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Strategic Evaluation of FAO's Role and Work in Forestry

Food and Agriculture Organization of the United Nations

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STRATEGIC EVALUATION OF FAO'S ROLE AND WORK IN FORESTRY

Final Report

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Acronyms

ACP	African, Caribbean and the Pacific
ACPWP	Advisory Committee on Paper and Wood Products
ADB	Asian Development Bank
AfDB	African Development Bank
AFF	African Forest Forum
AG	Agriculture and Consumer Protection Department (FAO)
ANR	assisted natural regeneration
APFC	Asia-Pacific Forestry Commission
APFNet	Asia-Pacific Network for Sustainable Forest Management
APFW	Asia-Pacific Forestry Week
ASEAN	Association of Southeast Asian Nations
C&I	criteria & indicators
CATIE	Tropical Agricultural Research and Higher Education Center
CBD	Convention on Biological Diversity
CE	country evaluation (FAO)
CIFOR	Center for International Forestry Research
CIRAD	Centre de coopération internationale en recherche agronomique pour le développement
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COFO	Committee on Forests
COMIFAC	Central African Forests Commission
CPF	Collaborative Partnership on Forests
CTA	chief technical advisor
DRC	Democratic Republic of Congo
ECOSOC	United Nations Economic and Social Council
ECOWAS	Economic Community Of West African States
EFC	European Forestry Commission
EFI	European Forest Institute
ES	Economic and Social Development Department (FAO)
EU	European Union
FCPF	Forest Carbon Partnership Facility
FIC	Forest Information Centre
FLEGT	Forest Law Enforcement, Governance and Trade
FMM	FAO Multi-Partner Programme Support Mechanism
FO	Forestry Department (FAO)
FOE	Forest Economics, Policy and Products Division (FAO Forestry Department)
FOM	Forest Assessment, Management and Conservation Division (FAO Forestry Department)

FRA	(Global) Forest Resources Assessment
FRM	forest resources management
FSC	Forest Stewardship Council
FTN	Functional Technical Network (FAO)
GaD	gender and development
GEF	Global Environment Facility
GGWSSI	Great Green Wall for the Sahara and Sahel Initiative
ICRAF	World Agroforestry Centre
IDB	Inter-American Development Bank
IEE	Independent External Evaluation of FAO
IFAD	International Fund for Agricultural Development
IFF	Intergovernmental Forum on Forests
ILUA	Integrated Land Use Assessment
INBAR	International Network for Bamboo and Rattan
INGO	international non-government organisation
IPCC	Intergovernmental Panel on Climate Change
IPF	Intergovernmental Panel on Forests
ITTO	International Tropical Timber Organization
IUCN	International Union for Conservation of Nature
IUFRO	International Union of Forest Research Organizations
LACFC	Latin America and the Caribbean Forestry Commission
LADA	Land Degradation Assessment in Drylands
LDC	Least Developed Country
LEAF	Lowering Emissions in Asia's Forests Program
LoA	Letter of Agreement
MA&D	Market Analysis and Development
MCPFE	Ministerial Conference on the Protection of Forests in Europe (Forest Europe)
MDG	Millennium Development Goal
MEA	Multilateral Environmental Agreement
MNSC	Multistakeholder National Steering Committee
MRV	monitoring, reporting and verification
NAMA	Nationally Appropriate Mitigation Action
NFMA	National Forest Monitoring and Assessment
NFP	national forest programme
NFPF	National Forest Programme Facility
NGO	non-government organisation
NLBI	Non-legally Binding Instrument on All Types of Forests

NR	Natural Resources Management and Environment Department (FAO)
NWFP	non-wood forest product
OED	FAO Office of Evaluation
PEFC	Programme for the Endorsement of Forest Certification
PES	payments for environmental services
PROFOR	Programme on Forests
RAP	Regional Office for Asia and the Pacific
RC	Regional Conference
RECOFTC	The Center for People and Forests
REDD	Reducing Emissions from Deforestation and Forest Degradation
RFC	Regional Forestry Commission
RO	Regional Office (FAO)
SFE	Subregional Office for Eastern Africa (FAO)
SFM	sustainable forest management
SO E	Strategic Objective E
SOFO	State of the World's Forests
SRO	Sub-Regional Office (FAO)
TCI	The Investment Centre (FAO)
TCP	Technical Cooperation Programme (FAO)
ToT	training of trainers
UNCCD	United Nations Convention to Combat Desertification
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	United Nations Forum on Forests
UN-REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
UPF	urban and peri-urban forestry
VCS	Verified Carbon Standard
WBG	World Bank Group
WFC	World Forestry Congress
WFW	World Forest Week
WISDOM	Woodfuels Integrated Supply/Demand Overview Mapping
WRI	World Resources Institute
WWF	World Wildlife Fund

Executive Summary

Introduction

ES1. The promotion of the sustainable management of forests and trees has been an integral part of FAO's mission since its founding in 1945. FAO's forestry activities include monitoring, assessing and sharing information on forests, participating in global forestry processes, supporting national forest policies and institutions, and more broadly work on forest resources management, the socio-economic aspects of forests, and cross-cutting themes such as watershed management and climate change. These activities are intended to contribute to all three global goals of the Organization, namely food security, poverty reduction, and the sustainable management and utilization of natural resources.

ES2. FAO's forestry activities prior to 2006 were subject to a high-level assessment as part of the Independent External Evaluation (IEE) of FAO in 2007. The IEE noted that no major external evaluation of FAO's forestry activities had been undertaken for some time prior to the assessment. Accordingly, FAO's Programme Committee requested an evaluation of FAO's role and work in forestry at its 103rd session in April 2010.

ES3. This evaluation covers all of FAO's activities relating to forests and trees at the country, regional and global levels for the period 2006 to 2011, while also looking at some trends in challenges and opportunities beyond the evaluation period. The results framework defined by Strategic Objective E "sustainable management of forests and trees" was used as the guiding framework for the evaluation. However, given the contribution of forestry-related activities to other Strategic Objectives, additional cross-cutting themes have also been included in the scope of the evaluation. The evaluation team thus considers that the evaluation covers all major aspects of FAO's work relating to forests and trees, as undertaken across the Organization.

ES4. The evaluation was carried out from September 2011 to May 2012. The team visited a sample of 11 countries in Latin America, Asia, Africa and Europe, as well as three decentralized offices, where interviews were conducted with a wide range of stakeholders. Other evaluation tools included interviews with FAO staff at head office and with key individuals and institutions engaged in forestry issues throughout the world, a survey of FAO member countries, a synthesis of previous relevant programme and project evaluations, and a review of FAO forestry-related normative products.

ES5. This evaluation aims to provide FAO's Senior Management and Member Countries with an assessment of the Organization's performance and comparative advantages related to its work in forestry; and provides a set of recommendations on FAO's strategic directions and future activities in this field. As such, the evaluation is forward-looking and formative.

Key findings

<u>FAO's mandate and resources for forestry</u>

ES6. At its origin, FAO, as a specialized agency of the United Nations, was mandated to sustain forest timber values towards ensuring "continuous productivity of existing forests". Today's FAO, as part of the larger global forest architecture, attempts to protect the multiple

values of forests through addressing the drivers of deforestation and forest degradation and the challenges they present to conservation and sustainable forest management (SFM). FAO is renowned globally as an organization that combines technical knowledge in forests and forestry with a visible role as a key "steward of the world's forests." FAO's work in forestry is largely guided by its Strategic Objective E on the 'sustainable management of forests and trees', although other Strategic Objectives also cover forest-related activities. In addition the broader FAO vision has been translated into the context of forests and forestry in a dedicated Strategy for Forests and Forestry.

ES7. A review of **financial resources** indicates that the ratio of Regular Programme budget allocations to FAO's forestry progamme over the evaluation period (2006-2011) has remained stable at 3.7%. Voluntary contributions for forestry activities have increased substantially over recent years, and were estimated to contribute 66% of all funding for FAO's forestry programme in the 2010-11 biennium. Regular Programme funding and voluntary contributions in support of forestry work combined are estimated at $416 million over the evaluation period. In terms of **human resources**, the number of filled posts dedicated to forestry activities showed an increasing trend over this time, and the distribution has changed with the transferral of some staff from Headquarters to the Regional and Sub-Regional Offices.

Overall assessment of FAO's role and work in forestry

ES8. **Global and Regional Forest-Related Policies and Processes:** FAO is visible within the international forestry realm. FAO has been centrally involved in shaping the global, and to a lesser extent, regional forest "architecture" for many years. This has primarily been done through FAO participating in various global forest-related policy processes, and through its forestry governing bodies which also provide fora for policy discussion. FAO maintains visibility as a leader in the global forest arena as publisher of a number of globally recognised normative products, and as organizer or co-organizer of mega-events. However, although FAO is recognized by its members and partners as an agency that has considerable strengths on technical grounds, today it is seen to have less convening power than in earlier periods to shape forest policies globally and regionally.

ES9. **National Forest Policies, Programmes and Institutions:** FAO is undertaking relevant work in terms of its activity related to supporting forest governance reform, tenure reform, national forest policy and programme development, and supporting capacity building for relevant institutions. As is to be expected, effectiveness of the various interventions is highly variable, mainly because of differences between countries and in FAO follow-up capacities. Through the National Forest Programme Facility (NFPF), ACP-FLEGT Support Programme, and policy and legal advice and capacity strengthening, FAO has helped some countries to improve the forest-related policy environment and institutions and has created more inclusive policy processes in terms of participation of CSO groups and the private sector. NFPF and ACP-FLEGT represent a program approach which could serve as a model for other FAO work. The fact that FAO has hosted the NFPF for such a long time has helped to: create a synergistic relationship between FAO and the Facility, make FAO more engaged with non-state actors, improve the efficiency of resource use, and enable cross-learning between NFPF and FAO staff.

ES10. **Monitoring and Reporting on Forests and Forest Products:** FAO provides timely and extensive information on the state of forest resources and forest products statistics,

and disseminates this information relatively effectively to provide services to a broad audience. However, the quality and transparency of the global Forest Resources Assessment (FRA) and national forest assessment can be improved by a more efficient collaboration with other organisations dealing with forest resource monitoring. In the preparation of FRA 2015 that situation is changing, *inter alia* with the recent collaborative effort to produce remote sensing estimates of global forest change over time. There is a great need to strengthen country-level capacities related to forest resources assessment and data management in order to improve the information base for SFM/REDD+ and forest sector planning and monitoring to meet country needs. Also, the analysis of data needs to be improved, such as through a better integration of FRA and the State of the World's Forests (SOFO). New REDD+ related requirements for monitoring and reporting on carbon add another challenge to forest management planning, and linking forest monitoring and carbon monitoring.

ES11. **Forest Resources Management:** FAO is one of few organizations that still addresses a wide array of biophysical, technical and socio-economic aspects of SFM, and conducts a wide variety of activities in this area. However, the resources FAO devotes to this area are too small to have a significant impact. FAO needs to broaden the understanding of and tools for sustainable management of forests and trees in the wider landscape and highlight the multiple functions of and demands on forests, especially in the context of climate change, biodiversity and bioenergy. There also needs to be a broad vision of forest management that includes ecosystem services (of which REDD+ is one) and a prioritization of climate change adaptation – of much greater importance to most of FAO's ultimate beneficiaries than mitigation – together with forest management systems that are more strongly focused on beneficiaries' livelihood needs. While the work on biophysical and socio-economic aspects of managing forests remains relevant, there is a need for FAO to develop a clearer strategic vision of its role and contribution in this area. Such a vision needs to be developed with attention to securing balance across biomes and topics and through enhanced collaboration with other agencies where appropriate.

ES12. **Forest Products and Economic Aspects:** FAO and the UNECE/FAO Forestry and Timber Section are seen as a world leader in global forest products statistics. More use should be made of this information for analytical purposes to feed into global and regional development processes. Both the effectiveness and efficiency of forest products statistical work could be increased by investing more on capacity building in those countries with weak statistical capacity related to forests and forest products. FAO's work in non-wood forest products (NWFPs) and woodfuel is relevant and well recognized in some regions. Through its work on small and medium sized community-based enterprises and NWFPs, FAO is contributing to livelihood improvements and food security. However, the related field projects are often quite small with limited links to national processes and no scaling up potential. The work on forest industry and economics has relatively low visibility and limited impacts; other organisations are leading the work in these fields.

ES13. **Cross-cutting Themes: Technical Areas:** Mainly due to their small size, many of the cross-sectoral activities relating to, for example, watershed management, agroforestry and urban/peri-urban forestry are not very effective in addressing the magnitude of existing needs. The programmes for the most part do not create critical mass for the significant impact that is needed. The exception in terms of size is the forest and climate area. REDD+ has received significant extra budgetary funds from resource partners over the past few years; but FAO faces difficulties in implementing its work in this area which eventually may affect the results. Furthermore, the evaluation team finds that the narrow focus on the more technical

subject of monitoring, reporting and verification (MRV) does not do justice to the potential contribution that FAO could make related to REDD+ and governance, the related subject of tenure reform, and the role of forest management/SFM in REDD.

ES14. **Cross-cutting Themes: Social Dimensions:** Despite a few positive examples, for the most part gender mainstreaming has not been explicitly and systematically included in FAO's normative or operational work on forestry. Similarly, social inclusion has not been sufficiently mainstreamed into this work. While the work done in participatory forestry is to be commended for its focus on indigent populations and the role of forests in poverty alleviation, FAO's forestry activities seldom explicitly target particular social groups that may most require assistance (e.g. Indigenous populations). Overall, FAO has not internalized or operationalized a human rights-based approach in its forestry activities.

ES15. **Normative outputs in forestry:** In general, forestry-related normative outputs produced in the evaluation period are relevant contributions to the forestry literature, but are often not well-known or used in Member countries in policy, planning and forest management. Furthermore, they are of varying quality and importance in terms of responding to needs. Better targeting of normative products to address key gaps in knowledge, combined with improved dissemination and follow-up activities to encourage greater adoption and adaptation to country contexts could improve their effectiveness, usefulness and impacts at regional and especially country level. FAO's increasing reliance on its web site for dissemination risks to reduce access to normative products in developing countries.

ES16. **Field activities in forestry:** In many cases, FAO's support has not been sufficiently linked to national forestry and cross-sectoral land use policy development and processes, and is practically absent from emerging policy dialogues – particularly at the national level but also regionally, with the possible exception of RAP. Much of the forestry field work, particularly that funded through TCP projects, is not strategically focused on achieving the goals of FAO and its members related to food security and poverty reduction. FAO's work in the field is very scattered geographically and thematically, project interventions being on average small. The links between normative products and field activities are usually weak. The long-term impacts of FAO's field activities in many countries are questionable.

ES17. **Capacity:** The work on forestry is essentially conducted at Headquarters by the Forestry Department and by Forestry Officers located in regional and sub-regional offices. Within the Forestry Department, the current organisational structure is not conducive to effective collaboration, communication and coordination across divisions. This inadequate communication and collaboration is also evident in the relationship between headquarters and decentralized forestry staff. While inter-sectoral collaboration at headquarters level is limited, staff in some decentralized offices have succeeded in building collaborative relationships. There are great disparities as well across the decentralised offices in terms of their capacity to effectively fulfil FAO's mandate on forestry. FAO's capacity, visibility as well as impacts at country levels are in general strongest in those countries with large forestry-related field projects with the presence of long-term forestry expertise. However, in most cases, the effectiveness of FAO's work in forestry is constrained by operational weaknesses, short-termism of projects and uneven technical backstopping.

ES18. **Partnerships:** FAO forestry has important strategic relationships with other international groups working at either the global or regional levels. Strategic relationships at

country level are often not actively pursued. FAO is known for working very much in a traditional project mode with insufficient links with others and with a focus only on the traditional forestry authorities in a country. Furthermore, FAO often does not actively participate in existing policy fora where different stakeholders are involved.

Conclusions

FAO's role and position in the international forestry regime

ES19. FAO is largely seen by the global forestry community as a technical organization whose role in the international forest regime has been declining over the years due to the emergence of new actors, many of them competitors, and fragmentation of the global forestry agenda. There are many other entities that can do various activities as well or better than FAO now, in contrast to the past where FAO was the main or only entity in the field.

ES20. At the same time there is more need than ever for an impartial global leader looking at forests and forestry in a holistic sense, linking global, regional and national levels and relating forests and forestry to other land use sectors. FAO has the potential to become again an international leader in forestry; with its unique ability to meet the cross-sectoral needs related to forestry contributions to food security and poverty reduction.

FAO's comparative advantages in forestry

ES21. FAO's main comparative advantage compared to other international organisations dealing with forests is the fact that it has, under one roof, the expertise to deal with technical issues in forestry and also with most kinds of land and natural resource uses (other than mining). FAO has the expertise and capacity to deal with the interactions between resource uses that are manifested in cross-sectoral challenges and opportunities existing in many countries. There is a need both within FAO to bring its work across different land uses together, and within member countries to promote an integrated landscape approach.

ES22. FAO also has a comparative advantage in forest resource assessment and monitoring, global forest-related information services, forest sector policies and planning, and some aspects of forest resources management. Some of these become more important in terms of being able to fully utilize the cross-sectoral comparative advantage in helping countries resolve complex land, water and other resource challenges and opportunities.

ES23. Unfortunately, FAO's comparative advantage in cross-cutting or cross-sectoral work is not yet being fully realized. The evaluation team concludes that FAO has missed a number of opportunities to make use of its potential, e.g., by not combining its expertise and work in the current internationally important topic of "land grabbing" with its expertise and work related to deforestation and SFM. There are two main reasons for this: First, FAO is not set up institutionally to foster cross-sectoral activities, other than for the small scale types of collaborative activities that often involve *ad hoc*, informal links between individual staff members. Second, FAO is "demand" driven, and cross-sectoral linkages at the country level are also hampered by the fact that countries often still operate in "silos" themselves with regard to land and other natural resource management.

ES24. FAO forestry programme resources are spread too thin to adequately address all of the needs that it tries to cover. FAO continues to try to maintain a presence in areas where it

is losing (or no longer has) comparative advantage. This translates into a distribution of resources that does not fully reflect FAO's potential in areas where it does have comparative advantages.

Institutional arrangements and partnering

ES25. FAO needs to be more inclusive and partner more effectively with NGOs, CSOs and the private sector. Through strengthening its forestry capacity and work in areas where it enjoys a clear comparative advantage and becoming a more inclusive organisation, FAO would be seen as a more desirable partner and could achieve better results in its forestry work. An increased emphasis on contributing to food security and poverty reduction would open up new potentials for effective partnering.

ES26. FAO has made great efforts in the field of communication and outreach at the global level over the period under evaluation, and information is becoming increasingly easy to access. However, FAO needs to reflect on the way it communicates and interacts on information and communication in forestry at the regional and country levels. Traditionally, communication has been seen primarily as a one-way flow – the dissemination of FAO outputs to users. Increasing dependence of users on web-accessible information, however, will continue to increase expectations for up-to-date knowledge that is tailored to user needs, while ensuring greater interaction between providers and users of information.

ES27. There is scope for improving the working arrangements in forestry at FAO to better reflect a strategic approach to FAO's role in forestry, and to develop incentives and mechanisms to enhance sharing of experiences and lessons learned both horizontally across sectors and vertically between headquarters, regions, sub-regions and member countries.

FAO's forestry strategic vision and its implementation

ES28. FAO's forestry work program does not reflect a clear vision and inter-connected priorities focused on achieving that vision. The way SOE and the organizational results are structured does not give guidance on how the three global goals of FAO are to be achieved. SOE reflects a forest-centric approach to forestry and does not reflect one of FAO's comparative advantages, i.e. cross-sectoral work. While there are reports on outputs achieved, there is little individual accountability in terms of outcomes resulting from resources spent in the context of the Strategic Objectives.

ES29. At the country level, project interventions are in most cases opportunistic and based on availability of funding and not on the assessment of how FAO overall could best help the country, in partnership with other organizations. A common perception of external stakeholders is that FAO often does not work on key strategic issues in the forestry sector of member countries, and that it is often not actively involved in various fora concerned with policy and strategic sector development issues at national level – particularly if the issues being dealt with are controversial. FAO is perceived as being too focused on the work of traditional national forest agencies, even though the drivers of many forest-related challenges and opportunities lie outside the traditional forestry sector.

ES30. Assuming little or no increase in regular programme funding, and the fact that extra-budgetary funding will remain primarily linked to current interests of donors, certain areas of work will have to be de-emphasized in order to strengthen the cross-sectoral work and

traditional core areas in which FAO still has a comparative advantage. The obvious topics to de-emphasize are those with low need/demand from member countries, those for which FAO does not have a comparative advantage, and those in which other entities are active and have recognized leadership. Some kind of priority setting concerning countries in which to work also is necessary, given the scarcity of human and financial resources. This could mean working relatively less in more well-off countries that have other resources from which to draw, and focusing more on countries where FAO interventions can make a difference and where forestry assistance is paramount to the development agenda.

ES31. FAO must find ways to keep the various pressures upon it at bay in order to become more strategically focused and therefore more effective, and thus to become again the "leading light" in international forestry for sustainable development. The evaluation team is of the view that FAO can be more strategic and effective in: (i) its leadership role in dealing holistically with forests in the international forest regime, (ii) strengthening its role and responsibilities in the assessment and monitoring of forests, and (iii) in developing the broader role of forests in climate change adaptation and REDD+.

Recommendations

ES32. The evaluation team presents *three overarching recommendations containing a total of nine more specific recommendations* to FAO for dealing with the major challenges and opportunities discussed in the conclusions. Suggestions are given for the most critical actions needed to implement these recommendations. Also, specific suggestions dealing with the various thematic areas have been made at the end of each finding chapter.

ES33. ***Overarching Recommendation 1:*** *Founded on its comparative advantage of expertise and accumulated knowledge across land and other natural resource sectors, FAO should develop a holistic approach to forests and trees outside forests aimed at meeting the three global goals of FAO and its Members.*

Recommendation 1.1: FAO senior management in forestry should develop a thorough assessment of how the results of FAO's work in forestry can and do contribute to the achievement of all three of the global goals of FAO and its members. The results should be used to develop a strategic action program for FAO as a whole on how the Organization can best utilize its comparative advantages to enable forests to contribute more to meeting the global goals.

Recommendation 1.2: FAO senior management should lay the groundwork for greater and more effective interaction and collaboration between the various statutory/advisory bodies of FAO that will contribute to strategic priority setting. Specifically, FAO should develop a more effective interaction and collaboration between COFO and COAG, for example by (i) FO and AG preparing a joint briefing paper on the challenges and opportunities; and (ii) establishing a joint COAG-COFO Panel of Experts that would advise both committees on the strategic priorities for key cross-sectoral activities that would need to be jointly addressed by FAO departments.

Recommendation 1.3: FAO senior management in forestry should prioritize its programme areas based on its comparative advantages and with guidance from the governance bodies. This would require identification of topics/activities: (i) where FAO has a unique, possibly

leading role to play; (ii) where FAO will be working actively along with partners; and (iii) where FAO will not be active but will serve mainly as a knowledge broker and facilitator.

Recommendation 1.4: FAO regional senior management, in collaboration with headquarters, should prepare, for each region, a strategy on how to enhance the value of FAO's presence in forestry at regional/sub-regional levels. This strategy should particularly reflect on how FAO works with existing regional policy processes and organisations and other strategic partners on common regional challenges and opportunities relating to forests and other land uses. This process could draw on the existing development of Country Programming Frameworks to identify regional issues and priorities.

Recommendation 1.5: FAO senior management in forestry and communication staff should communicate more effectively FAO's forestry vision, mission and strategic priorities in-house, as well as to potential funders and other stakeholders at global, regional and country levels.

ES34. ***Overarching Recommendation 2:*** *FAO should take a more proactive approach to its role and place in the global forestry regime, and together with strategic partners, carry out policy dialogue and analytical work to address global forest-related issues and link fragmented forest-related entities and processes – utilising in particular FAO's comparative advantage as a global organisation with strong convening powers, long term presence in Member countries and linkages with host country governments.*

Recommendation 2.1: FAO senior management in forestry should undertake a joint effort with selected CPF members and other key resource partners to redefine FAO's convening role as a global technical institution that, with its partners is able to tackle forestry challenges and opportunities in a holistic way across land and other natural resource sectors.

Recommendation 2.2: FAO senior management in forestry and NR should renegotiate FAO's role in UN-REDD and reassess its role in REDD+ more broadly (e.g. its involvement in UNFCCC, FCPF and other REDD+ related groups and activities), to ensure that FAO's broad SFM expertise and knowledge is used to effectively and efficiently support member countries in their efforts in REDD+ readiness and REDD+ implementation.

ES35. ***Overarching Recommendation 3:*** *FAO should strengthen modalities for linking knowledge and expertise on forestry across the Organisation, between normative work and field activities and with identified partners, and promote cohesion and shared learning between the global, regional and national levels.*

Recommendation 3.1: FAO forestry staff should streamline its normative work on forests and forestry by being more selective and more responsive to regional and sub-regional needs.

Recommendation 3.2: FAO senior management should strengthen expert capacity in forestry at SRO and RO level and selectively in prioritised countries to provide technical and operational support and facilitate a two-way flow of information and coordination.

Summing it up: the way forward

ES36. Addressing the above recommendations is essential if FAO is to maintain a dynamic comparative advantage in international forestry. As the global discourse on environment and

development moves towards a more integrated management of landscapes, ecosystems and resources, there are windows of opportunity for FAO to increase its contributions to meeting the global goals of the Organization and its members. However, this will require a recasting of the work of FAO in forests and forestry to maintain a high level of professionalism in forestry and at the same time to better link to other rural development sectors. The implementation of the recommendations should lead to less opportunistic work, and greater alignment between resources and priorities as defined in a logical and strategic vision for FAO in forestry.

ES37. FAO has a comparative advantage in integrated forest management and broader land-use management issues because of its global mandate on all aspects related to forests and forestry and its capacities built up across land uses in forestry, agriculture and rural development. However, within such an integrated vision, the Organization needs to carefully examine where it can best make a difference. FAO faces a resource constraint vs. the needs in forestry at present. If FAO cannot increase its financial resources, then it must develop priorities for which forestry topics it will deal with. Otherwise, it runs the risk of not meeting the needs in all areas, let alone addressing well those areas where it has its greatest assets.

ES38. It is also critical to develop a more rational base for regular funding and extra-budgetary funding. Funding should be less opportunistic and more focused on resource partners' willingness to fund the implementation of FAO's own logical and strategic vision for forestry in which it contributes to achieving all three global goals of the Organization. This will require that funding partners truly understand and share FAO's vision, and also see that FAO is doing important work in forestry that others are not doing.

ES39. Combining the thoughts and recommendations made with the insights and suggestions of the FAO staff interviewed, the field personnel, and the interviews with outside interlocutors, the Evaluation Team envisions a forestry programme in the future that is more proactive in the international forestry regime, and focused on a strategic agenda with clear priorities for a more limited set of themes in forestry that FAO will focus on in greater depth. It will be a programme that capitalizes on the main comparative advantages of FAO, with better connections between normative products and application in the field in priority areas, and with a more focused, programmatic approach to field work that fits FAO's strategic agenda and delivers more impacts.

ES40. Given its strong global mandate on forests, backed by its constituency of COFO and the member countries and its capacities to tackle sustainable forest management and to integrate forests and forestry in a broad cross-sectoral and landscape approach, FAO is well placed to take a lead in dealing with forests and forestry in a more holistic way and in improving coordination within the global forestry regime. Being both a technical as well as a policy organization, for forests as well as other land uses, FAO can help to shape the role of forests in a wider landscape context.

1. Background and rationale of the evaluation

1. Forests and trees outside forests are increasingly becoming a subject of global concern. As society becomes ever more cognizant of the various environmental, social and cultural values of forests and trees, these natural resources are being recognized for the vital and myriad roles that they play – in sustainable livelihoods, food security, climate change adaptation and mitigation, disaster risk management, biodiversity preservation, watershed management, and other areas.

2. Forests and trees outside forests are, however, increasingly affected by a globalised and rapidly evolving international environment. Demographic and economic changes in many parts of the world have resulted in substantial land use changes, with expansion of both cultivated land and urban areas placing significant pressure on forests and trees. Greater demand for and trade in timber products has also played a role in large-scale forest clearance, both legal and illegal. The result of these changes, as seen particularly in developing countries, is accelerated forest degradation and deforestation.

