

# National Programme Submission Form - Cambodia

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UN-REDD PROGRAMME 5<sup>TH</sup> POLICY BOARD  
MEETING

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4-5 November 2010  
Washington D.C., USA



# National Joint Programme (NJP)

## Submission Form to the UN-REDD Programme Policy Board

### 1. Policy Board Submission

Policy Board Meeting <input checked="" type="checkbox"/> No. 5	Inter-sessional Meeting <input type="checkbox"/>
Date of Meeting: 4-5 November 2010	Date of Inter-sessional Decision:

### 2. National Joint Programme Summary

<i>Details of National Joint Programme</i>	
Country	Cambodia
Programme <sup>1</sup> Title	UN-REDD Programme-Cambodia
Implementing Partner(s) <sup>2</sup>	
<i>Details of Participating UN Organizations' Representatives</i>	
UN Resident Coordinator: <i>Name:</i> Douglas Broderick	Contact details <i>Telephone:</i> +855 23 216167 <i>Email:</i> <a href="mailto:douglas.broderick@undp.org">douglas.broderick@undp.org</a>
FAO: <i>Name:</i> Ajay Markanday <i>Title:</i> Resident Representative	Contact details: <i>Telephone:</i> +855-23 216566 <i>Email:</i> Ajay.Markanday@fao.org
UNDP: <i>Name:</i> Elena Tishchenko <i>Title:</i> Country Director	Contact details: <i>Telephone:</i> +855-23 216 167 ext. 208 <i>Email:</i> <a href="mailto:elena.tischenko@undp.org">elena.tischenko@undp.org</a>
UNEP: <i>Name:</i> Angela Cropper <i>Title:</i> Deputy Executive Director	Contact details: <i>Telephone:</i> +254 20 762 4020 <i>Email:</i> angela.cropper@unep.org
<i>Type of National Joint Programme</i>	
Full NJP:	Initial NJP
<input checked="" type="checkbox"/> New Full NJP	<input type="checkbox"/> New Initial NJP
<input type="checkbox"/> Continuation from an Initial NJP	<input type="checkbox"/> Continuation from previous funding
<input type="checkbox"/> Other (explain)	<input type="checkbox"/> Other (explain)

<sup>1</sup> The term "programme" is used for projects, programmes and joint programmes.

<sup>2</sup> Refers to National counterparts. List the lead entity first.

### 3. Executive Summary

Cambodia joined the UN REDD Programme as a partner country 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 Roadmap'). Meeting the criteria set out in the message to the Policy Board<sup>3</sup> 23 July 2010, Cambodia started to develop a UN-REDD National Programme specifically designed to support the implementation of the the Roadmap. The roadmap was developed by the interim REDD+ Taskforce and stakeholder groups during the period January-September 2010. The Roadmap 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)

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. Funding for the National Programme also 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).

The National Programme also 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.

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<sup>3</sup> The message announced that \$12m was available for new national programmes in 2010. Partner countries were encouraged to prepare submissions for PB5 based on the factors stated in the [UN-REDD Programme Framework Document](#), and in addition based on the following points:

1. Countries that are currently not preparing a Readiness Preparation Proposal (R-PP) for the FCPF
2. Regional balance between Africa, Asia-Pacific and Latin America.

### 3. Executive Summary

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.*

Funded by \$800,000 from UN-REDD through UNDP and \$150,000 from UN-REDD through FAO.

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.*

Funded by \$505,000 from UN-REDD through UNDP, \$400,000 parallel cofinancing from UNDP through the Sustainable Forest Management (SFM) GEF project, \$50,000 from UN-REDD through UNEP-WCMC and \$10,000 from FAO-TCP.

Output 2.1: REDD+ Strategy analysis.

Output 2.2: Development of individual REDD+ strategies and implementation modalities.

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.

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

Funded by \$550,000 from UNDP-TRAC, \$600,000 from UN-REDD through UNDP and \$50,000 from FAO-TCP.

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

Output 3.2: Pilot project activities.

Output 3.3: Capacity-building on REDD+ in one province.

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

Funded by \$450,000 from FAO-TCP and \$650,000 from UN-REDD through FAO and \$50,000 from UN-REDD through UNDP.

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

Output 4.2: Collation and harmonization of existing data.

Output 4.3: Develop Cambodia Monitoring system plan.

