies
- Developing the National REDD+ strategy and Implementation Framework
- Establish Technical Teams, reporting to the Taskforce, to review key technical issues as set out in the REDD+ Roadmap
- Establishing standards and guidelines for REDD+ demonstration activities
- Review and approve proposed consultants and advisors proposed to work with the REDD+ Taskforce on REDD+ Readiness by development partners
- Approve and supervise all consultancy inputs
- Oversight of Stakeholder Consultation and awareness-raising
- Seeking financial support for the REDD+ Readiness process
- Regular meetings with REDD+ Advisory Group
- Information collection and institutional mapping about ongoing REDD activities
- Participation in trainings, meetings on REDD
- Coordination, including liaison with development partners and activities by NGOs
- Reporting by line agency members to their respective line agency

Indicative activities under this Output will include:

- Multi-government agency Taskforce responsible for overall management of REDD+ Readiness and reporting to national policy coordinating bodies established
- Draft Taskforce ToR agreed
- Regular meetings of Cambodia REDD+ Taskforce
- Review by national policy coordinating committees

Output 1.2: Support to National REDD+ Readiness process. Under the approved management arrangements for REDD+ Readiness the Taskforce will be supported by a Secretariat formed of key members of the line agencies (especially FA, GDANCP and FIA) and chaired by the FA. The

Secretariat will include the UN-REDD National Programme Coordinator and at least two international advisors supported by UN-REDD: a chief technical advisor (funded by UNDP), who will be responsible for advising on development of the National REDD+ Strategy and Implementation Framework, and an MRV/REL advisor (funded by FAO), who will be responsible for advising on Component 4 of the National Programme. International advisors will report to the Taskforce. The Taskforce will consult closely with and be advised by a REDD+ Advisory Group formed of key development partners and technical experts. This output will support the Secretariat with its work, fund the UNDP chief technical advisor, UN-REDD support staff and Taskforce and Advisory Group meetings. In addition, it will support the necessary training and capacity-building to the Taskforce, the Secretariat and key line agency members to allow them to fulfill their decision-making function.

Indicative activities under this Output will include:

- Establishment of Taskforce Secretariat for day-to-day management of Readiness process
- Establishment of REDD+ Advisory Group with approved ToR to provide support to the Cambodia REDD+ Taskforce
- Regular meetings of Cambodia REDD+ Taskforce and Advisory Group
- Training and capacity-building to Taskforce, Secretariat and Government agencies

Output 1.3: Stakeholders are engaged in the REDD+ Readiness process. The REDD+ Roadmap has developed a detailed stakeholder consultation and participation plan (see Section 2 of the Roadmap), including identification of key stakeholder groups, appropriate consultation mechanisms, and principles that consultation should follow. The primary consultation mechanism will be through the REDD+ Consultation Group, and specific funds will be provided for this Group's work. The Cambodia REDD+ Taskforce would establish a Technical Team specifically to develop a more detailed workplan for consultation and participation and a monitoring. This output would support the implementation of this consultation plan during 2011-2013.

Indicative activities under this Output will include:

- Stakeholders from civil society, NGOs and Private sector are engaged in the management structure for Roadmap implementation through the REDD+ Consultation Group and the Technical Teams
- Regular meetings by members of the REDD+ Consultation Group with their constituencies
- Regular consultations with relevant stakeholder groups follow principles listed in Roadmap
- Activities undertaken throughout programme implementation include consultation with relevant stakeholder groups and follow principles listed in Roadmap
- Development of a comprehensive national consultation validation process for the National REDD+ Strategy and Implementation Framework

Output 1.4: Stakeholders provided with access to information on REDD+ and the National REDD+ Readiness process. The REDD+ Roadmap development process also identified the current low level of understanding and capacity on REDD+ in Cambodia. Consequently, stakeholders (including Taskforce line agencies) requested training, capacity-building and awareness-raising events through the Readiness phase so that they were better able to participate in the development of the National REDD+ Strategy. In addition, there is a clear need to establish systems for dissemination of information related to National REDD+ Readiness as materials are developed.

Indicative activities under this Output will include:

- Establishment of a website and knowledge sharing mechanisms for REDD+ documents and information
- Development of a work plan for awareness raising on REDD+ and the national process
- Development of effective communication tools on REDD+
- Implementation of information sharing and capacity-building process with all key stakeholders, including the Taskforce and line agencies
- Documentation and dissemination of lessons learned from pilot REDD+ projects

Outcome 2: Development of the National REDD+ Strategy and Implementation Framework.

Outcome 2 will be achieved through implementation of the National Programme Component 2: National capacity-building towards development of the REDD+ strategy and implementation framework. This component will support the Cambodia REDD+ Taskforce and line agencies to evaluate candidate REDD+ strategies proposed during the Roadmap phase, analyse further additional strategies, research key elements of the REDD+ implementation framework including trust funds and benefit-sharing, and develop plans for the necessary policy and legal reform to implement REDD+.