3. Faced with an urgent need to safeguard the world's forest capital, the international community has committed substantial resources towards this objective. The promotion of the sustainable management of forests and trees has always been an integral part of FAO's mission since its founding in 1945. FAO's forestry activities are intended to contribute to all three global goals of the Organization, namely food security, poverty reduction and sustainable management and utilization of natural resources.

4. FAO's forestry activities prior to 2006 were subject to a high-level assessment as part of the Independent External Evaluation (IEE) of FAO in 2007. This assessment recommended a strategic review of FAO's work in forestry, and as a result the new FAO *Strategy for Forests and Forestry* was developed in 2010. This strategy identifies FAO's role as strengthening country capacities in forestry, and providing reliable information, policy advice, and technical assistance to enable member countries to overcome the obstacles to sustainable forest management and contribute to improving people's livelihoods.

5. The IEE also noted that no major external evaluation of FAO's forestry activities had been undertaken for some time prior to the assessment. Accordingly, FAO's Programme Committee requested a comprehensive evaluation of FAO's role and work in forestry at its 103rd session in April 2010.

2. Evaluation purpose and scope

6. This evaluation of FAO's role and work in forestry aims to provide FAO's Senior Management and Member Countries with accountability with respect to the Organization's performance and comparative advantages, and a set of recommendations on FAO's strategic direction and future activities in this field. As such, the evaluation is forward-looking and formative.

7. The Evaluation is based on an evidence-based analysis of the strengths and shortcomings of recent and current approaches to forestry activities within FAO. This includes consideration of the appropriateness of the strategies underpinning FAO's work in forestry, the achievements of this work with regards to its objectives, and the sustainability of these achievements.

8. The evaluation covers all of FAO's activities relating to forests and trees at the country, regional and global levels for the period 2006 to 2011, while also looking at some trends and developments beyond the actual evaluation period. The results framework defined by Strategic Objective E "sustainable management of forests and trees" was used as the guiding framework for the forestry themes to be covered by the evaluation, as it reflects what the Organization sets for itself with respect to its role and work in forestry. However, given the contribution of forestry-related activities to other Strategic Objectives, additional cross-cutting themes – such as climate change and watershed management – have also been included in the scope of the evaluation. The evaluation team is thus confident that the evaluation covers all major aspects of FAO's work relating to forests and trees, as undertaken across the Organization.

3. Evaluation methodology

9. The evaluation bases its findings and conclusions on evidence collected through a combination of tools and information sources, each of which is outlined further below. The evidence gathered has been validated by systematic triangulation with other information sources, to ensure that the evaluation team's assessment is based on a comprehensive understanding of diverse perspectives on FAO's role and work in forestry. More detailed information on the methodology is provided in Annex 2.

3.1 Evaluation tools

Country missions

10. The evaluation team undertook missions to a sample of countries where a substantial number of forestry-related projects have been undertaken during the evaluation period (2006-2011), and where no recent evaluation had been carried out related to forestry projects in the country, or the overall FAO country programme[1]. Appropriate weight was given to geographic areas that are particularly relevant for forestry work. The list of countries visited is shown in Table 3.1 below. In some cases, the first choice for a country visit was not possible due to logistical reasons[2].

Table 3.1: Countries visited by the evaluation team

Region	Countries visited
Latin America	Peru, Nicaragua, Colombia, Costa Rica
Asia	China, Vietnam
Africa	Burkina Faso, Cameroon, Tanzania, Zambia
Europe	Serbia

Interviews with FAO staff

11. In addition to meeting FAO staff working at the country level, the evaluation team visited three decentralized offices in regions not sufficiently covered by the country visits:

- Regional Office for Asia and the Pacific – Bangkok, Thailand;
- Regional Office for Europe and Central Asia – Budapest, Hungary; and
- Sub-Regional Office for North Africa (at which the forestry officer from the Regional Office for the Near East was also present) – Tunis, Tunisia.

12. In addition, the evaluation team interviewed several forestry officers during the mission to Africa especially at the 18th session of the African Forestry and Wildlife

[1] For this reason, missions were not undertaken to Brazil or the Democratic Republic of Congo, although these countries have benefited from significant FAO assistance to the forestry sector. The country evaluations (published in 2011 and 2008 respectively) provided comprehensive coverage of forestry-related activities that were drawn upon by the evaluation team.

[2] This was the case for planned missions to Mozambique and Morocco.

Commission in Benin. The remaining forestry officers in the regional and sub-regional offices who had not been met in person were interviewed over the telephone by a member of the evaluation team.

13. The evaluation team also interviewed a number of FAO headquarters staff engaging in forestry activities during their first mission to Rome in September 2011. Subsequently, individual team members visited Rome on other occasions to conduct further interviews. The list of FAO staff members interviewed is provided in Annex 3.

Interviews with external stakeholders

14. The evaluation team identified a list of key individuals and institutions engaged in forestry issues throughout the world, based on their expertise and knowledge of this sector. These included institutions that have formal working partnerships with FAO, and those that do not.

15. Several of the interviews were held over the telephone, or via email in a few cases. In addition, team members made separate missions to selected cities to meet with key stakeholders, where it was felt that a telephone interview would not be sufficient.

16. The evaluation team also used the opportunity of the Regional Forestry Commission sessions (RFCs) in China (2011) and Benin (2012) to interview relevant external stakeholders. A full list of external stakeholders who were interviewed is provided in Annex 3.

Survey of member countries

17. A survey for all FAO member countries was designed by the evaluation team with input from OED. The purpose of the survey was to quantify the views of FAO's constituents with respect to their knowledge of FAO's work on forestry, use of FAO products and services in the forestry sector, perceived priority areas for FAO in forestry, and various other topics. The survey was targeted to the Heads of Forestry Departments in FAO member countries. Annex 4 provides the survey questions and aggregated survey results.

Assessment tools for normative products

18. A number of tools were used for the assessment of normative products, notably:
- An inventory of normative products produced during the evaluation period (see Annex 5);
- A survey on awareness and use of normative products, filled in by a range of stakeholders during the country missions (results available in Annex 6);
- A desktop assessment of the relevance and quality of normative products, based on the team members' individual expertise; and
- Analysis of statistics on the use of the Forestry Department website, including downloads of normative products (results available in Annex 7).

Synthesis of findings from previous evaluations

19. A variety of previous evaluation reports published between 2006 and 2011 were assessed to determine their relevance to FAO's work in forestry. These included country evaluations (e.g. Brazil, Democratic Republic of Congo), thematic evaluations (e.g. on gender and development, on water-related work in FAO), and evaluations of specific forestry projects. Assessments made in these various evaluations against the criteria of relevance, efficiency, effectiveness, impact and sustainability of FAO's work in forestry were extracted for use by the team in their analysis. A full list of evaluations considered can be found in Annex 2 on the evaluation methodology.

Database of operational work

20. A database of projects was created to facilitate analysis of FAO's operational work in forestry. Aggregated figures from this database are provided in Annex 8 as an indication of the size and scope of FAO's operational work in forestry.

3.2 Defining the comparative advantage of FAO in forests and forestry

21. An important aspect of this evaluation was the identification of FAO's comparative advantage(s) with respect to work in forestry. To this end, the evaluation team has sought to identify areas of work in which:

- FAO is the sole provider of a good or service (absolute comparative advantage);
- FAO produces the good or service better than other providers; and
- There is a high effectiveness and impact of FAO's work relative to other providers[3].

3.3 Quality assurance

22. The evaluation has sought to reach international quality standards for evaluation as defined by the UN Evaluation Group and applied by the FAO Office of Evaluation. A significant component of the quality assurance process is the use of an Expert Panel. This Panel was comprised of six external, independent internationally renowned experts from across a range of disciplines. The purpose of the Expert Panel was to provide impartial technical judgment on the evaluation report, in particular on its findings, conclusions and recommendations and to provide recommendations to the evaluation team leader for finalizing the report. The report of the Expert Panel is provided in Annex 10, together with brief profiles of the Expert Panel members.

[3] Adapted from the Independent External Evaluation of FAO, 2007 (p.14).

3.4 Challenges and limitations to the evaluation

23. The evaluation team acknowledges that this evaluation faced a number of challenges and limitations, which were actively considered and mitigated to the greatest extent possible. These include:

- This evaluation was complex in nature and required a high level of analysis across a broad range of activities. In trying to cover all forestry-related activities undertaken by FAO during the evaluation period, there is a risk that the evaluation team could not cover all activities with equal depth.
- This complex task was made more difficult by the absence of an integrated FAO corporate monitoring system for reporting on the Strategic Objectives during the period of the evaluation. Accordingly, the Office of Evaluation was required to map the forestry-related work undertaken by the Organization in consultation with FAO staff to ensure that the team had as comprehensive picture of the activities undertaken as possible.
- In some cases, data requested by the evaluation team was either unavailable or not provided by FAO. This prevented greater analysis of FAO's capacity for forestry work, the modality in which it undertakes this work, and of impacts.
- As is typical with such a global, strategic evaluation, the number of country and field visits was limited and there is a risk that the findings originating from these visits may cause a bias. The evaluation team tried to circumvent this problem by consulting project documents and evaluation reports from other countries, and interviewing government representatives and FAO staff about FAO's work in selected countries that were not visited.

4. Forests and forestry in FAO – background

24. Strategic Objective E, on the 'sustainable management of forests and trees', structures work undertaken on forestry into six results areas (Box 4.1). However, forestry-related activities may also contribute to other Strategic Objectives, such as F on the 'sustainable management of land, water and genetic resources'.

Box 4.1: Strategic Objective E: Organizational Results

E1 – Policy and practice affecting forests and forestry are based on timely and reliable information

E2 – Policy and practice affecting forests and forestry are reinforced by international cooperation and debate

E3 – Institutions governing forests are strengthened and decision-making improved, including involvement of forest stakeholders in the development of forest policies and legislation, thereby enhancing an enabling environment for investment in forestry and forest industries. Forestry is better integrated into national development plans and processes, considering interfaces between forests and other land uses

E4 – Sustainable management of forests and trees is more broadly adopted, leading to reductions in deforestation and forest degradation and increased contributions of forests and trees to improve livelihoods and to contribute to climate change mitigation and adaptation.

E5 – Social and economic values and livelihood benefits of forests and trees are enhanced, and markets for forest products and services contribute to making forestry a more economically viable land-use option

E6 – Environmental values of forests, trees outside forests and forestry are better realised; strategies for conservation of forest biodiversity and genetic resources, climate change mitigation and adaptation, rehabilitation of degraded lands, and water and wildlife management are effectively implemented

25. FAO's work in forestry is also guided by a dedicated *Strategy for Forests and Forestry*. Developed in 2009 at the recommendation of the IEE, this Strategy served as a basis for the formulation of the six organizational results of Strategic Objective E. The Strategy translates the broader FAO vision into the context of forests and forestry, identifying three global goals in this sector (Box 4.2).

Box 4.2 Strategy for Forests and Forestry: Three Global Goals

1. **Decision-making across sectors is informed, better coordinated, transparent and participatory**, enabling effective action both within and outside the forest sector. Forest-related decisions are based on timely and accurate information, inter-disciplinary approaches and stakeholder participation at all levels.
2. **The benefits from trees, forests and forestry are increasing, widely recognized and appreciated**. Their contributions to society are increased, including the role of forests in livelihoods, poverty alleviation, food security and sustainable supply of raw materials and energy. Investments in forestry are increased, and forestry is accorded a growing priority in wider development strategies.
3. **Forest resources are increasing in a majority of countries and ecosystem services are increasingly recognized and valued**. The vitality and area of forests show a stable or increasing trend in most countries and ecosystems, thereby increasing the contribution of forests and trees to mitigating climate change, combating desertification, conserving biodiversity, and ensuring water quality. Good management practices are implemented and include integrated land-use approaches.

4.1 Thematic dimensions of FAO's work in forestry

26. FAO's work in forestry can be grouped into six main thematic dimensions, based loosely on the results areas under Strategic Objective E. Certain forestry activities may cover several of these dimensions, which are defined as follows:

- *Information, monitoring and assessment*: includes global forest resources assessment, national forest resource monitoring and assessment, forest-related information services and publications such the State of World's Forests;
- *Global policies and processes*: covers FAO's involvement in various global forest policy related processes and fora including CPF, UNFF, UNFCCC, CBD, UN REDD, the Mountain Partnership, Growing Forest Partnerships, etc;
- *National policies and institutions*: includes forest policy and institutional development, sector planning/national forest programmes (NFP) and forest governance, as well as two related major programmes/facilities i.e. ACP-FLEGT and the National Forest Programme Facility (NFPF);
- *Forest resources management*: includes sustainable management of natural forests for multiple purposes, forest plantations, forest health and genetics, and forestry and climate change – including REDD+ and climate change mitigation and adaptation more broadly;
- *Economic aspects:* includes forest product statistics, non-wood forest products, wood energy, forestry financing, economic analysis, and community-based enterprise development;
- *Cross-cutting themes*: includes themes such as watershed management, urban and peri-urban forestry, wildlife and forests, conservation of forest biodiversity, agroforestry and the agriculture-forestry interface in general.

4.2 Operational work in forestry

27. There are a total of 351 forestry-related projects that have been operationally active during the evaluation period (January 2006 to December 2011)[4]. In terms of project numbers, approximately 72% of these projects are at the national level, with a further 13% at the regional level and 15% at the global or inter-regional level. In terms of project budget, Latin America and the Caribbean has the largest share of national and regional project funding (41%), followed by Africa (28%).

28. The majority (76%) of national-level projects have a budget of less than $500,000. Amongst the projects with a budget of less than $100,000, approximately half are either a follow-on to previous projects, or dedicated to the preparation of project proposals (for example for GEF funding). Further information on the nature of FAO's forestry field programme can be found in Annex 8.

[4] This includes projects that began before 2006, but were still active during the period 2006-2011. Details on the approach used for identifying 'forestry-related' projects can be found in Annex 2 on the evaluation methodology.

4.3 Normative work on forestry

29. For the purposes of this evaluation, normative work should be understood as referring to indirect services provided by the Organization to its Members, such as:

(i) collation and processing of statistical data on forests, e.g. forest products statistics;
(ii) developing and managing information systems that provide global monitoring of forest resources, e.g. Forest Resources Assessment;
(iii) providing information that helps to define common concepts and enhance knowledge management and understanding of forestry, climate change and other issues, e.g. technical papers, INFOSYLVA news clipping;
(iv) voluntary guidelines, such as forest fire guidelines;
(v) documenting and disseminating good practices through knowledge exchange networks such as the work done through Forest Connect; and
(vi) developing norms, standards, policy and legal frameworks with respect to forests and forestry; and global advocacy work.

30. A total of 349 normative products were produced during the evaluation period. Technical publications dominate, accounting for 182 (52%) of all normative products[5]. Over this period the number of assessments/outlooks produced has decreased, while the number of guidelines and manuals has increased. An overview of these normative products is provided in Annex 5.

31. The Forestry Department is responsible for the majority (74%) of technical publications, assessments, outlooks, guidelines and manuals produced in relation to forestry. Other contributing departments include the Development Law Service, the Natural Resources Management and Environment Department (NR), and the Investment Centre (TCI). The regional offices also produce some publications, in particular newsletters, and organize conferences.

4.4 Institutional arrangements

32. At FAO Headquarters, the Forestry Department (FO) is responsible for the majority of forestry activities undertaken by the Organization. FO, under the leadership of the *Assistant Director General* and supported by a *Programme Coordination Unit (FODP)* is organised in the current biennium around two main technical divisions:

- *The Forest Economics, Policy and Products Division (FOE)* provides leadership for the social, economic and institutional dimensions of forests.

[5] A database of forestry-related normative products was created by downloading information on relevant products from the Forestry Department website, the websites of other Departments, the decentralized offices' websites, and the FAO Corporate Documents Repository. The database does not include documents produced by COFO or the Regional Forestry Commissions. It should be noted that, for decentralized offices in particular, the database is likely to be an underestimate of the actual number of normative products produced, due to the difficulty in finding these products online. In many cases the publications section of the decentralized offices' websites had not been updated recently, or was not accessible.

- *The Forest Assessment, Management and Conservation Division (FOM)* provides leadership on the productive and environmental dimensions of forests.

As of July 2011, each Division was comprised of several teams, as shown in Table 4.1.

Table 4.1: Teams within Forestry Divisions

FOE	FOM
Policy	Forest resource management
Forest products	FAO/Finnish Programme
Forest economics	National Forest Monitoring and Assessment (NFMA)
National Forest programme Facility (NFPF)	Global Forest Resource Assessment (FRA)
Forest law enforcement, governance and trade support programme (ACP-FLEGT)	UN-REDD Programme
	Biodiversity
	Climate change
	Watershed management
	Mountain Partnership

33. The Forestry Information and Liaison Unit, once integrated within FOE, is located since 2011 under the Office of the ADG to provide cross-cutting services such as managing forestry information and supporting forestry statutory bodies (COFO, RFC).

34. Other departments and divisions also engage in forestry-related work, including the Climate, Energy and Tenure Division (NRC), the Land and Water Division (NRL), the Development Law Service (LEGN), the Investment Centre (TCI), and others.

35. In addition, forestry related activities are undertaken by regional and sub-regional offices (ROs and SRO). Following the increased emphasis on the decentralization of FAO in recent years, the number of forestry officers in decentralized offices has increased, accompanied by the increased devolution of responsibilities to these offices.

4.5 Resources available for work on forestry

Financial resources

36. The evolution of budgeted Regular Programme resources for forestry activities is shown in Table 4.2 below, including data for the biennium prior to the evaluation period (2004-05) to give a better indication of trends. The "Forestry Programme" is defined as Regular Programme allocation to Major Programme 2.4 (2004-05), Programme Entities 2E, 2F and 2G (2006-07 and 2008-09), and Strategic Objective E (2010-11).

Table 4.2: Regular Programme funding for forestry-related activities within the "Forestry Programme" (nominal terms)

	2004-05	2006-07	2008-09	2010-11
Forestry Department (HQ)	$25,545,000	$23,830,000	$28,235,000	$30,382,253
Other HQ Departments[6]	$6,000	$34,000	$15,000	$577,019
Decentralised offices	$6,831,000	$8,647,000	$10,857,000	$11,240,592
Total	**$32,382,000**	**$32,511,000**	**$39,107,000[7]**	**$42,199,864**
Forestry Programme as % of FAO total Reg. Prog.	*3.9%*	*3.7%*	*3.7%*	*3.7%*

Source: PIRES

37. The ratio of funding for the "Forestry Programme" relative to FAO's entire Regular Programme budget has remained stable at 3.7% over the last three biennia. It should be noted that the "Forestry Programme" as defined above does not include forestry-related activities that may take place under other Strategic Objectives or Programme Entities.

38. Funding from voluntary contributions for forestry-related activities has shown an increasing trend over time (refer to Annex 8 on the project inventory). As Table 4.3 shows, the majority of forestry-related activities undertaken by FAO are funded from voluntary contributions.

Table 4.3: Total funding for the "Forestry Programme", 2006-2011 (% of total)

	2004-05	2006-07	2008-09	2010-11
Regular Programme	44%	36%	38%	34%
Voluntary Contributions	56%	64%	62%	66%

Source: Programme Implementation Reports

Human resources

39. Across the Organization, the number of established posts dedicated to forestry activities has showed a slightly increasing trend over the evaluation period (Table 4.4)[8]. From 01 April 2007 to 01 January 2012, established posts in forestry increased by 11% at headquarters, and by 18% in the decentralized offices. There are, however, a significant number of vacant posts. As of 01 January 2012, 13 posts were vacant at headquarters (of which half were at P2 level), and 3 posts were vacant in the decentralized offices.

[6] In 2010-2011, the Development Law Service, Natural Resources Management and Environment Department and Technical Cooperation Department engaged in the "Forestry Programme".
[7] The nominal increase in Regular Programme Funding from 2006-07 to 2008-09 reflects primarily the significant cost increases (i.e. inflation) included in the PWB 2008-09 to maintain a similar purchasing power as in 2006-07.
[8] Data prior to April 2007 was not available.

Table 4.4: Forestry staff across FAO, number of established posts

	April 2007	January 2008	January 2009	January 2010	January 2011	January 2012	*Avg % of posts vacant**
Headquarters	79	74	75	81	79	88	*15%*
Regional Offices	8	6	10	10	9	12	-
Sub-regional Offices	8	15	12	12	12	7	-
Liaison Offices	1	1	1	1	1	1	-
Non-HQ sub-total	*17*	*22*	*23*	*23*	*22*	*20*	*17%*
Grand total	**96**	**96**	**98**	**104**	**101**	**108**	***16%***
% change of grand total from previous	-	*0%*	*2%*	*6%*	*-3%*	*7%*	

*Source: CSH *Average % of established posts that were vacant, 1 January 2008 – 1 January 2012*

40. The gender balance of FAO forestry staff has remained constant for the 2007-2011 period, with approximately one quarter of forestry staff being female (Table 4.5). At headquarters, female staff are less represented at the higher professional grades, with the exception of the D-1 level as of January 2012 (Table 4.6).

Table 4.5: Percentage of forestry staff that are female

	As of 01 April 2007	As of 01 January 2008	As of 01 January 2009	As of 01 January 2010	As of 01 January 2011	As of 01 January 2012
Headquarters	31%	35%	30%	30%	30%	35%
Regional Offices	0%	0%	11%	14%	13%	18%
Sub-regional Offices	0%	0%	0%	0%	10%	0%
Grand total	**26%**	**27%**	**25%**	**25%**	**26%**	**33%**

Source: CSH

Table 4.6: Female forestry staff at headquarters, by grade

	As of 01 April 2007		As of 01 January 2008		As of 01 January 2009		As of 01 January 2010		As of 01 January 2011		As of 01 January 2012	
	No. of filled posts	*% of which female*	No. of filled posts	*% of which female*	No. of filled posts	*% of which female*	No. of filled posts	*% of which female*	No. of filled posts	*% of which female*	No. of filled posts	*% of which female*
ADG	1	*0%*	1	*0%*	1	*0%*	0	-	1	*0%*	1	*0%*
D-2	3	*0%*	3	*0%*	3	*0%*	2	*0%*	2	*0%*	1	*0%*
D-1	5	*20%*	6	*17%*	8	*13%*	3	*33%*	2	*50%*	3	*67%*
P-5	12	*17%*	13	*23%*	12	*25%*	16	*13%*	15	*13%*	15	*7%*
P-4	23	*26%*	14	*36%*	15	*20%*	17	*29%*	21	*29%*	21	*29%*
P-3	15	*53%*	12	*58%*	13	*54%*	17	*47%*	16	*50%*	22	*59%*
P-2	10	*50%*	11	*55%*	12	*50%*	8	*50%*	8	*38%*	10	*40%*
P-1	5	*20%*	2	*0%*	2	*0%*	3	*0%*	2	*0%*	2	*0%*

5. Assessment of FAO's work in forestry

5.1 Context of the Assessment of FAO's Role in Forestry

Global and regional challenges in forestry

41. It is well recognized globally that forests play a unique and crucial role in the health of the planet and wellbeing of people, including for adapting to changing environments and mitigation of climate change, services to watershed management, prevention of erosion, food security, and their use as a renewable natural resource and energy source to provide economic benefits to meet both subsistence and economic development needs. Forests are known for their provision of habitat for biodiversity, but they are also habitats for many human groups and provide a wide range of spiritual and cultural services.

42. Natural forests continue to decline in many parts of the world both in quantity (deforestation) and quality (forest degradation). Many people's livelihoods are endangered by the loss of forests, since forests provide food, shelter, employment, and health, especially for the poorer segment of the world's population. A considerable part of the earth's biodiversity has been lost through the loss of forest cover, since forests are home to two-thirds of terrestrial biodiversity. Deforestation can also cause, or exacerbate, natural disasters through the loss of soil cover, loss of fresh water, and the increased risk of economic and social damage from floods.

43. In many developing countries, there is a direct negative **link between deforestation and agricultural expansion**. Between 1980 and 2000, more than 55 percent of new agricultural land in the tropics came at the expense of intact forests and another 28 percent came at the expense of disturbed forests[9]. Agriculture and ranching are the main causes of loss of forest in many countries. The demand for agricultural crops is expected to increase steadily in the next decades because of growth in both population and income; and much of that demand will be met from agriculture that has expanded onto previously forested lands.

44. ***Challenges to forest sustainability*** include conversion of natural forests to other land uses, extensive illegal logging in many parts of the world – which causes economic losses as well as ecological damage, and plant pests and fire. Much of the world's grazing takes place on forest land, with extensive cultivation occurring within forest reserves. The fact that forest and land tenure rights are often unclear is often part of the problem. In many countries, the state has been designated as the owner of all forests although it cannot effectively control and manage them.

[9] Gibbs, H., A. Ruesch, F. Achard, M. Clayton, P. Holmgren, N. Ramankutty, and J. Foley. 2010. Tropical forests were the primary sources of new agricultural land in the 1980s and 1990s. PNAS 107:38. www.pnas.org/cgi/doi/10.1073/pnas.0910275107.

45. ***Social and economic pressures***, including continuing population growth, make it almost certain that substantial areas of what is still natural forest today are likely to be lost under the current trends scenario. This increasing population will need food and energy. Where population increases are significant and subsistence agriculture remains the norm, and agricultural production remains inefficient, more land must come progressively under agricultural production – often by converting forested areas.

46. Finally, increases in ***living standards*** in many parts of the world are accelerating the demand for land more generally as well as competition for wood and non-wood forest products. This is exacerbated by the fact that most of the global increase in human population will be in urban centres of developing countries, including cities that will be greatly affected by climate change.

47. Without ***full recognition of the costs and benefits*** involved and to whom they accrue, land use decisions that result in deforestation and forest degradation can: (1) threaten broader environmental stability at the landscape level; (2) lead to social inequities and conflicts, and/or (3) lead to levels of biodiversity loss which unduly limit options for present and future generations.

48. ***Globalization has increased pressures on forests***. Globalization may have a positive connotation in that it opens up a huge range of opportunities that previously would not have been available. However, on the negative side, current economic globalization entails the opening and sometimes deregulation of commodity, capital and labour markets, the fundamental driver being the search for lower-cost production possibilities across national borders and environments with less regulation – which holds significant risks for the sustainability of natural forest. Globalization has increased the demand for wood including low quality material and lesser known species, and has allowed wood processing to be taken up in low-cost (developing) countries, which has hugely affected trade patterns. Indeed, such "globalization of demand" has affected all products that originate on the land, not just timber but also cash and bioenergy crops. The net effect is to put more pressure on land.

49. ***Climate change is bringing other pressures on forests***. Climate change will exacerbate the loss of forest for agriculture as areas of the boreal zone become more suitable for cultivation. Climate change – along with rising oil prices and increasing scrutiny of nuclear power – is implicated in the increasing demand for biofuels, which puts new pressure on forests while also providing new opportunities. Of even more direct consequence for forests, climate change is expected to cause shifts in ecosystems, both in latitude and elevation. In some regions, forests may be threatened by changes in rainfall patterns, maximum and minimum temperatures, and inundation. Climate change could increase the risk, severity and occurrence of fire, pests and diseases. These changes to forests will have huge ramifications in some areas for rural people, who depend directly on forests for their livelihoods or whose agricultural systems benefit from the presence of forests.

50. Forests and climate change are inextricably linked from the opposite direction as well. Land use changes, including the destruction of forests, are now understood to contribute between 12 and 17 percent of global greenhouse gas emissions according to the IPCC.

Adaptive silvicultural techniques – such as judicious species selection and tree improvement, thinning, and improved fire management, applied as part of a sustainable forest management regime – are needed in order to potentially mitigate at least some of the negative effects of climate change.

51. Faced with the increasingly acknowledged urgent need to ***protect this global forest "capital"***, the international community has committed substantial financial resources to actions in support of forest protection and the reversing of forest decline. The window of opportunity for addressing the wide-ranging challenges associated with forests is rapidly closing. With advancing climate change, there might only be a time span of half a century or so to change course. Despite this closing window and the increases in funding that have been made available for addressing some of these key challenges, the existing global forest regime has slowed deforestation only marginally and there are, moreover, signs of increasing deforestation risks from land conversion in the near future.

