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Food
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Organización
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para la
Agricultura
y la
Alimentación

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COMMITTEE ON FORESTRY

EIGHTEENTH SESSION

Rome, Italy, 13-16 March 2007

SHAPING AN ACTION PROGRAMME FOR FAO IN FORESTRY

1. The Committee on Forestry advises FAO on its programme of work related to forests. In 2007, the review of work priorities related to forests will need to take into consideration the broader context of reform that is being considered within the United Nations system.

FAO and United Nations Reform

2. The United Nations and FAO have initiated reform processes. In FAO, reforms were proposed by the Director-General from 2005 and aspects were approved by the Conference in November 2005¹ and the Council in November 2006². These included a new Chapter and Programme structure, with fewer and more focussed programme entities (see Annex); a restructuring of Headquarters; and strengthened decentralization. In addition, the continuing decline in the real FAO regular programme budget has resulted in some programme reductions throughout FAO, including in forestry. Impacts of the reforms and budget reductions include:

- Forestry activities are located in four programmes in the new FAO budget structure: programmes E,F,G, and K (see table below).
- The three divisions of the Forestry Department have been re-organized and re-named. For example, forest economics has been combined with forest policy. Assessment and reporting on forest resources, products, and institutions have been consolidated in one Division.

¹ Conference Resolution 6/2005

² CL 131/REP paragraphs 62-67

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- The number of professional forestry posts in Headquarters funded by the Regular Programme has been reduced from 55 to 45. At the same time, a net increase of six professional forestry posts has been proposed to join multi-disciplinary teams in sub-regional offices. To date, FAO governing bodies have approved five new sub-regional offices: three in Africa, and one each in Central Asia and Central America. These will augment five existing sub-regional offices and five regional offices.
- A number of professional posts have been eliminated in Headquarters, including posts with responsibility for forest research, education, extension, participatory forestry, forestry institutions, trade and marketing, forest conservation, and forest management. Responsibility for mountain development has been shifted to the Natural Resources Management and Environment Department.
- Substantial direct support to the programme of work in forestry has been mobilized through extra-budgetary resources, primarily through the FAO/Netherlands Partnership Programme and the FAO/Norway Partnership Programme. In addition, the National Forest Programme Facility hosted by FAO provides valuable support to country capacity building.

Meanwhile, in 2006 the FAO Council initiated an Independent External Evaluation (IEE) of FAO, which encompasses *inter alia* an evaluation of the technical work of FAO including forestry. The report of the IEE will be considered by Council and Conference in November 2007. Concerning UN reform, it is not yet clear the extent to which it could affect FAO forestry programmes.

Strategic review of FAO forestry programmes

3. The forest sector continues to be affected by the rapid pace of global changes, including economic globalization, the apparent acceleration of climate change, and the dynamism of global communications. Many private companies and countries are adjusting their strategies in an effort to remain competitive.

4. In this context, FAO proposes a strategic review of its forestry priorities and work activities, to be carried out between the 18th Session of COFO (March 2007) and the 19th Session of COFO (March 2009). The six Regional Forestry Commissions will participate in the review when they meet in 2008, and a consultative process will include opportunities for countries, the private sector, and civil society to contribute. The strategic review of FAO work in forestry will be carried out in the context of ongoing UN and FAO reforms, and the outcome of the Independent External Evaluation of FAO.

5. The last strategic review of FAO work in forestry was carried out in the late 1990s, resulting in the *FAO Strategic Plan for Forestry* (www.fao.org/forestry/site/1961/en) which was reviewed by the Regional Forestry Commissions in 1998 and endorsed by COFO in 1999.