Output 2.1: Development of individual REDD+ strategies and implementation modalities. The REDD+ Roadmap identified two main strategies to address the main drivers of deforestation and forest degradation as part of Cambodia's REDD+ Strategy (see Section 4.5 above):

Strategy 1. Effective management of Cambodia's forests, in accordance with existing laws and policies, in particular supporting implementation of the NFP, Protected Areas management and management of the fisheries domain. This decision was based on the very comprehensive process of forest policy reform which has been undertaken by the RGC and supported by donor agencies over the past eight years since the logging moratorium in 2002 and adoption of the Forestry Law. As a consequence both Government and development partners in Cambodia believe what is required is for development of REDD+ to support implementation of the existing policies, laws and subsidiary regulations rather than develop new strategies to manage forest resources. In addition, the consultation process has identified a number of additional implementation strategies that may require further investigation: (a) innovative financing models, (b) improving Forest Law Enforcement and Governance (FLEG), (c) local forest protection contracts, (d) valuing ecosystem services and promoting REDD+ co-benefits, and (e) adopting the nested approach to REDD+ implementation.

Strategy 2. Designing and implementing effective strategies to address drivers from outside the forestry sector, given, for example the significance of land concessions as a driver of forest clearance. These candidate REDD+ Strategies will need to be investigated further through the REDD+ Readiness phase.

Cambodia will also be supported to finalise the R-PP, which was approved by the FCPF in March 2011. Finally, the REDD+ Taskforce will need to be supported to develop the National REDD+ Strategy based on the analyses completed and extensive consultation with stakeholders.

Indicative activities under this Output will include:

Forestry Administration

- Capacity-building and training to the FA on REDD+
- Forest area management cost estimates for FA managed areas
- Support to implementation of relevant programmes of the NFP, in particular achieving area targets for and demarcation of community forests, protection forests and forests under sustainable management
- Strengthening Forest Law Enforcement and Governance (FLEG) and integration with the initiation of the FLEGT process, supported by the EC
- Strengthening wildlife policy and law enforcement
- Investigation of how to integrate REDD+ into community forestry regulations and protection forests
- Investigation of Conservation Concession models
- Selection of demonstration sites

GDANCP/MoE

- Capacity-building and training to GDANCP on REDD+
- Development of National Protected Areas Strategic Management Plan
- Development of a Protected Areas Financing Plan
- Development of subsidiary regulations under the PA Law, such as PA zoning regulations and the CPA prakas

- Investigating how sustainable financing strategies and models (e.g. PES, conservation concessions, etc.) could work for Protected Areas
- Strengthening Law Enforcement for PAs
- Identifying priority demonstration sites

Fisheries Administration

- Capacity-building and training to FiA on REDD+
- Development of a REDD+ implementation strategy that supports management of flooded forests and mangrove areas managed by Fisheries Administration under the Strategic Planning Framework on Fisheries
- Scoping of individual REDD+ strategies for fishing lots, community fisheries areas and fisheries protected and conservation areas

Cambodia REDD+ Taskforce

- Capacity-building and training to Ministries
- Designing and implementing strategies to address drivers from outside the forestry sector
- Assessments of local forest protection contracts
- Development of regional collaboration with bordering countries on law enforcement and to reduce leakage
- Finalisation of Cambodia R-PP
- Development of National REDD+ Strategy

Output 2.2: Evaluation of co-benefits. Under REDD+ Strategy 1, the Roadmap identified a sub-strategy (d): valuing ecosystem services and promoting REDD+ co-benefits, as a priority for future investigation. UNEP-WCMC conducted an initial analysis of REDD+ co-benefits through the Roadmap, and this work should be extended into the Readiness phase.

Indicative activities under this Output will include:

- Valuation of the multiple benefits of standing forests under the management strategies (PAs, CFs, etc.)
- Scoping and evaluation of REDD+ strategies in relation to costs and benefits considering, inter alia, carbon density, co-benefits, jurisdiction, opportunity costs, resource management issues, etc.
- Understanding local costs and benefits of REDD+
- Communication of results

Output 2.3: Revenue-sharing studies. Models for distribution of REDD+ revenues need to be developed at three scales: (1) appropriate modalities for funds entering into the country (e.g. on budget/off budget fund modalities), (2) mechanisms for disbursing funds to line agencies in support of individual REDD+ strategies, and (3) mechanisms for making performance-based payments to local people for reductions in deforestation and forest degradation. During the Roadmap process revenue-sharing from REDD+ was discussed and an initial conclusion was that different modalities would need to be used for different types of forest areas (community forests might use a different mechanism from protected areas for example). Cambodia already has some existing pilot examples of benefit-sharing agreements and fund-disbursement mechanisms relating to management of forests and wildlife, even if they are not specific to REDD+. These examples need to be documented and studied in order to understand the implications for future REDD+ benefit-sharing arrangements. A second initial conclusion from the Roadmap process was that the current revenue-sharing mechanism for decentralized government authorities (commune investment funds) was not appropriate for REDD+ because funds cannot be earmarked and payments cannot be conditional. This work would be undertaken by the Benefit-sharing Technical Team, which will include representation from MEF. Further details can be found in Section 4 of the REDD+ Roadmap.