52. There are nonetheless some positive trends that shape the forest sector worldwide. The area of natural forests managed under sustainable and certified forest management schemes has increased. Deforestation has declined in absolute terms and some countries have reversed the trend of deforestation. Markets for forest environmental services have been gradually emerging bringing in new opportunities to finance sustainable forestry. Plantations have been expanding largely through increasing private sector investment. The work on climate change has brought a great deal of attention to forestry globally, including an increase in financing, analysis and debate on many aspects of forestry. There is considerable increase in forest areas managed under community and private schemes.

53. The global forest regime that has evolved over the past three decades is fragmented, duplicative, uncoordinated, and competitive, which has made it ineffective. There are an increasing number of actors working within a multitude of international agreements, initiatives, processes and organizations. Most of this regime has come into existence only within the past twenty years and some important processes only within the last five years. This increasingly complicated global forest "architecture" includes, *inter alia*, the following instruments and mechanisms, both formal and informal:

- The United Nations Forum on Forests (UNFF, 2000) and the Non-legally Binding Instrument on All Types of Forests (NLBI, 2007);
- The "Rio Conventions", (CBD, UNFCCC and UNCCD), all linked to forests;
- The Collaborative Partnership on Forests (CPF, 2001), which currently comprises 14 international entities and forms one-half of the so-called "international arrangement on forests" with the UNFF;
- UN-REDD and the REDD+ Partnership;
- The International Tropical Timber Agreement (third iteration, 2006);
- Various initiatives under the denomination of "FLEG" and "FLEGT", relating to forest law enforcement, governance, and trade; and
- Non-state entities working to influence forest policy and management at the international level, including NGOs such as WWF, IUCN, Conservation International, The Nature Conservancy; certification systems including FSC,

PEFC, and associations representing, for example, various industries and forest owners.

54. Meeting the multiple challenges in forestry and making use of the emerging opportunities necessitates improved collaboration and cooperation among all institutions and agencies with authority over various land uses as well as market transformation and financing. This cooperation must extend beyond forestry organizations and involve organizations dealing with agriculture, water, mining, land, economic planning and many other sectors, as well as civil society and the private sector.

FAO's place and role in the international agenda

55. From the very first session of the FAO Conference in 1945, FAO, as a specialized agency of the United Nations, was mandated to sustain forest timber values towards ensuring "continuous productivity of existing forests". Today's FAO, as part of a larger "global forest architecture", attempts to protect the *multiple* values of forests through addressing the drivers of deforestation and forest degradation and the challenges they present to conservation and SFM.[10] FAO, as the world's largest (UN) organization that deals with agriculture and food security, is particularly well placed to address the extra-sectoral dynamics that are largely responsible for deforestation and forest degradation in many parts of the world. Given the lack of a binding global instrument for the purpose of managing and protecting all forest values in a holistic and integrated way, the FAO plays, or potentially can play, an important role in the global forest regime.

56. As most of the interlocutors interviewed by the evaluation team recognized, FAO is renowned globally as an organization that combines technical knowledge in forests and forestry with a visible role as a key "steward of the world's forests". FAO is known for its normative work at the global level, on both policy as well as technical issues. Today, FAO is a ***lead agency*** at the global level for some initiatives and processes that have the potential to shape the global forestry agenda. These include *inter alia* the FAO's own Committee on Forests (COFO) and related/subsidiary Regional Forestry Commissions (see also Chapter 5.2); the lead role of FAO in the Collaborative Partnership on Forests (CPF) and the National Forest Programme Facility (NFPF).

57. FAO has developed close ***synergistic relationships*** with a number of organizations and processes that also have impacts on the global forest regime, in particular with:

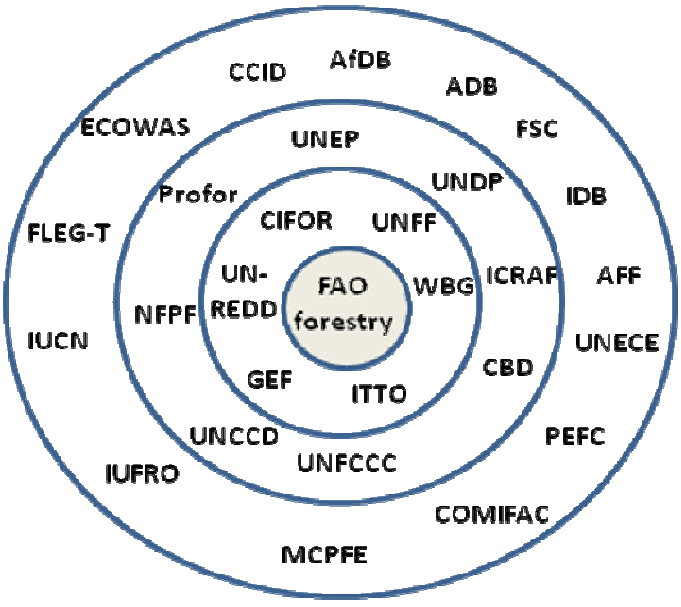
- the Secretariat of the UNFF on the implementation of the NLBI;
- specific partner organizations such as UNECE, ITTO, CIFOR, GEF and the World Bank; and
- UNDP and UNEP, in the framework of the UN-REDD Programme.

[10] Refer also to FAO's three global goals for forests and forestry (Box 4.2).

58. FAO also has ***collaborative arrangements*** with other initiatives and partnerships that deal with particular issues of global concern, e.g. the Programme on Forests (PROFOR), the Billion Tree Campaign, Growing Forest Partnerships, and information and communication platforms such as the Global Forest Information Service (GFIS) and Forest Connect. The FAO maintains, at operational level, close working arrangements with selected CPF members (see also Figure 5.1). FAO also engages with civil society, research institutions, and the private sector, e.g. in bringing together expert panels which have helped in the development of numerous FAO guidelines and in its forestry-related technical statutory bodies such as the Advisory Committee on Paper and Wood Products (ACPWP), Silva Mediterranea and the Poplar Commission.

59. Figure 5.1 below illustrates the institutional relationships of FAO with the other main organisations in the global forestry landscape, with rings around the innermost (FAO) circle expanding in order of "distance" from FAO. Entities in the innermost ring (comprising CIFOR, UNFF, the World Bank Group, ITTO, GEF and UN-REDD) are either close strategic partners with whom FAO shares a responsibility to serve international processes, or close funding partners for which FAO forestry implements technical and policy work on emerging issues. Entities in the next ring are important partners for FAO but have a less regular and intensive relationship.

Figure 5.1: Relative intensity of FAO links to intergovernmental forestry-related organizations and initiatives – an FAO-centred view[11]



[11] See the Acronyms section (p. vii-ix) for the full names.

5.2 FAO's governing arrangements to work in forestry

FAO's Strategic Objectives in forestry

60. FAO's *Strategy for Forests and Forestry* lays out how forests contribute to the achievement of the Millennium Development Goals and the Global Objectives on Forests agreed by the United Nations Forum on Forests (UNFF). It also reflects the contribution of forests to the implementation of related international agreements, in particular the United Nations Framework Convention on Climate Change (UNFCCC), the Convention on Biological Diversity (CBD), the United Nations Convention to Combat Desertification (UNCCD) and the Non-Legally Binding Instrument on All Types of Forests adopted by UNFF and subsequently by the United Nations General Assembly. However, as it will be outlined in this report, there is no clear link between FAO's many activities and the Strategy because of a failure to translate the strategy into work priorities. As stated by some FAO interlocutors, work priorities are primarily set by COFO and respond to the multiple and different requests of FAO's member countries.

61. While forestry-centered work is important, the Strategy does not reflect a cross-sectoral perspective. Linkages with other Strategic Objectives and Organizational Results need to be clearly stated. The global discourse on environment and development is moving towards more integrated management of landscapes, ecosystems and resources, including forests within them. This opens opportunities for FAO but also requires a recasting of the work in forests and forestry to better link to other resource sectors. Pursuing a truly cross-sectoral role of forestry in climate change, food security, water, energy, poverty reduction, and rural development is essential in effectively contributing to the global goals of FAO.

COFO – FAO's highest statutory body in forestry

62. The Committee on Forestry (COFO) is one of the main inter-governmental fora for discussion of forests and the highest FAO statutory body for forestry. COFO, the first intergovernmental body specifically formed for the purpose of discussing international forestry issues, is the main advisory body for FAO's own forestry work. COFO's website refers to its role "to identify emerging *policy* and technical issues, to seek solutions and to advise FAO and others on appropriate action".[12]

63. COFO was established by the FAO Conference in 1971 as a basis for advising the Director-General on the Organization's medium and long-term programme of work in the field of forestry. The biennial sessions of COFO bring together heads of forest services and other senior government officials to identify emerging policy and technical issues, to seek solutions, and to advise FAO and others on appropriate action. Other international organizations and, increasingly, non-governmental groups attend COFO. Following the 135th session of the FAO Council in 2008, a greater emphasis has been placed on the responsibility

[12] See http://www.fao.org/forestry/cofo/en/; *italics* added.

of COFO to identify priorities for FAO forestry work.[13] COFO also endorsed a set of overall global goals for forests and forestry that translate well the broader vision of FAO in the context of forests and forestry (see Box 4.2).

64. Six Regional Forestry Commissions (RFCs) were established by the FAO Conference between 1947 and 1959. The Commissions, held every two years, provide an opportunity for senior forestry staff[14] from governments in each region to meet to address the most important forestry issues (both policy and technical) in that region. RFC meetings are intended to serve as a link between national situations, regional dialogue, and the global dialogue taking place in COFO and UNFF. The RFCs are also active outside of the formal sessions, with most having technical working groups or sub-regional chapters on specific topics.

Relevance of COFO and RFCs

65. ***COFO and RFCs are relevant instruments to set FAO's priorities in forestry.*** Their relevance can be assessed to some extent by the attendance levels, which can be interpreted as an indicator of the interest of member countries. Based on the COFO and RFC reports (Tables 5.1 and 5.2), attendance levels at COFO are consistently high, while attendance at RFCs is variable between regions.

Table 5.1: Countries' attendance at COFO meetings 2007, 2009 and 2010

Year	No. of COFO members at the time	No. of COFO members attending	*% of members attending*
2010	134	115	*86%*
2009	140	124	*89%*
2007	133	128	*96%*

Source: COFO reports 2007, 2009, 2010

Table 5.2: Countries' attendance at Regional Forestry Commission sessions held in 2010

Region	No. of RFC members at the time	No. of RFC members attending	*% of members attending*
Africa	49	31	*63%*
Asia and the Pacific	33	28	*85%*
Near East	27	18	*67%*
Latin America and the Caribbean	35	22	*63%*
Europe	40	20	*50%*
North America	3	3	*100%*

Source: RFC reports 2010

[13] COFO/2010/8.

[14] The intention of the RFCs is for the heads of national forestry (or related) departments to attend. However, looking through the attendance lists of RFCs, the majority of participants from countries are senior staff, not the head of forestry.

66. Based on the survey of member countries undertaken for this evaluation, roughly half of the 44 respondents to the survey had attended at least one session of COFO since 2006. Attendance was highest from Europe and North America, and lowest from Africa. Several respondents from the African region and the Latin America and Caribbean region commented that more assistance was required to allow for their delegations to attend COFO meetings. This problem was echoed during interviews with country representatives during the field visits.

67. With respect to RFCs, attendance was higher, with 70% of respondents having attended at least one RFC session in their region since 2006. The introduction of "Forestry (or Forest) Week" events has increased attendance of non-state actors, at least in the case of the two meetings held in Asia-Pacific in conjunction with the RFCs in Vietnam in 2008 and China in November 2011. The introduction of the "Forest Week" has surely increased the debate on key forestry issues in the region, but not necessarily influenced the agenda and decision-making of RFC meetings themselves. Further information on these events is provided in Box 5.1.

Box 5.1: The introduction of "Forest/ry Week" events

A "World Forest Week" (WFW) has been held in conjunction with COFO in 2008 and 2010. The purpose of the WFW is to allow for a more detailed discussion of the key topics of COFO, the outcomes of which are expected to contribute to COFO negotiations. The WFW is also considered to be an opportunity to share knowledge and raise awareness of major achievements in the forestry sector. Similarly, "Forestry Week" events have also been held at the RFCs in the Asia-Pacific region (2008, 2011), Europe (2008), Africa (2010, 2012) and the Near East (2010, 2012).

The Forest/ry Week events are also intended to provide an opportunity for greater interaction between state and non-state actors on key forestry issues. By providing a broader forum for discussion on topics that would also be discussed in formal Commission deliberations, Forest/ry Week events potentially provide a way for non-state actors to have some indirect influence on these deliberations (given that they only have observer status and cannot contribute directly).

There is mixed evidence as to the success of the Forest/ry Week events in fulfilling their intended purpose. Participation in these events differed significantly between the regions, and the success of the events depends to a large extent on the capacity of FAO staff in the regional offices to dedicate time and resources to organizing them. The Asia-Pacific Forestry Week in China (2011) was able to draw on a team of volunteers and interns to assist in organizing the events, and a broad range of stakeholders attended. These attendees appreciated the Forestry Week as a forum to share information and to network with other stakeholders in the forestry sector, although some commented that there was a missed opportunity for real discussion – for many attendees, both state and non-state, the information presented was "not anything new". At the African Forestry and Wildlife Week held in Benin (2012), participation of financing agencies, INGOs, and civil society and private was extremely limited – a number of government representatives commented that greater engagement of civil society would have been beneficial to the Commission as a whole.

Overall, while the evaluation team is not in a position to properly estimate the cost of organizing Forest/ry Week events, this cost appears to be high. Even in cases where volunteers can be mobilized, as in Beijing, the administrative burden placed on the regional office is substantial. For this reason, it may be more appropriate to hold Forest/ry Week at longer intervals than the RFCs, for example, every 4 years. However, in the case of the World Forest Week, this may compete to some extent with the *World Forestry Congress* mega-event that is organized by FAO every 6 years.

68. Drawing further on the member country survey, relevance of COFO may be considered to be high given that, of the 31 respondents who commented on this topic, 81% felt that the deliberations reflected member country priorities well. Of the 37 respondents who commented on the RFCs, 84% felt that the recommendations coming out of RFC meetings reflect member country priorities well. However, several countries noted that greater effort was needed to engage heads of forestry in a more substantive way, particularly given that in the current economic climate it is becoming more difficult for these heads to justify the time and resources required to attend COFO. One suggestion for improving the relevance of COFO was to allow for more discussion of issues between heads of forestry in an informal manner ("off the record"), balanced with the need for formal decisions to be made about FAO's forestry work.

Effectiveness of COFO and RFCs in identifying priority issues for FAO in forestry

69. ***Choice of topics for discussion at COFO and RFCs.*** Agendas for RFC sessions are established by the bureau (elected office holders) of the respective commissions with support from the regional offices. As the bureau members are representing certain sub-regions within the commissions, issues that cross national borders are more likely to be included in the agenda. Depending on regional-level interest, recommendations may emanate from the RFC on how to address issues at a level higher than national level. The COFO agenda is established by the Steering Committee with due consideration of the recommendations by the RFCs as well as of other FAO governing bodies. The 2011-2012 cycle has introduced a formal method for the RFCs to build on each other's outputs, whereby successive RFCs can amend and comment on the recommendations of the previous RFCs. This, it is thought, will allow for more accurate gauging of global support for addressing specific topics, and proposed methods for doing so. After reviewing these recommendations the Steering Committee develops the agenda for the session to be agreed between the Chair of the Committee and the Director General of FAO.

70. ***Effectiveness of COFO and RFCs in identifying priority issues for FAO in forestry.*** COFO develops its recommendations including through giving due consideration to recommendations made by the Regional Forestry Commissions. In considering areas of emphasis for future forestry work, COFO reflects on requests for assistance or involvement of FAO made by the RFCs – which often relate to targeted needs expressed by FAO's member countries. In taking decisions on future work for FAO forestry, COFO gives detailed consideration to each request made by the RFCs and takes note of how and where they fit within the Organizational Results of Strategic Objective E[15] – itself based on the FAO Strategy for Forests and Forestry – as well as other emerging issues that have been identified. Thus, the processes are in place for recommendations coming out of the RFCs to have an influence in COFO, and thereby in identifying priority issues for FAO in forestry.

[15] See for example Table 1, "Requests for assistance from the Regional Forestry Commission related to the Organizational Results of Strategic Objective E", in the COFO 2010 document *Priorities and Results under the Medium-term Plan and Programme of Work and Budget 2012-13* (COFO/2010/8).

71. By presenting its recommendations to the Council and Conference, COFO contributes directly to shaping FAO's programme of work on forestry. The approved priorities are then translated into the biennial programme work and budget for implementation. However the guidance coming from COFO Sessions is sometimes more like a 'wish list', and an analysis of recommendations also suggests that they can sometimes be conflicting. At the same time, some forestry resource partners can impact priorities of the work programme beyond COFO by funding large extra-budgetary programs in particular working areas. Interviews of FAO staff also indicated that some of the themes FAO is working on, or shifting priorities, may be influenced more by staff personal interest than by priorities set through the RFCs and COFO.

72. COFO 2010 recommended areas of emphasis for each Organizational Result of Strategic Objective E (SO E) for 2012-2013, taking into account FAO's areas of strength. It is unclear to what extent these recommendations in relation to SO E have been taken into account in FAO's actual work on forestry. The evaluation team found little indication that the areas of emphasis for SO E recommended by COFO are addressed systematically and programmatically rather than simply "cherry picked" and driven often by the demand of resource partners.

73. In the survey of member countries, of those 32 respondents who could comment, 81% felt that COFO was effective in influencing the work of FAO in forestry. A large proportion of those who could not assess the influence of COFO on FAO's forestry work were from Africa, reflecting perhaps their relatively weak attendance at COFO. A number of respondents emphasized the need for the information and decisions coming out of COFO to be better communicated following the event – including a specific request for better reporting on how the decisions made at COFO meetings have influenced the work of FAO in forestry. Many respondents also emphasized the need for greater follow-up on the implementation of agreements and recommendations arising out of COFO.

74. ***Influence of RFCs on FAO's regional work on forestry.*** While recommendations from the RFCs may influence discussions at COFO, and ultimately be approved by FAO Council or Conference, there is mixed evidence on the RFCs being an effective mechanism for identifying priority areas for FAO's work in forestry at a regional (or sub-regional) level. In some regions, the link between priorities identified in the RFCs and subsequent FAO forestry work in the region is strong. For instance, in Latin America LACFC develops recommendations at the regional level, which the FAO Regional Office then puts into action. LACFC has parallel "advisory" or collaborating groups that provide recommendations to it. This network carries on dialogue and makes recommendations to LACFC.

75. ***RFCs and the FAO Regional Conferences.*** In each region, a Regional Conference is held every two years to determine the priorities for FAO's future work in that region. The recommendations of the RFCs are now, since decentralization, sent to the Regional Conference for consideration. Forestry officers from across the regions noted that countries send representatives from their ministry of agriculture to the Regional Conference, and seldom send staff from the forestry agency or environment ministry. This may limit the extent to which recommendations from the RFCs are taken into consideration when drafting priorities.

76. Given the increasingly important role expected from the Regional Conferences in decision-making and priority-setting within FAO, there is a risk that the inputs of the regional technical commissions, outside agriculture will be marginalized. Specifically, e.g. in the report of the 2010 Regional Conferences, there is little mention of forestry issues except in relation to climate change in Africa. Secondly, whereas before Regional Conference recommendations were presented to the FAO Council, now themes have to be identified as priority areas at each Regional Conference, which has implications for budget allocations at the SRO and national levels. Furthermore, in some regions (e.g. Asia and the Pacific) there has been resistance from the Regional Conference to allow for separate presentations of reports from the regional technical commissions; while in others (e.g. Latin America and the Caribbean) the Chair of the RFC is invited to present the RFC results at the Regional Conference.

77. ***Efficiency of COFO and RFCs.*** The majority of member country survey respondents who commented on COFO's efficiency felt that the meetings were efficiently run. Similarly a clear majority felt that RFC meetings were efficiently managed. Disagreement with this statement was highest in Latin America and the Caribbean. The co-hosting of Forestry Week events with the RFCs appears to place a heavy burden on regional staff and the host country, relative to the benefits obtained. For example, even with the help of numerous unpaid interns and volunteers, it was estimated that the 2011 APFW took up about 25% of the RAP forest staff's time. While RFCs take place every two years, the possibility of holding a Forest/ry Week only in conjunction with alternate RFCs is now under consideration.

Summary of findings and conclusions

78. On the whole, the RFC-Regional Commission-COFO process appears to be functioning adequately in that countries can influence FAO forestry work through participating in this process. However, this positive finding is limited by the fact that some countries have much more influence than others, particularly given the relatively low attendance by high-level personnel, or attendance at all, especially from Africa and least developed countries; and the risk of marginalization of forest issues given the importance of priority-setting within the Regional Conferences as a result of FAO decentralization and the fact that Regional Conferences are heavily dominated by agricultural interests.

79. The fulfilment of FAO's commitment to reinforcing policy and practice affecting forests and forestry through international cooperation and debate (Strategic Objective E) depends ultimately on whether and how the decisions taken through this governance process are implemented, particularly in operational work on the ground. This question of the impact and sustainability of FAO's forestry governance structure requires a more detailed examination of FAO forestry work as a whole, which is the subject of the remainder of this evaluation report.

5.3 Global and Regional Forest-related Policies and Processes

Key achievements

80. ***FAO is visible within the international forestry realm.*** FAO has been centrally involved in shaping the global, and to a lesser extent, regional forest "architecture" for many years. This has primarily been done through FAO participating in various global forest-related policy processes and FAO's forestry governing bodies (COFO and its subsidiary RFCs) which also provide fora for policy discussion.

81. FAO is recognised for its continuing work in informing the international forest-policy-related negotiations associated with the Rio UNCED in 1992. First, FAO has collaborated with the three forest policy fora (IPF, IFF and UNFF) that ensued from the negotiation of the non-legally binding statement of the UNCED Forest Principles and *Agenda 21* Chapter 11 on forests. More formally, FAO is instrumental as the chair of the Collaborative Partnership on Forests, which *promotes the management, conservation and sustainable development of all types of forests and strengthens long-term political commitment to this end* and, together with the UNFF, forms the international arrangement on forests.[16] Second, FAO also provides acknowledged inputs on forests and forestry to the three MEAs that emanated from Rio: the UNFCCC, the CBD and the (1994) UNCCD. FAO has become, along with UNDP and UNEP, one of the main agencies in the development of REDD+ under the UNFCCC, through its involvement in the UN-REDD Programme since 2008. Finally, FAO chairs the Mountain Partnership, which is charged with overseeing the implementation of Chapter 13 (Managing fragile ecosystems: sustainable mountain development) in Agenda 21 of the UNCED.

82. FAO maintains visibility as a leader in the global forest arena as publisher of a number of globally recognised normative products, such as the FRA, State of the World's Forests, forest products statistics and Unasylva, and as organizer or co-organizer of mega-events such as the World Forestry Congresses, the World and Regional Forest Weeks, the Year of Forests 2011 and UNFCCC Forest Days. These publications and fora contribute to global policy discussion directly or provide information to inform policy discussion. Also, a number of special initiatives, including the work of the NFP Facility, have helped FAO to globally raise its profile in the civil society community. FAO's profile in the private sector has been raised through its responsibility for the Advisory Committee on Paper and Wood Products (ACPWP).

83. ***FAO's role in the global REDD+ agenda lies primarily in its participation in UN-REDD***, in which FAO currently mainly focuses on developing MRV (monitoring, reporting and verification) of carbon at the national level. FAO also participates in initiatives to link REDD+ and governance, such as its work on a framework for governance diagnostics and indicator development with the World Bank, WRI, EFI and PROFOR, and the proposed draft UN-REDD/Chatham House Framework for Monitoring REDD+ Governance. At the regional

[16] CPF Mission Statement, CPF website (http://www.fao.org/forestry/2080/en/), consulted March 2012.

level, the Asia-Pacific Regional Office maintains an active dialogue with the countries in the region on the outcome and implications of the REDD+ decisions.

84. ***FAO's agenda is comprehensive with the potential to link technical work at global, regional and national levels.*** FAO's forest agenda guides both its "normative" work on current topics of concern (publication of statistics, guidelines, outlook studies and technical papers) as well as its operational work at regional and country levels. FAO has technical knowledge relating to forest and land-use "in-house", and potentially is able to use it for global forest policy related work. Its forest agenda at country level is in turn shaped by the national sovereignty of its members and the fact that FAO primarily acts in response to a member country's request.

Relevance

85. ***FAO's involvement in CPF is relevant.*** Stakeholders see FAO as a natural candidate for holding the position of the CPF chair. It provides FAO an important channel to interact with other key forest-related organisations, coordinate work, and conduct policy dialogue. The CPF's mission is to support the work of the UNFF, following the recommendations of ECOSOC. While CPF members have jointly sponsored assessments and strategies on international forest policy, particularly in relation to climate change, many observers feel that on key issues CPF is not taking enough of a leadership role. CPF's work is as relevant as its members allow it to be, which also defines FAO's role and potential to address global issues using the CPF platform.

86. ***FAO's information service role relevant for global processes.*** FAO's forest information-related services provide much needed inputs to forest policy processes and monitoring of their implementation. FAO is providing a lot of basic information on forestry (e.g. forest resources and trade) which is not being provided by others.

87. ***The Mountain Partnership is relevant as a process and recognised for its cross-sectoral potential.*** The Mountain Partnership is seen by its members as a powerful instrument for developing sustainable land-use planning and landscape management in the vulnerable mountain biomes of the world. FAO, as the recognised leader of the Mountain Partnership, can validate its cross-sectoral competencies and planning tools for sustainable development of these particular biomes. Land-use planning in mountain areas is a highly relevant issue in which FAO can fully tap into its comparative advantage.

88. ***Mega-events are a relevant mechanism for generating greater concern for global forestry issues***. FAO, by organizing mega-events on forests, attempts to bolster attention to and support for the cause of conserving and sustainably managing the world's forests amongst the decision-makers and the general public, which is in principle very much needed. An example is the World Forestry Congress (Box 5.2).

Box 5.2: Mega Event - The World Forestry Congress

The World Forestry Congress (WFC) is a gathering of representatives from governments, international organizations, academia, the private sector, and civil society, taking place every six years. The purpose of the WFC is to serve as a forum for the exchange of views and experience and for discussion of matters concerning all aspects of forestry, which may lead to the formulation of broad recommendations applicable on a regional or world-wide basis. The WFC also has the wider purpose of providing a periodic opportunity for the sector to produce an overview of the state of forests and forestry, in order to discern trends, adapt policies and create awareness in decision-makers and in public opinion. The WFC is co-organized by FAO and a national government chosen by the FAO Council. The next WFC will be hosted by South Africa in 2015.

The WFC is not an intergovernmental meeting and has no formal constituencies or country delegations. It is an opportunity to reach broad consensus on authoritative, although not binding, policy and technical advice to governments and international organizations. The implementation of the suggested strategic actions arising out of each WFC is voluntary. The outcomes of the WFC are brought to the attention of the FAO Conference, which may consider endorsing (through a resolution) any of the declarations.

Effectiveness and Efficiency

89. ***FAO is visible as an acknowledged technical agency but not as one strongly influencing global policy agendas and dialogues***. FAO is seen commonly seen as a technical and normative agency and not a policy-oriented agency. In particular resource partners, private sector and civil society see FAO as being reactive, and not proactive in influencing global and regional forest policy related dialogue. It appears that most of the work of FAO is indeed focused on implementing prescriptions of policies proposed or developed by other actors (for instance, the criteria and indicators of ITTO and CIFOR, certification by WWF and other NGOs, REDD+ by a combination of rainforest nations and INGOs). A central problem identified by many stakeholders interviewed is the general lack of effective leadership at global level to approach forests and forestry in a holistic way. Many see FAO filling such a role, as it has been closely interwoven in the complex global forest architecture.

90. ***FAO's leadership in the CPF is as weak/strong as the CPF is weak/strong overall.*** According to the interviews, FAO is doing a good job administratively/managerially in chairing the CPF but FAO's role in providing leadership is not fully recognised by all members. The CPF has been criticized for being less effective due to several member organisations (e.g. UNDP, UNEP, CBD, UNFCCC) not sending senior staff representation. Also, many actors, in particular from resource partners and civil society, would like to see more "intellectual leadership" within the CPF, including mobilization of "the bigger picture" of forestry in a global development and environmental agenda.