New programme structure 2006-07

6. At its 33rd session in 2005, the FAO Conference approved a new programme structure, subsequently elaborated in the Revised Programme of Work and Budget 2006-07. The relevant aspects of the new structure for forestry are summarized in this table:

Programme		Programme Entities	
2E	Forestry information, economics and policy	2EP03	Forestry knowledge and communication centre
		2EP04	Socio-economic analysis and forest sector studies
		2EP05	Strengthening policy, institutional and participatory capacities for forest management and conservation
		2EP06	Support to COFO, global and regional forestry processes
		2ES01	Technical support services to members and the field programme
2F	Forest Management, Conservation and Rehabilitation	2FA06	Forest fire management and forest health
		2FA07	Conservation and rehabilitation of forests and woodlands ecosystems
		2FP02	Sustainable management of forests, woodlands and trees outside of forests
		2FS01	Technical support services to members and the field programme
2G	Forest products and industry	2GA01	Strengthening the contribution of forest industries to rural development
		2GP01	Best practices in forest products harvesting, utilization and appropriate industry development
		2GP02	Assessment, monitoring and reporting on forest resources, products and institutions
		2GS01	Technical support services to members and the field programme
2K	Sustainable natural resources management	2KA07	Forests and water
		2KP07	Climate change adaptation and mitigation

Overview of Programmes in Forestry

7. The following table provides an overview of the total resource availability for Programmes 2E, 2F and 2G in the Revised PWB 2006-07:

(All amounts in US\$ 000)				
Programme	Regular Budget	Trust Fund		All Financing
	2006-07 Programme of Work	Direct Support to Programme of Work	Other Voluntary Contributions	
2E Forestry information, statistics, economics, and policy	11,281	12,938	7,960	32,179
2F Forest management, conservation and rehabilitation	8,234	3,784	12,519	24,536
2G Forest products and industry	8,899	1,383	2,969	13,251
Total	28,414	18,105	23,448	69,967
Percentage by Source of Financing	41%	26%	33%	100%

8. The programme of work comprises activities funded from assessed contributions from Member Nations and from other income at the disposal of the Organization and/or managed closely with the Regular Programme appropriation. Trust funds are voluntary contributions that provide direct support to activities planned under the programme of work as well as technical and emergency assistance to governments. The trust fund figures are estimates at programme level and are subject to change based on actual project approvals and expenditure.

Programme 2E – Forestry information, statistics, economics and policy

9. This programme emphasizes the role of FAO as a centre of knowledge about forests and forestry, including environmental, economic, and social dimensions. FAO assists countries to develop and implement effective forest policies and institutions, including support to national forest programmes. FAO serves as a neutral venue to debate forest policies and to share technical information.

Programme Budget (all amounts in US\$ 000)		
Programme Entity	Title	Programme of Work 2006-07
2EP03	Forestry knowledge and communication centre	3,016
2EP04	Global socio-economic analysis and forest sector studies	1,893
2EP05	Strengthening policy, institutional and participatory capacities for forest management and conservation	2,462
2EP06	Support to COFO, global and regional forestry processes	2,496
2ES01	Technical support services to members and the field programme	1,414
Total		11,281

2EP03 Forestry knowledge and communication centre

The FORIS knowledge management system will be strengthened, including more effective decentralization of forestry information. Forestry library services will be strengthened, emphasizing capacity building in selected developing countries. FAO Forestry Papers, *Unsaylva* and *SOFO* will continue to be improved. Language coverage of the FAO Forestry web site will continue to expand. Country profiles will be updated and their accessibility on the web will be improved. Partnerships to strengthen knowledge management will be implemented with key organizations.

2EP04 Global socio-economic analysis and forest sector studies

FAO carries out global and regional forest sector outlook studies covering analysis of the status, trends, emerging opportunities and challenges for the forestry sector in the mid- and long-term. The Forestry Outlook Study for West and Central Asia covering 23 countries was recently completed, and a new Asia-Pacific Forest Sector Outlook Study has been launched in collaboration with countries in the region. Economic studies will include the outlook for wood supply from planted forests; the demand for wood and wood products; a socio-economic analysis of forestry in selected countries; an analysis of competitiveness of forestry in selected counties and regions; updating the global analysis of income and employment in the forestry sector; and a review of the economic viability of sustainable forest management.

