



COMPLETION REPORT

ITTO PROJECT PD 493/07 Rev.1 (F)

**“STRENGTHENING CAPACITY OF FOREST LAW
ENFORCEMENT AND GOVERNANCE IN CAMBODIA”**

ROYAL GOVERNMENT OF CAMBODIA

FORESTRY ADMINISTRATION

INTERNATIONAL TROPICAL TIMBER ORGANIZATION

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List of Abbreviation and Acronym

AFP	Asian Forest Partnership
ASEAN	Association of South East Asian Nations
ASEM	Asia-Europe Meeting
CBFS	Capacity Building for the Forestry Sector
CI	Conservation International
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CTS	Case Tracking System
DANIDA	Danish International Development Agency
DAFP	Department of Administration, Planning and Finance
DFCF	Department of Forest and Community Forestry
DFID	Department for International Development
DLLE	Department of Legislation and Law Enforcement
ED	Executive Director
ETM	Enhanced Thematic Mapper
FA	Forestry Administration
FAO	Food and Agriculture Organization of the United Nations
FLEG	Forest Law Enforcement and Governance
GRAS	Geographic Resource Analysis and Science
GPS	Global Position System
ITTO	International Tropical Timber Organization
JICA	Japan International Cooperation Agency
MAFF	Ministry of Agriculture, Forestry and Fisheries
NGO's	Non Government Organization
PSC	Project Steering Committee
PPD	Pre Project Development
RGC	Royal Government of Cambodia
SFM	Sustainable Forest Management
TWG-F&E	Technical Working Group on Forest and Environment
WCS	Wildlife Conservation Society
UNFF	United Nation Forum on Forests
YPO	Yearly Plan of Operation

Executive Summary

1. Project PD 493/07 Rev. 1 (F) “Strengthening capacity of forest law enforcement and governance in Cambodia” was built on the findings of completed pre-project PPD 128/06 Rev. 1 (F). The pre-project documented the serious problem of deforestation and forest degradation due mainly to rampant illegal forest activities that had resulted in the loss of over two million hectares of forest cover during the recent decades.
2. The project was implemented by the Forestry Administration (FA) in collaboration with FA Cantonments in four provinces with a total budget of US\$ 684,362 comprising contribution of ITTO and RGC in the amount of US\$ 561,195 and US\$ 123,167, respectively. Duration of the project was initially planned for 36 months; a six-month extension without additional funding was granted by ITTO in order to fully complete execution of project activities thus achieving its intended objectives.
3. The project addressed the key problem facing sustainable forest management in Cambodia which was the weak capacity in FLEG that had resulted in rampant, uncontrolled illegal forest activities. The key problem was duly analyzed with participation of the main stakeholders and properly identified the direct and indirect causes of the problem. The key problem and its causes were used as the basis for developing the project design and intervention.
4. Consistent with the results of the problem analysis, the specific objectives of the project were defined as “to strengthen capacity for forest law enforcement and governance and to develop tools to enable effective suppression of illegal forest activities”. The development objective of the project was “to contribute to implementation of the government policy platform in combating illegal logging, forest land clearing and land encroachment in order to manage and use the forest resources in a sustainable manner.
5. Corresponded to the main causes of the problem addressed, five outputs had been defined namely i) appropriate facilities available, ii) forest law enforcement training implemented, iii) effective monitoring and documentation of illegal forest practices, iv) effective judicial processing, and v) effective extension function. In order to deliver the outputs, 17 activities corresponding to the indirect causes of the problem were planned and fully executed.
6. As all planned activities had been implemented, all defined outputs had been delivered and the specific objectives achieved. Contribution of the specific objectives to the development objective is yet to be assessed as its assessment at this stage is too early thus is inappropriate to do.
7. Results of the project have been disseminated through the national workshops, meetings of the PSC and distribution of technical documents as well as technical reports to relevant stakeholders nationwide.
8. The primary beneficiaries of the project, namely the Forestry Administration, the forest concessionaires and local communities were actively involved in the project development process and in the implementation of project activities. Involvement of the stakeholders in the project development process proved contributing to the smooth and successful implementation of the project. In fact, planned activities of the project had been fully implemented without any adjustment or revision.
9. At project completion, needed equipment and facilities for an effective conduct of forest patrolling had, to a greater extent made available; capacity of FA staff at different levels to conduct forest patrolling and to properly document forest crimes had been significantly improved and; awareness and understanding on the vital role of FLEG initiatives in SFM had been considerably raised in four provinces of the country. In addition, collaboration with provincial prosecutor and judge authorities

had been strengthened in handling forest crime cases and forestry extension program had been significantly improved.

10. Project sustainability is ensured by putting in place a follow-up strategy establishing the critical activities to be continuously implemented, institutional arrangements for implementing the activities, sources of funds to finance the critical activities and assignment of needed personnel to implement the critical activities. Sustainability of the project basically rests on the participation of the beneficiaries in implementing the follow-up activities.
11. The assumptions made as regard achievement of the project were valid during the project implementation period. The RGC has continued its political commitment to implement policy measures on FLEG and SFM; funding of FA had been sufficient to support project operations; government authorities at different levels, especially the judicial courts had been supportive; and the primary stakeholders had been taken part in the implementation of project activities.
12. Among the most important lessons learned from the project implementation that might be useful for similar future projects are:
 - Involvement of primary stakeholders in problem identification and project development process is critical to ensure a smooth and effective implementation of a project
 - It is critical to thoroughly analyze the key problem to be addressed in order to correctly identify the consequence of the problem and its direct as well as indirect causes
 - An adequate problem analysis should bring about a sound project design and a relevant intervention for resolving the problem under consideration
 - A smooth and successful implementation of a project is very much dependent on the capacity and mentality of a project management team, availability of inputs in terms of time, quantity and quality as well as the capacity of the PSC to provide managerial and technical advices to the project management team
13. One of the key success factors of project implementation is adequacy of project monitoring and evaluation. Availability of inputs to individual activities in term of timing, quantity and quality as well as progress in implementation have to be closely monitored that any deviations to operational plans can be detected and repaired at the earliest time possible.
14. Considering the promising results of project intervention particularly in reducing the number of illegal forest cases in the provinces where the project was implemented, MAAFF has decided to further continue enhancing capacity of the FA in enforcing forest laws and regulations as a matter of priority for which external assistance is to be sought for.
15. The FA has initiated the development of a follow-up project proposal for submission to ITTO for possible assistance. The main elements of the proposed project include provision of operational equipment and facilities, training of FA staff at different levels, development and testing of guidelines for monitoring and documentation of illegal forest cases, and increasing support of level communities as well as participation of stakeholders in general. Proposed project is planned to be implemented in forest rich provinces in order to protect the existing forest resources.