91. ***Quality of FAO's partnerships in forestry.*** FAO is an active participant in a number of international initiatives, including UN-REDD, the NFP Facility, PROFOR, Growing Forest Partnerships, Forest Connect, and Global Forest Landscape Restoration. Such involvements entail costs and bear the risk of reducing the effectiveness and efficiency of FAO itself. In order to be effective, FAO needs to carefully evaluate its involvement in the various partnerships in which it is engaged and seriously weigh the pros and cons of any potential role for itself in emerging initiatives. Given limits on resources and the trade-offs that must be made; setting clear priorities is of paramount importance for effectiveness.

92. ***FAO is not fully tapping its potential in forest and climate change overall and in the emerging REDD+ agenda specifically.*** Notwithstanding the considerable normative outputs produced, the efficiency and effectiveness of FAO's work in this area is hampered by an inadequate collaboration within the UN-REDD+ programme. So far FAO has missed an opportunity to influence the REDD+ agenda and its implementation as it has not utilized its comparative advantages in forestry and cross-sectoral capacity. The UN-REDD Programme was created in an *ad hoc* and hurried process in which each of the three UN agencies defined its initial role to the extent possible at that time. Today, after a few years of its existence, it is timely for FAO to review the scope of its involvement in UN-REDD.

93. ***A more holistic approach in UN-REDD is needed.*** The current focus on a particular complex and limited area of carbon MRV does not do justice to the overall capacities of FAO to deal with REDD+ as a global response to climate change mitigation, particularly given MRV's tenuous connection to achieving SFM. Given that the REDD+ agenda is shifting away from relying so heavily on forest carbon measurements (for results-based funding) toward also valuing other forest goods and services, FAO's focus on MRV within the UN-REDD Programme is all the more too narrow. However, the evaluation team is aware that FAO's approach in the field of MRV is to facilitate access to tools and methods and to build up capacity in countries, particularly in the governmental institutions mandated to undertake monitoring.

94. ***FAO has not succeeded as Secretariat of the Mountain Partnership to elevate the status of mountain issues***. There has been no major revitalization of mountain issues within FAO over the past few years despite the fact that mountain areas are particularly vulnerable to the effects of climate change. FAO's role as Secretariat to the Mountain Partnership has been questioned by members and some of its main resource partners, as FAO has not effectively or efficiently used this role to give appropriate priority to the profile of mountain areas in the climate change agenda.

Impacts and Sustainability

95. ***Technical and cross-sectoral competences of FAO have not had a major impact on global forest policy processes.*** FAO work on forestry has not succeeded in bringing cross-sectoral considerations into the global and regional forestry agendas. This would be difficult for any single organisation; however FAO could play a stronger role as a broker to overcome narrow and/or ideological approaches to forests.

Summary of findings and conclusions

96. ***Role of FAO at the global level.*** The global forestry regime today is characterized by a multitude of organizations and initiatives. Inter-arena coordination is more important as the global forest sector is fragmented between a variety of concerns, including *inter alia* the production of goods and services, biodiversity conservation, and the role of forests in climate change. Having an organisation that deals with a holistic approach to reconcile such different interests on forests is of upmost importance. FAO is in a position to play such a role.

Improved coordination, either through the CPF or some stronger means, would greatly increase the effectiveness and efficiency of the international forest regime, and of global action in pursuit of the ultimate goals of sustainably managing and protecting forests to provide benefits to people and the environment.

97. FAO is recognized by its members and partners as an agency that has considerable strengths on technical grounds, but has insufficient convening power to shape global or regional forest policies. This in spite of its lead role in the CPF and the considerable visibility FAO has at the global level in general, e.g. through its role as convener of the World Forestry Congress, and co-convener of the Year of the Forest and other events and processes. FAO is seen by many actors as being more a reactive organisation, and not proactive in influencing global and regional forest policy related dialogue. In the view of the evaluation team, FAO, with its broad mandate and expertise in forest assessment, forest policy and governance and forest resource management, has the *potential* to effectively deal with a very broad set of issues in respect to forests and broader land-use aspects. However, given the multiplicity of actors, FAO must work in partnership with other organizations.

98. ***FAO's policy work at regional level.*** With the exception of the Asia-Pacific Region, and to a limited extent Central Africa, FAO does not play a proactive role in linking global and regional forest policy processes. This results in missed opportunities to make use of FAO's comparative advantages, e.g., on cross-sectoral issues and on issues that imply wider land use planning and landscape level management. Better valorisation and more support to regional level organisations and related policy processes such as ASEAN, the African Union, COMIFAC, ECOWAS, and Amazon Treaty would enhance the relevance, effectiveness and impacts of FAO's forest policy work and would also help to link global and regional processes and initiatives. This needs to be done by, for example, increasing FAO forestry expertise at the regional level, where it can be of more use to the countries needing it and allow for more in-depth and high quality analysis in a timely manner for the regional actors. Also, teaming up with non-governmental partners, including NGOs and private sector (e.g. on the model practiced by RAP), could help to gain leadership that ultimately will help to advance the sustainable forest management agenda.

99. ***FAO's potential for addressing deforestation and forest degradation is considerable.*** As FAO's own figures suggest, deforestation shows sign of decreasing in several countries but continues at a high rate in others; degradation of high quality forests generally continues unabated in many areas of the tropics. What is needed in order to reduce deforestation and forest degradation is a broader land-use planning approach. Increased agricultural productivity and integrated land use planning that encompasses different land uses, including natural forests and planted forests, and agroforestry, are major instruments to sustain functional landscapes over a long-term. Global and regional policies on forests and forestry need to better integrate forests into such holistic approaches in order to create a substantial impact. FAO, as the only international organisation that combines knowledge and savoir-faire in all types of land uses, is in a natural position to respond to such demands and lead such holistic approaches.

5.4 National Forest Policies, Programmes and Institutions

100. Supporting countries in the development and strengthening of their national forest programmes, policies and institutions has been a central concern of FAO from the start. During the past five to ten years, the focus has been shifting from traditional national forestry agencies to include a broader concern with (i) the role of CSOs and the private sector in the development of national forest programmes (NFPs), (ii) the broader scope of forest governance and how to assess and monitor it, including such governance elements as tenure and forest law enforcement, and (iii) the issues and opportunities that face most countries as they go about the task of developing forest and other land use legislation and plans and allocating increasingly scarce land to different uses.

Key achievements

101. ***Forest governance and law compliance.*** Over the evaluation period, FAO has co-organized with ITTO regional workshops on forest law enforcement in five key regions affected by illegal logging: the Amazon region, Central America, Central Africa, Southeast Asia and West Africa. Some of FAO's work related to forest governance has been undertaken in close association with PROFOR and other partners. Recent work culminated in a flagship joint product with PROFOR: *Framework for assessing and monitoring forest governance.* More generally, in response to country requests, the FAO established the support initiative "Integrating forest governance monitoring into national forest-related monitoring systems" in 2010.The initiative is part of an FAO programme funded by Finland to support NFMA and integrated land use assessments in various countries.

102. ***Policy-related and institutional strengthening support through various programmes and projects.*** The FAO Multi-Partner Programme Support Mechanism (FMM) supported a number of field activities in relation to SOE during the evaluation period. Two regional capacity building workshops on integrating climate change issues into national forest programmes were held in the Congo Basin (jointly with COMIFAC) and for Near East countries. National capacity building workshops were conducted in six countries. The FMM also supported a number of policy-related activities in Nicaragua, in collaboration with national institutions. The FMM also supported NFP capacity building in Latin America and training in conflict management in Africa. Policy and institutional support has also been provided through other programmes such as NFPF, ACP-FLEGT, TCPs, and the FAO-Finland Programme and through networks such as Forest Connect.

103. ***A considerable number of projects have governance, institutions and policy elements***. An assessment of project objectives undertaken by the evaluation team suggests that a large proportion of forestry-related projects have some aspect of policy/legislative support, or institutional support and capacity development, in their ultimate objectives.

104. ***Forest tenure, rights and access.*** The funding directly targeted for tenure related work has been minimal over the evaluation period.[17] FAO has produced a number of region-specific Working Papers on 'understanding forest tenure'. Since 2005, the Global Forest Resources Assessment has included a variable on forest tenure. The Forestry Department has also contributed to the "*Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security*", developed by FAO in 2011-12, with an associated implementation guideline for forest tenure. LEGN has been particularly active in producing papers dealing with the legal issues surrounding forest wildlife related tenure, rights and access. FAO is also implementing a project that supports the reform of forest tenure in China's collective forests, and other projects (for example on community forestry, forest policy, forest governance) may deal to some extent with tenure issues.

105. ***A pro-active work programme supported by two major programmes***. There are two major programmes funded by voluntary contributions from resource partners that dominate what FAO has been doing in relation to its support for forest governance improvement, forest program development and institution building over the recent years. The first is the National Forest Programme Facility (NFPF); the second is the Forest Law Enforcement, Governance and Trade (FLEGT) project for African, Caribbean and Pacific (ACP) countries. FAO has continued to provide policy and sector planning related support to members beyond the NFP Facility and ACP FLEGT.

106. ***ACP-FLEGT Support Programme.*** By far the largest forest law enforcement related activity in FAO is the FLEGT-ACP Support Programme which is funded by the EU and hosted by FAO since 2008. The programme, initially scheduled until October 2012, has recently been extended for another four years and broadened to include countries in other regions. The programme has two main components: (1) providing assistance to ACP countries in putting the EU FLEGT Action Plan into practice, and (2) supporting the collection, analysis and dissemination of FLEGT-related information and lessons learned among stakeholder groups in ACP countries. Activities during the evaluation period include completing two calls for proposals, publishing on the 'Status of FLEGT knowledge and initiatives in ACP countries', and facilitating a number of regional workshops on the programme.

107. ***National Forest Programme Facility (NFPF).*** The NPF was established to provide a coordinated mechanism for supporting the development and implementation of NFP processes in developing countries. It has been hosted by FAO since 2002. It is governed by a Steering Committee (with one FAO representative) and a Donor Support Group but is integrated into FAO's programme, and follows FAO administrative procedures with extra-budgetary and regular programme resources being treated as one budget. It is very much linked to other FAO work on forest policy and sector planning, drawing also on FAO's internal resources to support NFPF activities.

[17] See the recently released FAO/OED strategic evaluation of work in FAO related to Tenure, Rights and Access to Land and Other Natural Resources. 2011.

108. The NFPF has been involved with supporting the implementation of more than 500 NFP-related projects during the evaluation period. As of 2011, 70 countries had signed LoAs since the start of the programme in 2002, which exceeds the set target. In addition, other FAO resources have been used to develop various guidelines and support NFP processes in countries requesting assistance. Most of the grants have gone into training and conducting studies, followed by information dissemination and coordination of NFP processes. NFPF and other staff working on NFPs and forest sector planning in general have also developed web based information services and developed a set of guidelines and training modules and general information material related to NFPs.

Relevance

109. ***The work on forest governance is very relevant to the goals of FAO and its members.*** Good forest governance is essential if forests are to contribute to the FAO goals of sustainable food security and poverty reduction.

110. ***Forest governance and forest law enforcement work are relevant for SFM and REDD+***. Good governance includes control of illegal forest activity and trade in illegal forest outputs. Reduction in illegal activity in forests and forestry is an essential factor in the success of SFM and also REDD+. Thus, the work being done in this area by FAO, particularly through the FLEGT-ACP-support programme, is highly relevant in terms of member country needs. The recent Mid-Term Evaluation of the FAO ACP-FLEGT Programme concurs with this conclusion.

111. ***National forest programmes are relevant from national and global perspectives.*** At the global level this work directly supports the UNFF resolutions and the Plan of Action which aim at making sustainable forest management a higher priority, *inter alia* through supporting the development of NFPs or similar national forest strategies and helping to integrate them in national planning. NFPs and similar sector plans and related platforms have also emerged as important national forest governance instruments.

112. ***Enhancing stakeholder participation in national forest programmes***. FAO's role in the promotion of NFPs and enhancing stakeholder participation in forest policy, sector planning, implementation and monitoring processes is strongly appreciated by national governments, and various multilateral and bilateral organisations working in the sector, as well as INGOs and national NGOs. Many of the interviewed agencies see that FAO has a comparative advantage in this area and see it as one of the key services FAO provides. Stakeholder interviews at the country level highlighted the importance of the NFPF especially for the NGO sector; it is often the sole source of funding enabling NGOs to participate and contribute to NFP and national forest policy processes. National governments on the other hand rank the relevance of the NFPF and other FAO NFP resources highly, because they help support local participation in the NFP fora and provide much needed technical support.

113. ***Different perceptions on relevance according to the level of development of countries***. The relevance of the FAO's work related to NFPs appears to be linked to the level of development and access to other funding. Countries with limited funding and with no prior

access to best practices in forest sector planning see the work as being very relevant. However, FAO and NFPF are not the only ones providing support to NFPs as was highlighted in the review of the NFPF by the EU in 2011. The receivers of small grants from the NFPF naturally see the work relevant since they often cannot access any other support which would enable them to contribute to the NFP processes.

114. ***Demand driven approach does not guarantee relevance of policy interventions.*** The strong emphasis FAO (e.g. through NFPF) has put on a demand-driven approach to meeting national needs does not necessarily guarantee the relevance of the interventions to the countries involved. The review of the NFPF project (LoA) portfolio and the feedback received during the country visits indicate that there are many projects which do not appear to contribute directly to improving the quality of the NFP and forest policy processes or strengthening the national capacity to implement effectively NFPs through active civil society participation. Also, both the recent EU evaluation and country visits suggest that the most relevant NGOs or civil society organisations are *not* necessarily always supported and that in some countries NGOs somehow linked to the government are favoured (e.g. Zambia, Tanzania, Vietnam). In the case of Tanzania some of the leading NGOs as well as the resource partner forestry advisors did not even recognize many of the organisations receiving support from the NFPF. The participation of non-state stakeholders through small grants in the NFP processes is very much needed, but results in a situation where FAO is not actively supporting the overall quality of NFPs and their implementation.

115. ***Missed opportunities in linking NFP work to the broader land use environment.*** The projects and actors supported by the NFPF come mainly from the traditional forest sector and there is not that much cooperation with other land use sectors. In order to effectively address issues relating to deforestation and SFM, the interface with other land-uses is of crucial importance. FAO is particularly well placed to help countries in addressing these issues, since in many countries failing to increase agricultural productivity and rising energy needs mean continued disappearance and degradation of forests. Relevance of national forest programmes could be improved by promoting co-operation across departments/ministries and more actively through FAO's NFP-related work.

Effectiveness and Efficiency

116. ***The effectiveness of the various outputs and FAO interventions in forest policy is variable***. Given the amount of quality outputs produced by the programme related to tenure, governance assessment, forest law enforcement, national forest programming and policy development and capacity strengthening, etc., one can conclude that efficiency has been good. However, many of the global normative products are too general to be of direct use in many countries (see also Chapter 5.9); there is simply not much evidence of these normative products being effective, i.e. resulting in concrete improvements such as in policy and legal frameworks. Thus it is important to couple the production of normative outputs with strong follow-up programmes to support dissemination, transfer adaptation and use of the outputs in member countries. This point was clearly expressed by several of the SRO foresters and a number of the non-FAO persons interviewed: FAO activity in this theme area, aside from that of the NFPF and ACP-FLEGT programmes, has been done without adequate provision for

follow-up and sometimes without an adequate assessment of needs and demand for the outputs.

117. ***Effectiveness at the country level leaves much room for improvement***. Much more effort needs to go into follow-up at the regional and country levels to produce concrete outcomes and changes on the ground in policy, governance, legal and institutional frameworks and systems in member countries. Efforts in this field are underway, e.g. the framework developed for assessing and monitoring forest governance will be field tested in a number of countries during the coming year. Similarly, there are plans for follow-up on the Voluntary Guidelines for governance of tenure; and there are plans for follow-up on the FMM funded work. For example, in the case of the training of trainers programmes on stakeholder participation in national forest programmes and on conflict resolution (that reached trainers from some 44 countries), follow-up is planned through mentoring and coaching arrangements.

118. FAO's NFP work is effective in terms of country reach but not always in terms of instituting major improvements in NFP processes. Through making available its small grants, NFPF has responded to the local needs related to NFP implementation and provided a "voice" for civil society in many countries where it previously could not participate in forest policy and sector planning processes. The Brazil country evaluation concluded that the NFPF made way for a series of activities that contributed towards the training of public sector managers and civil society organisations to help with the decentralisation of forestry development. However, according to the 2011 EU review, the NFPF services reach government organisations better than they reach NGOs, community based organisations and the private sector, which may be due to the fact that NFP processes are in the end linked to the central government. Tanzania serves as an example where support is provided to NGOs and other organisations in quite an ad hoc manner resulting in weak effectiveness. There is still much room for improvement especially regarding institutionalising broad-based participation at a level where real policy decisions are being made and improving the overall quality of NFPs and their implementation. This should not be understood as a criticism of the NFPF – its focus has been set outside FAO and it is well-justified – but as an acknowledgement of the fact that FAO, through focusing so much on the NFPF, may not reach its objectives of building up NFP capacity, thus improving the overall quality of NFPs and their implementation.

119. ***Efficiency of NFP projects – some differing results.*** There was not enough information available to assess the efficiency of NFP support beyond the NFPF; in all visited countries FAO was present mainly through the NFPF. At the country level there were some comments on a slow process for drafting NFP project agreements and the bureaucracy of FAO, but in general most of the interviewed recipients have been satisfied with the speed of NFPF decision-making and timeliness and quality of support both from the NFPF and other staff from FAO. Various reviews and interviews result in a perception that the Facility is well managed, and provides timely and quality support to the field. The use of part time FAO coaches with more regional or sub-regional presence appears to be a cost-effective way of providing technical support related to NFPs. However, in many cases FAO country offices are unable to provide adequate support due to staff constraints and there are good reasons to question the overall efficiency of the NFPF. Comparing the number of staff and the number of projects, one can ask if providing support to such small projects averaging USD 24,000 per

LoA is the most efficient way of supporting NFP processes. In Africa most NFPF projects are less than USD10,000. It is believed that a number of these small projects have catalytic impacts but when looking at the programme in its entity, one can ask if the balance between aggregate costs and the number of catalytic projects with major impacts is right.

120. FAO's involvement in hosting the NFPF has resulted in a desirable situation where it is quite closely integrated with other FAO work. Sharing human and financial resources between FO and the NFPF has improved the efficiency of resource use and allowed FAO to use the Facility to deliver policy-related inputs (e.g. normative work) on community-based forestry, market development, climate change, and forest tenure reform in particular in countries where FAO is not otherwise present in the forestry sector.

121. ***ACP-FLEGT support programme activity is done in an efficient manner overall.*** In evaluating the overall performance of the ACP-FLEGT Programme, the Mid-term evaluation stated that FAO has been highly efficient in setting up programme structures and systems, There is a concern voiced by some interviewees – and shared by the evaluation team – that the ACP-FLEGT programme in some areas is making investments that are not strategically linked and that a more strategic approach to its investments in a given country could make the programme more effective.

122. ***Effectiveness and efficiency gains through synergistic approaches between NFPF and ACP-FLEGT.*** At country level, e.g. Ghana, Liberia and others, the two programmes were able to demonstrate synergies and efficiency gains in their work, such as through sharing field staff for backstopping projects, including serving on the Steering Committees and providing periodic technical support. In the same vein of backstopping, the FAO sub-regional foresters served as coaches for both NFP and for ACP FLEGT. Furthermore, the two programs have used a similar information network for calls for proposals and disseminating information.

123. The normative outputs produced by FAO on this topic, such as the publications *Forest law compliance and governance in tropical countries* and *Meeting the challenge of timber legality verification* became more effective by holding regional and other workshops with stakeholders through which the results, conclusions and recommendations were derived by the workshop participants.

Impacts and Sustainability

124. Most of the FAO's programme support concerning NFPs is through relatively small inputs such as organising training and workshops on different themes, financing studies, and developing normative products. With such relatively small inputs it can be questioned if FAO's support – although very useful as such – can help in creating sustainable NFPF processes. The evaluation team found no evidence in the countries visited that individual countries would be developing their own financing systems to continue with the national multi-stakeholder steering committees and small grants program. This may mean discontinuation of these activities after the FAO support is over. Impacts and sustainability of NFP projects, including those under the NFPF, appear be quite limited in many countries.

However, with a limited sample it is difficult to say anything conclusive about the impacts and the sustainability of the interventions in all the programme countries. It should however be acknowledged that in most countries the opportunities for policy dialogue between the government and the civil society were limited or even non-existent prior to the NFPF and establishment of MNSCs so in this respect there have been impacts. One example of a positive impact of the NFPF is in Zambia, where the new Forest Policy and Act (yet to be approved by Cabinet) both drew on studies funded under the Facility. One study, on forestry statistics, resulted in the National Statistics Office creating an account for forestry that is in addition to agriculture, raising hence the profile of forests in a larger land-use context.

125. ***Much room to enhance the impacts on the NFPs and the forest policy process overall.*** Based on the evaluation team's assessment in the countries visited and reviewing the entire NFPF portfolio, there are many projects that appear to have no clear links with the on-going NFP processes and thus are unlikely to have any major impacts in terms of the NFPs in those countries. When it comes to NFP support beyond the Facility, FAO is not amongst the key players supporting NFP processes in the countries and projects are relatively small with limited impacts. The issue of limited visible impacts became evident during the country visits and is also one of the major gaps identified in the EU evaluation report.

126. ***NFPF is spreading its relatively large resources very wide and in a scattered manner without clear strategic thinking*** at the global or regional level, and even less at the national level. The range in the types of organisations and activities as well as themes which are supported results too often in an incoherent and uncoordinated approach to NFP support in a given country. The end result is that each country receives relatively little support and individual projects are small even for many NGOs. In most cases these projects are not based on a systematic assessment of main gaps related to the NFP and/or policy and related processes. As an example, in Tanzania according to the ministry and interviewed international organisations, the NFP projects are too small and scattered thematically, and lack strategic thinking. These some thirty projects are not properly and not linked with each other, and the real links to the NFP process appear quite weak. Furthermore, the evaluation team found no evidence in the countries visited that individual countries would be developing their own financing systems to continue with the national steering committees and small grants program. In many cases, this is likely to mean discontinuation as soon as FAO support is over.

127. ***It is too early to assess the impacts and sustainability of the ACP-FLEGT programme.*** As the programme has only been active for three years, and field projects only started about two years ago, one cannot expect noticeable impact at this time. However, it is not too early for the programme to develop an explicit approach to evaluating future impacts and impact potentials. If and when positive reductions in illegal forest activity are achieved through governance reform, the results should be sustainable, assuming that the institutional changes that result come through policy changes that are backed by changes in legislation in the countries in question. Nonetheless, the programme is achieving important results in terms of stimulating interest in FLEGT in many countries.

Summary of findings and conclusions

128. The overall conclusion is that FAO is doing relevant work in terms of its activities related to supporting forest governance reform, national forest policy and programme development and in terms of supporting capacity building for the relevant institutions, including both governmental and non-governmental entities. As is to be expected, effectiveness of the various interventions is highly variable, mainly based on country differences, but also based on how much follow-up investment FAO has made for its various normative products.

129. NFPF and ACP-FLEGT represent a program approach which could serve as a model also for other FAO work. It is too early to make conclusions about ACP-FLEGT, but the fact that FAO has hosted the NFPF for such a long time has helped to create a synergistic relationship between FAO and the Facility, make FAO more active with non-state actors, improve the efficiency of resource use by combining extra-budgetary and FAO's regular programme resources, and enabling cross-learning between the NFPF and FAO staff. Thus, the evaluation team concludes that the hosting of the NFPF is beneficial to both FAO and the Facility itself.

130. FAO's forest policy and sector planning work has focused too much on government forestry organizations. FAO should continue its effort to broaden the participation of non-state stakeholders in NFP processes but ensure that the supported actors are relevant and can make a difference in terms of impacting the NFPs and their implementation.

131. FAO should be supporting through its programme of work or through the NFPF the establishment of multi-sectoral platforms, which would help to address cross-sectoral issues crucial to sustainable forestry and land-use as well as poverty reduction through forestry. The establishment of cross-sectoral links and integration of forest policies into broader macro-economic, marketing, finance, tenure and other national policies would require that NFP and policy staff would work more closely with other departments and also the FAO policy units.

132. Impacts at country level could be more significant and sustainable if FAO normative outputs related to governance, forest policy, forest tenure reform and forest law compliance were applied more systematically in connection with the ACP-FLEGT and NFPF investments and through FAO's other programme work, with more active follow-up. FAO should also build on its successful work with partners in moving towards the construction of a useful framework for assessing and monitoring forest governance.

5.5 Forest Assessment, Monitoring and Information

Key achievements

133. FAO's work related to forest assessment, monitoring and information aims to provide timely and reliable information to inform policy and practice affecting forests. Most of this work is carried out by the Forest Assessment, Management and Conservation Unit of the Forestry Department, with forest products statistics and outlook studies carried out by the Forest Economics, Policy and Products Division.

134. A flagship normative product of FAO is the ***Global Forest Resources Assessment*** (FRA),[18] published eleven times since 1948, most recently in October 2010. A recent complement to the FRA is the global forest remote sensing survey, *Global Forest Land Use Change from 1990 to 2005,* published in 2011.[19] FRA also regularly publishes an e-newsletter, the *FRA News*. An interactive on-line database has been developed to enhance use of FRA 2010. A number of special reports complement the normative outputs of FRA.

135. With regard to the ***monitoring of forest products,*** FAO, jointly with UNECE and ITTO, produces the Forest Product Statistics and market reviews. See section 5.7 for the evaluation of forest product statistics related work.

136. The ***State of the World's Forests*** (SOFO) is recognized by many as FAO flagship publication to inform public debate and policy-making at national and international levels. Thematically linked to the objectives of SOFO are FAO's *Global/Regional Outlook Studies* that potentially provide information on forestry within the larger economic and social context in each of the six FAO regions (see Chapter 5.6).

137. ***The National Forest Monitoring and Assessment Programme (NFMA[20])***: Since 2001, FAO has supported member countries in preparing their national forest resources assessments, in particular assisting with forest inventories, establishing forest information services and helping to conduct integrated land-use assessments. NFMA is a field-based programme that has interacted with over 50 countries, and provided direct support to 17 – mainly to implement national inventories and land-use assessments. It has established synergies with the FRA and supported countries to adopt a global forest resources assessment standard. From 2008, voluntary contributions have grown considerably and the NFMA has taken advantage of separate but related "projects", including the Finnish Support Program on *Sustainable Forest Management in a Changing Climate*, the Korean multi-donor Fund on *Strengthening Forest Resources Management and Enhancing its Contribution to Sustainable*

[18] An auto-evaluation of FRA was conducted in 2010.

[19] *Global Forest Land Use Change from 1990 to 2005* (2011). Survey in partnership between FAO, the European Commission Joint Research Centre (JRC), South Dakota State University, the United States Geological Survey (USGS) and the US National Aeronautics and Space Administration (NASA).

[20] The analysis on the NFMA benefited largely from a recently conducted impact evaluation of the FAO National Forest Monitoring and Assessment Programme (June 2011) prepared by Alex Forbes and Laura Russo.

Development and the JICA-funded project on *Strengthening Monitoring, Assessment and Reporting on Sustainable Forest Management in Asia*.

138. ***MRV Carbon.*** As an offspring of the REDD decisions in 2007 and the creation of UN-REDD in 2008, a new programme element for assessment (monitoring, review, and verification) of forest carbon (MRV Carbon) has been linked with the NFMA since 2009. The UN-REDD team within FO works globally on improving guidance on MRV approaches, including developing consensus on principles and guidelines for MRV and training programmes. At country level, FAO supports countries on technical issues related to cost-effective and credible MRV processes for emission reductions. As of mid-2011, FAO was providing support to 12 countries through UN-REDD. The MRV Carbon Unit is the fastest expanding unit within the Forestry Department and the Unit that currently attracts considerable voluntary contributions from resource partners.

139. ***Forest information and outreach.*** FAO produces a large number of information products using various media. The products include publications (e.g. the flagship reports such as FRA and SOFO, FAO Forestry Papers, the Unasylva journal), electronic newsletters, and the FO website. FO maintains a Forestry Information Centre (FIC), providing forestry information at clients' request and partnering with member countries in strengthening information centres and forestry libraries worldwide. In addition, FIC edits a forestry-related news clipping service (Infosylva) that is disseminated on a bi-weekly basis in English, Spanish and French.