2EP05 Strengthening policy, institutional and participatory capacities for forest management and conservation

Support is provided to member countries to strengthen and implement national forest programmes through improved policies and governance; strengthened institutions and networks; and increased effectiveness of organizations. Best practices for alleviating poverty through the improved utilization of forests and trees will be compiled and disseminated in multiple languages. Through regional workshops, FAO will increase the capacity of at least 30 countries to apply best practices for improving law compliance in the forest sector. Community-based forest enterprise development will be promoted as a key mechanism to reduce poverty and support sustainable forest management by local stakeholders.

FAO collaborates closely with the National Forest Programme Facility - a multidonor funding mechanism that supports participatory processes through grants to non-governmental organizations in developing countries for implementation of national forest programmes. As of 2006, over 40 countries and 4 regional organizations have benefited from the Facility. By the time that COFO meets, the Facility Steering Committee will have reviewed concept notes for more than 30 additional partner countries, and those which are approved will be implemented in 2007. Donors have been approached to contribute to Phase 2, the second five-year period of the Facility.

2EP06 Support to COFO, global and regional forestry processes

The Committee on Forestry (COFO) will continue to be strengthened through the active involvement of member countries, in particular by involving the bureaux of the Regional Forestry Commissions in a more active role. The role of the Regional Forestry Commissions in implementing improved forest practices will be strengthened through their more active participation in activities in-between formal sessions. Interaction between neighboring regions will be stimulated. FAO will continue to provide leadership to the CPF and expand its role in the realm of science and policy. FAO will continue to support UNFF, forest-related conventions and the International Arrangement on Forests, taking into account the Millennium Development Goals.

Programme 2F – Forest management, conservation and rehabilitation

10. This programme emphasizes the effective management and conservation of forests and trees outside forests, through analysis, through the development of guidelines for improved practices, and through direct technical assistance to members.

<i>Programme Budget (all amounts in US\$ 000)</i>		
Programme Entity	Title	Programme of Work 2006-07
2FA06	Forest fire management and forest health	1,486
2FA07	Conservation and Rehabilitation of forests and woodlands ecosystems	2,160
2FP02	Sustainable management of forests, woodlands and trees outside of forests	2,293
2FS01	Technical support services to members and the field programme	2,295
Total		8,234

2FA06 Forest fire management and forest health.

Following the recommendations of the Ministerial Meeting 2005, FAO is working in collaboration with key partners to develop a Strategy to Enhance International Cooperation in Fire Management, including the components (a) fire management voluntary guidelines, (b) global assessment of fire management, (c) assessment of institutions and cooperation. As these initiatives are completed, the focus will shift to their effective implementation in countries, which will require extra-budgetary support. Community-based fire management will continue to be promoted through regional training courses and field programme actions. Partnerships and regional networks on fire management and forest health will be strengthened. Country capacities to implement the International Plant Protection Convention and related standards will be strengthened through the field programme, especially through the FAO Technical Cooperation Programme (TCP). A thematic study on forest health will be finalized as a supplement to FRA 2005. Country profiles, database and information resources will be prepared for insect, diseases, other pests and woody invasive species.

2FA07 Conservation and rehabilitation of forests and woodlands ecosystems.

Activities continue to focus on assistance to developing countries in the area of the conservation and rehabilitation of forests and woodlands ecosystems and biological diversity. Guidelines will be developed for management of wildlife resources and protected areas with emphasis on rural community benefits; and supporting regional and international networks and partnerships on conservation and rehabilitation of forest and woodland ecosystems and biological diversity. Specific areas of emphasis will include support to networks on conservation and rehabilitation of forest and woodland ecosystems in the Mediterranean Basin and in West Africa in cooperation with UEMOA; and assistance to COMIFAC countries (Central Africa) to implement the Convergence Plan.