Indicative activities under this Output will include:

- Establishment of Benefit-Sharing Technical Team

- Documentation of existing examples
- Analysis of potential future benefit-sharing arrangements for PAs, PFs, Concession Forests, CFs, Cfis, Fishing Lots, CPAs, Indigenous Communal Land Titles
- Consideration of who should benefit from REDD+ under the different implementation modalities
- Consultation on options considered

Output 2.4: Establishing REDD+ Fund mechanisms. Cambodia could establish REDD+ Fund mechanisms to manage funding for REDD+ Readiness and for later performance-based payments. The REDD+ Funds could either use an existing modality (e.g. the Protected Area Trust Fund mandated under the 2008 Protected Area Law) or establish a new fund or series of funds. A critical issue would be to investigate modalities for management of the funds that are transparent and have clear governance arrangements, but remain state revenue. This work would be undertaken by the Benefit-sharing Technical Team, which will include representation from MEF.

Indicative activities under this Output will include:

- Analysis of existing fund mechanisms under Cambodian Law
- Establishing the Funds

Output 2.5: Policy and legal development for the National REDD+ implementation framework. The work done under outputs 2.1-2.4 should develop Cambodia's REDD+ Strategies and present options for management of funds during implementation. Additional elements of the implementation framework will include understanding how to apply the nested approach in the Cambodian context, legal reform, development of a national REDD+ registry to track emissions reductions from particular forest areas of the country, conflict resolution and independent review mechanisms, and development of an appropriate National REDD+ policy and/or regulations as appropriate (see Section 4.5 above and the Roadmap Section 4). The UN-REDD Programme is reviewing the issue of grievance mechanisms for National Programmes and will be able to provide additional guidance on this issue.

Indicative activities under this Output will include:

- Analyzing how to link projects to subnational and national implementation
- National REDD+ registry options assessment and consideration of mechanisms for independent review
- Establishing conflict management and resolution mechanisms, as mandated under the NFP and 2008 PA Law; review suitability of these mechanisms for REDD+ and recommend modifications as required
- Development of a National REDD+ policy and/or regulations

Output 2.6: Development of nationally-appropriate REDD+ safeguards, and methods to measure REDD+ impacts and benefits. Having appropriate safeguard mechanisms in place, and monitoring implementation to ensure that safeguards are being adhered to, will be very important if REDD+ is to succeed in Cambodia. In addition, Cambodia has been selected under the Multiple Delivering Partners modality of the FCPF, and this will require Cambodia to put in place appropriate safeguard mechanisms and monitoring procedures in order to receive FCPF funds. This output will start the process of discussing in-country indicators to measure environmental, socio-economic and governance impacts and benefits of REDD+ implementation. UN-REDD is also developing social and environmental principles and criteria, which could be applied.

Indicative activities under this Output will include:

- Development of nationally-appropriate REDD+ safeguards
- Develop environmental, socio-economic and governance indicators to measure impacts and benefits of REDD+ implementation

Outcome 3: Improved capacity to manage REDD+ at subnational levels.

Outcome 3 will be achieved through implementation of the National Programme Component 3: Subnational REDD+ capacity-building and demonstration. This component will implement subnational activities contained within Sections 2,3,4,5 and 6 of the REDD+ Roadmap. The first over-riding priority is to support the completion of the existing REDD+ pilot projects: success of these projects will demonstrate the importance of development of a national REDD+ system. UNDP Cambodia has already assigned USD \$550,000 to support these pilot projects from TRAC resources based on a call for proposals in 2009. These funds will be disbursed in line with priorities set by the Cambodia REDD+ Taskforce through the Cambodia UN-REDD National Programme. Of the TRAC resources, USD \$400,000 will be disbursed through the competitive bidding process, and USD \$150,000 will support the Kulen Promtep Wildlife Sanctuary demonstration site as parallel cofinancing through CALM.

Output 3.1: Development of National REDD+ project guidelines and selection of demonstration sites. Development of pilot REDD+ projects in Cambodia is hindered by the lack of clear guidance from Government agencies over how REDD+ will be regulated. Under this Output, the Cambodia REDD+ Taskforce would form a REDD+ Projects Technical Team to develop appropriate guidance over the design of REDD+ projects and methods that should be used. This guidance might vary upon the forest area under consideration (e.g. different guidance for land under indigenous communal title from protected areas). In addition, the REDD+ Project Technical Team will monitor implementation of pilot activities and disseminate lessons learned.

Indicative activities under this Output will include:

- Establishment of REDD+ Projects Technical Team
- Development of guidelines
- Selection of demonstration sites
- Ongoing monitoring of implementation by the Technical Team

Output 3.2: Pilot project activities. The Cambodia REDD+ Taskforce and UNDP will select 4-5 projects to receive grants from the UNDP TRAC resources. Projects could include:

- Development of baselines and monitoring plans, including community monitoring of forest carbon
- Local REDD+ strategies and implementation mechanisms
- Engagement of local stakeholders, including civil society and indigenous peoples
- Consultation and awareness-raising
- Development of procedures for local consultation
- Pilot forest protection contracts
- Law enforcement and forest governance
- Documentation of results

The Annex summarises the decisions already made by the Taskforce, during its meetings in 2010. These included allocating grants to Oddar Meanchey (FA pilot site), Seima Protection Forest (FA pilot site) and Kulen Promtep Wildlife Sanctuary (GDANCP pilot site) as priorities during the first year. Subsequent grants will be decided by the Taskforce. The Kulen Promtep Wildlife Sanctuary site will be funded by UNDP directly through CALM.