1. Project identification

1.1 Context

1.1.1 National forest policies and programs

The forestry sector has been given a high priority in the Royal Government of Cambodia's National Program for Rehabilitation and Development, to facilitate the rational and sustainable development of forest resources. Since late 1998, the Royal Government of Cambodia (RGC) has been implementing a forestry reform program to bring order to the sector. This program has led to illegal logging being restricted, with logging rights to 24 forest concessions covering an area of 3.5 million hectares withdrawn from 17 companies. The cancelled concession areas have been designated as protected forest or other forest classification and permanent forest estate. There are currently only 12 forest concession agreements totaling an area of 3.3 million hectares.

In order to ensure sustainable forest management, the RGC introduced mandatory compliance requirements for each concessionaire in 2000. Preparation of long-term strategic forest management plans that are consistent with international standards, and renegotiated model forest concession investment agreements are components of the compliance requirement. In December 2001, the RGC issued a Declaration on Suspension of Forest Concession Logging Activities taking effect from 1 January 2002 and lasting until new forest concession management plans consistent with regulations and technical requirements are approved.

The National Forest Policy Statement dated 26 June 2002 stated that the RGC commits itself to the conservation and management of the country's unique forest resources in a sustainable manner now and for future generations. The major national policy goals are forest resource conservation, good governance, socio-economic development and poverty reduction. In order to achieve these policy goals, a new Forestry Law was adopted in August 2002 as the legal basis governing the forest sector. The forestry law provides various new rules and concepts for sustainable forest management. New regulations and institutions are currently being developed to support the effective enforcement of the forestry law.

In the fourth legislature of the National Assembly, the RGC set out a "Rectangular Strategy" for growth, employment, equity and efficiency Phase II that includes forestry reform. The goal of the forestry sector strategy of the RGC is to ensure sustainable forestry management based on the following three pillars:

- **Sustainable forest management policy**, to ensure the rational and strict monitoring of forest exploitation according to good international practices in forest management that require adequate forest reserves for domestic consumption, protection against drought and flood as well as wetlands for fish sanctuary;
- **Protected Area System** to protect biodiversity and endangered species; and
- **Community Forest** as a sound, transparent and locally managed program.

To achieve the goal of sustainable forest management, the RGC's priorities are:

- i. Strengthening of forestry management and conservation
- ii. Promoting of forestry contribution to socio-economic development
- iii. Promoting of forestry contribution to poverty reduction
- iv. Strengthening of capacity and good governance in forestry sector

The industrial timber policy of the RGC includes a ban on round log exports and promotes the production and export of value-added wood products. The primary objectives of this policy are to decrease the rate of timber harvesting, and to provide employment and income-generating opportunities to local communities.

The RGC's Order No.01 BB dated 9 June 2004 and Order No. 01 BB dated 10 May 2006 covered the prevention and cracking down of forest land clearing and encroachment with the establishment of a National Committee and Sub-National Committee at the provincial level to implement these orders. The purpose of these orders is to return forestlands that have been cleared and occupied for individual purpose to public state property.

The RGC aims to increase environmental protection. To date the areas under protection and special conservation management have increased to more than 4.6 million ha, which is more than 25% of total area of Cambodia.

Furthermore under the National Forest Program developed in 2009, six programmes were prioritized:

1. Forest demarcation, classification and registration
2. Conservation and development of forest resource and biodiversity
3. Forest law enforcement and governance
4. Community forestry,
5. Capacity and research development and
6. Sustainable forest finance.

1.1.2 Social, economic, and environmental aspects

The project would support forest law enforcement in Cambodia through building of needed operational capacity and upgrading of relevant procedures as well as techniques involving local communities in the use of natural resources for the enhancement of sustainable forest management (SFM). It was realized that for forest law enforcement to be effective, the enforcing agency must have a visible presence which would encourage legal forest activities. While the prime aim of the project was to enhance the operational capacity of the Forestry Administration in forest law enforcement, it was also recognized the vital role of involving local communities in achieving the aim. To this end, local communities should be informed on how an effective FLEG (Forest Law Enforcement and Governance) operation could benefit the communities by protecting their interest in legal forest activities, and ensuring their access to legal forest and non-forest products.

Implementation of SFM through capacity building and upgrading of techniques for forest law enforcement would be critical for ensuring sustainability of forest resources and improving the national economy through utilization of the resources. Hence, the project was particularly important when considering the economic implications of SFM for livelihood of local communities and for the Cambodia's economic development.

Implementation of the project would not represent any risk to the environment. Instead, a positive contribution to the environment was expected through reduction in illegal logging and illegal harvesting of wildlife. In addition, enhancing the Forestry Administration's capacity in forest law enforcement should increase compliance of the RGC to CITES, the international treaty on endangered species conservation.