2FP02 Sustainable management of forests and woodlands and trees outside forests

Activities focus on implementation of sustainable forest management of all types of forests including support to the international forest arrangement. FAO will facilitate the multi-stakeholder development of voluntary guidelines for planted forests; global assessments of planted forests and mangroves; support to national-level monitoring and assessment; establishment of a knowledge reference as a gateway to information and experiences of sustainable forest management implementation; promotion of urban and peri-urban forestry; and support the management of forest genetic resources with particular attention to climate change considerations; evaluation of the state of the world's forest genetic resources and the development of forest genetic diversity indicators.

2G – Forest products and industry

11. This programme emphasizes the sustainable development and utilization of forest products, including wood-based and non wood forest products, and the development and implementation of improved practices for forest harvesting and transport. In addition, this programme serves as a home for work on the development and implementation of integrated approaches to monitoring, assessment and reporting on forest resources, policies and institutions.

<i>Programme Budget (all amounts in US\$ 000)</i>		
Programme Entity	Title	Programme of Work 2006-07
2GA01	Strengthening the contribution of forest Industries to rural development	1,347
2GP01	Best practices in forest products harvesting, utilization and appropriate industry development	2,697
2GP02	Assessment, monitoring and reporting on forest resources, products and institutions	3,210
2GS01	Technical support services to members and the field programme	1,645
Total		8,899

2GA01 Strengthening the contribution of forest industries to rural development

The focus is to assist with the development of small-to-medium forest-based enterprises that will contribute to employment and income generation, and thus to poverty alleviation, in particular in rural areas in developing countries and countries with economies in transition. Work activities include support to national forest products industry associations in Africa; analysis of risks and opportunities for small and medium scale enterprises; analysis of social and economic roles of forest industries in developing countries; and collaboration with forest industries through mechanisms such as the Advisory Committee on Paper and Wood Products.

2GP01 Best practices in forest harvesting, utilization and appropriate industry development

This entity emphasizes the implementation of sustainable harvesting, production, processing and marketing of wood, including woodfuels, and non-wood forest products by providing key technical information and expertise. Activities include developing methodologies for assessing, managing and utilizing non-wood forest products and their trade; facilitating a global information network about non-wood forest products, including the electronic newsletter *Non-Wood News*; analysis of the impacts of timber harvesting on non-wood forest products and carbon balance; analysis of wood energy potential in selected countries; improvement and harmonization of statistics about bio-energy; support to countries in implementing forest harvesting codes of practice; and support to countries in implementing improved approaches to forest engineering and labour.

2GP02 Assessment, monitoring and reporting on forest resources, products and institutions

This entity brings together the major FAO databases and statistical analyses related to forest resources, products, and institutions, including global forest resources assessments, the yearbook of forest products, national forest programme updates, and comprehensive information about every country in the world that is accessible on the "country pages" on the FAO internet site. Looking ahead, the global forest resources assessment 2010 will be based on the recommendations of the Kotka V meeting held in June 2005. This will be the most comprehensive global forest assessment to date, based on country information as well as a global remote sensing survey. The FRA assessments will be integrated with statistical information on social and economic trends, as well as information about national policies and institutions.

Programme 2K – Sustainable natural resources management

12. This programme seeks to integrate FAO work related to natural resources in cross-cutting areas where forests, agriculture, and other sectors intersect. In particular, the Forestry Department plays a lead role in the entities for Forests and water, and Forests and climate change.

<i>Programme Budget (all amounts in US\$ 000)</i>		
Programme Entity	Title	Programme of Work 2006-07
2KA07	Forests and water	1,107
2KP07	Climate change adaptation and mitigation	1,557
Total		2,664

2KA07 Forests and water

This entity emphasizes the implementation of sustainable management strategies for forests & water, watersheds and upland resources. FAO Forestry Paper # 150 “A new generation of watershed management programmes and projects” provides a strategic vision for work in this area. Field activities include watershed management support in Armenia, Kyrgyzstan, Poland, Tajikistan, Fouta Djallon Highlands (8 countries in Western Africa), Turkey, and Bhutan. Support is provided to international processes including the European Working Party on the Management of Mountain Watersheds, the International Centre for Integrated Mountain Development, the Mountain Forum, the International Consortium on Landslides, and the second international conference on water in mountains. The entity interacts on a regular basis with the Mountain Partnership, an extra-budgetary initiative whose secretariat is hosted by FAO.