Relevance

140. ***FRA work is highly relevant for various users and at various levels.*** FRA is a worldwide reference on the state of the world's forests. The survey on the use of normative products[21] reveals that knowledge about FRA is satisfactory in donor countries and Asia, but poorer in Latin America and Africa. The member country survey revealed that forest resources monitoring was considered the highest priority for FAO's future global forestry work by virtually all regions. Generally, FRA users are mainly academic and research institutions, less so governments or other public institutions.

141. As most of the interviews revealed, the necessity of ***regularly assessing global forest resources*** is indisputable and so is FAO's leading role in this field. Given the state of global forest resources and their increasingly important role for both mitigation of and adaptation to climate change, as well as for conserving biodiversity, the need for a global assessment is arguably more important than ever. The critical question, however, is how to enhance reliability of the information used in the FRA.

142. ***At country level, FRA data are often seen as less relevant***. The relevance of FRA data at national level is often somewhat contested, and a sort of data ownership paradox is apparent. Forest stakeholders, and even state forest agencies, do not fully stand behind all the

[21] Survey on normative products conducted by the evaluation team, see Annex 6.

data in the countries that were visited by the evaluation team. For "new" needs, such as REDD+, FRA data are not really relevant.

143. ***SOFO reports are seen as relevant at the global level but less so at regional level.*** Generally, SOFO reports are known to a considerable number of stakeholders interviewed, but few stakeholders claim to use them. While users usually refer to SOFO as an important output of FAO, the need for a critical analytical focus at the regional level has been emphasized by stakeholders interviewed, including regional FAO staff. Regional analyses are of crucial importance and links should be made to integrate such analysis in SOFO reports.

144. FAO's work on National Forest Monitoring and Assessment (NFMA) is seen as relevant in all countries, but not to all types of needs. NFMA's work is very relevant for helping countries to develop comprehensive forest resource assessments, forest inventories, forest data management, and, ultimately, appropriate land use planning. NFMA's work addresses countries' need for information in formulating forest policies and in preparing the framework for forest management planning and lower level strategic planning e.g. in provinces or districts, and the broader global need for accurate information on forests more generally.

145. The NFMA overall long-term objective to improve the robustness and accuracy of data for global FRA and to support countries in planning and implementing integrated multi-purpose national forest monitoring and assessments is relevant because without this information, planning and monitoring are simply not feasible. The NFMA programme will need to adapt to changing contexts (namely increased requests related to REDD+ or NAMAs) in order to remain relevant also in the future. Since 2009, with increased activity in REDD+ initiatives, the scope, approaches and methodologies of NFMA have become under increasing scrutiny, as exemplified in Box 5.4 below. However it has to be stated that more recently, as outlined in the NFMA impact assessment report, the NFMA is adapting its approaches to the new requirements (e.g. in Tanzania).

Box 5.3: Relevance of the FAO NFMA Integrated Land Use Assessment (ILUA) - Zambia[22]

The FAO NFMA Integrated Land Use Assessment (ILUA) in Zambia is relevant, but is criticised for focusing too much on national level information. It was envisaged that the data collected would provide the basis for integrated land use planning and management at national and province level, which is highly relevant for the sustainable development of Zambia. National level data could be used for monitoring forest stocks and contribute to monitoring under UN-REDD. However, the Government of Zambia also requested ILUA to provide more detailed district-level data for planning at that level – as outlined in FAO's National Medium Term Priority Framework for Zambia (2009-2013), but which has not been done. Both the Government of Zambia and a representative of the major resource partner perceive that the ILUA is designed more to meet FAO's global FRA requirements than to meet the needs of Zambia at the sub-national level. FAO staff state that there is insufficient funding to undertake meaningful district-level data collection.

[22] Extract from the evaluation team's mission report to Zambia. Similar analysis can be made from the forest inventory processes in Nicaragua and Kyrgyzstan.

146. ***Too early to assess relevance of MRV Carbon in the context of SFM.*** A small, dedicated and highly specialized unit has developed within the Forestry Department over the past two years, developing methodologies relating to MRV of forest carbon. While it is too early to fully assess the relevance of MRV for forestry in general and countries in particular, its central importance for developing the current global pilot initiatives in REDD+ (e.g. UN-REDD, FCPF, VCS) is beyond doubt.

147. Some interlocutors have questioned whether FAO should directly undertake development of MRV at all when there are many other organizations working in this area, adding that FAO could be more helpful by supporting the development of methodologies by others and collecting and disseminating the information produced.

148. ***Information, communication and outreach are well recognized by interested users.*** In the international forestry world, FAO is the organization that provides the greatest breadth of forestry-related information worldwide. Past evaluations confirm the high relevance of FAO's statistics and outreach. However, there are very few interlocutors who are aware that FAO has a strategy in forestry and that it reports internally according to six organizational results. While other organizations, such as ITTO, IUCN, CIFOR and ICRAF clearly widely communicate their respective strategies, FAO (in forestry) does not.

Effectiveness and Efficiency

149. ***Well organized and effective procedures to prepare FRA.*** The preparation of FRA is a well-organized process; the main report is well edited and delivered in a timely way. FRA preparation is accompanied by expert consultations, including most recently a process to discuss the long-term strategy for the Global Forest Resources Assessment up to 2030 (to be presented in COFO 2012). The preparation of FRA (over a 5-year time span) absorbs considerable human and financial resources, reportedly over US$25 million for the FRA 2010. This is a considerable amount that needs to be justified by publishing a high-level, valuable product. The continuing willingness of resource partners to pay the cost means that to them, at least, the product is justified. Beyond that, since little is known about who actually uses the FRA and how, it is difficult to say how effectively the funds are used in terms of change in the world of forestry.

150. ***The risk of inconsistent data.*** There is a discrepancy between what FRA is reporting as fact and the reality in many countries. There are inconsistencies in all stages into which the FRA process is divided. In recent years there have been calls by the scientific communities and civil society to make the statistical process more inclusive of scientific and environmental concerns. The concern is that FAO produces over-aggregated statistics that "obscure" (tropical) forest trends.[23] While this is a serious problem, efforts are indeed now underway to improve data collection. For example, the methods developed through the remote sensing

[23] See Grainger A. (2007). The influence of end-users on the temporal consistency of an international statistical process: the case of tropical forest statistics. Journal of Official Statistics, 23: 4:553-592. Also, the recent global remote sensing survey indicates a lower level of deforestation than the latest FRA report.

survey 1990-2005 will be used to improve the measurement and reporting of forest area and change in forest area over time as part of the continual improvement in forest monitoring, and can be adapted for use at national scales. Furthermore, the definition of 'forest' and 'forest cover' in FAO data are problematic. This has nevertheless not prevented FAO from enabling the world to perceive trends in deforestation and forest degradation.

151. ***Helping countries in their monitoring and reporting on forest resources is crucial.*** The great majority of developing and transitional countries face difficulties in delivering on FRA and on forests statistics overall. In all countries visited, government agents complained about the fact that too many variables are requested by FRA (and others) to fulfil reporting requirements. Many data do not exist and need to be collected, but such a process needs time, equipment and resources that most countries do not have at their disposal. Capacity-building through the FRA, NFMA and UN-REDD processes is crucial to improve sustainability and impacts of measurement, monitoring and verification of the forest variables.

152. ***Efficiency and effectiveness suffer because FRA does not engage actively enough in partnerships.*** A number of actors interviewed from the 2010 FRA Advisory Group, including senior CPF members, observed a certain reluctance of FAO to engage in real collaborative partnerships for data collection, statistical analysis, data comparisons and presentation in the preparation of FRA 2010. There exist several scientific institutions with a proven track record in forest data collection, as well as globally recognized organizations dealing with global and regional assessments (e.g. ITTO, IUCN, CIFOR and WRI). Common data collection approaches and analysis can reduce country reporting burdens, increase the efficiency of reporting, and allow greater consistency and quality control. A good example of such collaboration was the efficient process in the preparation of the State of Europe's Forests 2011 with the UNECE and Forest Europe.

153. ***Missed efficiencies due to independent development of FRA and SOFO.*** While FRA mainly deals with data gathering and compilation, limiting its analysis to factual statements, SOFO has the potential to go beyond this and develop policy and strategic recommendations for decisions-makers and the public. FRA and SOFO are developed by different units within the Forestry Department without a clear functional relationship. As both reports are widely used globally, there is potential to better link them to each other through common data analysis and policy conclusions.

154. As stated in the recent Impact Evaluation of the NFMA, at programme level, the absence of a strategic approach to determine countries for NFMA support and the lack of staff and dependence on unpredictable availability of voluntary contributions over longer periods of time have contributed to a significant "waiting list" of countries seeking NFMA support (currently at least 30). Moreover, interviewees in some countries observed that capacities in assessment and data analysis have not been strengthened enough during NFMA work because inadequate approach and attention to capacity development (FAO staff and short-term consultants tend to do the work themselves during short missions). As noted by several interviewees, it is difficult to access NFMA data at national level and the level of integration of NFMA data with other national level databases is considered generally weak.

155. ***MRV carbon work is not yet very visible.*** In order to be effective, advances and results of the work in MRV carbon need to be communicated regularly and broadly, including in such a way that information generated is understandable for the majority of professional (and general) users of information. However, only a few very specific inputs in specialized workshops and forums have been made so far, and no specific information can be retrieved from FAO's website.[24]

156. ***NFMA and MRV Carbon – Lack of internal collaboration or development of synergies.*** As stated by FAO staff, there has been a perceived lack of coordination and collaboration between these two units that work toward a similar overall objective in the past. While NFMA serves an overall forest resource monitoring agenda that should deliver data and analysis for forest policy and forest management purposes overall, MRV Carbon develops methods for monitoring forest carbon loss and carbon sequestration in forests for a specific process (UNREDD). Both units work with different methodological approaches. While routine NFMA methods cannot suffice to meet the requirements of REDD+ schemes, MRV carbon is too specific to serve the more general data needs of NFMA. Nonetheless, more recently, collaborative efforts between individuals in each team have been made in a number of countries and adaptations to NFMA methodology are currently ongoing in some countries, e.g. Panamá, Zambia, Tanzania and Ecuador. Thus, there should be ways to increase effectiveness and efficiency in developing a more synergistic form of formal collaboration, e.g. under "MRV forests" (see paragraph below).

157. ***From MRV carbon to MRV forests.*** An MRV system for carbon is required by the UNFCCC for REDD+, but also a forest monitoring systems on the impacts of REDD+ on policies and measures and on safeguards. The MRV system for carbon is based on remote sensing, combined with information on historical deforestation rates and monitor changes to forest area and possibly degradation. This is then complemented by a field-based NFI. The work in MRV Carbon requires highly specialized knowledge. A small but competent team of young and specialist staff is working at HQ levels and is being expanded rapidly through UN-REDD funding supporting countries developing a comprehensive forest information, monitoring and MRV framework. This specialized knowledge has not yet been transferred to the regions or to UN-REDD countries[25]. FAO is working hard to keep pace with the demands that have been raised in countries (and by its UN-REDD partners) for development of MRV systems in national REDD+ Preparation Plans. While FAO has considerable knowledge in broader aspects of forest monitoring, the specifics of carbon monitoring still need to be developed so as to be realistically implementable.

158. ***FAO's information and communication in forestry are appropriate but there's room to improve the use of information***. Particularly at the global level, tools, instruments and approaches for information and communication are appropriate, e.g. the detailed website, newsletters, hard copies of documents, etc. FAO has evolved with the availability of new technologies and has permanently added new features in its outreach approach. A good

[24] An exception is a summary given in *Unasylva* 238:62 (2011/2) on measuring forest degradation.
[25] Some country respondents complained about the fact that many of these newly specialised people do not have a lot of field experience.

example of effective communications management was FAO's facilitation of the International Year of Forests 2011, for which FAO played an important role in communication in spite of the meager resources allocated to it. At the level of Regional Forestry Commissions, however, with the exception of the Asia-Pacific (APFC), the preparation, presentation and distribution of information is insufficient. In particular, with the exception of APFC, RFCs generally do not use websites to communicate with their members such as on emerging issues. Also, there is generally a lack of feedback on the effective use of information. There is also a need to better inform the global community, including donors, on its strategic approaches in forestry, including its vision, mission and goals in forestry.

Impacts and Sustainability

159. ***More needs to be done to enhance the use of FRA in global and national policies.*** While consensus exists among people interviewed that a global assessment on forest resources is a must, and one that is uniquely carried out by FAO, there is some recognition that the effort needs upgrading in order to enhance the use and hence impacts of global forest resource assessment outputs. Working more closely with recognized technical agencies and making more use of ever-improving remote sensing technology are two improvements needed. In most developing countries the quality of current forest monitoring is unsatisfactory in general terms and particularly for assessing forest area changes and forest carbon stocks.

160. ***NFMA strengthens capacity and helps in the development of needed systems but approaches could be improved.*** The evaluation team noted complaints by countries that capacity building has been done too quickly and the sampling method is insufficient to generate the quality of data needed for proper planning at national level, both of which issues jeopardize sustainability as evaluation team's country visits to Tanzania and Nicaragua suggested. The evaluation team also has noted little evidence of wider use of NFMA-generated information and analysis at country level or of influence of NFMA project outcomes at policy level. Additionally, despite the new requirements of REDD+, NFMA has not yet undertaken sufficient efforts to integrate new approaches systematically into its "tried and tested" methodology[26]. The risk is a lack of impact and potential negative impact on sustainability.

161. ***Sustainability of the results achieved with respect to MRV carbon.*** The considerable work undertaken by FAO in the area of monitoring, reporting and verifying forest carbon will only have a lasting impact if the role of forests in climate change mitigation will be widely recognized as an effective GHG mitigation option (e.g. through REDD+ or forest NAMAs). However, there is a certain degree of uncertainty in this regard.

[26] It should be noted, however, that the "new" countries getting NFMA support are all undergoing adaptations to meet REDD+ requirements, where requested by countries.

Summary of findings and conclusions

162. ***Forest resources assessment and statistics remain main pillars in the work of FAO.*** FAO produces timely and extensive information on the state of forest resources and production, consumption and trade of forest products, and disseminates this information relatively effectively, to a broad audience. Efficiency can be improved through increased synergies in-house, e.g. between the National Forest Monitoring Assessments, the UN-REDD Programme (MRV), and the global remote sensing survey, and internationally with specialized partners. Synergies could be facilitated internally and externally with groups collecting information on forest products.

163. ***Synergistic partnerships are needed in order to meet global and national monitoring and reporting needs.*** Producing and reporting global forest resources assessments and national forest resources assessments, including forest carbon, presents significant challenges, such as the need to use widely recognized definitions and measurement standards, varying levels of national resources on which to report, and a long list of information needs, including on a range of forest goods and services. To be relevant and reliable, FAO cannot do all this alone. FAO needs to develop long-term institutional partnerships with appropriate organizations for continuous improvement. This implies use of the best available tools and approaches to improve monitoring and reporting efficiency and accuracy, making the best use of remote sensing in country reporting, and improved data access that is directed to key stakeholders and users of forest data.

164. ***Develop a synergistic relationship between FRA and forest products assessments/outlook studies.*** As human population continues to increase, wood and fibre product demand per capita is expected to grow and the demands of a low carbon economy will affect the use of forest products in the near future. FRA data can be used help project future supplies and describe where this wood (and other forest products and services) are likely to come from to meet increasing demand. FAO's flagship products, including FRA, SOFO and regional outlook studies (in combination) can be used in this type of analysis and provide directions concerning the way forests need to be managed globally. So far, FRA is mainly concerned with forest data collection and SOFO and regional outlook studies are instruments to link forest data to policies without critically question FRA data.

165. In the evaluation team's view, there are great opportunities for improvement by complementing the FRA five-yearly reports with analytical work that draws on the data presented and describes rationally the situation of forest resources and projects the future, using all relevant data sources; FAO should then use this information to help countries to better explain and predict changes in forest area and quality as well as use of forests for all goods and services.

166. ***Develop a broader vision of MRV.*** One way to make forest carbon more relevant is to establish closer links between carbon monitoring and forest monitoring. FAO is well placed to further such a comprehensive approach in forest monitoring. FAO should explore how to help develop MRV schemes that can be informed by existing work and at the same time meet the (yet not clearly defined) requirements of MRV carbon. Moreover, the current emphasis on

MRV carbon is risky as REDD+ remains in "draft" form and the further development of REDD schemes remains uncertain. To deepen relevance and effectiveness, FAO should propose methodologies in MRV that serve a wider purpose of monitoring, reporting on and verifying not only forest carbon but forest values more broadly, including all forest goods and services.

167. ***Relevance and efficiency gain: consider a cluster on Forest Resources Assessment, Monitoring and Reporting.*** A cluster that combines internally all competencies related to FRA, NFMA, MRV carbon and analytical tools such as SOFO could potentially help to increase efficiency, effectiveness and impact. Such a cluster needs to develop a broader *long-term strategy* for forest resources assessment, monitoring and information overall. This could be supported by a standing advisory team and a secured, long-term voluntary contribution funding mechanism on the model, e.g., of the NFP-Facility.

168. ***Communication and outreach.*** FAO has made great efforts in the field of communication and outreach at global level over the period under evaluation, and technical information is becoming increasingly easy to access. However, FAO needs to reflect on the way it communicates and interacts on information and communication in forestry at the regional and country levels. Traditionally, communication has been seen primarily as a one-way flow – the dissemination of FAO outputs to users. Increasing dependence of users on web-accessible information, however, will continue to increase expectations for up-to-date information that is tailored to user needs, which may itself entailed a greater two-way information flow. FAO should also better inform external stakeholders about its mission, vision, goals and strategies in forestry in order to increase its visibility and changes for programmatic funding.

5.6 Forest Resources Management

169. FAO's work on forest resources management (FRM) aims to help countries sustainably manage their forest and tree resources. This work area relates particularly to *Strategic Objective E: Sustainable management of forests and trees* being more broadly adopted, leading to reductions in deforestation and forest degradation and increased contributions of forests and trees to improve livelihoods and mitigate climate change. Forest resources management is a broad concept, as it covers both very different forest biomes and very different areas of technical work including planted forests, forest management, fire management, arid zone forestry etc. Work in forest resources management should feed into any work on enhanced policy frameworks and governance systems through which they are applied; it should also influence the building of capacity and capability to deliver optimal levels of benefits in a sustainable way within the national development frameworks of partner countries. Finally, it should inform global level discussion on forest-related issues, specifically on what is possible and feasible.

170. The range of technical aspects of forest resources management is extensive, covering all forest biomes, including mountain ecosystems. These technical areas can be categorised as follows:

- Basic knowledge: implications for forest management of ecology and relevant sciences soils and climate at species and forest stand levels; information on and systems for determining its potential to deliver products and services sustainably;
- Systems for effective regeneration and management of natural and planted forests and trees for a range of different purposes and users, including restoration and the conservation and use of forest genetic resources;
- Protection and security of the resources from negative influences such as fire, pests and diseases and, increasingly, from negative influences of climate change, including through adaptation.

Key achievements

171. ***FAO has maintained a strong profile in forest resources management.*** FAO has traditionally covered technical aspects related primarily to the sustainable management and utilization of natural forests and plantations for production purposes, including also work on areas such as genetic resources and harvesting. Over the years FAO's work has been broadened to cover multiple uses (production, watershed, biodiversity, wildlife, etc.) of forests paying particular attention to social/participatory and environmental aspects of forest resources management in different forest biomes. Although global and national interests have widened substantially in recent years to include renewed interest in both forest plantations and natural forests, devolved management and, especially recently, climate change mitigation and adaptation, the need for sound understanding of forest resource management remains.

172. ***Key achievements in forest resources management.*** More than half of the listed 349 normative documents (see chapter 5.9) relate to FRM and are mainly produced by the Forestry Department at HQ. The Regional Office in Asia and Pacific also has a strong profile

in preparing regionally specific normative work, for example developing regional guidelines for best forest management practices and guidelines on assisted natural regeneration.

173. Examples of relevant normative products include, *inter alia*:

- **Silviculture**: twelve forest management working papers have been produced on this topic, and more recently a database of sustainable forest management case studies has been created. In the Asia-Pacific region, work has been undertaken on Assisted Natural Regeneration which has good potential to link natural forest management closer with REDD+ and on mangroves.
- **Forest genetics**: *The State of the World's Forest Genetic Resources*, including country reports, thematic studies, regional workshops and analysis.
- **Forest health**: FAO Forestry Papers on Forest Health: *Global Review of Forest Pests and Diseases*, *Guide to Implementation of Phytosanitary Standards in Forestry*, and *Asia-Pacific Strategy for Forest Invasive Species*.
- **Planted forest:** the *Voluntary Guidelines on Responsible Management of Planted Forests* in 2006 and a series on Planted Forests and Trees Working Papers; first global forest plantation database.
- **Forest fire**: *Global Assessment and Guidelines* (2006), community-based fire management: a review (2011) and follow-up work.
- **Forests and climate change**: *Forest Management and Climate Change: A Literature Review*, *Managing Forest for Climate Change*, *What Woodfuel Can Do to Mitigate Climate Change*, and *Forests and Climate Change after Cancun (and Copenhagen): An Asia-Pacific Perspective*.
- **Forest Management**: FAO has set up a database that will provide a standardized interface for displaying the wealth of knowledge from existing case studies on Sustainable Forest Management, in order to enhance knowledge sharing on forest management between forest managers, researchers and decision makers worldwide. The case studies are produced mainly by FAO's Forestry Department but also by other national, regional and/or international forestry organizations and networks.

174. The main focus of work has been on the humid tropical biome and particularly on bio-physical aspects, but increasingly also on the tropical dry biome with an emphasis on socio-economic aspects. FAO has limited activities relating to mountain regions, apart from some normative work (for example the 2011 paper on "Why invest in sustainable mountain development". This is despite the important role FAO plays in the Mountain Partnership, and the great value of the mountain biome in terms of livelihoods, soil and water conservation. Work in forest resources management in temperate and boreal biomes is limited, and what work has been done appears to be concentrated in middle to high income countries – rather than in temperate biomes in the least developed countries, where this work is most needed. Limited attention has been given to sustainable rangeland management which is of particular importance in tropical and sub tropical dry biomes. FAO is not active in the emerging area of forests and human health, although important work has been done in relation to forests and human nutrition (e.g. on edible insects).

175. An important area where FAO was known in the past is community or social forestry. With considerable donor support from the Netherlands and Sweden, FAO was able to support processes and to create capacities in many countries in empowering local communities in managing forests and improving income generation from forests and trees. Today, after donor support had ceased, community forests has virtually disappeared from the work programme of FAO, with the exception of some work done mainly in tropical dry biomes and in the area of community forest enterprises.

176. For arid biomes, some normative products have been developed such as Guidelines on sustainable forest management in drylands of sub-Saharan Africa (2010); Forests and rangelands in the Near East; Guidelines for good forestry and range practices in arid and semi-arid zones of the Near East (2009); State of Mediterranean Forests (2011); and Fighting sand encroachment – Lessons from Mauritania (2010).

177. In the temperate biomes, technical work is being done through the Poplar Commission and work linked with the multi-agency Model Forest Initiative.

178. There are more than one hundred field projects of varying size linked to forest resources management during the evaluation period. In terms of budget, the work done under the UN REDD and FAO-Finland Forestry Programme dominate. Other notable projects include:

- **Arid zone forestry**: E.g. Implementation of the Great Green Wall for the Sahara and Sahel Initiative (GGWSSI) (2010-2012); Support to the rehabilitation and extension of the Nouakchott green belt (Mauritania, 2000-2009).
- **Forest management and conservation**: Capacity Building and Institutional Development for Participatory Natural Resources Management and Conservation in Forest Areas in Mongolia (2007-2012).
- **Mangroves**: Regional Programme for Participatory and Integrated Agriculture, Forestry and Fisheries Development for Long-term Rehabilitation and Development in Tsunami-affected Areas; technical backstopping of mangrove-related projects led by the Fisheries and Aquaculture Department, e.g. Sustainable small-scale fisheries and aquaculture livelihoods in coastal mangrove ecosystems (Myanmar, 2009-2012).
- **Forest rehabilitation**: Applying assisted natural regeneration for restoring forest ecosystem services in SE Asia; assessment and rehabilitation of damaged forests in Lebanon
- **Forest health**: Sanidad Forestal en los países del Cono Sur (2009-2011)
- **Forest fire**: A number of forest fire projects implemented between 2006 and 2011 worth over US$10 m, often in joint agreements with the emergency unit (TCE), LEGN and decentralized offices.

Relevance

179. FAO, is the only international agency that still tries to cover all the key dimensions of sustainable forest management, including technical, social and environmental dimensions, and

covering all key forest biomes and different uses of forests. This is in contrast to other international forestry organizations that tend to focus more on production and community forestry and only on the tropics (ITTO) or on particular themes like forest landscape restoration (IUCN). Development and financing institutions like UNDP, the World Bank and Regional Development Banks generally cannot provide technical expertise in these areas. The World Bank uses indirectly FAO forest expertise through the TCI (see chapter 6.1).

180. During the country visits and in discussions with stakeholders, the role of FAO as a technical agency that can support countries in issues relating to forest management was repeatedly stressed. FAO expertise in technical forestry is also recognized by these financing institutions, in particular by their regional and country offices that otherwise would be bereft of it.

181. ***Projects are often scattered and not linked to major development needs of a country.*** Despite the need for internal and external coherence of FAO's work, FRM projects are often scattered and not well-linked to the major development needs of a country; this reduces their relevance. Notwithstanding the existence of NFPs and the sectoral programmes of international finance agencies, in many countries, FAO tends to implement projects that are isolated from such programmatic approaches.

182. ***Relevant in some particular fields of forest resources management.*** Particularly since forestry has been identified as one of the main sectors that can effectively address climate change adaptation and mitigation, some of the technical areas in FRM have considerably gained in relevance. Silviculture of natural tropical forests, planting new forests, issues relating to forest health and in particular combating forest fire are important areas where FAO is able to bring its technical expertise to the broader climate change agenda. Forest and trees in landscape can help to reduce vulnerability of natural and human systems. However, they are also vulnerable to the effects of climate change and in order to fulfil their role as a part of a wider adaptation strategy, the resilience of forests and trees needs to be strengthened. Developing normative products, in particular to address adaptation issues in tropical humid biomes, in the dry biomes and the mountain regions are highly relevant. The working areas on forest genetics, forest health and forest fire are of particular importance in forest-based adaptation strategies. The experience (positive and negative) gained by FAO through the implementation of a number of projects financed through emergency programmes over the past 7 years is also relevant *per se*.[27]

183. ***Relevant link – forest resources management to climate change.*** Increasing importance of climate change has emphasised the need for promoting technical forestry issues at all levels creating more demand for FAO support. FAO's work to link forest management practices and forest fire management with the emerging challenges in climate change is highly relevant for many developing countries. This was confirmed in country interviews and by the country questionnaire. Forest management issues as they relate to climate change include the

[27] E.g. OSRO/NIC/701/MUL-Nicaragua, "Atención a comunidades afectadas por el Huracán Félix para la rehabilitación de sus capacidades productivas y la prevención de incendios forestales" and other disaster risk management projects (GCPs and GEF).

vulnerability of forests to climate change, the role of forests in adaptation to climate change, and forest management issues related to GHG mitigation options in forestry. This work encompasses biophysical aspects such as silvicultural responses and social aspects, such as the forests and food security in a changing climate. Also, because climate change is expected to result in significant changes to pest and disease population dynamics and invasiveness as well as changes to forest fire occurrences, work on pest and fire management has renewed relevance.

184. ***FAO's work in mangroves has been relevant in addressing emergencies and improving livelihoods.*** FAO was leading the work on rehabilitation and sustainable use of mangroves in the tsunami affected areas. A project in regional Asia led by RAP in 2007-2008, on a gap analysis of knowledge and data requirements for coastal managers, was found by the India country evaluation team to be relevant, particularly for the sustainable use of mangroves in coastal protection and as a source of livelihood opportunities.