Output 4.4: Forest cover assessments to provide REDD+ activity data.

Output 4.5: Design of a National Forest Inventory to develop emission and removal factors for REDD+ related activities.

Output 4.6: Establish capacity for REDD+ reporting.

Output 4.7: Modelling future reference scenarios.

Output 4.8: Monitoring of co-benefits.

#### 4. National Programme Budget (UN-REDD Fund Source only)\*

Outcomes	National Total (\$)	Funding Allocations	FAO (\$)	UNDP (\$)	UNEP (\$)
1. Effective National Management of the REDD+ Readiness process and stakeholder engagement in accordance with the Roadmap principles	950,000		150,000	800,000	-
2. Development of the National REDD+ Strategy and Implementation Framework	555,000		-	505,000	50,000
3. Improved capacity to manage REDD+ at sub-national levels	600,000		-	600,000	-
4. Design of a Monitoring System and capacity for implementation	700,000		650,000	50,000	-
Sub-total	2,805,000		800,000	1,955,000	50,000
Indirect Support Costs	196,350		56,000	136,850	3,500
<b>Grand Total (\$)</b>	<b>3,001,350</b>		<b>856,000</b>	<b>2,091,850</b>	<b>53,500</b>

**NOTES:**

A breakdown of the budget allocations using the UNDG “harmonized input budget categories” must be provided to the UN-REDD Secretariat (for onward transmission to the Administrative Agent) with the signed NJP document. Please see Annex 1.

Within this proposed funding allocation the fund management arrangement will be defined and recorded prior to the 5<sup>th</sup> Policy Board meeting.

#### 5. Secretariat Review

##### *Submission Criteria*

(a)	Is the NJP consistent with the UN-REDD Programme Framework Document?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(b)	Has the UN Resident Coordinator been involved in submitting the NJP?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(c)	Is documentation of the in-country validation meeting(s) included?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(d)	Did the validation include the national government counterpart (or designate)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>



## 5. Secretariat Review

### *Review Issues*

#### (l) Ownership of the NJP by government and non-government stakeholders

The National Programme has been developed as a result of a nine-month country-led process. This process has achieved significant inter-ministerial engagement. The Cambodia Readiness Plan Proposal on REDD+ (the Roadmap) has established strong ownership of the National Programme, through Cambodia's REDD+ Taskforce, the Taskforce Secretariat, the REDD+ Advisory Group and REDD+ Consultation Group.

Ownership by non-government stakeholders is well reflected in the National Programme document and the validation meeting minutes.

Non-government stakeholders participate in Cambodia's national readiness process through the REDD+ Consultation Group, however it is noted that this group is only mandated to comment on reports and decisions of the REDD+ Taskforce. Cambodia should consider including a representative of the REDD+ Advisory Group and a non-government representative of the REDD+ Consultation Group in the Taskforce.

#### (m) Level of consultation, participation and engagement

The consultation and participation process for the roadmap is set out in detail in the National Programme (section 4.1.3). It included initial awareness raising, small scale focused consultations and a two-month national consultation process. It is clear that a high level has been achieved.

#### (n) Programme effectiveness, coherence with country strategies and other relevant initiatives, and cost-efficiency

Embedding the National Programme within the Roadmap contributes significantly to its effectiveness and coherence. Section 3 of the National Programme document sets out in detail relevant country strategies and other initiatives.

The results framework incorporates other funding sources, including the significant co-financing from the local UNDP and FAO offices. This contributes to the overall coherence.

The National Programme does not cover the full costs of implementing Cambodia's roadmap – especially with regards to MRV. This represents a risk to the overall effectiveness.

#### (o) Management of risks and likelihood of success

The management of risks is set out in section 8, in particular Table 12.

The National Programme refers to the past governance difficulties Cambodia has faced. A number of the background papers prepared for the roadmap process address governance issues that are captured in the results framework. Nevertheless, governance issues may be a risk to the likelihood of success and the management of these risks needs to be better articulated in the Risk Log before the National Programme document is signed.

As a new partner country, Cambodia is also recommended to test the application of the UN-REDD Risk-Based Tool for Social Standards.

## 5. Secretariat Review

### *Review Issues*

Other points:

The NPD is formulated based on the UN-REDD National Programme format, however is longer (131 pages) than recommended in the guidelines. The Secretariat recommends some sections of the document are summarized prior signature.