1.1.3 The project sites

The project was implemented in four provinces, namely Kratie, Kampong Thom, Pursat and Preah Sihanouk selected in close consultation with the main stakeholders during the project launching meeting in February 2009. The project was actually implemented from January 2009 to June 2012 thus lasted for forty-two months, six months longer than initially planned duration.

1.2 Origin and problem

1.2.1 The origin

The forests of Cambodia cover more than half of the country's total land area and are a significant renewable natural resource of the country. The forests include such diverse types as mangroves, flooded forests, bamboo forests, coniferous forests, dry deciduous, moist deciduous rainforests, moist evergreen forests, and moist mountain forests. The forests also provide a number of valuable non-wood resources such as rattan, bamboo, resins, palms, fruit trees, and medicinal plants. These forest ecosystems occur at varying altitudes under differing climatic conditions representing a valuable natural resource for the country. The forests not only play an important role in protecting the environment, but they are of critically important to the socio-economic development of the country.

FAO estimates that forests covered 13.2 million hectares or 73 % of Cambodia's total land area in the 1960s. Over the 40 years since, especially during the 20 years following the Cambodian civil war, forests had been consistently degraded. An assessment of forest cover in 2005-2006 undertaken by the Forestry Administration by using satellite Image ETM LANDSAT 7 with the quality of assessment verified by the international firm GRAS from the University of Copenhagen, Denmark and with financial support by DANIDA/DFID showed that the forest cover was 10.8 million ha or 59.09 % of the land area. The reduction in forest cover during the last two decades was approximately two million hectares. The main causes of deforestation and degradation of Cambodian forest during the period include forest clearing and land encroachment for agriculture purpose, illegal logging, improper management of concession areas, protected areas and non-concession areas, limited reforestation activities, population pressure and poverty.

To address the causes of deforestation and forest degradation, the RGC initiated policies to eliminate illegal operations in the forestry sector and to develop sustainable forest management to meet the requirement of the Cambodian people. The Government has taken measures across the spectrum of forest law enforcement, prevention, detection and suppression with active participation and support by all national institutions and international agencies. The RGC has also approached heads of state of neighboring countries, requesting for co-operation to prevent cross-border movements of illegal Cambodian logs. In addition, RGC has signed agreements with neighboring countries to cooperate in the prevention and elimination of deforestation, including illegal logging and illegal export of timber across common borders.

In June 1999, a Regional Symposium was organized in Phnom Penh on strengthening co-operation for forest law enforcement in Mekong Basin Countries. The purpose of the symposium was to bring awareness of illegal logging to the attention of policy makers through discussions, presentations, and breakout sessions, to develop dialogue on the extent of the problem, formulate alternative solutions with countries and regional approaches for action. The symposium suggested that successful forest law enforcement programmes must be built around the principles of prevention, detection, and suppression, thus emphasis must be placed on these principles in formulating action program. Cambodia has since put in place the Forest Crime Monitoring and Reporting System, with an official Independent Monitor as the third party and Conservation International (CI), Wildlife Alliance, WCS (Wildlife Conservation Society) and other groups as partners in monitoring the forest crime.

As illegal logging is a global issue, Cambodia has also participated actively in international and regional forestry cooperation schemes including Asia Forest Partnership (AFP), Forestry Law Enforcement and Governance (FLEG), CITES, UNFF, ASEAN Experts working Group, and ITTO. In October 2004, a five-member ITTO mission was fielded to analyze obstacles to achieving ITTO objectives 2000 and sustainable forest management in Cambodia. The mission produced a series of recommendations with regard to illegal logging, forest law enforcement and governance as well as capacity building in the Cambodian forestry sector.

Based on the Government policy and recommendation from development partners, an ITTO pre-project proposal was developed, and implemented in 2007. The pre-project commenced in July 2007, and completed in November 2007. The full project proposal PD 493/07 Rev. 1 (F) was one of the outputs of completed pre project PPD 128/06 Rev.1 (F).

The outcomes of the two surveys conducted under the pre-project through interviews with 570 respondents consisting of 300 Local Forestry Administration Staff and 270 stakeholders disclosed that 96% of the respondents indicated the problem “lack of facilities for forest law enforcement” and 98% of the respondents expressed the need for improved capacity through comprehensive training.

1.2.2 The main problems addressed

The main problems identified by completed pre-project PPD 128/06 Rev.1 (F) entitled “Strengthening Capacity of Forest Law Enforcement and Governance in Cambodia” was the decline in total forest cover of about two million hectares in the last two decades. The main causes of the deforestation and forest degradation were identified as forestland clearing and land encroachment for agriculture purposes, illegal logging, improper management of concession areas, protected areas and non-concession areas, limited reforestation activities, population pressure and poverty. Indeed, these causes were observed on the ground; but they were actually the consequence of a rooted, hidden problem. Upon retrospect, thorough discussion and brain-storming, the stakeholders were able to identify the driving forces of the problem which were the weak forest law enforcement by the government and the lack of needed tools and facilities for enforcing forest laws and regulations. Therefore, the key problems addressed by the project were “weak capacity in forest law enforcement and governance, and lack of tools and facilities to suppress illegal forest activities”.

2. Project objectives and implementation strategy

2.1 The Objectives

Development Objective

To contribute to implementation of the government policy platform in combating illegal logging, forest land clearing and land encroachment in order to manage and use forest resource in a sustainable manner.

Specific Objective

The specific objectives of the project were:

- To strengthen capacities for forest law enforcement and governance, and
- To develop tools to enable effective suppression of illegal forest activities.

2.2. The project implementation strategy

It was envisaged that capacity in forest law enforcement could only be strengthened by making available needed facilities, training sufficient number of Forestry Administration’s staff on FLEG, enhancing the monitoring of forest operations, involving judicial courts in handling of forest crimes, establishing and operating a rapid response task force and enhancing the forestry extension program.