2KP07 Climate change adaptation and mitigation

FAO work on forests and climate change is coordinated with broader work on climate change related to agriculture and other land uses by the Natural Resources Department and by the Interdepartmental Working Group on Climate Change, currently chaired by the Forestry Department. All major activities carried out by FAO under this entity are coordinated with the United Nations Framework Convention on Climate Change (UNFCCC) and the Intergovernmental Panel on Climate Change (IPCC). FAO provides technical data and expertise to the climate change negotiation processes on carbon sequestration, avoided deforestation, and implementation of the Clean Development Mechanism in the forestry sector. FAO provides advice and assistance to member countries on these and other related issues.

Interdisciplinary initiatives

13. The work of FAO is increasingly planned and implemented through interdisciplinary approaches. The principle mechanism is the Inter-Departmental Working Group (IDWG) in which experts from different technical Departments in FAO work together. During the current biennium, the Forestry Department is actively participating in a number of IDWG's, for example including working groups on climate change, biodiversity, bioenergy, biotechnology, knowledge management and best practices.

14. Cross-cutting groups are convened on a regular basis to address issues such as the FAO internet site, coordination among technical committees, gender issues, communications, human resources, and the FAO field programme, among others.

15. Regional Forestry Commissions continue to be strengthened, with an emphasis on implementing policies and programmes that have been agreed through international processes, including those at the global, regional, and sub-regional levels. Linkages between Regional Forestry Commissions and global processes, including COFO and UNFF, are also being strengthened.

ANNEX

The New FAO Programme Structure

It is difficult to make direct comparisons between the new programme structure and the Medium Term Plan 2006-11 due to the reformulation and renumbering of the “pre-existing” entities. The FAO Council has postponed preparation of the Medium Term Plan 2008-13. Programme entities were reformulated in early 2006 to ensure that new programmes contained coherent sets of activities with increased attention to multidisciplinary action and reducing fragmentation. Changes were guided by several parameters:

- Priority-setting criteria were established by the Council, with particular attention to relevance to the FAO Strategic Framework and Millennium Development Goals; focus on Members’ expressed priorities (including forestry); and consideration of FAO’s comparative advantage, particularly to determine the relative priority of a given entity or activity in relation to others.
- Changes to the programme entity structure used in the Medium Term Plan 2006-11 (endorsed by the FAO Council in November 2004) were invited in order to respond to the call from governing bodies to reduce fragmentation; and to better reflect the areas of emphasis authorised by the FAO Conference, especially knowledge management and capacity-building in technical and country assistance.
- Reformulation took account of the recommendations of a number of internal working groups established by the Director-General to address selected clusters of entities and important cross-sectoral dimensions in the work of the Organization, e.g. the use of thematic knowledge networks, the dissemination of best practices, and support to capacity-building in countries.
- Units were asked to ensure ex-ante rather than ex-post cooperation in planning, programming, resource mobilisation, monitoring and evaluation to promote effective inter-disciplinary action.

The reformulation of programme entities led to a tighter set for 2006-07, reducing by 29% the number of substantive entities, from 261 to 186 across all 42 programmes in FAO. Within Forestry, the number of programme entities declined from 21 to 14.

The 131st Session of the FAO Council in November 2006 stressed that FAO reform is an ongoing process, noting in particular that the reforms initiated by the Director-General and the recommendations of the Independent External Evaluation (IEE) of FAO, expected to be released in mid-2007, should be mutually supportive.

For more detailed information on programme descriptions and entity formulations, as well as mapping of the new structure to the 2004-05 programme structure, refer to the FAO internet site, www.fao.org/pwb/2007.