## 6. Independent Technical Review

(a) Was an independent technical review undertaken?

Yes  No

If not, why not?



## 6. Independent Technical Review

### *Synthesis of Independent Technical Review*

The Secretariat sent Cambodia's NPD for independent technical review on October 2010, and recommends comments and suggestions from the reviewer are incorporated and addressed in the document after the Policy Board meeting along with the comments from the Policy Board and the Secretariat. The full report is posted in the UN-REDD Programme's workspace.

The reviewer highlighted the following points:

Regarding Ownership of the NPD by Government and non-government stakeholders:

- Cambodia Readiness Plan Proposal on REDD+ ('the Roadmap') has been developed by the interim REDD+ Taskforce and stakeholder groups in 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" recognizes that 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.
- Based on its active engagement and leadership in the REDD+ Readiness processes so far, it is believed that the RGC has demonstrated strong ownership and commitment to proceed with the implementation of the Roadmap in an inclusive manner.

Regarding coherence with national strategies, policies and development planning processes:

- A review of the UN-REDD NPD and the REDD+ Roadmap revealed their coherence with relevant national plans and strategies already in place.
- The NSDP is intended to serve as the implementation tool or roadmap for implementation of the Rectangular Strategy – Phase II. Cambodia Millennium Development Goals. Goal 7: "Ensure Environmental Sustainability" 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".
- While aspects of REDD+ NDP and Roadmap are implicit in these key new laws, policies and subsidiary regulations there is an explicit recognition of the rights of local communities and Indigenous Peoples as well as the importance of local community management of natural resources, through Community Forestry agreements

Regarding coherence with UN Country Programme and Government-Donor Coordination:

- The document has been produced with full participation of UN agencies and donors operating in the country.
- There are indications that Cambodia intends to coordinate implementation with other on-going projects under well-recognized strategies including the 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).
- There is therefore strong support from Development Partners for national REDD readiness activities in Cambodia, in particular 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 DANIDA).

## 6. Independent Technical Review

- Cambodia UN-REDD NP and REDD+ Roadmap could be regarded as a specific country program output of the UNDAF and is strongly supported by the UN Country Team.

Regarding the level of participation, consultation and engagement:

- The Cambodia REDD+ Roadmap' has been developed by an inter-ministerial REDD+ Taskforce through a dedicated consultation with civil society and indigenous peoples.
- Cambodia has a vibrant and highly professional NGO sector capable of providing considerable assistance to REDD+ development and implementation such as awareness-raising, and REDD+ strategies.
- According to the NPD, the process of consultation with stakeholders has been very inclusive. An inter-ministry REDD+ Taskforce was created by the government with an interim mandate to develop the Cambodia REDD+ Roadmap. Civil Society was represented by the Clinton Climate Initiative and RECOFTC (the Regional Community Forestry Training Center). Development partners were represented by WCS and FAO. Other key stakeholder groups engaged through the Roadmap development process included donors, environmental and conservation NGO's working on REDD+; private sector and Indigenous Peoples groups.

Programme effectiveness and cost efficiency:

- The Draft REDD+ Strategy and Implementation Framework (Section 4.5 of the NPD) which is also described in "the Roadmap" is quite comprehensive.
- The NPD also details a Results Framework (section 5) which describes how to achieve the main objective of the UN-REDD NP.
- The budgets for "Outcomes" and their respective "Outputs" have been reasonably allocated adding up to a total of nearly \$4.2 million almost equally divided over two years. The "Indicative activities for each component" are described against each "Participating UN Organization specific output". Therefore, the role and financial commitment of each of FAO, UNDP and UNEP are well defined as well as the UN REDD MDTF Pooled Allocations. It is expected that if the NP and Roadmap are implemented as planned and budgeted, they would be cost efficient.
- Development Partner coordination mechanisms include "The Cambodia Climate Change Alliance (CCCA)" which is a multi-donor initiative funded by SIDA, DANIDA, EC and UNDP.

Regarding management of risks and the likelihood of success:

- Chapter 8 of the NPD deals with Monitoring, Evaluation and Reporting in the form of a Table (11) detailing a Joint Programme Monitoring Framework (JPMF). The table is rightfully organized based on "Outcomes" and their "Outputs". Furthermore, a "Risk Management" procedure is in place. Table 12 describes a Risk Log for the UN-REDD NP with seven potential risk areas.