It was also conceptualized that strengthened capacity in forest law enforcement and governance should reduce the incidence of illegal forest activities which in turn would contribute to sustainable management and use of the country’s forest resources.

2.3 The assumptions and risks

There were few major risks associated with the project. The assumptions made were that the national forestry polices would remain, and that government funding of Forestry Administration's operations would continue. These were low risk assumptions, as the RGC had consistently demonstrated its strong willingness to engage in forestry sector reform.

A more significant risk was the assumption that judicial authorities would cooperate for the judicial reform aspects of the project. There was a significant risk of limited cooperation due to the clear need for judicial independence, and the possible lack of perceived benefit to judicial officials. This risk should be properly mitigated by the Executing Agency through employment of appropriate measures.

The resistance from communities and business sector in combating illegal logging may entail some risk because of conflict of interest. This conflict is common to many sustainable forest management initiatives. This conflict will be mitigated through approaches of mutual benefit agreement based on the notion that increased effort is needed to promote law enforcement and to implement best forest management practices in view of long-term benefits for local communities and the business sector.

3. Project performance

3.1 The project objectives

Development objective

It is too early at this stage to assess contribution of the project to sustainable management and use of Cambodia's forest resources through suppression of illegal forest activities. Impact of the project may be best assessed 3 to 5 years after project completion.

Specific objective 1

Planned : To strengthen capacities for forest law enforcement and governance
Realized : Planned specific objective has been realized to a greater extent through the training of around 245 Forestry Administration staff on FLEG related activities and procurement of needed equipment and facilities for suppression of illegal forest activities

Specific objective 2

Planned : To develop tools to enable effective suppression of illegal forest activities
Realized : Planned specific objective has been achieved to a greater degree through development, testing, and adoption of technical guidelines for monitoring of illegal forest activities, documentation of forest crime incidences and judicial processing of forest crime cases.

3.2 The outputs and related activities

Output 1.1 :

Planned : Appropriate facilities in place
Realized : Planned facilities have been made available

Activity 1.1.1 :

Planned : Identify and purchase required equipment (as listed in the project document and YPO 1)
Realized : The equipment and facilities actually purchased were: 1 Vehicle, 4 motorcycles,

21 desktop computers, 2 notebooks, 14 printers, 1 photocopy, 32 GPS, 21 Radio communication, 1 video camera, 14 cameras, 1 voice recorder, 7 desks, 1 meeting table, 17 chairs, 4 cabinets, 1 LCD projector, 1 fax-phone machine, 1 wall screen projector, 1 cable printer, 1 connector network, 11 memories stick, 13 flash drives, 4 dry cell batteries and 19 scenes of satellite imagery, installed 7 sets of solar panels at the four project sites.

Comment : Realized purchasing of equipment and facilities was slightly different from the planned one; larger quantities of such items as desktop computers, printer, camera, GPS motorcycle, solar panels and dry cell batteries had been purchased for reason of apparent need with only minor re-allocation of budget.

Activity 1.1.2 :

Planned : Install the equipment

Realized : Purchased equipment as listed above have been installed, tested and used

Output 1.2 :

Planned : Forest law enforcement training implemented

Realized : The output has been delivered as planned

Activity 1.2.1 :

Planned : Evaluate existing staff

Realized : Training need was evaluated through meeting with 466 staff at all levels of Forestry Administration

Activity 1.2.2 :

Planned : Develop training programs; in English and Cambodian

Realized : Training programs consisting of four modules of forest law enforcement covering forestry laws, land laws, codes of criminal procedures, protected area laws and other laws have been developed and published and one thousand copies distributed

Activity 1.2.3 :

Planned : Train trainers

Realized : In total, 20 trainers on forest law enforcement have been trained at all levels of Forestry Administration

Activity 1.2.4 :

Planned : Train staff

Realized : In total, FA staff at different levels have been trained as follows:

- 245 staff on forest law enforcement
- 270 staff on crime codes
- 28 staff on use of computerized forest crime data base systems

Activity 1.2.5 :

Planned : Organize national and international dialogues

Realized : The project has provided support to:

- 15 Chiefs of FA Cantonments to attend the ASEM Conference on "forest products trade", forest governance, and forest product trade in Phnom Penh
- Project Coordinator to attend the workshop on technology that promotes transparent timber trade in Asia and the Pacific Region held in Kuala Lumpur on 27-29 July 2011

Output 2.1 :

Planned : Effective monitoring and documentation of illegal forest practices
Realized : Monitoring and documentation of illegal forest practices have been executed in the project sites

Activity 2.1.1 :

Planned : Develop patrolling procedures
Realized : Technical guidelines on patrolling procedures has been developed and tested; 1,500 copies of the guidelines have been published and disseminated

Activity 2.1.2 :

Planned : Prepare pocket guides on monitoring and documentation of illegal forest practices
Realized : The pocket guides have been developed, published and distributed, 775 copies in total

Activity 2.1.3 :

Planned : Update and maintain CTS (case tracking system)
Realized : CTS have been updated and maintained at four offices of FA Cantonments; 4,148 cases of forest crime were recorded in the system for the period of January 2009 to December 2011

Activity 2.1.4 :

Planned : Conduct satellite imagery studies
Realized : 19 scenes of satellite imagery have been purchased and interpreted in two languages; 3,000 copies of map of forest cover in 2010 have been produced and used in four provinces; changes in forest cover in 2002-2010 period had been assessed and mapped

Activity 2.1.5 :

Planned : CTS data collection and data entry
Realized : 4,148 cases of forest crime have been detected and entered to the date base systems at four offices of FA Cantonments and eleven Division Offices

Output 2.2 :

Planned : Effective judicial processing
Realized : Judicial processing of 539 forest crimes have been completed and closed in four provinces in cooperation with provincial judicial courts

Activity 2.2.1 :