Outcome 4: Design of a Monitoring System and capacity for implementation.

Outcome 4 will be achieved through implementation of the National Programme Component 4: Support to development of the Monitoring system. This component will design the Monitoring system described in Section 6 of the REDD+ Roadmap, and provide assistance to the Government agencies to collect and collate the necessary baseline data on forest cover and emissions factors for the reference scenario (Roadmap Section 5). From 2012, support from the Japanese Government will be available for implementation of the monitoring system designed.

Output 4.1: Establishment National MRV/REL Technical Team and build appropriate national capacity. In order to coordinate the development of the monitoring system the Cambodia REDD+

Taskforce will establish an MRV/REL Technical Team. This team will be responsible for coordinating the technical activities related to the design of the national forest monitoring system, although final decision-making will remain with the Taskforce. The team will be composed of key representatives from the main Government agencies responsible (FA, GDANCP, FiA, MLMUPC) and external experts. A full-time international MRV/REL advisor will be recruited to support the team in its work, and this advisor will be based in the Taskforce Secretariat. Trainings will be provided both to the Technical Team and the Taskforce before any decisions are made.

Indicative activities under this Output will include:

- Regular meetings of MRV/REL Technical Team
- Provision of Technical support and advice
- Determine appropriate institutions and their roles in the MRV system
- Training and capacity needs assessments
- Trainings on MRV and IPCC guidelines, National Forest Inventories, Remote sensing and satellite monitoring systems

Output 4.2: Develop Cambodia Monitoring system plan. Under the direction of the Taskforce and with the international MRV/REL advisor and other technical experts, the MRV/REL Technical Team will develop a plan for the REDD+ monitoring system focusing on forest carbon. This may require a review of national forest definitions in the NFP and Cambodia's current definitions under the CDM, and development of national standards.

Indicative activities under this Output will include:

- Review monitoring system needs and programs in other countries
- Review national forest definitions in the NFP and for the CDM and provide recommendations for revisions as appropriate.
- Determine national forest definitions, land-use classes, carbon pools and reference period to be used
- Determine the stratification system to be used
- Design monitoring system including integration of subnational projects and the role of local stakeholders

Output 4.3: Review of the forest cover assessments to provide REDD+ activity data and design the satellite forest monitoring system. The Forestry Administration has the capacity to undertake forest cover assessments, and national datasets are available for 2002, 2006 and 2010 using broadly comparable methods (see Section 4.7 above). However, these assessments may not be of sufficient quality for REDD+ and some datasets may need to be reclassified to identify classes such as flooded forests and mangroves following the stratification produced in Output 4.2. This output will assess current capacity, provide appropriate trainings, assess current forest cover data and undertake reanalyses as appropriate from 1998, 2002, 2006 and 2010 to develop a baseline for REDD+. The Forestry Administration will lead on national forest cover assessments, although GDANCP and FiA will need appropriate capacity to monitor forest cover in areas under their management.

Indicative activities under this Output will include:

- Harmonization of previous forest cover assessments (1996/7, 2002, 2006, 2010), with further analysis if required
- Assessment of how to measure areas of forest degradation
- Support the harmonization of past and current forest cover change based on available satellite imageries and aerial photographs
- Quality Control / Quality Assessment of products
- Design the satellite forest monitoring system and provide appropriate trainings

Output 4.4: Design of a National Forest Inventory to develop emission and removal factors for REDD+ related activities. The NFP prioritises development of a National Forest Inventory (NFI), to include assessment of timber stocks. For REDD+, Cambodia therefore proposes to use a multi-

purpose NFI that collects national statistics appropriate for timber inventories (e.g. by community forests or concessionaires), REDD+ emissions factors, and other needs. Support for implementation of the NFI system designed may be available through support to the NFP. This output will provide trainings on NFIs, design the multi-purpose NFI system including the forest carbon stock sampling plan, and will undertake necessary pilot field data collection. Field measurements will be undertaken by the FA (for the Permanent Forest Estate), GDANCP (for Protected Areas) and FiA (for flooded forests and mangroves). Cambodia already has considerable data on forest carbon stocks which are probably sufficient to develop Tier-2 level emissions factors under the IPCC (see above, Section 4(vii)) and could be used as the basis for the design of the national forest inventory. This output will therefore collate and harmonise the existing data to identify key gaps and where further analysis or data collection is required. Since data is held by several Government agencies these activities will be coordinated by the MRV/REL Technical Team under the direction of the Taskforce.