Recommendations:

- Strengthening implementation of forestry policy and improving forest law enforcement and governance have been priority issues since 1998. A number of governance-related obstacles confront Cambodian forestry, however. Some studies concluded that steps taken to control illegal logging were unsuccessful hence a logging moratorium was declared in 2001.
- The future success of forest law enforcement and governance efforts in general, and REDD+

## 6. Independent Technical Review

implementation in particular depends on the degree of responsibility allocated to the Forest Crime Monitoring Unit and the capacity provided to implement direct action. Alternative livelihoods for the complacent and greater regulation of harvesting and environmental management are likely to reduce illegal logging.

- In the opinion of the reviewer the multiplicity of authorities could pose a risk for implementing REDD Readiness. It is therefore advisable to pay special attention at this early stage to challenges that may confront the next two steps of the process, i.e. putting in place the necessary capacity to implement REDD+ at the national level (including REDD+ Readiness capacity-building and development of new policies and legislation) as well as Step 3 which might include fund-based payments and eventual transitions to compliant markets.

## 7. Secretariat Response

- Provide comments and request re-submission to a future Policy Board meeting
- Provide comments to be addressed before forwarding to the next immediate Policy Board meeting
- Forward to the Policy Board (with comments if necessary) with a recommendation to fund specific portions or phases (including an inception phase) of the NJP
- Forward to the Policy Board (with comments if necessary) with a recommendation to fund the NJP.

Explanation of Response:

Cambodia's National Programme Document is well prepared and consistent with the UN-REDD Programme Framework Document and complies with the UN-REDD operational guidance. The document has been developed under the framework of Cambodia's REDD+ roadmap, a comprehensive plan for the readiness phase in the country with active stakeholder participation and proper consultation processes. Thus, the Secretariat forwards the proposal to the Policy Board recommending an approval of the funding allocation request.

## 8. Decision of the UN-REDD Policy Board

Decision of the UN-REDD Programme Policy Board:

- Full NJP approved, as per budget allocation in Section 4
- Initial NJP approved, as per budget allocation in Section 4
- Approved with a revised budget of \$
- Approved with modification/condition
- Deferred/returned with comments for further consideration

Comments:

*Vincent Kasulu*  
*Director of Sustainable Development*  
*Ministry of the Environment, Nature Conservation and Tourism, DRC*  
**Co-Chair, UN-REDD Programme Policy Board**

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**Signature**

*5 November 2010*

*Veerle Vandeweerd*  
*Director, Environment and Energy Group, UNDP*  
**Co-Chair, UN-REDD Programme Policy Board**

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**Signature**

*5 November 2010*

**9. Administrative Agent Review**

Action taken by the Administrative Agent: Multi-Donor Trust Fund Office, Bureau of Management, UNDP

Programme consistent with provisions of the UN-REDD Programme MDTF Memorandum of Understanding and Standard Administrative Arrangements with donors.

Administrative Agent:  
Bisrat Aklilu, Executive Co-ordinator, Multi-Donor Trust Funds  
Bureau of Management, United Nations Development Programme - MDTF Office

.....  
Signature

.....  
Date

## Annex 1: Standard Joint Programme Budget

CATEGORY	ITEM DESCRIPTION	UNIT COST	NUMBER OF UNITS	AMOUNT**
1. Supplies, commodities, equipment and transport				
2. Personnel (staff, consultants and travel)				
3. Training of counterparts				
4. Contracts				
5. Other direct costs				
<b>Total Programme Costs</b>				
Indirect Support costs***				
<b>GRAND TOTAL**</b>				

\*\* The AA requires only completion of 'AMOUNT,' 'Total Programme Costs,' Indirect Support Costs,' and 'GRAND TOTAL.' The Steering Committee may require additional details which can be included in this budget.

\*\*\* Indirect support cost should be in line with the rate or range specified in the Fund TOR (or Joint Programme Document) and MOU and SAA for the particular JP. Indirect costs of the Participating Organizations recovered through programme support costs is 7%.

All other costs incurred by each Participating UN Organization in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs, in accordance with the UN General Assembly resolution 62/209 (2008 Triennial Comprehensive Policy Review principle of full cost recovery).

Note: This budget format needs to be submitted for each Participating Organization's budget allocation within a National Joint Programme, in addition to the total budget for the entire Joint Programme.