Planned : Establish coordination meetings with Royal Prosecutors
Realized : Four coordinative meetings between FA Cantonments with Provincial Royal Prosecutors and Judges have been organized in four provinces with 114 participants in total

Activity 2.2.2 :

Planned : Provide training on legal procedures to local staff
Realized : In total, 270 staff of the Central and Local Forestry Administration offices have been trained on criminal codes and legal procedures

Activity 2.2.3 :

Planned : Provide legal assistance for FA
Realized : Legal consultant has provided assistance to FA in the review of 1,001 cases of forest crime occurring in 2010-2011

Output 2.3 :

Planned : Effective extension function
Realized : Forestry extension function has been improved as appropriate

Activity 2.3.1 :

Planned : Provide forest law and regulations extension to stakeholders
Realized : Twelve extension workshops on forest laws and regulations have been conducted in eight districts in four provinces with 1,227 participants in total representing relevant institutions, Forestry Administration, Community Forestry, private sector and NGOs

Activity 2.3.2 :

Planned : Prepare extension materials
Realized : Extension materials have been developed, exposed and distributed including:

- 1,000 T-shirts with logos of ITTO, Forestry Administration and International Year of Forestry distributed to local people during the National Arbor Day on 9 July 2011
- 20 sign boards of Kbal Bei Community Forestry exposed in Kampong Thom province
- 1,500 copies (Size A1) and 9,000 copies (Size A4) of 4 posters of different titles distributed to increase public awareness
- 8 forestry banners flagged at strategic points in 4 provinces
- 5,000 copies of comic book entitled "Forest and Our Future" published and distributed
- 10,000 writing books and 9,452 pens with logos of ITTO, Forestry Administration and International Year of Forestry produced and distributed to students at school and local people for environmental education.
- Developed project website link with website of TWG-F&E (Technical Working Group on Forestry and Environment) for information sharing. The project website is <http://www.twgfe.org/itto>.

3.3 The schedule

The project agreement was signed and approved by ITTO on 6 October 2008. The first installment of ITTO funds was made on 29 December 2008. The project was initially planned to be implemented since January 2009 for thirty six months. However, due to some unfinished activities such as production of extension materials and project website, the project was extended for another six (6) months without additional funding. Therefore, the actual project duration was forty-two months.

3.4 The expenditures

The planned total project overall cost was US\$ 684,362, which included US\$ 561,195 of ITTO contribution and US\$ 123,167 of the Executive Agency's in kind contribution. The actual total ITTO funds used for implementing the project was US\$ 434,523.47 as shown in Appendices 1 and 2; the remaining project funds retained by the Executing Agency as of 30 June 2012 was USD 5,930.61.

4. Project outcome and target beneficiaries involvement

4.1 The specific objectives achieved

- Planned activities pertaining to individual outputs were all implemented and completed thus Outputs 1.1 through 1.3 as well as Outputs 2.1 and 2.2 had all been delivered.
- With deliverance of all planned outputs, it is reasonable to conclude that the specific objectives have been fully achieved.

4.2 The prevailing situation at project completion

The outputs

- Availability of the facilities as listed in Section 3.2 has enabled the FA Cantonments in four provinces to monitor occurring forest activities and document forest crimes in a significantly more effective manner compared to the pre-project situation
- Implementation of the training program has improved the capacity of 245 FA staff at different levels to conduct forest patrolling and document forest crimes in a substantially more effective fashion compared to pre-project situation. Moreover, 16 FA staff have gained experience in FLEG problem solving through their attendance of relevant international workshops
- FA staff at different levels and stakeholders alike have gained technical knowledge and understanding on forest law enforcement through the different technical guidelines on FLEG including the technical manual on CTS operation published and disseminated by the project. In addition, status of forest cover in four provinces in 2006-2010 period has been studied and properly mapped through interpretation of updated satellite imageries. Please note that status of forest cover was not clear at the commencement of the project
- At project completion 1,001 cases of forest crime that were occurred in 2010-2011 had been reviewed by the FA with the assistance of legal consultants. Moreover, collaboration with Provincial Prosecutors and Judges in four provinces has been substantially strengthened through the coordinative meetings conducted under the project and 270 staff of FA at different levels have improved their capacity in suppressing forest illegal activities through the training sessions on criminal codes
- At completion of the project, forestry extension program has been improved significantly compared to pre-project situation. The improvement was attributable to the extension workshops held in four provinces and attended by 1,227 participants representing various stakeholder groups, publication and dissemination of attractive extension materials as well as production and distribution of appropriate banners, posters, brochures and other materials. That is to say that public awareness on the importance of FLEG initiatives at project completion has been significantly improved compared to pre-project situation.

The sectoral policies and programs

At project completion, a total of 4,148 cases of forest crime had been detected and documented in four provinces; around 24,615 hectares of forest land that hitherto was illegally occupied by land hungrys had been put back as permanent forest ready for undergoing rehabilitation and reforestation. These project outcomes are surely consistent with the RGC's policy on SFM as well as with RGC's Orders No. 01 BB of 2004 and No. 01 BB of 2006.

The FA Cantonments in four provinces, where the project was implemented have recently reported a decreasing trend of illegal forest activities which has caught the attention of MAFF. The Ministry, therefore has decided to continue enhancing the capacity of FA in Forest Law Enforcement by seeking for external assistance in light of the present limited resources it has in possession.

The physical environment

- As the project has just completed in June 2012 it might be too early to observe its effect on physical environment. It is true that the rate of deforestation for the 2006-2010 period was lower compared to the 2002 situation; this rate decrease cannot be claimed as the project's effect but more as the change brought about by the previously implemented forest policies and programs
- Indeed, public awareness on FLEG and SFM has significantly improved compared to pre-project situation as evidenced by the attendance of 1,227 stakeholders of the extension workshop organized in the project sites; and by the vast extension materials that have been widely distributed to stakeholders in general.