Indicative activities under this Output will include:

- Design multi-purpose National Forest Inventory and assess costs of implementation
- Collect and harmonise existing forest inventory data
- Inventory of the existing allometric equations to estimate biomass and carbon stocks from tree measurements
- Collect available models (including soil organic carbon models) in order to identify missing information
- Emission factor assessment based on existing data
- Assessment of how to estimate emissions factors due to forest degradation
- Create central database of all information on forest carbon stocks
- Development of field validation methods
- Undertake pilot field data collection from plots

Output 4.5: Support the development of a REDD+ related GHG Reporting System. Current Greenhouse Gas Inventory reporting is undertaken by the Department of Climate Change within GDANCP. Under this component, the lead Government agencies (FA, GDANCP and FiA) will be trained in reporting for REDD+, and systems will be established to allow such reporting to take place, including systems for Quality Assessment/Quality Control and measurement of uncertainty.

Indicative activities under this Output will include:

- Combine activity and forest carbon stock data
- Assess uncertainty
- Central database of all information on forest monitoring, and MRV
- Web platform
- QA & QC and archiving system

Output 4.6: Support the development of the Cambodia RL/REL framework. Development of reference scenarios (RELS/RLs) for REDD+ is dependent on further guidance from the UNFCCC negotiations. Therefore at this stage it is not possible for Cambodia to propose a baseline reference level. This output would undertake some initial modeling of drivers in order to predict future trends and to develop possible alternatives for the reference scenario. The results will help Cambodia to determine its national circumstances for negotiations over the establishment of RELS/RLs.

During the REDD+ Roadmap phase several working papers on current land-use, forest policy and governance were undertaken, including:

- Broadhead, J. and Izquierdo, R. 2010. Assessment of land-use, forest policy and governance in Cambodia. Report prepared by FAO as a contribution to the Cambodia REDD+ readiness process. FAO-Regional Office for Asia and the Pacific, Bangkok.
- Oberndorf, R. and Nhean, M. 2010. REDD+ in the Cambodian context. An overview of the policy, legal and governance Frameworks impacting implementation. Report for the Cambodia REDD+ readiness process. UNDP Cambodia, Phnom Penh.

- Leng, C., Ravilious, C., Kapos, V., Bertzky, M., Osti, M., Clements, T., Dickson, B. 2010 Carbon, biodiversity and ecosystem services: Exploring co-benefits. Cambodia. UNEP-WCMC, Cambridge, UK.

These reports, and additional information available from other policy processes (such as the NFP), were used by the Cambodia REDD+ Taskforce to identify the drivers of deforestation and forest degradation in Cambodia (see Table 1) and to identify candidate REDD+ strategies (see Section 4.5 above) above. The drivers and candidate REDD+ strategies were further refined during the Roadmap consultation process, and these revisions are reflected in Section 3 of the REDD+ Roadmap and the text presented in the Cambodia UN-REDD NPD. Building on the initial thinking, this output would further investigate the drivers of forest degradation, particularly due to harvesting for wood energy, which it was felt required additional analysis. Critical issues are how sustainable current use of wood energy actually is, and what interventions might actually reduce rates of forest degradation based on an understanding of current sources of wood energy. The findings of this research would be used to revise the REDD+ Roadmap report and its initial conclusions as appropriate.

Indicative activities under this Output will include:

- Assessing the sources of and contribution of woodfuel use to current and projected future emissions
- Quantitative assessment of drivers of forest degradation
- Revision and finalization of REDD+ Roadmap land-use, forest policy and governance report
- Collate data on drivers of deforestation
- Develop historical baseline
- Assessment of national circumstances
- Assessment of intra-national displacement risks and measures
- Undertake modeling analyses of future trends
- Preliminary design of the national REL framework

Results Framework Table

<p>UNDAF(or other relevant framework) Outcome</p> <p>UNDAF Outcome 1.2: Environment and Sustainable Development: "National and local authorities and private sector institutions are better able to ensure the sustainable use of natural resources (fisheries, forestry, mangrove, land, and protected areas), cleaner technologies and responsive to climate change."</p> <p>Relevant Country Program Outputs and Indicators are as follows:</p> <p>1.2.1 Country Program Output: Biodiversity conservation and community based natural resource management for the enhancement of livelihoods mainstreamed into national and local development plans to promote poverty-environment linkages. Indicators:</p> <p>1.22 Guidelines developed for forestry-related carbon credit community sites based on model interventions</p> <p>1.25 National costed strategic plan to support sustainable land management, community based sustainable forest management, and protected areas management developed.</p> <p>1.2.2 Country Program Output: National and local capacities strengthened to plan and implement climate change adaptation measures to reduce vulnerability in agriculture, forestry, fisheries, water resources, coastal zone and health sectors. Indicators:</p> <p>1.28 National Climate Change Strategic Plan with costed annual work plan</p> <p>1.29 No. of national and sectoral plans and strategies which explicitly refer to climate change</p> <p>1.30 National REDD Readiness Strategic Plan developed with costed annual work plan</p> <p>1.31 Standard Operating Procedures to mitigate change in forestry, agriculture, and energy sectors developed</p> <p>1.2.3 Country Program Output: Capacity of public and private sectors strengthened to promote clean and environmentally friendly technologies and interventions for the reduction of GHG emissions, and improvement of resource productivity (UNDP, UNIDO, UNEP, FAO, UNESCP). Indicators:</p> <p>1.34 National REDD Readiness Strategic Plan developed with annual costed plan.</p> <p>1.35 Standard Operating Procedures (SOP) for mitigating climate change in forestry, agriculture, and energy sectors developed.</p> <p>1.36 National Climate Mitigation Strategy and Action plan exist with annual work plan implementation</p>
<p>UN-REDD National Programme Outcome (if different from UNDAF Outcome), including links to National REDD Readiness Framework (R-PP or other relevant framework):</p> <p>Enable Cambodia to be ready for REDD+ Implementation, including development of necessary institutions, policies and capacity.</p>