185. ***Arid zone forestry.*** FAO's involvement in the GGWSSI is considered to be relevant to the operational program and long-term strategies of the African Union and of the eight concerned member countries. FAO's work in this field is also in full accordance with the Millennium Development Goals (MDGs), the UN Convention to Combat Desertification (UNCCD), the UN Framework Convention on Climate Change (UNFCC) and the UN Convention on Biological Diversity (UNCBD).

186. Although work on ***forest genetics*** for plantation species has largely been taken over by private sector organizations, climate change has brought the issue of genetic diversity for other types of forestry back onto the agenda. An important asset of FAO is the database on **forest genetic resources** (REFORGEN) which has been developed since 1993 and contains information on more than 1600 forest tree species. Genetic diversity is crucial for adaptation to climate change. FAO has been actively working with its Members to assess the global state of genetic diversity in the world's forests and find solutions to the threats facing them.

Effectiveness and Efficiency

187. ***Progress in support of countries to sustainably manage forests and for poverty reduction lacks evidence.*** Recent country evaluations conducted in Africa (DRC, Sudan, Ethiopia, Zimbabwe) show mixed results in the progress in SFM resulting from FAO's influence and support. In Ethiopia, the CE report shows that FAO was effective in assessment and management of forests and wetlands of Kafa Forest, integrated watershed management and helping to secure access to land and natural resources. However, in Zimbabwe, the CE report showed that FAO was not effective in addressing forest resource management policy issues.

188. ***Little evidence of the implementation of a holistic programme in forest resources management.*** The Forest Resources Management team at headquarters is currently a combination of the former SFM and forest conservation teams; it is one of the areas of the Forestry Department that does not benefit from significant voluntary contributions from resource partners. At country and regional levels (with the exception of RAP), there are only

scattered experts engaged in FRM issues (e.g., in Nicaragua). At HQ, only one staff member is dedicated (and often only partially) to a particular topic (e.g. a single person is currently covering the thematic areas of agroforestry, mangroves, urban and peri-urban forestry). This is clearly insufficient for the organization to remain effective and efficient on these topics and even to link actively with key partners such as ITTO, ICRAF, IUCN, CATIE, etc.

189. From the review of the existing portfolio of "forest" projects undertaken by the evaluation team, it is apparent that only few links are made between normative work and projects in FRM. For example, while it is commendable that FAO has renewed its focus on arid forestry and forest issues in tropical dry biomes, the depth and quality of the publications do not match the level achieved in the work done by FAO in the 1980s and 1990s. The reason for the shift is unclear but the tendency to overlook the importance of technical knowledge has characterised much of the recent work in international forestry by all agencies, not just FAO.

190. ***Lack of a clear strategy hampers effectiveness in forest resources management.*** There is currently no clearly recognizable strategy for FAO's work in forest resources management at HQ level, nor in the relationship between HQ and regional and country offices. The various teams or individuals work on their own and at their own pace. The role and scope of work need to be reviewed and redefined to establish and maintain a strategic balance that meets the requirements defined by COFO, accommodates so far as is possible requests from resource partners, and delivers a coherent and effective overall programme.

191. ***FAO achieved considerable success in developing and testing assessment tools for land degradation in drylands*** through its project "Land Degradation Assessment in Drylands (LADA)", a global initiative funded by GEF. One of the innovative aspects highlighted by the Terminal Evaluation of that project is that it was effective in the enhancement of national capacities. Specific mention was also made of the enhancement of multi-disciplinarity of LADA assessment teams; these included experts and technicians from different FAO areas, such as Forestry, Agriculture, Livestock, and Water Resources. This project illustrates the importance of using cross-sectoral linkages to work across departments.

192. ***Limited collaboration with other organizations in the preparation of normative work in FRM.*** FAO has prepared some particular normative products, e.g. the guidelines on the management of planted forests and the fire management, through collaborative work with other organisations (e.g. ITTO, CIFOR, IUCN, WWF). However in general terms, the team found limited evidence of strategic collaboration with others on the preparation of normative products in FRM. ITTO in particular, but also organizations such as CIFOR, RECOFTC, IUCN, EFI and other IUFRO members, are working in areas that are similar to those of FAO, e.g. natural forest management, forest restoration, biodiversity conservation in tropical production forests. As commented by representatives of international organizations, FAO should use its capacities better and work in partnership, particularly on FRM issues.

Impacts and Sustainability

193. ***There is little evidence on FAO's normative work on forest resources management having major impacts on the ground.*** From the perspective of many stakeholders interviewed, the work in FRM is seen today as being of less of direct use than in the past. In part this appears to be because of the general nature of much of its output. From the review of the existing portfolio of forest-related projects, it is apparent that only few links are made between normative work and projects in FRM. A good illustration of the over-generalised nature of recent outputs is the proliferation of Working Papers. These often do not reach the peer-review standards achieved by for example the Forestry Papers or the formally edited *Conservation Papers*. On the basis of discussions held by the evaluation team during field visits, both of these are highly regarded by users in respect of their quality and utility. This is a common problem concerning FAO's normative forestry work in general.

194. However, there are also positive examples of positive and catalytic impacts and projects that closely link normative work at regional or global level and piloting actions at the field level.

195. In the case of the Voluntary Plantation Guidelines, FAO produced in 2007 a paper laying out the process for country adoption of the Guidelines. The team working on planted forests has made the Guidelines more widely known and encouraging effective use by countries through workshops in Asia and Latin America. China and Brazil have been champions at promoting implementation of the principles and guidelines through their national and sub-national bodies. However, it needs to be recognized that most of the production-oriented plantation development is being done by the private sector which FAO does not reach effectively through its dissemination channels. Further, in the interviews private companies stated that they do not use the generic FAO guidelines; their need is for high and specific standards to meet forest management certification requirements and corporate social responsibility objectives.

196. FAO normative products related to promoting assisted natural regeneration (ANR) resulted in TCP project in the Philippines that was eventually recognized for excellence with the Edouard Saouma Award. Follow up in the Philippines has resulted in ANR being incorporated as major components of the country's multi-million dollar Upland Development Program and National Greening Program. A regional TCP project is ongoing in Cambodia, Indonesia, Lao PDR, and Thailand to further extend awareness and promote the application of ANR. RAP's promotional efforts have been cited as the basis for new forest rehabilitation efforts, based on natural regeneration, being funded by Asian Development Bank in Philippines and the Greater Mekong Sub-region.

197. The tools and methods developed by LADA have already been taken up by several initiatives, such as the Forest Degradation project in Senegal, the LandCare project and the National Rangeland Monitoring System in South Africa, and the "demonstration site" project in Cuba.

198. ***Good impacts can also be reported from some operational projects***, such as Cuenca Rio Las Ceibas Watershed Management Project (Colombia), and Sustainable Land Management in Kafa Zone (Ethiopia). In both cases, the projects integrated successfully the technical inputs with others, ensuring that there was both capacity and a framework through which the gains could be sustained. Also the recent evaluation of the FAO-Finland Forestry program has noted the important link made in its activities between forest resources assessment (inventories) and forest management.

199. However, many projects in the wider field of forest resources management are implemented in isolation from broader developmental goals and priorities in countries. A considerable number of these projects either (i) were projects implemented over a longer time span (see e.g. Quang Nam Project) which continue to be implemented until funding ceases; (ii) were in the work portfolio because the "opportunity" arose. Sudan is a country with the highest deforestation rate in Africa and one of the countries where FAO is most involved. However the CE report shows that forestry is noticeably sidelined in FAO's programme. This sidelining was particularly alarming in South Sudan in spite of the potential of the resource and the special need in state building. Although the country evaluation showed some contribution to a few activities of a regional gum Arabic project, it showed that forestry is generally not taken into account in most rural development projects of FAO's portfolio.

Summary of findings and conclusions

200. ***Relevant work, but need for a clear strategic focus in the area.*** FAO is one of few organizations that still maintain considerable biophysical, technical and socio-economic expertise to further sustainable management of forest and tree resources, in particularly in the tropical humid and dry forest biomes. This capacity helps to broaden the understanding and range of tools for sustainable management of forests and trees in the wider landscape, highlighting the multiple functions of and demands on forests, especially in parallel with climate change effects, biodiversity conservation, soil and water protection and bioenergy.

201. The relevance of much FAO work under FRM has been quite high, although the effectiveness in respect to the relevant biomes has been less good. There is also a question of whether, in the light of the importance of livelihood support and food security, the attention paid to the non-humid tropical biomes is adequate. The tropical and sub-tropical dry biome in particular provides support to some 2 billion people. Arid regions are also important because of their fragility and vulnerability to climate change. The attention given to the tropical and sub-tropical humid biome is no doubt a response to the weight of requests from COFO and resource partners but this should not be done at the expense of important work in arid and semi-arid biomes. .

202. Based on the overall analysis of the breadth of work undertaken in forest resources management, there is a need to focus FAO's forestry work in order to create sustainable impact. If sustained impacts are to result from future FAO FRM interventions, the need for a strategic focus is paramount. There also needs to be a broad vision of forest management that includes ecosystem services (of which REDD+ is one) and a prioritization of climate change adaptation – of much greater importance to most of FAO's ultimate beneficiaries than

mitigation – together with forest management systems that are more strongly focused on beneficiaries' livelihood needs. Such a vision needs to be developed with attention to securing balance across biomes and topics and through enhanced collaboration with other agencies where appropriate

203. FAO needs to develop a clear strategic approach to its biophysical and socio-economic work in forestry and better define its work programme in this area compared with what other organisations are doing. Its focus should be where the Organisation as a whole has a comparative advantage:

- **Thematically**, on those topics that will support the implementation of cross-sectoral programmes, *inter alia*, agroforestry related to climate change adaptation, REDD+, NAMA, land-use including food security, water, bioenergy and environmental services.
- **Geographically**, on tropical humid biomes, (sub)tropical dry biomes, transitional areas in Northern and Central Asia and mountain regions in lower latitudes. There is no strong justification for FAO to work on biophysical and socio-economic dimensions in temperate and boreal forest areas, as both knowledge and institutions are widely available there.

204. ***A clearer emphasis on linking FRM and socioeconomic aspects (people and forests) needs to be developed.*** A particular niche of FAO is helping to bridge understanding between national forest agencies and communities in respect of access to and management of forest resources, as well as local enterprise development. This requires a clearer emphasis on socio-economic aspects, including on the role of forests for local livelihoods, local income generation and human health. Helping to conduct processes and providing mechanisms which enable people with a direct stake in forest resources to be part of decision-making in all aspects of forest management, including policy formulation processes, is an area in which FAO has a comparative advantage, given its credibility with governments, its recognition as an honest broker, its know-how in FRM and its experience over a vast range of countries and situations. In this field, gender aspects also need to be given increased attention to ensure that gender appropriate interventions are designed and implemented based on good understanding of women's needs and the constraints they face.

205. ***Linking forest resources assessment and forest resources management.*** Planning, managing and monitoring forest resources require assessment of forest resources. At present FAO is supporting countries in forest resource assessment (NFMA) but with insufficient links to planning at national or regional level. In particular in those countries where FAO is active through the NFMA programme, a functional link to forest management planning and implementation could be established.

5.7 Forest Products and Economic Aspects

Key achievements

206. FAO's work on forest products and economics is very much focused on normative products and information services. The main achievements related to these during the evaluation period are:

- ***Forest products statistics*** databases and related publications have been published and disseminated regularly in various formats. The surveys and interviews and web site analysis indicate that these outputs are amongst FAO's flagship products and services.
- Several ***best practice documents and guidelines***, e.g. on contracting labour in forest operations, market analysis and development (MA&D) tool kit, and national financing strategies for SFM and bioenergy have been developed.
- Several ***forest sector outlook studies*** prepared, covering: Latin America (2006); Global Bioenergy (with World Bank, 2010); Asia Pacific (2010); and Europe (2011). An outlook study for North America is in press and outlook studies for Russia and Africa are being prepared.
- In addition, many technical publications and newsletters (NWFP) especially on ***forest product markets***, ***wood/bioenergy*** and ***non-wood forest products*** (NWFPs) have been produced.

207. What is new is the increasing amount of work done in the field of wood-based bioenergy both under the FO and NR Departments compared to the period before the evaluation. There has been a clear decline in normative outputs related to forests economics and financing during the evaluation period. However, the economics and financing team increasingly provides inputs to other work such as the preparation of GEF projects, NFPF, ACP-FLEGT and SOFO. The two databases related to forest financing are outdated and most of the available publications have been produced in the 1990s or early 2000s.

208. FAO has been particularly active during recent years in organising global, regional, and national workshops and conferences related to wood energy. At the regional level, FAO has been sharing knowledge and policy experiences related to financing NFPs and SFM in Latin America and Asia, but less in Africa. NFP-related workshops have been organised in China, Bosnia and Turkey with partners such as ITTO and Traffic.

209. ***ACPWP and collaboration with UNECE and forest industry.*** FAO is involved with two important mechanisms where it can bring the forest industry and public sector organizations around the same table to discuss issues related to forest industries, harvesting and sustainable forestry. The Advisory Committee on Paper and Wood Products (ACPWP) is an FAO statutory body composed of forest industry executives and industry associations worldwide. The UNECE/FAO Forestry and Timber Section provides through cooperation with the EFC and Timber Committee provides a forum for policy discussion about major issues that affect the forest sector involving its 56 member countries, and very importantly, representatives of the forest industry and wood producers. Otherwise, FAO has not played an

active role in forest industry during the evaluation period with the exception of work related to community-based enterprises.

210. ***Links between normative work and implementation.*** Strong linkages between FAO's normative work and field activities were identified in the area of NWFPs and community-based enterprise development, forest harvesting and wood energy. The Market Analysis and Development (MA&D) tools have been applied in several countries such as Burkina Faso, Mali and Liberia, often linked to NWFPs. There have also been influential projects on NFWPs in Central Africa. "Mobilisation and Capacity Building of Small and Medium-sized Enterprises Involved in the Value chains of NWFPs in Central Africa" was a large project which produced e.g. a market information system. Two projects "Formulation of a National Strategy to Promote and Valorize NWFP" and "Project to Improve the Management and Sustainable Harvesting of NWFPs" have helped to elevate the status of NWFPs, and formulating a national strategy for the NWFP development in Burkina Faso. Woodfuels Integrated Supply/Demand Overview Mapping (WISDOM) demand and supply analysis tools has been applied to support wood energy/bioenergy planning and policy formulation in several countries, regions, and sub-regions in Africa, Asia, Latin America and Europe.

Relevance

211. ***FAO's statistical work on forest products is relevant.*** FAO's work in this area at the global, regional and country levels has been providing crucial information for forest sector planners and policy makers and national industry associations as well as academic and research organizations for decades. This type of information is also found relevant and is commonly used by various international agencies – both governmental and non-governmental – dealing with trade issues. FAO member countries have stressed in the COFO Sessions the importance of data collection and analysis, and the dissemination of information and knowledge. The private sector and their industry associations find forest product statistics relevant for providing basic information on the sector, although for concrete decision-making more detailed information is needed. The private sector sees this as one of the main functions of FAO, and UNECE/FAO Forestry and Timber Section and ACPWP as their main entry points to FAO. The importance of FAO's forest product statistics for the private sector is demonstrated through the fact that the private sector actively participates in improving the quality of statistics especially within the UNECE/ FAO Forestry and Timber Section. Forest statistics and FRA also cover NWFPs which is an area not covered by any other international agency.

212. ***There is no other agency in the world providing as comprehensive forest products statistics as FAO does*** and neither is there any other agency that systematically prepares forest sector outlook studies. This is one of the services that practically all the interviewed stakeholders at different levels see as a main task for FAO now and in the future, together with FRA. The member country survey also highlighted the importance of forest product statistics. The forest sector outlook studies directly contribute to FAO's Strategic Objective E, Operational Result E02. This objective relates to regular assessments, analyses and outlook studies for food and agriculture. The main beneficiaries of this work are those involved in forestry and land-use policy-making.

213. ***The work on forest financing linked to NFP is relevant.*** The work related to forest economics and financing is largely driven by requests from RFCs and COFO. A lot of the activities dealing with financing and economics also contribute to other forestry work such as NFP processes and Outlook Studies and recently also ACP-FLEGT and are relevant from that perspective. FAO's work complements the work done by PROFOR in forest financing and plays a useful role in the development of national forest/NFP financing strategies. In areas such as payments for environmental services, economics of forest conservation, and modelling demand for forest products and global trade, other agencies (such as the World Bank, CIFOR, EFI, IIED WWF, IUCN, WRI, IIASA, Forest Trends, the Rights and Resources Initiative) are in the lead.

214. It is difficult for FAO to provide value-added in forest industry except related to small-scale processing in developing countries. There appears to have been a gradual decline in requests for direct FAO support to forest industries with some exceptions such as the EFC asking FAO to contribute to forest industry and climate change analysis. Industry stakeholders in Europe and North America do not find the few available forest industry-related guidelines very relevant although studies linked to the FAO/UNECE contribute to specific needs. There is already so much capacity and knowledge in the developed and emerging country forest industries, their associations and various industry-oriented research and academic organizations that FAO cannot really add much value from their perspective. In the developing countries there is a serious shortage of capacity in forest industry but it is questionable if FAO is the right organization to help in transforming the sector. However, promotion of small-scale forest enterprises is an area where there are not many active players; this work can also contribute to livelihood improvement. The activities related to the promotion of more efficient, sustainable harvesting methods (reduced impact logging) initiated in early 2000s are appreciated by many governments, especially in Asia, and support the goal related to conservation, improvement and sustainable use of natural resources for food and agriculture.

215. ***Increasing demand for support in wood-energy.*** FAO has responded, through the work being carried out by the Forestry and Natural Resources Departments, to the emerging challenges and opportunities related to the increasing demand for renewable energy and cross-sectoral linkages between forestry, energy, food security and climate change. The increasing population and economic growth combined with the scarcity of fossil fuels and climate change concerns are resulting in a rapidly increasing demand for renewable energy including wood-based biomass while at the same time many countries are pursuing agricultural and biofuel production policies that endanger SFM and may have negative impacts on implementation of climate change policies related to REDD. FAO's increased involvement in wood energy and renewable energy in general is well justified from these perspectives.

216. ***The work related to wood-energy, NWFPs and small scale processing is relevant.*** The relevance is of particular importance from the perspective of contributing to food security and improving people's livelihoods, which are at the heart of all FAO work. Special mention needs to be made of Edible Insects Programme initiated in RAP, that has addressed an important but often neglected area. In fact, these activities are amongst the few in FAO's

forestry work that make direct contributions to these key goals of FAO. Activities on wood energy and NWFPs are related to member countries' priorities related to renewable energy and food security, and promotion of sustainable livelihoods. The member country survey indicated that meeting the increasing demand for various forest products (wood, industrial products, non-wood forest products, bioenergy) and enhancing their contribution to economic development are amongst the top challenges in the countries. Many of the field projects deal with NWFPs and promotion of small-scale enterprises, especially in Central Africa. The work of FAO in this area is well regarded and considered as relevant by the interviewed stakeholders in Cameroon and Burkina Faso. At the sub-regional level in Africa and in COMIFAC, FAO's work on NWFPs is seen as relevant with potential for scaling-up the work at the country level.

217. Although the work on NWFPs is relevant considering FAO's own goals and country needs, there is a risk of overlapping work with other players such as IUCN, WWF, INBAR, SNV and several other (I)NGOs.

Effectiveness and Efficiency

218. ***FAO is effective in producing forest products statistics and forest outlook studies.*** FAO has effectively continued its work on collecting, consolidating and reporting forest products statistics and using collected information especially in the forest sector outlook studies. More than 50% of the member country respondents indicated in a survey that they know about FAO's forest product statistics and regional outlook studies. In a survey on selected FAO's normative products, the Yearbook of Forest Products was ranked high. The private sector is amongst the most active users of forest products statistics according to the conducted user surveys. Academia and research institutions especially in the developed countries are also major users of forest products statistics and Forest Sector Outlook Studies.

219. ***Outlook studies are used especially in Europe.*** In the auto evaluation of the Forest Sector Outlook Studies conducted in 2005, 89% of the surveyed considered outlook studies as very good or good and more than 80% indicated that the outlook studies have enhanced their knowledge of emerging forestry issues. The interviews of the various European stakeholders representing mainly the government and forest industry associations also highlighted the usefulness of the more recent outlook studies. While a new outlook study with three sub-regional studies was recently launched for the Asia-Pacific region in 2010 and 2011, there have not been any new outlook studies in Africa and Latin America; in these regions, outlook studies are less known and used.

220. ***Quality and scope of statistics and reach in terms of audience are of concern.*** There are two main concerns which have been expressed by stakeholders: (i) the quality and scope of the statistics, and (ii) the reach of the statistics in terms of target audiences. Many of the interviewed stakeholders are raising questions concerning the quality and reliability of the FAO forest product statistics which appears to vary substantially. The quality of the outlook studies and underlying analysis and projections is better in Europe than e.g. in Africa where there are a lot of problems with the scope and reliability of the base statistical data.

221. ***Good quality of normative products in general***, however they are not well known in all technical areas and especially at the country level. The technical quality of the normative products related to forest products, including NWFPs, wood-energy and harvesting, is generally seen as good. Non-Wood News and the monthly electronic NWFP-Digest reach a wide audience. The Edible Insect report received unusually high publicity. Some guidelines such as Market Analysis and Development (MA&D) and harvesting code were ranked high by many stakeholders. With an exception of forest product statistics and outlook studies, FAO is not seen leading the work globally in these fields according to the conducted surveys and interviews. In fact, FAO's normative work related to forest industry, financing and even wood energy appear to be not that well known at the country level.

222. ***Limited effectiveness of FAO in forest industry***. The interviewed industry representatives in developed countries share a common view that FAO's Forestry Department does not have a comparative advantage in forest industry. According to them, FAO appears to be left a little bit behind technologically and also does not have the needed human and financial resources to get actively involved in forest industry.

223. ***NWFP projects raised the profile of FAO in Central Africa and have contributed to food security***. FAO's field projects dealing with NWFPs, especially in Central Africa, have succeeded in elevating the status of these products within the whole forestry architecture e.g. in Burkina Faso, Cameroon and Mali contributing to policy, legal and institutional development and also to poverty reduction, and enhancing food security. In these countries the lead role of FAO in the domain of NWFPs is well recognized and its expertise is much appreciated.

224. Small projects related to wood energy small-scale/community-based enterprise development have contributed to people's livelihoods and human health, but only on a limited scale. Projects related to demand and supply analyses have helped to raise awareness concerning the role of wood energy in selected countries. The numerous country and regional wood supply and demand analyses e.g. in Serbia, Rwanda, South East Asia, and Mexico have improved methodologies for bioenergy analysis and provided much needed quantitative information on the wood energy sub-sector.

225. The small projects related to small-scale/community-based enterprise development and MA&D in Latin America, Africa, Asia and Eastern Europe have succeeded in building up capacity – on a limited scale though – of small/community-based forest enterprises, creating networks between producers and their associations and buyers. These projects have also helped community members – again on a limited scale – to find alternative sources of income which has improved their livelihoods, and reduced the pressure on forests and other land resources.

226. ***Weak link between field projects and national policies relating to forest products*.** In most countries interventions appear to be run as separate projects with weak or no links to national policy and sector planning and implementation processes. This applies to the above mentioned projects and many others. In Vietnam the project "Capacity Building, Extension, Demonstration and Support for the Development Market-Oriented Agro-forestry in Quang

Nam Province" has helped to improve the livelihoods of several hundred families living in the target communes and appears to have reached its objectives with respect to forest gardens. However, the project has not contributed to provincial or national level guidelines and system development, and consequently the positive impacts remain only within the project communes. There is no scaling up. There are also positive examples especially in Cameroon where a TCP project on NWFP strategy development resulted in a regional NWFP project. With the support of this regional project and based on its preliminary findings, an EU funded regional project was implemented in 2007-2011 followed up by a second regional project funded by Germany to expand the normative outputs to more countries in the Congo Basin.

227. ***Some of the key planned outputs in the Forestry Department work program were not delivered***. FAO failed to assist countries with forest products and industry strategy formulation as planned. There is only limited evidence on work and results related to enhancing sustainability of forest products production and strengthening of private sector capacity, which were set as objectives during the evaluation period.

Impacts and Sustainability

228. ***The work on forest products statistics provides a better basis for decision-making.*** The analysis of development interventions is difficult when the main outputs are related to the provision of statistical information, and analytical work such as the outlook and wood energy demand and supply studies. The impacts of forest product statistics are related mainly to more informed decision-making due to better access to data. Together with forest resource statistics this type of information forms the basis for decision-making for many different stakeholders at different levels, including policy makers representing government agencies and industry associations. Often, without this type of data it is difficult to plan and make decisions at all. These products are seen as FAO's core function by practically all stakeholder groups so clearly the information must make a difference in terms of providing a better basis for decision-making and hence also indirectly contributing to the promotion of sustainable forest management.

229. ***Difficult to assess impacts of outlook studies.*** When it comes to the outlook studies and wood energy assessments, it would be somewhat unrealistic to expect direct cause and effect relationships in terms of catalytic impacts on national policies and strategies. They are one source of information for policy and other decision-makers. The analysis and information may be used in many different ways by e.g. consultant companies, government experts, private sector and wood producer associations, feeding indirectly over time into decision-making together with information from many other sources.

230. ***In principle, the development of best practice guidelines and regional/country standards enhances sustainability.*** The guidelines are continuously available for application through the FAO website and other dissemination channels. However, it is a real challenge to draw firm conclusions on the impacts of normative products.

231. ***Examples of positive impacts can be given for particular projects.*** Below some positive examples of the impacts of FAO's normative and project work related to forest products, NWFPs, and wood energy are described:

- A regional project on NWFPs in Central Africa resulted in the production of the guidelines for the sustainable management of NWFP which was officially adopted by the Council of Ministers in Charge of Forests in Central Africa, and later on used in Cameroon as an input in revising the forest law.
- FAO developed a Code of Practice for Forest Harvesting in Asia-Pacific and a related regional strategy for implementing it which over time spawned the development or strengthening of more than ten national codes in the region.
- A forestry outlook study prepared by RAP has indirectly led to initiatives to revise national forest policies or develop new policies in Bhutan, Fiji, Timor-Leste, Mongolia, Thailand, Tonga, and Vietnam.
- In Burkina Faso and Mali, the work of FAO has resulted in the creation of a government agency or unit in charge of promoting the sustainable use of NWFPs resulting in increased awareness of the value of forests and their contributions to the economy and food security.
- The WISDOM demand and supply analysis tool has helped with determining priority areas of intervention and supporting wood energy/bioenergy planning and policy formulation in countries and regions such as Central Africa Republic, Rwanda, Sudan, Mexico, and South East Asia.[28]

232. Too many of the field projects in this area are too small with the exception of the NWFP projects in Central Africa to have impacts at a scale that matters or they are not linked to national policy and sector planning. Whatever impacts there are with the NWFPs and community enterprise/NWFP projects, in many cases they tend to be limited to the project areas. FAO's work on assessing the contribution of the forestry sector to national economies in all major countries in 1990-2006, is an example of a study which resulted in a report with no real links to national economic planning. The proper assessment of the value of the forest sector has been set as one the objectives for FAO's forestry work but unless this type of study really feeds into decision-making through NFPs and national level natural resource sector and economic planning, the produced outputs will have very limited impacts.

233. ***Lack of dissemination strategies for normative products***. Most of the listed normative products related to forest products and economics have not had clear dissemination strategies paying attention to reaching the main target groups. In most cases there has been no follow up. Many stakeholders have criticized the majority of the guidelines for not being written with a clear audience in mind.

[28] The Woodfuels Integrated Supply/Demand Overview Mapping (WISDOM) methodology was conceived as a partnership between the Wood Energy Programme of the FAO and the Ecosystem Research Center (CIECO) of the Institute of Ecology of the National University of Mexico (UNAM). One of the main outputs is the computer-based WISDOM wood energy demand and supply analysis tool, database and GIS platform. UNDP, UNEP and WFP have used WISDOM to identify priority areas for local emergency action in the Darfur region.

Summary of findings and conclusions

234. ***FAO is a world leader in forest products statistics and related outlook studies.*** This work is very widely appreciated by different stakeholder groups at different levels.

235. Both effectiveness and efficiency of forest products statistical work could be increased by investing more in those countries with weak statistical capacity. This work would have to be done in cooperation with other ministries, general government statistical agencies and customs organizations.