4.3 The beneficiaries

The beneficiaries of the project, as stated in the project document, were the Forestry Administration, local communities, and forest concessionaries, and stakeholders in general. The beneficiaries had participated in the project implementation in various forms including:

- The Forestry Administration acted as the executing agency of the project and was fully responsible for the operational management of the project. In addition, FA staff of different levels were the primary executors of forest patrolling, users of technical guidelines produced and participants of the technical trainings and workshops organized under the project
- The local communities had acted as the key informants during forest patrolling operations and the significant participants of the workshops on FLEG
- The forest concessionaries had taken part in the implementation of workshops, mainly as the participants, and in the conduct of trainings, primarily as the trainees
- The stakeholders in general had been supporting implementation of the project primarily through their active participation in the workshops on forestry extension.

4.4 The project sustainability

At the project completion, Forestry Administration is now better able to control illegal logging, prevent forest clearing, and land encroachment. All Forestry Administration offices are able to carry out effective reporting, put in place appropriate facilities and equipment and control forest operation with well trained staff. Needed legal procedures and appropriate deterrent mechanisms have been put in place to ensure that illegal forest practices are dealt with effectively by the courts.

The decreasing trend in the incidence of illegal forest activities reported recently by the FA Cantonments reflects the enhanced capacity of FA in enforcing forest laws and regulations and surely attributable to the intervention of the project. Therefore, continuation of the critical activities initiated under the project is indispensable in order not to lose the already existing momentum for cracking down illegal forest activities continuation of such critical activities is best accomplished by seeking for external assistance in light of the currently limited state funds.

Strengthened operational capacity to combat effectively illegal forest harvesting and clearing will now enable the RGC to implement sustainable production of tropical timber, leading to improved forest utilization through efficient forest management rather than the current destructive and wasteful illegal operations.

Above notable achievements of the project have to be sustained by putting in place an appropriate follow-up strategy as summarized below:

- Critical activities initiated under the project have been identified for their continuation for which institutional as well as inputs arrangements have been made

- The Forestry Administration of Cambodia has committed itself to:
 - Continuing support FLEG initiative which also includes in the National Forest Program
 - Continuing implement critical activities of the project
 - Following up finding of the project pertaining to FLEG in order to reduce illegal forest operations
 - Securing the necessary resource personnel and funds for implementing selected critical activities
- External funding is also needed to tackle specific problems encountered during the implementation of selected activities that may require immediate and concrete follow-up action.

5. Assessment and analysis

5.1 Rationale and project identification process

- Deforestation and forest degradation caused mainly by illegal logging, forest clearing and encroachment were a serious threat to sustainability of Cambodian forest resources. Unless the illegal forest activities are controlled and suppressed, sustainability of the forest resources is truly under threat
- During the pre-project implementation, consultative meetings and dialogues amongst the primary stakeholders, i.e. the Forestry Administration, forest concessionaries and local communities concluded that the driving force behind the occurrence of the illegal forest activities was the weak capacity of Forestry Administration in forest law enforcement and governance. Out of total 570 respondents consulted, 98% indicated weakness of human resource in enforcing forest laws and 96% pointed out the lack of equipment and facilities for conducting monitoring of forest activities.

5.2 Problem addressed, project objective and implementation strategy

- Consultation amongst the primary stakeholders revealed that uncontrolled illegal activities that had caused serious deforestation and forest degradation was the consequence of the weak law enforcement capacity of the Forestry Administration. The weakness not only related to lack of trained human resource but also the lack of tools, equipment and facilities
- Consequently, the stakeholders had defined the objectives of the project as follows:
 - Specific objective 1: to strengthen the capacity in forest law enforcement and governance (FLEG) to enable the Forestry Administration (FA) to conduct adequate law enforcement operations, and
 - Specific objective 2: to develop tools to enable FA to suppress illegal forest activities in an efficient manner
 - Development objective: to contribute to implementation of the government policy platform in combating illegal logging, forest land clearing and land encroachment in order to manage and use forest resource in a sustainable manner
- The implementation strategy adopted consisted mainly of provision of needed facilities, training of FA staff on FLEG related activities, enhancement of monitoring of forest operations, collaboration with judicial courts in documenting and processing of forest crime cases and collaboration with stakeholders in general, with local communities in particular. The project was implemented in a collaborative manner with FA Cantonments and local governments in four provinces, with national and international consultants as well as with provincial judicial courts and relevant stakeholders.

5.3 Critical difference between planned and actual project implementation

- There was no major difference between planned and actual project implementation except in the procurement of equipment and facilities and time duration of project implementation
- As shown in Section 3.2 under Activity 1.1.1, particular equipment and facilities had been over-purchased, including desk computer, printer, camera, GPS, motorcycle, solar panels and dry cell batteries. The quantities actually purchased were slightly greater than the initially planned quantities. This deviation, however, did not significantly change budget allocation and pose no problem to financing of individual activities. Beside, this deviation in procurement of equipment and facilities had been reported to and approved by the Project Steering Committee
- As regards duration of the project, its implementation time had been extended for six months without additional funding. The extension was need to complete publication and dissemination of forestry extension materials, and to complete project reporting.

5.4 Adequacy of time and project inputs

- Planned duration of the project was 36 months. The duration was extended for six months without additional funds of ITTO. The extension in time was needed to complete Activity 2.3.2 and project reporting
- The planned total project budget was USD 684,362 comprising USD 561,195 of ITTO funds and USD 123,167 of RGC's funds. The budget sanctioned was sufficient to properly execute all project activities including administrative works
- The consultants and other professionals were all employed as planned, consisting of 41 man months of national consultants, 4 man months of international consultants and 32 man-months of professionals on information technologies
- Execution of activities by the consultants was completed as scheduled due mainly to the quality of professionalism they possessed coupled with the adequate assistance by the project management team.