National Programme Components (Give corresponding indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and indicative time frame		
					Y1	Y2	Total
<p>Outcome 1: Effective National Management of the REDD+ Readiness process and stakeholder engagement in accordance with the Roadmap principles.</p> <p>Component 1: National REDD+ Readiness Management arrangements and stakeholder consultation. Provides funding support to: [\$0.95 million total: \$895,000 from UN-REDD through UNDP and \$55,000 from UN-REDD through FAO]</p> <p>Cambodia REDD+ Roadmap Section 1: National Readiness Management Arrangements & Cambodia REDD+ Roadmap Section 2: Stakeholder Consultation and Participation</p>							
1.1 National REDD+ Readiness Coordination Mechanism established	UNDP-UN-REDD: \$150,000	UNDP	Cambodia REDD+ Taskforce	<ul style="list-style-type: none"> - Multi-government agency Taskforce responsible for overall management of REDD+ Readiness and reporting to national policy coordinating bodies established - Draft Taskforce ToR agreed - Regular meetings of Cambodia REDD+ Taskforce - Review by national policy coordinating committees 	\$75,000	\$75,000	\$150,000
1.2 Support to National REDD+ Readiness process	UNDP-UN-REDD: \$445,000 FAO-UN-REDD: \$55,000	UNDP	Taskforce Secretariat	<ul style="list-style-type: none"> - Establishment of Taskforce Secretariat for day-to-day management of Readiness process - Establishment of REDD+ Advisory Group with approved ToR to provide support to the Cambodia REDD+ Taskforce - Regular meetings of Cambodia REDD+ Taskforce and Advisory Group - Training and capacity-building to Taskforce, Secretariat and Government agencies 	\$222,500 \$27,500 (FAO-UN-REDD)	\$222,500 \$27,500 (FAO-UN-REDD)	\$445,000 (UNDP-UN-REDD) \$55,000 (FAO-UN-REDD)

4

National Programme Components (Give corresponding indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and indicative time frame		
					Y1	Y2	Total
1.3 Stakeholders are engaged in the REDD+ Readiness process	UNDP-UN-REDD: \$150,000	UNDP	Cambodia REDD+ Taskforce, Technical Team on Consultation, REDD+ Consultation Group	<ul style="list-style-type: none"> - Stakeholders from civil society, NGOs and Private sector are engaged in the management structure for Roadmap implementation through the REDD+ Advisory and Consultation Groups and the Technical Teams - Regular meetings by members of the REDD+ Consultation Group with their constituencies - Regular consultations with relevant stakeholder groups follow principles listed in Roadmap - Activities undertaken throughout programme implementation include consultation with relevant stakeholder groups and follow principles listed in Roadmap - Development of a comprehensive national consultation validation process for the National REDD+ Strategy and Implementation Framework 	\$75,000	\$75,000	\$150,000



National Programme Components (Give corresponding indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and Indicative time frame		
					Y1	Y2	Total
1.4 Stakeholders provided with information on REDD+ and the National REDD+ Readiness process	UNDP-UN-REDD: \$150,000	UNDP	Cambodia REDD+ Taskforce, Technical Team on Consultation	<ul style="list-style-type: none"> - Establishment of a website and knowledge sharing mechanisms for REDD+ documents and information - Development of a work plan for awareness raising on REDD+ and the national process - Development of effective communication tools on REDD+ - Implementation of information sharing and capacity-building process with all key stakeholders, including the Taskforce and line agencies - Documentation and dissemination of lessons learned from pilot REDD+ projects 	\$75,000	\$75,000	\$150,000
<p>Outcome 2: Development of the National REDD+ Strategy and Implementation Framework.</p> <p>Component 2: National capacity-building towards development of the REDD+ strategy and implementation framework. Provides funding support to: [\$0.945 million total: \$455,000 from UN-REDD through UNDP, \$140,000 from UN-REDD through UNEP, \$100,000 from UNDP-TRAC⁷⁸ and \$250,000 parallel cofinancing from UNDP-SFM Project⁷⁹]</p> <p>Cambodia REDD+ Roadmap Section 3: Development and selection of REDD+ strategies & Cambodia REDD+ Roadmap Section 4: Development of the REDD+ Implementation Framework</p>							