236. ***FAO should increasingly try to provide an assessment of the reliability of forest products data*** and take a more proactive role in analyzing the data and statistics, and support its clients and partners with analytical work. Outlook studies represent a good example of well received analysis. At the same time, more efforts should be made to improve statistics on NWFPs and wood energy.

237. ***FAO appears to have no comparative advantage related to forest industry.*** If FAO is to become more active in the forest industry the focus should be on developing countries and small scale and community-based enterprise development where FAO has more comparative advantages and can link the work to NWFP, MA&D and NFP related work.

238. ***The work on forest financing and economics must also become more strategically oriented and focused***. Further specialisation in the development of national forest financing strategies and linking that work more concretely in the NFP preparation and implementation should be considered. It is an area where FAO has a niche. Ways of drawing on the experience on rural finance within FAO should be developed.

239. More strategic and long-term-oriented approach needs to be adopted to forest products and economics related work to field NWFP, bioenergy, and small-scale processing projects linking them with key normative work and in particular to livelihood improvement. Field projects should be based on an explicit assessment of where FAO could play a catalytic role in policy reforms and implementation, possibly through strategic partnerships with the government and non-governmental agencies and private sector organizations. Project links to national policy and strategy planning and implementation must be strengthened. FAO should not get involved with implementing small wood energy or community enterprise development or NWFP projects unless they can be fed into the development of national guidelines or they can be expected to have catalytic impacts in terms of scaling up and/or influencing national policies.

240. FAO should continue with the valuable work related to private sector and industry in particularly through ACPWP and FAO/UNECE Forestry and Timber Section and cooperate more with organizations such as ITTO, COMTRADE and ITC in the field of forest products statistics.

5.8 Cross-cutting Themes

Cross-cutting themes: technical areas

241. This section covers some of the main technical themes that should, and often do, involve cross-cutting work and collaboration among various units within FAO. However, it does not cover all programmes that logically could be included here: some themes are discussed in other chapters, e.g. forest based bioenergy (chapter 5.7), forest tenure (chapter 5.4), and NWFPs that have links to food security and agriculture (chapter 5.7). Included here are: forests in the context of broader land-use management, including forests and agriculture; water/watershed management and land-use management; urban and peri-urban forestry (UPF); agroforestry; wildlife and forests, and conservation of forest biodiversity. The theme of forests and climate change (comprising REDD+) is included in this chapter from a cross-cutting angle only, as it has been discussed in chapters 5.3, 5.5 and 5.6. In addition to the main areas of cross-cutting work covered below, it should be noted that there are also important forestry cross-cutting activities and projects related to landscape protection (e.g., related to forest fires, landslides in a watershed management context, adaptation to climate change, etc.).

242. Disaster risk management is an additional cross-cutting theme in which forestry-related work has been undertaken. This work includes efforts made to highlight the importance of watershed management in disaster risk management, engagement in international processes such as hosting the 2nd World Landslide forum in 2011, etc. However, despite its importance, the evaluation team was not able to devote sufficient attention to the theme of disaster risk management to enable a considered assessment. The forestry-related aspects of disaster risk management will be covered as part of a separate evaluation on disaster risk reduction in Latin America and Asia, currently being undertaken by OED.

Key achievements

243. Forests and trees provide essential watershed services on upstream lands that feed agricultural areas downstream through regulating stream flows and providing clean water, particularly in small watersheds at the more local level, thus contributing directly to food security. In larger watersheds and larger landscapes, such direct watershed services cannot be directly observed, but here forested uplands can help to lessen the problems arising from flooding and drought which lead to increased food insecurity. Over the Evaluation period, FAO has produced a fair number of key normative products that relate to the cross-cutting themes. In the area of ***forests and water***, the flagship output was FAO Forestry Paper 150 on the "new generation of watershed management programmes and projects" (2006), followed up by dissemination of companion publications and implementation of the new watershed management paradigm put forth in this publication, e.g. through developing a curriculum for university programs. The Forests and Water Programme has also been involved in key international forest and water events, and is currently preparing a publication that synthesises information derived from a number of these events to elaborate an international forests and water 'agenda for action'.

244. There are a number of FAO field projects related to watershed management, some managed by the Forestry Department (FO) and others by the Natural Resources Management and Environment Department (NR). These include small-scale, catalytic projects under the TCP as well as larger projects and programmes voluntarily funded by resource partners, national governments and international funds (i.e. GEF). Included among these projects is an important GEF funded project, the Fouta Djallon Highlands project. The project requires close collaboration between a number of FAO units in different departments, particularly FO, the Agriculture and Consumer Protection Department (AG), and NR.

245. At COAG 2010, FAO was requested to increase its work programme related to ***agroforestry***. This request was passed along to COFO 2010 and FO. FO, with some input from NR and AG, is currently developing Agroforestry Guidelines in response to this request. Agroforestry is often embedded in normative work relating to landscapes, in particular in dry biomes. FAO has engaged in some projects with agroforestry components, e.g. in Vietnam, Central Africa, Haiti, etc. FAO has also undertaken some work related to dryland agroforestry.

246. The *Edible Insects Programme* is an interesting example of innovative work based on deep collaboration across FAO. Experts from across FAO (non-wood forest products, nutrition, aquaculture, livestock, veterinary science, food safety, etc.) have participated in various activities associated with this programme

247. In the case of ***forests and wildlife***, FAO has a small but active programme, with much of the activity in Africa being done through SROs. Normative work in this area includes publications and other resources for facilitating the effective management of wildlife. For example, a 'human-wildlife conflict' toolkit has been developed by FAO in partnership with CIRAD, WWF, CAMPFIRE and other partners. FAO Forestry Papers published in 2009 and 2012 have dealt with wildlife-related topics, as have various editions of UNASYLVA. The Development Law Service at FAO has produced papers dealing with the legal issues surrounding wildlife.

248. There is an active portfolio of field projects relating to forests and wildlife. In response to a critical wildlife situation in the Congo Basin, a large GEF funded, FAO-led project aims to introduce community-based wildlife management in the Congo Basin. Other recent and current field project activities include: the Central African World Heritage Forest Initiative project on protected area management and bushmeat trade, implemented jointly with UNESCO in cooperation with national governments and international conservation NGOs; a review and redrafting of wildlife laws and regulations in Serbia; a project on sustainable tourism, hunting, wildlife management and planning in Morocco; and support for effective management of wildlife and conservation areas in Mozambique. FAO has organized and led workshops, including a recent one on wildlife management and protected areas for countries of the Near East. A tangible result of this work is the creation of the Near East Working Group on Wildlife and Protected Area Management (NEWPAM). FAO and the International Council for Game and Wildlife Conservation have established a strategic partnership in relation to the "Wildlife Initiative for Central Asia and the Caucasus".

249. In the case of ***urban and peri-urban forestry (UPF)***, the main activity at present is development of the "Voluntary Guidelines for Policy and Decision Making promoting Urban and Peri-Urban Forestry". Together with the FAO wood energy programme, the UPF programme prepared an innovative output exploring the issues associated with wood energy[29] and urbanization and supported or directly organized a number of related meetings and workshops. In the field, the UPF programme has assisted governments in preparing urban and peri-urban forestry strategies and action plans, preparing project proposals, and organizing dialogues across sectors and between governments and CSOs. FAO implements projects of urban and peri-urban plantations for fuelwood and construction wood in many African countries.

250. A major theme that has developed over the evaluation period is ***climate change and forests***. Both the NR and FO departments engage on work on this topic, with NR and FO having shared responsibility for coordinating FAO's work on UN-REDD. In FO, the Forests and Climate Change Team is working with the overall mandate to strengthen national and international action on forests and climate change adaptation and mitigation. NR and FO work in coordination on climate change and forest related activities, e.g. preparing submissions to the UNFCCC, mutual consultations on thematic issues, and joint preparation of a number of MRV publications. An important normative output that is regularly edited since January 2001 is CLIM-FO-L, a forum for sharing information and experiences about climate change and forestry.

251. In the case of climate change and forests, a considerable number of projects are underway, partially dealing with climate change adaptation and with disaster risk management. A dynamic and rapidly growing project portfolio is the area of REDD+, particularly through the UN-REDD Programme.

Relevance

252. ***Building consensus on land-use and natural resources use management.*** It is increasingly recognized within and outside FAO that forests and forestry do not exist in isolation and that, as land gets more scarce, there is greater need for integrated planning for forests and other land and natural resource uses. FAO projects occasionally undertake relevant work involving such integrated natural resource or land use planning and on the linkages between land uses, but FAO could do much more in this area – as indicated in the recent evaluation of FAO's work in tenure, rights and access to land and other natural resources. Having undertaken previous work on forest tenure as part of its broader forest governance related activities, and having the land use, legal and technical capacity in house to deal with tenure issues and land use planning, FAO is well placed to help countries on the clarification and legal conversion of traditional ownership of forest lands that belong to local indigenous

[29] FAO. 2008. WISDOM for cities: Analysis of wood energy and urbanization using Woodfuels Integrated Supply/Demand Overview Mapping (WISDOM) methodology.

and other forest dwellers as well as regulating public domain forests to private, community, or tribal ownership or management and use rights.

253. ***Building consensus on the relevance of participatory watershed management.*** This work has been relevant to meeting the mounting challenges of water scarcity and land degradation in the FAO member countries. The new paradigm of watershed management (FAO Forestry Paper 150) provides a view of how participatory watershed management can help meet these mounting challenges. The value of this work is not so much the "newness" of the ideas as it is the building of an effective consensus worldwide on what was in any case emerging in the watershed management field as a more integrated, participatory and holistic view of what needs to be done to make watershed management matter and be viable in terms of widespread application.

254. ***The demand for more support related to urban and peri-urban forestry is expanding, and FAO's work in this area is relevant.*** Member countries have been asking for assistance from FAO on ways to address the issues of city development and urbanization in the context of climate change, poverty alleviation and food security. Specifically, they have been asking the Forestry Department for assistance in UPF. It is evident that stakeholders believe that FAO work in this area is relevant to their needs. The need for Urban and Peri-urban Forestry Guidelines has been confirmed in a number of international meetings, including those organized by the FAO in Bogota (2008), Buenos Aires (2009) and Rome (2009). FAO's work on UPF is particularly critical since it is the only international organization dealing with this topic at the global scale.

255. ***Dealing with agroforestry challenges and opportunities is also relevant to FAO member countries***, given the fact that agroforestry, if defined by tree cover of greater than 10 percent on agricultural land, is widespread, found on almost half of all agricultural land area globally, and affects 30 percent of rural populations.[30] As forests shrink, trees on farms and in landscapes become all the more important. In some forest-poor countries, tree resources outside forests are of particular relevance to local people's well-being. Managing trees on farms and in rangelands directly contributes to food security and reducing poverty. Trees on farms and in landscapes also accumulate carbon. However, in general FAO's involvement in the agroforestry area is marginal and FAO has given a low profile to agroforestry and trees outside forests over the evaluation period.

256. FAO's cross-cutting work on forests and climate change is of high relevance to the global community as well as to member countries. FAO is an active player in the field of climate change and forestry, particularly in the years that followed the Rio Agreements in 2001. FAO, over the years, has helped to shape the forest-related agenda in UNFCCC and has – as described in several country interviews – advised countries on issues relating to vulnerability of forests to climate change and increasingly in the role of forests to mitigate climate change. FAO played a decisive role making the international community aware of the issues relating to climate change and forests.

[30] Zomer R., A. Trabucco, R. Coe, and F. Place. 2009. Trees on Farms: Analysis of Global Extent and Geographical Patterns of Agroforestry. ICRAF Working Paper 89. Nairobi, Kenya: World Agroforestry Centre.

Effectiveness and Efficiency

257. ***The forests and water programme leveraged its resources*** by partnering with a wide range of other organizations. This process has led to what the evaluation team judges to be a relatively efficient use of very limited FAO Regular Programme resources in producing relevant information, and at the same time generating widespread and effective interest in dealing with the challenges and potentials of watershed management.

258. Too many meetings, conferences and other events reduce effectiveness of the overall watershed management programme. The forests and water programme is involved in an exceptionally wide and diverse set of convening and partnering activities, ranging from the European Forestry Commission to the Mountain Partnership. While the diversity and number of organizations are admirable and useful in one sense, the evaluation team wonders about overall priorities over the use of limited resources and time, given the small number of people available to participate to all these activities.

259. ***Country and regional follow-up work on watershed management could be improved.*** Probably partly because of the many other activities and obligations for support of international processes and organizations, the water and forests programme has not had the time nor resources to do the necessary follow-up work on the ideas, methods and approaches developed by the Programme, for example, in terms of working on the institutional requirements for implementation of normative work on the ground. For example, FAO has not developed best practices for payments for watershed environmental services (PES), despite the fact that PES programmes abound around the world. FAO should be at the forefront of giving its member countries advice on when, how and where to use PES programmes to provide incentive for local community involvement in watershed activities as developed in normative products. Closer association with groups such as Forest Trends and its Ecosystem Market Place Project could be useful in this regard.

260. ***FAO has been effective in generating good results in wildlife management*** through project work and support to information exchange. Wildlife management and protected area management are some of the areas in which FAO is most visible in Africa; FAO has also enhanced the exchange of information on conservation management in Latin America. Through the African Forestry and Wildlife Commission and the Working Party on Wildlife Management and Protected Areas, FAO has developed appropriate strategies for working with wildlife management in African countries and has identified innovative practices to deal with key issues relating to wildlife management. The normative work produced on this topic provides an excellent source of guidance for planning future programs.

261. ***Active partnering and pursuit of viable networks has improved the effectiveness of the urban and peri-urban forestry programme***. The FAO UPF Programme works with a great number of regional and national networks to exchange information on UPF. FAO leverages its own limited resources through these networks and other partnerships. Funding from voluntary contributions has been forthcoming, but not enough yet to carry out the ambitious plans that exist with regard to completing and then testing the voluntary guidelines

and getting them adopted and adapted to specific country situations. Given the small amount of resources available, the UPF programme has been quite effective in generating new interest and activity related to UPF. Partly this is through a productive partnering with FAO's Food for the Cities (FCIT) programme, housed in NR, which gives access to a number of other complementary FAO urban and peri urban focused programmes.

262. ***FAO methodological breakthrough has improved the effectiveness of the UPF programme.*** The results achieved in the UPF programme were permitted by a methodological breakthrough achieved by the FO wood fuel programme in collaboration with NRL (WISDOM model). The UPF programme worked with them to adapt the methodology to cities (WISDOM for Cities). The programme has now been applied to a number of urban and peri urban situations and shows good promise of being an effective planning tool.

263. ***Missed opportunities in the Agroforestry programme have reduced its effectiveness.*** The Agro-forestry programme has not been very active during the evaluation period. The production of the AF guidelines have the promise of being useful; but that will depend on whether or not there is follow-up and adoption and adaptation in the member countries. More generally, it appears from many country evaluations (e.g. Sudan, Zimbabwe) that FAO has not sufficiently focused on integrating forestry in its field activities supporting smallholder farmers.

264. ***Effectiveness and efficiency of FAO's work in climate change is sub-optimal.*** Despite increasing voluntary contributions in this area, the evaluation team questions whether these resources have been used in an effective and well-planned manner. As findings in chapter 5.5 have shown, a considerable part of the resources are focused on a specific methodological requirement of the (still evolving) REDD+ agenda. The evaluation team, based on extensive discussions in FAO HQ, with FAO field staff and country stakeholders, concludes that FAO has not so far used the extensive new resources in a way that effectively utilizes its potential comparative advantage in this area, i.e., the breadth of its work related to all types of land use and all the multiple benefits derived from forests. REDD+ is more than carbon, and climate change is more than REDD+. Inter-agency coordination, cooperation and collaboration are insufficient to deal with the theme of climate change in a holistic and effective manner. The point that FAO should deal more broadly with the subject was brought up numerous times at COFO 2010.

Impacts and Sustainability

265. ***Inadequate follow-up work lessens the potential impacts of watershed management activity.*** While there is good evidence of FAO's engagement in various fora, there is little evidence of impact on the ground. The Fouta Djallon project is promising in the sense that it could demonstrate that the approaches incorporated in the new paradigm of watershed management can be applied with good results in terms of impact. But to make such demonstration, it is necessary that a baseline scenario be reconstructed now as best possible, along with the development of an impact pathway assessment. Sustainability of the resulting institutional developments in watershed management will depend very much on the commitment of the involved countries.

266. ***Inadequate follow-up work lessens the potential impacts of UPF and AF activity.*** In the case of both the urban and peri-urban forestry and agroforestry programmes, their guidelines have not yet been finalized and released widely and thus there has been no opportunity yet for country level adoption and adaptation activities. The impact pathways have been laid out by FAO, but funding has not been secured. FAO needs to reassess its commitment to this area of work and either change directions or get strongly behind the programme to help it get sufficient funding to make a difference over the long run. In the view of the evaluation team, this is a theme that will only become more important as FAO and its resource partners recognize that food security and poverty reduction will never be achieved unless FAO pays more attention to the urban areas and their surroundings.

Summary of findings and conclusions

267. ***Insufficient attention to agroforestry.*** At present, in many countries agroforestry falls between the cracks since it is not a central concern of either the agriculture or forestry departments. FAO has not been able to maintain the momentum that it had created in the past for community forestry/agroforestry. Yet agroforestry is of significant importance in terms of advancing food security and agricultural sustainability in some regions. FAO has given a low profile to agroforestry and trees outside forests over the evaluation period, and in that respect, cooperation with the World Agroforestry Center (ICRAF) has been limited. Given that ICRAF is undertaking research on agroforestry systems globally, the role for FAO, among other things, should be in awareness building and providing support in setting up guidelines for how to deal with agroforestry within governments.

268. ***More attention to be given to the cross-cutting themes in FAO priority setting.*** One of the most frequent comments received during country visits and from interviewees is that FAO should do more cross-sectoral work and that such work constitutes FAO's main potential comparative advantage, since there are no other major international entities that have the breadth across land and other natural resource sectors. The cross-cutting and environmental challenges and opportunities seem to be dealt with for the most part at the margin in relatively small programmes (despite their importance and the major and widespread needs in the areas covered). Climate change is a theme which has good prospects for cross-cutting work, with emphasis on both climate change adaptation and mitigation. More than fifty percent of the world's population now lives in urban and peri-urban surroundings; some thirty percent of rural populations are involved in agroforestry; and the increasing incidence of floods and drought make sustainable watershed management critical. As populations grow, these themes, and FAO's involvement with the challenges and opportunities associated with them, will become nothing but more important.

Cross-cutting themes: livelihoods and social dimensions

269. For the purposes of this evaluation, the cross-cutting 'social dimensions' of FAO's work in forestry are defined as those aspects relating to gender mainstreaming and social inclusion. Rural women and men often have disparate knowledge of forest resources, different

roles in tree and forest management, and unequal access to the economic benefits provided by forest resources. FAO's *Policy on Gender Equality* (2012) and *Gender and Development Plan of Action 2008-2013* serve as a guide to advancing women's and men's equal access to resources and services in FAO's work across all sectors, including forestry.

270. Social inclusion refers to the inclusion in FAO's forestry activities of otherwise marginalized populations such as indigent communities, indigenous peoples, poor forest communities, the landless, those with HIV/AIDS, and internally displaced populations or refugees. These groups may stand to benefit the most from the promotion of sustainable forest management, but often have the least say in influencing national policies and programmes on forestry. FAO's work with marginalized populations is guided by frameworks such as the *Policy on Indigenous and Tribal Peoples* (2010). Chapters 5.4 to 5.7 have already addressed to some extent how under different themes FAO has contributed to poverty reduction and food security e.g. through community-based enterprise developments and promotion of NWFPs.

271. An assessment of gender mainstreaming and social inclusion should be made within the broader context of a human rights-based approach to development. Such an approach can be understood as integrating human rights norms, standards, and principles into policy, planning, implementation, and outcomes assessment[31]. This approach typically focuses on the individual and/or collective rights of excluded and marginalized populations – such as those described above.

Key achievements

272. ***Social inclusion and poverty reduction***: FAO has produced a number of normative products relating to specific aspects of poverty reduction and social inclusion (e.g. *Better Forestry, Less Poverty*, 2006; *Links between National Forest Programmes and Poverty Reduction Strategies*, 2008) and forests and tenure (e.g. *Reforming Forest Tenure: Issues, principles and process*, 2011; forestry contribution to the *Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security*, 2012). The *Market Analysis and Development* guidelines have a strong emphasis on social inclusion. The 2011 edition of SOFO included a section dedicated to the discussion of 'the local value of forests', including the role of traditional/Indigenous knowledge. FAO's project work on social inclusion is perhaps most evident in the work undertaken on participatory forestry, for example in Afghanistan, Mongolia, DRC, etc. The work undertaken through the NFPF also places a strong emphasis on using participatory multi-stakeholder processes in developing national forest programmes. Social inclusion and gender are also key elements in the Forest Connect initiative. The Right to Food Approach is included in the NWFP projects in Central Africa and a related Forestry Toolbox is under development.

[31] CIFOR and IUCN 2009, *Rights-based approaches: Exploring issues and opportunities for conservation*

273. ***Gender mainstreaming***: A number of forestry-related guidelines have included specific provisions for gender issues, including the *Framework for Assessing and Monitoring Forest Governance* (2011), *Developing Effective Forest Policy* (2010), and the guidelines on *Community-based Tree and Forest Product Enterprises: Market Analysis and Development*[32]. Other forestry normative products that consider gender mainstreaming issues include *Time for Action: Changing the Gender Situation in Forestry* (2006) and *Gender Mainstreaming in Forestry in Africa* (2007) – the latter accompanied by in-country workshops. The Forestry Department also collaborated with the Gender, Equity and Rural Employment Division on the "gender and forestry" module of the *Gender and Agriculture Sourcebook* (2009). FAO has recently carried out a gender stock taking exercise as a first step to strengthening its work on gender. A recently-developed framework for assessing and monitoring forest governance includes gender aspects. Finally, the global FRA produced in 2010 included gender-disaggregated data for selected variables.

Relevance

274. ***Social inclusion and poverty reduction***: Numerous country evaluations have found the work undertaken by FAO in NWFPs and small enterprise development (see chapter 5.7) and community-based forestry to be relevant to country needs. For example, work on community-based forestry in Cambodia was considered by the country evaluation team to be relevant because of its alignment with the National Strategic Development Plan, and because it addresses challenges to Cambodia's forest integrity in areas of high importance. The recent evaluation of FAO's work in Ethiopia found that participatory forest management implemented within a broader sustainable land management program in the Kafa region was relevant to the needs of the primary beneficiaries.

275. ***Gender mainstreaming***: The recent evaluation of FAO's role and work related to Gender and Development ('GaD evaluation', 2011) found that the publication *Time for action: Changing the Gender Situation in Forestry* (2006) was of high relevance, in that it provided the base for analyzing gender issues through identifying gaps and drivers for change; and providing practical recommendations that would change the gender situation in forestry. This same evaluation also positively assessed the relevance of the publication *Mainstreaming Gender Issues in Forestry in Africa* (2007), which provided timely information and gave recommendations that were country specific.

[32] In the recent evaluation of FAO's role and work related to Gender and Development (2011), it was found that the *Gender Analysis and Forestry International Training Package* developed by FAO in 1995 was of particularly high quality, highly relevant, and innovative. Although the training package was widely used in workshops and training sessions in Asia up until around 2002, it was no longer in regular use, and the Evaluation considered that its use should be revived.

Effectiveness and Efficiency

276. ***Social inclusion and poverty reduction***: The participatory forest management process promoted by FAO in Ethiopia was found by the recent country evaluation team to be particularly effective: FAO facilitated collective action by the users of a given forested area to regulate resource use and prevent encroaching, poaching, and illegal harvest of immature products. The community-based forest management supported by FAO in Brazil and DRC was also found to be effective; although in the latter case the evaluation team found the emphasis to be too much on the management of forest resources and too little on the living standards of local populations. In the evaluation mission to Colombia, the evaluation team found that FAO had been effective in integrating community empowerment activities into its work on watershed management.

277. ***Gender mainstreaming***: As there is no systematic monitoring of gender mainstreaming in FAO's forestry projects, or of the diffusion and use of normative products, it is difficult to draw definite conclusions on the effectiveness or efficiency of gender-focused activities during the evaluation period. There are some examples of gender-focused interventions being effective, such as with community forestry in Cambodia and non-wood forest products in Central Africa. The recent evaluation of the project *Capacity Building and Institutional Development for Participatory Natural Resources Management and Conservation in Forest Areas of Mongolia* found that gender was addressed in a balanced manner both at the design and implementation stage.

Impacts and Sustainability

278. ***Social inclusion and poverty reduction***: The relatively short-term nature of FAO's interventions in community forestry has often limited their long-term impact in terms of social inclusion. As noted in the mid-term evaluation of the community forestry project currently active in the DRC, the implementation of a new concept for the management of forests requires a long-term engagement which was not foreseen by the project. Nonetheless, the motivation of local communities towards this project was seen as favourable to the sustainability of its impacts. In Ethiopia, the short duration of the participatory forest management project was seen to limit its impact; however, the experiences from this project were subsequently used by the Ethiopian government and its partners to plan and implement other sustainable land management projects and programmes. Similarly, in Cambodia, FAO's community forestry work was found to have contributed to the enacted Law on Forests and to draft national Community Forestry Implementation Guidelines. A particular niche of FAO is helping to bridge understanding between national forest agencies and communities in respect to access to and management of forest resources and thus to strengthen social inclusion. Through this, FAP helps to conduct processes and mechanisms which enable people with a direct stake in forest resources to be part of decision-making in all aspects of forest management, including policy formulation processes and access to forest resources.

279. ***Gender mainstreaming***: The GaD evaluation found that FAO's work on non-wood forest products in Central Africa had a positive impact on the ability of women to have access to forest-related benefits and better livelihoods. The sustainability of this achievement was in

some cases threatened by cheaper imports. For other projects, the long-term impact of attempts to mainstream gender is unclear: as noted in the GaD evaluation, the participation of women in forestry projects alone does not necessarily ensure benefits.

Summary of findings and conclusions

280. ***Social inclusion and poverty reduction*** - with the exception of the work on participatory forestry, community-based enterprise development and NWFPs, has not been sufficiently mainstreamed into FAO's work in forestry. FAO's work in participatory forestry is to be commended for its focus on indigent populations and the role of forests in poverty alleviation. However, FAO's forestry activities seldom explicitly target particular social groups that may most require assistance. For example:

- There have been missed opportunities for the targeting of Indigenous populations, e.g. with respect to non-wood forest products in Central Africa;
- Despite COFO's request to FAO in 2003 to elaborate a strategy for addressing the impact of HIV/AIDS in the forest sector, no work appears to have been done during the evaluation period on engaging those with HIV/AIDS in forestry activities; and
- FAO's rehabilitation assistance in post-conflict countries such as DRC, Ethiopia and Sudan has given little or no attention to forestry, despite the potential for refugees and other rural populations to use forests and trees in coping with various vulnerabilities – relating for example to food insecurity.

281. ***FAO has not internalized or operationalized a human rights-based approach in its forestry activities***, and there remains considerable scope for mainstreaming this approach in its overall forestry program.

282. ***Gender is insufficiently mainstreamed into FAO's work in forestry***. Despite the positive examples mentioned in the assessment above, for the most part gender mainstreaming has not been explicitly and systematically included in FAO's normative or operational work on forestry. While the gender dimension may vary in importance depending on the theme addressed in the normative work, it is nonetheless striking that gender has received little attention in some very relevant areas of work. For example, women are amongst the most vulnerable groups affected by climate change, and by forest governance issues, yet FAO publications on *Climate Change for Forest Policy-Makers* (2011) and *Forest Law Compliance and Governance in Tropical Countries* (2010) pay little or no attention to gender concerns.

283. FAO's Gender and Development Plan of Action has not been systematically integrated into the forestry project/programme cycle (the GAD plan of action no longer exists since SOK was created). There are many project documents where gender is not addressed at all, or it is addressed to 'tick a box' instead of actually analysing how project intervention should

integrate gender issues – even when these issues are of direct relevance[33]. Similarly, a review of a sample of project progress reports indicates that they inconsistently pay attention to gender issues and seldom present gender-disaggregated project results. In the country visits, the evaluation team found very few examples of projects where gender-specific needs were identified and addressed.