5.5 External influences

- The assumptions made as regard implementation of the project were valid during the project duration. The RGC continued its political commitment to implement policy measures for FLEG and sustainable forest management. In addition, funding of the Forestry Administration was sufficient to support continued implementation of the project while concerned government authorities had been supportive and cooperative
- The critical risk identified during the early stage of project implementation was weak collaboration of judicial courts at the provincial level in handling of documented cases of forest crime. This risk was effectively mitigated through coordinative meetings with provincial judicial courts wherein it was elucidated that achieving the project objectives would benefit not only the forestry sector alone but the entire stakeholders. It was also emphasized during the meetings that any forest crimes cannot be legally processed and closed without the judicial courts taking part in the process

5.6 Participation of project beneficiaries

The beneficiaries of project, as stated in the project document, were the Forestry Administration, local communities, and forest concessionaries, and stakeholders in general. The beneficiaries had participated in the project implementation in various forms including:

- The Forestry Administration acted as the executing agency of the project and fully responsible for the operational management of the project. In addition, FA staffs at different levels were the primary executors of forest patrolling, users of technical guidelines produced and participants of the technical trainings and workshops organized under the project
- The local communities had acted as the key informants during forest patrolling operations and the significant participants of the workshops on FLEG
- The forest concessionaries had taken part in the implementation of workshops, mainly as the participants, and in the conduct of trainings, primarily as the trainees
- The stakeholders in general had been supporting implementation of the project primarily through their active participation in the workshops on forestry extension.

5.7 Project sustainability

- The institutional arrangements for the implementation of critical activities after project completion can be summarized as follows:
 - Department of Legislation and Law Enforcement (DLLE) of the Forestry Administration is to be responsible for the implementation of critical activities relating to forest patrolling operations and management of forest crime database system in close cooperation with four FA Cantonments in Kampong Thom, Kratie, Pursat and Preah Sihanouk provinces
 - Department of Forest and Community Forestry (DFCF) of the Forestry Administration is to be responsible for the monitoring of forest cover change
 - DLLE in close collaboration with the Ministry of Justice, is to be responsible for handling of judicial process of forest crime cases
 - Department of Administration, Planning and Finance (DAPF) of the Forestry Administration is to be responsible for the implementation of activities on forestry extension
- Sufficient number of FA staff have been assigned to continue working on FLEG activities after project completion as follows:
 - 18 staff of DLLE, Cantonments and Divisions to maintain and update the forest crime database system
 - 2 staff of DFCF to continuously monitor forest cover and produce updated forest maps
 - 1 staff of DAPF to coordinate forestry extension work with FA Cantonments
- Needed funds to implement critical activities will primarily be sourced from the Ministry of Agriculture, Forestry and Fisheries. However, external financial assistance may be needed to tackle specific problems encountered during the implementation of particular activities for which relevant project proposal will be developed in accordance with the requirements of the funding institutions which may include ITTO, JICA and Asian Development Bank as well
- Based on the promising result of the project intervention reported by four FA Cantonments, MAFF has decided to continue enhancing the capacity of FA in enforcing forest laws and regulations. To this end, the Ministry is seeking for external assistance to continue undertaking the critical activities initiated under the project. Follow-up activities are intended to commence within the

shortest period possible in order to preserve the already created good momentum for alleviating illegal forest practices.

- Sustainability of the project basically rests on the beneficiaries. Each of the beneficiaries has the vary reasons to sustain the project as follows:
 - The Forestry Administration is mandated by RGC to implement forest laws and regulations for achieving sustainable management and use of Cambodian forest resources. It is also committed to implement the national forest programs set out by RGC one of which is the program on FLEG
 - The forest concessionaires are now required to promote illegal forest activities by adhering to forest laws and regulations being enforced by the Forestry Administration
 - The local communities have now gained the proper understanding on FLEG initiatives and their favorable long-term impacts on their livelihood through sustainable forest management.

6. Lessons learned

6.1 Project identification and design

- The problems facing the sustainable management of Cambodian forest resources had been identified under completed pre-project with adequate participation of main stakeholders. The key problem to be addressed by the project was singled out and thoroughly analyzed by the Forestry Administration with sufficient involvement of the stakeholders using workshops as the fora
- For purpose of project development, two workshops were organized in Phnom Penh to obtain feedback from the participants. The key problem to be addressed, its direct and indirect causes were presented to the workshop. The comments made by the participants were used in finalizing the cause-effect relationship of the problem to be resolved which was then used as the basis for designing the project interventions. In this way, the intervention defined must be the relevant one as it was consistent with the key problem under consideration as well as with its main causes and sub-causes
- The stakeholders involved in the problem identification included the Forestry Administration at different levels, the government authorities at different levels, forest concessionaires, and local communities. The adequate involvement of stakeholders in the project development process had resulted in the sound project design and intervention which was supported by stakeholders during the implementation stage
- The project design and its implementation strategy that had been developed through an adequate participatory process were fully implementable without any revision. The implementation strategy adopted was collaborative, and participative in nature. Elements of the strategy were defined based on the project's objectives, outputs and activities as well as capacity of the stakeholders to participate in project implementation. To ensure the active participation of the judicial courts, special coordinative meetings were organized by the executing agency wherein the problem to be resolved and the benefits to the nation and Cambodian people of resolving the problem were elucidated
- Sustainability of the project after completion would very much be affected by the institutional arrangements made, continued implementation of critical activities, resource availability especially funds and human resources as well as participation of the main stakeholders in implementing the activities. As regard institutional arrangements and needed resources, their main elements have been discussed in Section 5.7

- It was noted during the project implementation that coordination between the Ministries involved in forest resource management had, to some extent, improved. Strengthening of the coordination is desirable in order to facilitate effective operations of forest law enforcement in combating illegal forest activities.