⁷⁸ This is UNDP-TRAC funding allocated to the UN-REDD National Programme

⁷⁹ The \$250,000 from UNDP-TRAC is a parallel co-financing commitment from the GEF Sustainable Forest Management (SFM) project, under Outcome 1, Output 1.1 (A supportive legal framework for SFM), Activity: Financial strategies exist in MAFF and MOE to support SFM, including opportunities for REDD and carbon financing for sustained increase in funds to support community-based forestry

National Programme Components <i>(Give corresponding indicators and baselines)</i>	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and indicative time frame		
					Y1	Y2	Total
2.1 Development of individual REDD+ strategies and implementation modalities	UNDP-TRAC: \$100,000 UNDP-UN-REDD: \$150,000 UNDP-SFM: \$250,000	UNDP	FA/MAFF	<ul style="list-style-type: none"> - Training - Forest area management cost estimates - Support to implementation of NFP - Strengthening Forest Law Enforcement and Governance (FLEG) - Strengthening wildlife policy and law enforcement - Investigation of how to integrate REDD+ into community forestry regulations and protection forests - Investigation of Conservation Concession models 	\$62,500 (UNDP-SFM)	\$62,500 (UNDP-SFM)	\$125,000 (UNDP-SFM)
			GDANCP/MoE	<ul style="list-style-type: none"> - Training - Development of National Protected Areas Strategic Management Plan - Development of a Protected Areas Financing Plan - Development of subsidiary regulations under the PA Law - Investigating how sustainable financing strategies and models (e.g. PES, conservation concessions, etc.) could work for Protected Areas - Strengthening Law Enforcement for PAs - Identifying priority demonstration sites 	\$25,000 (UNDP-TRAC)	\$25,000 (UNDP-TRAC)	\$50,000 (UNDP-TRAC)

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National Programme Components (Give corresponding indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and indicative time frame		
					Y1	Y2	Total
			FIA/MAFF	<ul style="list-style-type: none"> - Training - Development of a REDD+ implementation strategy that supports management of flooded forests and mangrove areas managed by Fisheries Administration under the Strategic Planning Framework on Fisheries 	\$35,000 (UNDP-UN-REDD)	\$35,000 (UNDP-UN-REDD)	\$70,000 (UNDP-UN-REDD)
			FA, GDANCP, REDD+ Taskforce	<ul style="list-style-type: none"> - Capacity-building and training to Ministries - Designing and implementing strategies to address drivers from outside the forestry sector - Assessments of local forest protection contracts - Development of regional collaboration with bordering countries on law enforcement and to reduce leakage - Finalisation of Cambodia R-PP - Development of National REDD+ Strategy 	\$50,000 (UNDP-TRAC)	\$30,000 (UNDP-UN-REDD)	\$50,000 (UNDP-TRAC) \$30,000 (UNDP-UN-REDD)

National Programme Components (Give corresponding indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and indicative time frame		
					Y1	Y2	Total
2.2 Evaluation of co-benefits	UNEP-UN-REDD: \$100,000	UNEP	Cambodia REDD+ Taskforce, FA, GDANCP	<ul style="list-style-type: none"> - Valuation of the multiple benefits of standing forests under the management strategies (PAs, CFs, etc.) - Scoping and evaluation of REDD+ strategies in relation to costs and benefits considering, inter alia, carbon density, co-benefits, jurisdiction, opportunity costs, resource management issues, etc. - Understanding local costs and benefits of REDD+ - Communication of results 	\$50,000	\$50,000	\$100,000
2.3 Benefit-sharing studies	UNDP-UN-REDD: \$100,000	UNDP	Cambodia REDD+ Taskforce, FA, GDANCP	<ul style="list-style-type: none"> - Establishment of Benefit-Sharing Technical Team - Documentation of existing examples - Analysis of potential future benefit-sharing arrangements for PAs, PFs, Concession Forests, CFs, CFIs, Fishing Lots, CPAs, ICTs - Consultation on options considered 	\$50,000	\$50,000	\$100,000
2.4 Establishing REDD+ Fund mechanisms	UNDP-UN-REDD: \$100,000	UNDP	Cambodia REDD+ Taskforce	<ul style="list-style-type: none"> - Analysis of existing fund mechanisms under Cambodian Law - Establishing the Funds 	\$30,000	\$70,000	\$100,000

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National Programme Components (Give corresponding Indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and indicative time frame		
					Y1	Y2	Total
2.5 Policy and legal development for the National REDD+ implementation framework	UNDP-UN-REDD: \$65,000	UNDP	Cambodia REDD+ Taskforce, FA, GDANCP, MLMUPC, ...	<ul style="list-style-type: none"> - Analyzing how to link projects to subnational and national implementation - National REDD+ registry options assessment and consideration of mechanisms for independent review - Establishing conflict management and resolution mechanisms - Development of a National REDD+ policy and/or regulations 	\$25,000	\$40,000	\$65,000
2.6 Safeguards and monitoring of co-benefits	UNDP-UN-REDD: \$40,000 UNEP-UN-REDD: \$40,000	UNDP, UNEP	Cambodia REDD+ Taskforce, Consultation & Safeguards Technical Team	<ul style="list-style-type: none"> - Development of nationally-appropriate REDD+ safeguards - Develop environmental, socio-economic and governance indicators to measure impacts and benefits of REDD+ implementation 	\$40,000	\$40,000	\$80,000
<p>Outcome 3: Improved capacity to manage REDD+ at subnational levels.</p> <p>Component 3: Subnational REDD+ capacity-building and demonstration. Provides funding support to: [\$0.65 million total: \$550,000 from UNDP-TRAC⁸⁰, \$100,000 from UN-REDD through UNDP]</p> <p>Cambodia REDD+ Roadmap Sections 2,3,4,5 & 6: Subnational capacity-building demonstration activities</p>							

⁸⁰ These are funds allocated for the UNDP REDD Grants programme

National Programme Components (Give corresponding indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and indicative time frame		
					Y1	Y2	Total
3.1 Development of National REDD+ project guidelines and approval of funding for demonstration sites	UNDP-UN-REDD: \$50,000	UNDP	Cambodia REDD+ Taskforce and REDD+ Projects Technical Team	<ul style="list-style-type: none"> - Establishment of REDD+ Projects Technical Team - Development of guidelines - Selection of sites for grants - Ongoing monitoring of implementation by the Technical Team 	\$25,000 (UNDP-UN-REDD)	\$25,000 (UNDP-UN-REDD)	\$50,000 (UNDP-UN-REDD)
3.2 Pilot project activities	UNDP-TRAC: \$550,000 UNDP-UN-REDD: \$50,000	UNDP	FA, GDANCP, NGOs, ...	<ul style="list-style-type: none"> - Supporting existing REDD+ projects approved by Government agencies Projects could include: <ul style="list-style-type: none"> - Development of baselines and monitoring plans, including community monitoring of forest carbon - Local REDD+ strategies and implementation mechanisms - Engagement of local stakeholders, including civil society and indigenous peoples - Consultation and awareness-raising - Development of procedures for local consultation - Pilot forest protection contracts - Law enforcement and forest governance - Documentation of results 	\$175,000 (UNDP-TRAC) \$75,000 (UNDP-TRAC through CALM) \$50,000 (UNDP-UN-REDD)	\$225,000 (UNDP-TRAC) \$75,000 (UNDP-TRAC through CALM)	\$400,000 (UNDP-TRAC) \$150,000 (UNDP-TRAC through CALM) \$50,000 (UNDP-UN-REDD)

National Programme Components (Give corresponding indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Implementing Partner	Indicative activities for each Component	Resource allocation and Indicative time frame		
					Y1	Y2	Total
<p>Outcome 4: Design of a Monitoring System and capacity for implementation.</p> <p>Component 4: Support to development of the Monitoring system. Provides funding support to: [1.46 million; \$300,000 from FAO-TCP; \$1,160,000 from UN-REDD through FAO; Japanese Government bilateral funding for MRV and REL focused on technical assistance, equipment and Infrastructure: \$2-3 million; JICA funding]</p> <p>Cambodia REDD+ Roadmap Section 5: Development of the REDD+ Reference Scenario & Cambodia REDD+ Roadmap Section 6: Development of the Monitoring System</p>							
4.1 Establishment National MRV/REL Technical Team and build appropriate national capacity	FAO-UN-REDD: \$380,000 FAO-TCP: \$300,000	FAO	FA/MAFF, GDANCP, MLMUPC, Cambodia REDD+ Taskforce	<ul style="list-style-type: none"> - Regular meetings of MRV/REL Technical Team - Provision of Technical support and advice (Including international MRV/REL expert for two years) - Determine appropriate institutions and their roles in the MRV system - Training and capacity needs assessments - Trainings on MRV and IPCC guidelines, National Forest Inventories, Remote sensing and satellite monitoring systems 	\$190,000 (FAO-UN-REDD) \$150,000 (FAO-TCP)	\$190,000 (FAO-UN-REDD) \$150,000 (FAO-TCP)	\$380,000 (FAO-UN-REDD) \$300,000 (FAO-TCP)



9 August 2011

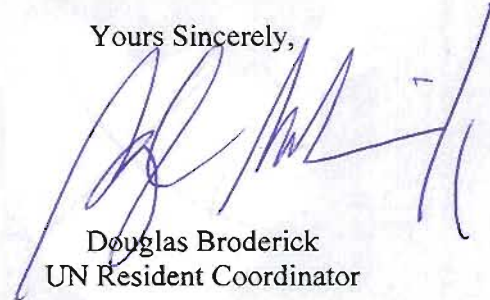
Dear Colleagues,

Subject: Fully Signed Programme Document “Cambodia UN-REDD National Programme”

We are pleased to inform you that the programme document of the programme entitled “Cambodia UN-REDD National Programme” is fully signed by all signatories.

In this regard, we are pleased to forward to you for your records, a fully signed copy of the programme document.

Yours Sincerely,



Douglas Broderick
UN Resident Coordinator

Mr. Chuop Paris
FAO Assistant Representative

Ms. Elena Tischenko
UNDP Country Director

Mr. Tim Kasten
UNEP DEPI Deputy Director

Encl. Cambodia UN-REDD National Programme Document

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