6.2 Operational matters

- The project was implemented by the Forestry Administration in collaboration with the Forestry Administration Cantonments, Divisions and Triages, and with partners including such government authorities as local government and judicial courts as well as national and international consultants, NGOs and other professionals; they all have contributed significantly to the successful completion of the project
- The project funds contributed by ITTO amounted to USD 561,195, which were disbursed timely in six installments at the request of the executing agency with full adherence to the ITTO rules and procedures. The contribution of RGC was also made timely and in full amount. Sufficiency and timely disbursement of funds had contributed to the smooth implementation of the project
- Roles and responsibilities of the institutions, e.g. Forestry Administration Cantonments and Provincial Judicial Courts, and of the partners, e.g. national and international consultants, were made clear from the onset of project implementation in the forms of minutes of meetings or terms of references signed by the parties involved. By so doing, confusion among the parties involved in project implementation had been avoided
- Project documentation was adequately performed. Minutes of the PSC meetings, bi-annual progress reports, yearly plans of operation, technical reports on implementation of individual activities, annual financial audit reports and other technical documents produced are available with the Forestry Administration and project website: <http://www.twgfe.org/itto>. As appropriate, some of these documents have been disseminated to stakeholders, some have been used as inputs to facilitate internal as well as inter-institutional discussions and policy development
- The PSC (Project Steering Committee), met only once in a year yet had provided invaluable managerial and technical advices to the project management team which was contributory to the smooth implementation of the project
- Risk of external influence to project achievement had been mitigated through frequent consultative meetings wherein mutual understanding on the vital role of forest law enforcement in SFM was established and promoted. Such a mitigating measure had enhanced the collaboration between the authorities involved in FLEG initiatives and reduced sectoral bias and prejudice
- The project operations had been adequately monitored and evaluated. Monitoring of progress in implementation of activities in the field was carried out by the PSC, Project Coordinator or by staff of FA Cantonment assigned for the purpose. Evaluation of progress in implementation of the project was made during the regular technical meetings of the project management team, during the PSC Meetings and during the workshops, as appropriate.

7. Conclusions and recommendations

7.1 Conclusions

- The project identification process was adequate. The key problem to be addressed was identified and thoroughly analyzed with the active participation of the main stakeholders. The direct and indirect causes of the key problem were duly identified that the cause-effect relationship of the key problem was made clear and fully understood by the stakeholders
- Design of the project was sound because it was developed in accordance with the clearly defined cause-effect relationship. Consequently, the project intervention defined was consistent with the direct and indirect causes of the key problem
- The project was implemented smoothly and successfully within the sanctioned budget. All planned activities had been executed without any revision; five defined outputs had been delivered and the specific objectives achieved; contribution of the specific objectives to development objective is not assessable at this stage
- The smooth and successful implementation of the project were attributable to the hardworking and dedicated Project Coordinator and his staff, the timely disbursed ITTO funds, the timely available professionals for hire, and the ability of the PSC chaired by the Director General of Forestry Administration in providing quality and timely managerial as well as technical advices
- The project was operationally managed by the PMT (project management team) comprising the Project Coordinator, the administrative staff and office technicians. The field operations were supported by the national as well as international consultants and field supervisors.
- The project was managed in full compliance with the ITTO rules and procedures. During the project duration, three YPOs, five bi-annual progress reports and three yearly financial audit reports had been submitted to ITTO. Employment of project personnel and external professionals as well as procurement of the capital items were all made with the prior expressed approval of ITTO.
- Results of the project have been disseminated through the national workshops, meetings of the PSC and distribution of technical documents as well as technical reports to relevant stakeholders nation-wide.
- The specific objective of the project has been achieved thus capacity of the Forestry Administration has been strengthened through the project intervention. The decreasing trend in the incidence of illegal forest activities reported by the FA Cantonments is reflection of the strengthened capacity which surely is attributable to the project intervention. Similar intervention in the future is truly needed by Cambodia in order to further reduce forest illegal activities thus facilitate achievement of SFM.

7.2 Recommendations

- Involving the main stakeholders in the identification of problem to be addressed, in problem analysis and in designing the intervention of future ITTO projects is strongly advisable
- Project design must be based on thorough problem analysis to ensure conformity of project intervention to the problems under consideration

- To facilitate a smooth and successful implementation of a project, a well dedicated project management team is required, timely availability of inputs in terms of funds and professionals must be ensured and established PSC has to be able to provide fruitful advices to project management team
- Progress in implementation of individual activities in the field must be continuously monitored and evaluated to ensure on track operations of the project
- Any project has to be managed in full compliance with existing ITTO rules and procedures. To this end, a Project Coordinator must be conversant with such rules and procedures of ITTO including the project agreement that governs operational management of the project.
- Considering the promising results of the project intervention as indicated by the decreasing trend of illegal forest activities it is strongly recommended to continue similar intervention in the near future in order to not lose the good momentum for combating illegal forest activities that has been in existent.
- Such an intervention is consistent with the recently policy option of MAFF to continue strengthening the capacity of FA in enforcing forest laws and regulations. To this end, the Forestry Administration is strongly recommended to request for further ITTO assistance for which a follow-up proposal has to be developed.
- The main elements of such a project proposal should take into account the lessons learned from the previous project, its findings and weaknesses. Therefore, the main elements of the proposal should include, among others, provision of operational equipment and facilities, training of FA staffs at different levels, developments and testing of guidelines for monitoring and documentation of illegal forest cases. Other critical elements of the proposal are increasing support of local communities and enhancing forestry extension program in view of increasing participation of stakeholders in any forest law enforcement initiatives. In addition, it is best to prioritize implementing the proposed project in forest rich provinces in order to protect the remaining forest resources.

Responsible for the report

Name : Eang Savet

Position held : Project Coordinator

Date : June 2012

Signature :