284. The relative lack of attention paid to mainstreaming gender into FAO's forestry work may be attributable to a lack of capacity among staff members (at headquarters and in the field) in gender analysis and gender mainstreaming. The GaD evaluation found that while staff might be aware of the concept of 'gender and development', the importance of gender mainstreaming in forestry activities was sometimes taken by professional foresters or those working within the forestry sector as 'irrelevant'. The absence of a budget for gender mainstreaming activities made it difficult for the gender focal points in forestry to enforce stated policies on gender. FO should take systematic action in implementing the FAO gender evaluation's recommendations, and monitor and report the progress in implementation.

[33] The GaD evaluation (2011) found that of the 16 forestry-related projects assessed, gender was a relevant issue for all of them – but most of the projects had not mainstreamed gender as required.

5.9 FAO's normative work in forestry

285. The work of FAO in forestry has traditionally encompassed both a normative and an operational dimension. Ideally these two aspects of FAO's work are mutually supportive contributions to FAO's activities, and form a continuum. Normative work is informed by experience in the field and vice versa. However, the dichotomy between normative and operational work still permeates the language and culture of the Organization. Therefore, and given the substantial proportion of staff time (particularly at headquarters) dedicated to the production of forestry-related normative products, a separate analysis is provided of the forestry-related normative resources produced by FAO during the evaluation period.

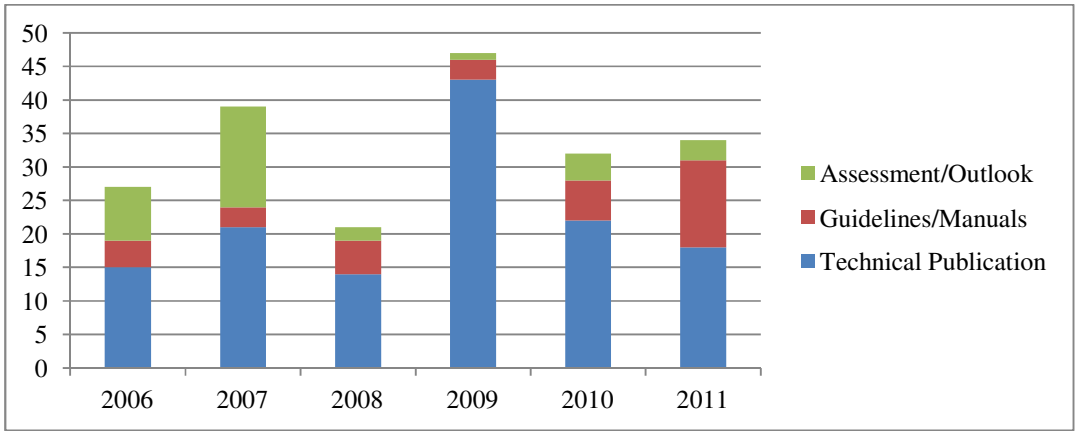
Key achievements

286. FAO maintains a comprehensive website on forest issues that allows the tracking of all major normative work of FAO, even from the distant past. For example, all published articles of UNASYLVA from the first number can be downloaded. FAO edits the forestry-related news clipping service Infosylva, which reaches 36,000 clients and is the most widely distributed info-clip in forestry worldwide.

287. Figure 5.1 shows the production of a comparable class of written normative products (assessments, outlooks, guidelines, manuals and technical publications) by the Forestry Department from 2006-2011 – accounting for 79% of all Forestry Department normative products in this period. There is no clear trend in the number of these products over time. However, the composition of normative products has changed: while technical publications have always dominated, the number of assessments/outlooks produced has decreased, while the number of guidelines and manuals has increased.

288. It is important to acknowledge that within these publications there is actual work related to norm setting (normative work in the purest sense). FAO is leading the work globally on developing *forest definitions* through consultative processes. Three reports have been produced since 2004; there is now ongoing work on defining forest degradation. This work is very valuable globally and contributes to FRA, NFMA and forest statistics.

Figure 5.2: Number of Forestry Department publications, 2006-2011



Relevance

289. The relevance of the forestry-related normative products produced by FAO can be assessed by considering the knowledge and use of the publications by the intended audiences, and attendance at the workshops and conferences[34]. Given the difficulty of obtaining useful data on attendance at workshops and conferences for the evaluation period, this analysis is restricted to forestry-related publications. The relevance of these publications depends on the extent to which they are consistent with the needs of member countries, NGOs, the private sector and other intended beneficiaries, as well as with priorities on forestry (within FAO and globally). The evaluation obtained information on these aspects from two separate surveys and interviews of more than one hundred interlocutors including partners and other stakeholders at different levels.

290. In the survey of member countries, some 75% of developing country respondents stated that FAO does meet their needs at a country level for information products (see Annex 4). There was in general a greater emphasis placed on the need of countries for more operational (project) work rather than normative work.

291. Relevance to a broader audience can also be assessed by considering the survey undertaken during the country visits to Asia, Latin America and Africa on knowledge and use of FAO's normative products (Annex 6). While the sample size was small (52 respondents) relative to the total potential audience, it was a very targeted sample – only stakeholders with a specific interest in forestry issues, who would be expected to engage in FAO's work, were interviewed. Respondents were asked about their knowledge and interest in 20 global-level normative products produced by FAO, selected by the evaluation team based on their flagship or topical nature. It is striking that for 9 of these products, 50% or more of respondents indicated that they had no interest in the product – although interest did vary between respondent groups (Table 5.1). Similar results were found for regional-level normative products.

292. The results of this survey correspond to the results of the member country survey, in that areas where respondents indicated a lack of interest – e.g. relating to forest pests and diseases – interest in member countries was also low. This also corresponds with data on downloads of normative products from the Forestry Department website (Annex 7): forest health also appears in the least-visited web-pages of the Forestry Department. However, this does not necessarily mean that such topics are of less importance, as they might be directed to a more specialized group of stakeholders which is not as numerous as those stakeholders that have an interest in for example forest governance issues overall.

[34] Excluding COFO and the Regional Forestry Commissions, which are considered elsewhere in the report.

Table 5.3: Normative products that 50% or more of all respondents did not know and were not interested in, % of respondents not interested for selected groups

	NGOs (10)	Research/ academia (10)	Bilateral agencies (9)	National govts (9)
Fire Management Voluntary Guidelines: Principles and strategic actions (2006)	70%	90%	44%	56%
Guide to implementation of phyto-sanitary standards in forestry (2011)	90%	80%	89%	33%
Global review of forest pests and diseases (2009)	90%	90%	67%	44%
Fire management global assessment (2007)	70%	80%	56%	44%
CLIM-FO newsletter (periodic)	90%	50%	78%	44%
Time for Action. Changing the gender situation in forestry (2006)	62%	60%	78%	44%
Planted forests and second-generation biofuels (2009)	90%	70%	44%	22%
Forest and Energy (2008)	70%	60%	44%	22%
Forest and Water (2008)	80%	50%	56%	22%

Source: Survey on normative products (Annex 6)

293. The interviews of a broad range of stakeholders representing international organizations dealing with forestry; research, and educational organizations, financing agencies, INGOs, private sector associations etc. provided similar results. They are in general not well aware of FAO publications and do not use them as a source of information to the same extent as in the past because of reduced relevance, or because there are many other organizations that are more specialized and respond quicker to emerging new issues, and can hence provide more useful information from the perspective of concrete application. Especially private sector representatives question the relevance of many FAO normative guidelines.

294. Considering the various sources of evidence, it appears that overall FAO's normative products are relevant to member countries, but less so to other actors related to the forestry sector. Relevance obviously also depends on the topic covered.

295. ***Process for selecting what normative resources to produce.*** In the Forestry Department, there does not appear to be a systematic approach to deciding which publications should be produced on which topics, or of identifying specific intended audiences. In fact, it appears that there is no priority setting at all but everyone is producing normative products. There seems to be little interaction between decentralized offices and headquarters (and vice versa) when choosing what to produce. Many of the choices are made because funding is available.

Effectiveness

296. The primary objective of FAO's normative activities, in particular its publications, is to disseminate information in support of the Organization's strategic goals and objectives[35]. With respect to forestry, the objective can be interpreted as forests and forestry contributing to sustainable poverty reduction and food security. The effectiveness of FAO's forestry-related normative work in achieving this objective can be assessed by the extent to which the intended audience for these products actually uses them – for example in setting national policies that are intended to lead towards the above objective, or agenda-setting at the regional or global levels that are consistent with the objective.

297. For member countries that responded to the survey, FAO's forestry-related statistical products and assessments are the most frequently used, suggesting that these products have been effective in responding to member country needs for information (Table 5.2). For other types of normative products, the results are less clear. While the majority of respondents indicated some use for the products, there were nonetheless a significant number of respondents who did not know whether their country used the products – indicating possibly that they have limited impact on member country forest policies and programmes.

Table 5.4: Use of forestry-related normative products, % of all respondents

	Never	Sometimes	Often	Always	Do not know/ blank
Support for development of international treaties, regulations, standards, criteria and indicators, codes of practice, etc.	16%	32%	18%	11%	25%
Technically focused studies/publications and country comparison studies	9%	32%	34%	14%	14%
Collection and publication of statistics; production of forest resource assessments, forest products and trade information, regional outlook studies, etc.	7%	20%	27%	41%	7%

Source: Member Country survey (Annex 4)

298. The effectiveness of FAO's forestry-related normative work in influencing the forestry agenda, and supporting sustainable forest management, appears to be low. The results of the survey on normative products (shown below in Table 5.3 for a selection of products) further suggest that actual usage of FAO's flagship forestry publications by member country governments is lower than what might be expected. Usage of region-specific normative products is even lower (see Annex 6). Many stakeholders interviewed during the country missions, both government representatives and other actors, believed that while these products are interesting, they are often too generic or high-level to be of real use in the forestry sector at country level. [36]

[35] FAO Publishing Strategy, 2008

[36] It is common knowledge that much of the use of FAO publications is by students and researchers. Thus, the publications may eventually have an impact as those students become the decision makers in the field of forestry. The evaluation team did not pursue the academic use of FAO publications.

Table 5.5: Knowledge and use of top 5 most well-known normative products, % of respondent group

	NGOs		Research/ academia		Bilateral agency		National government	
	Know it	Use it	Know it	Use it	Know it	Use it	Know it	Use it
State of the World's Forests 2011	45%	40%	75%	40%	78%	33%	67%	44%
UNASYLVA	64%	20%	50%	30%	67%	44%	67%	33%
Global FRA 2010	73%	50%	50%	40%	56%	44%	78%	56%
Yearbook of Forest Products	9%	0%	25%	20%	56%	33%	56%	11%
Developing effective forest policy: A guide	36%	20%	50%	40%	11%	0%	22%	11%

Source: Survey on normative products (Annex 6)

Factors affecting the effectiveness of normative products

299. There are three factors that influence the effectiveness of FAO's forestry-related normative products once they are produced[37].

300. ***Awareness-raising strategy for new normative products.*** There appears to be no clearly defined strategy for raising awareness of these products amongst the intended audiences. The Infosylva service identifies new publications to its client base, but other potential users need to actively seek out publications on the Forestry Department website – where they are not always easy to find. FAO is rather shy in disseminating its normative products more widely, as many other organizations such as CIFOR, WWF and RECOFTC do. These organizations use much more modern and pro-active tools to inform a broad range of potential audiences of new publications. When the survey on normative products was conducted during country missions, many respondents noted that they were not aware of the majority of the products shown – even though the topics were often of interest. This was particularly true for region-specific normative products (see Annex 6).

301. There is some evidence that a well-designed launch of a new publication significantly improves the extent to which the target audience is aware of it, and is more likely to use it. There is an increasing trend for FAO forestry publications to be launched at various major events, such as the opening and closing ceremonies of the International Year of Forests. A specific example is provided in Box 5.5 below.

[37] Note here, as mentioned above, that a key factor determining the likely effectiveness of normative products is the choice of which ones to produce in the first place.

Box 5.4: Successful awareness-raising for an FAO Forestry Paper

FAO Forestry Paper No. 165 on "Reforming Forest Tenure: Issues, Principles and Process" was released online in June 2011. This guide was officially launched at a Forest Tenure, Governance and Enterprise Conference in Indonesia in July 2011, attended by around 200 representatives from international and regional organizations, the private sector, non-governmental organizations, civil society and researchers. Launching the publication at such an event appears to have rapidly raised awareness amongst target stakeholders, particularly in Asia and the Pacific – as evidenced in the survey undertaken on normative products during country visits in this region only a few months later. There is also evidence that the number of downloads of the guide increased substantially in July 2011 (from 550 in June to 876 in July), although following this numbers dropped to levels comparable with other technical publications.

302. ***Dissemination strategy for new normative products.*** Forestry products, like others across FAO, have shifted to a primarily electronic format over recent years. However, in many member countries this format is inaccessible due to poor infrastructure and slow internet connections. In the country visits, many interviewees (particularly NGOs and government representatives) commented that FAO's normative products were largely inaccessible. There are only mailing lists for hard copy distribution of a select few flagship publications, although technical staff may maintain distribution lists of interested stakeholders on their own initiative. Interested parties may request hard copies of normative products, but the Forestry Department does not keep a consolidated dataset on how many requests are made, or who makes them. Further, it appears that there are cases the target audiences have not been clearly identified, and even when they have been identified there is no follow-up to see how well the specific product has reached its key target audience.

303. ***Extent to which normative products are 'followed up' with concrete, in-country activities.*** The third factor is the extent to which normative products are 'followed up' with concrete, in-country activities. During the country missions, a number of stakeholders suggested that FAO's publications would be more effective if they were followed up by some kind of implementation activity – for example, a workshop with stakeholders to discuss how a new forestry guide might be adapted to the local context. On request, several regional and sub-regional offices provided examples of cases where normative products had been followed up in such a way – or indeed where there is a true continuum between FAO's normative and operational work. A selection of examples is shown in Table 5.4.

Table 5.6: Selected examples of follow-up on normative products

Region	Normative product(s)	Related follow-up action(s)
Africa (SFS)	• Human-Wildlife Conflict in Africa: Causes, consequences and management strategies; FAO Forestry paper 157 • Managing the conflicts between people and lion; Wildlife Management Working Paper 13 • HWC toolkit	• FAO-SFS supported the use of the HWC toolkit in the field through projects TCP/ZIM/3301 and TCP/MOZ/3301. • The toolkit was presented at a number of International fora and triggered requests for technical assistance in HWC from Angola, Tanzania and Zambia; • FAO facilitated the exchange of experiences on HWC mitigation in the sub-region through a meeting attended by Angola, Gabon, Malawi, Mozambique, Namibia and Zimbabwe.

Table 5.4: Selected examples of follow-up on normative products (continued)

Region	Normative product(s)	Related follow-up action(s)
Asia (RAP)	• Bringing back the forests: policies and practices for degraded lands and forests (RAP Pub. 2003/14) • Advancing assisted natural regeneration (ANR) in Asia and the Pacific (RAP Pub. 2003/19) • Helping forests take cover (RAP Pub. 2005/13) • Forests beneath the grass (RAP Pub. 2010/11)	• Resulted in TCP project in the Philippines on ANR (TCP/PHI/3101) that was eventually recognized for excellence with the Edouard Saouma Award. • Follow up in the Philippines has resulted in ANR being incorporated as major components of the country's multi-million dollar Upland Development Program and National Greening Program. • A regional TCP project (TCP/RAS/3307) is ongoing in Cambodia, Indonesia, Lao PDR, and Thailand to further extend awareness and promote the application of ANR. • FAO promotional efforts have been cited as the basis for new forest rehabilitation efforts, based on natural regeneration, being funded by Asian Development Bank in Philippines and the Greater Mekong Sub-region.
Near East and North Africa (RNE)	• Assessment of the risk and vulnerability to climate change for the forestry and range sector in the Near East (2010) • Forests and Climate Change in the Near East Region (RNE Pub. 2010 - Working Paper 9) • Managing forests for climate change: Working with countries to tackle climate change through sustainable forest management in the Near East Forestry (FAO Pub. 2011) • Proceedings of the regional workshop on Forests, Rangelands and Climate Change (RNE, 2011)	• Regional workshop on forests, rangelands and climate change followed by participatory formulation of sub-regional projects designed for North Africa, Nile Basin countries, Oriental Near East and Gulf plus Yemen and, Non Arabic speaking countries members of the Near East Forestry and Range Commission. • Regional forum on climate change involving senior countries' officers from different sectors e.g. agriculture, forestry, fisheries, livestock, environment, etc. • Dissemination of the workshop proceedings and publications on forests, rangelands and climate change to all countries.
Joint HQ/DO activity	• Joint organization of a workshop on forest policy for Congo Basin countries by COMIFAC, FAO headquarters and the FAO Sub-Regional Office for Central Africa • Joint organization of a workshop on forest policy for South-East Europe and Central Asian countries by FAO headquarters, the FAO Regional Office for Europe and Central Asia and the FAO Sub-Regional Office for Central Asia	• FAO received requests for support to forest policy development from the Republic of Congo and the Central African Republic • FAO received a request for support to forest policy development in Azerbaijan

6. FAO's capacity and use of partnerships

6.1 FAO's capacity to implement its work on forestry

304. The work on forestry is essentially conducted at Headquarters (HQ) by the Forestry Department (FO) and by forestry officers located in different regional and sub-regional offices. Other divisions mostly in NR, AG and ES departments contribute as well. The following sections examine the extent to which institutional and working arrangements are conducive to effective work at all levels of the Organization, with a particular emphasis on issues and challenges with respect to servicing member countries at country level.

Institutional and working arrangements at Headquarters level

305. ***Institutional Arrangements/Capacity at Headquarters:*** The number of established posts dedicated to forestry at Headquarters has increased over the evaluation period, as shown previously in Table 4.4. Voluntary contribution funding sources have increased, with areas that are well funded (e.g. all those relating to UN-REDD) and areas that are much less funded (in particular in the forest resources management where only a small number of staff work on a broad variety of themes (e.g. peri-urban forestry; agroforestry).

306. ***Current organisation of the work in forestry.*** As briefly outlined in chapter 4.4, forestry issues are mostly dealt with by FO, with important work areas, e.g. in agroforestry, water, bioenergy (including woodfuels) and climate change dealt with also in other departments, in particular NR.

307. The current structure of FO includes teams that are organized thematically, such as the forest policy team under FOE or the forest resource management team under FOM; and teams that are established on the basis of donor programs – such as the NFP Facility team under FOE or the FAO/Finnish Programme team under FOM. Each team has developed its own working modality based on the resources that are at their disposal. The extent to which these 'program teams' are well-embedded into the regular programme varies. Some teams have working relationships with others (e.g. the FAO/Finnish Programme with the NFMA team), while others have tended to develop more as a separate project supporting facility with outside partners. Access to voluntary contributions also varies. These disparities between teams have the potential to create different internal dynamics and tensions within FO.

308. Responsibility for carrying out work in the emerging work area of climate change and forests is divided between NR and FO. Both are involved in UN-REDD activities and have an institutional mechanism (a joint steering committee) to facilitate coordination and to make policy decisions. Other than this, FO carries out all activities related to forests and climate change. As an active member of the Interdepartmental Working Group on Climate Change (IDWG CC), which is coordinated by NR, FO provides the forestry inputs for FAO-wide, interdepartmental collaborative work on climate change.

309. The result of the current organisation of work on forestry is lack of collaboration, communication and coordination between teams and work areas within the same Department, and even more across Departments. Each team is self-organizing to a large extent; for example fund raising efforts are driven by team leaders or team members, without any visible coordination with senior management. This leads to confusion amongst resource partners and stakeholders that experience FAO forestry not as a unit, but as a consortium of people with different interests and aspirations.

310. ***Lack of institutional memory***. Another issue that became very visible to the evaluation team during its fact finding phase was the lack of institutional memory of FAO in forestry. Many of the issues that are raised today in the international context have been dealt with in FAO in the recent or more distant past. The organisation, however, has not developed a mechanism to tap into existing knowledge. Most work in any of the working fields requires commitment of personnel and finance over a long period, usually longer than current cycles of change in resource partners and, often, partner country interests and priorities. The lack of a strong institutional memory is a major deficiency. In the case of forest resources management for example, there is a great deal of useful information that has been overlooked and forgotten in the files relating to past normative and operational work that could be usefully reviewed.

Links between central and decentralized structures in FAO

311. ***Working arrangements, coordination and relationships among foresters at different levels.*** Overall, there is room for improvement in the communication and coordination among those working on forestry. Most of the officers in the RO/SROs felt isolated from HQ and call for greater links between HQ and the field. Some of the reasons expressed by staff relate to the different reporting lines between HQ staff and decentralized officers, and to the lack of individual accountability against common objectives. Forestry officers from all offices used to have an annual gathering but now, according to interviews conducted in the field, only selected forestry officers meet once every two years at COFO. To help information flow, there is a recent initiative to link decentralized offices to management meetings through video conferences. Nonetheless, face-to-face annual meetings between HQ and field staff were very much valued by all staff as a key event for knowledge sharing, coordination and team building. One of the issues that limit face-to-face interactions between HQ and decentralized officers is the lack of Regular Programme non-staff resources for travel. Staff are dependent on resources from voluntary contributions for travel.

312. While on paper the respective roles of technical officers at HQ, ROs and SROs are relatively clear, in practice, the reality is more complex and the distinctive roles of the various levels are blurred. The decentralized offices (in particular SROs) are not systematically used as the first port of call for technical assistance to the field programmes. Some programmes (NFPF, ACP-FLEGT, UN-REDD) are directly managed and implemented from HQ, with too little participation of decentralized officers from design to implementation. With the exception of UN-REDD, which is recognized to need specialized experts so far not available in the DOs, the rationale for such a centralized management seems to lie in the competition over resources between different parts of the Organization in a context of scarce resources.

313. All of this result at times in confusion and overlaps at country level and missed opportunities for working in synergy between teams on normative work. The recent setting up of the Functional Technical Network on forestry is a step towards greater concerted efforts around common objectives. However, more needs to be done on communication and coordination, to ensure greater cohesion among foresters within FAO as well as a more effective use of human resources in forestry.

314. ***Insufficient inter-sectoral collaboration.*** As outlined in chapter 5.8, there is insufficient inter-sectoral collaboration in forest-related work at all levels, in particular with agriculture. This lack of inter-sectoral collaboration applies in general to most of the work at FAO, and is thus not specific to FO. However, while at HQ there are good examples of collaboration with other units, the fact is that FO still works too much in isolation and does not build enough on the presence of a multi-sectoral expertise. Inter-departmentally, the strongest links seem to be with the Natural Resource department on land tenure, watershed management and more significantly on the UN-REDD programme. However, with respect to the latter, the arrangement is rather one of division of labour and resources than a real collaborative work agreement between departments.

315. ***In decentralized offices (ROs and SROs), more inter-sectoral collaboration is happening***, although far from enough. For example, in RAP, with the setting up of multi-disciplinary groups, there have been significant improvements in terms of integration within the Natural Resource and Environment group. As for the collaboration with other technical groups (in particular agriculture), there has not been much change. Collaboration highly depends on individuals and, in fact, happens with "like-minded colleagues", willing to collaborate. Staff in the decentralized offices recognizes that the Forestry Programme benefits from the work of the Organization done in other sectors (part of the "mind-set") and vice-versa. In case of RAP, there are enough forestry experts and other experts in the office, physically closer to each other working on themes where cross-sectoral links are very concrete which maybe creates a more cooperative environment.

316. The case of the inter-sectoral collaboration in SFE is also a good example. A forestry officer works as part of a multi-disciplinary team since the key issues of forestry in the region are very much related to other land uses and particularly to water issues. The teams interact and pick a few broad, regionally relevant themes that they will work on each biennium at the regional level, such as invasive species, fire and land use, the nexus between livestock, forestry, wildlife and other land uses. They then develop activities that fit within these broad themes.

A special working relationship: forests and forestry in TCI

317. The Investment Centre Division (TCI) provides forestry-related support particularly to the World Bank Group including GEF and also to IFAD, AfDB, EU/EC and some other agencies. Forestry-related work represents a minor share of total TCI work. The TCI has a small core team of experienced foresters and a network of consultants who provide support to primarily (large scale) project preparation, project supervision, preparation of implementation

completion reports and contributing also to sector reviews and studies including normative work.

318. The main forest-related achievements of TCI during the evaluation period are:

- *FAO-GEF forestry projects* (FAO is a GEF executing agency): Brazil, Fiji, Samoa, Vanuatu, Niue, Ecuador and Iran.
- *Forestry program and project preparation and implementation support:* Argentina, Brazil, Cameroon, China, Democratic Republic of Congo, Honduras, Kenya, Kyrgyzstan, Nicaragua, Pacific Islands, Peru, Republic of South Sudan; 8 other forest-related projects with contributions also from TCI.
- *Sector and other reviews*: Andean countries, Belize, Ecuador, Guatemala, Guyana, Honduras, Mexico, Moldova, Paraguay, Peru, Suriname
- *Evaluation and project completion reports*: Albania, Cambodia, India, Kenya, Republic of South Sudan, Tanzania, Tunisia, Zambia
- *Normative studies*: Ethiopia, global study for UNCCD, Kenya

319. As with other FAO departments, TCI works quite independently from FAO's other forestry work and collaboration with FO is mainly on ad-hoc basis and based on staff personal relations. There are no structural or institutional coordination mechanisms in place.

320. Nevertheless, last biennium TCI sought for more collaboration between TCI and FO. Activities included *inter alia* the preparation of the regional MRV project for the Congo Basin, support to the FO FLEGT Program in Honduras, and a regional study on forest taxation and incentives in six LAC countries (which was also presented at COFLAC in March 2012). To be mentioned also is the joint preparation of a submission to the IDB of a proposal to prepare the Investment Strategy for the Forest Investment Programme for Perú, under the lead of TCI. Finally, another example of ongoing collaboration between TCI and FO is the preparation of the Congo National Reforestation Program co financed by FAO/TCP (two studies) and WB (three studies) in the context of the preparation of a new WB Congo Forestry Sector Support Project.

Relevance

321. The review of TCI forest related portfolio indicates that most of the project work is being done with the World Bank (under the FAO/World Bank Cooperative Programme) and GEF, followed by IFAD. Geographically, Latin America and Africa dominate followed by Asia. The themes cover a very broad range of sustainable forestry and conservation oriented projects dealing with protected area management, large-scale afforestation, integrated natural/land resource management, and sector development programs.

322. The projects FAO get involved with are in effect determined by the financing agencies, so they do not necessarily systematically relate to FAO's forestry priorities although some aligned interests can be identified. That withstanding, the review of the portfolio indicates that all the projects are fully consistent with FAO strategic program framework and fall under various organizational results related especially to SOE. However, these projects bear no connection with FAO's own forestry work. In fact, in most cases the Forestry

Department is not working actively in the same thematic areas in the same countries where TCI support has been provided. There is no attempt to develop synergies and concrete cooperation with FO and positioning FAO strategically in the forestry sector in the concerned countries through TCI cooperation. At the World Bank, for example, FAO is typically only known for its consultancy work for the Bank on forestry. There is no relationship with the work programme of FAO in forestry even in those countries where the World Bank is active with forestry projects.

Effectiveness and impacts

323. From the perspective of the financing agencies, FAO provides a valuable service. From their perspective, FAO has a comparative advantage in SFM and dealing cross-sectorally with land degradation and biomass (wood) based renewable energy. Both the World Bank and GEF have access to huge amounts of financing but lack internal technical capacity in many areas related to forestry. Based on the interviews, TCI partners appreciate the quality and timeliness of support from the TCI although sometimes they would like to have better access to FAO forestry staff beyond the TCI and its consultants. This is often not possible because Forestry Department staff are busy with other work.

324. Cooperation with the World Bank and GEF reduces the administrative burden on these agencies that can rely on TCI's staff that know well the respective project cycles and have established good working arrangements between the TCI and the financing agencies. A recognized advantage for the agencies is that they do not have to get involved with the selection and management of the consultants. Further, in tri-partite projects FAO is seen as a neutral partner who can help with mediation of possible conflicts.

325. What is positive is the fact TCI works with a broad range of actors. FAO in general is not working much beyond the forest departments of member countries but TCI does work actively with other ministries, such as finance and planning or environment and even agriculture. It appears that TCI is more involved with cross-sectoral work than FO. Further, the access to the "super" ministries through cooperation with major development financing institutions such as the World Bank opens an avenue to influence national level policy and strategic decision-making beyond what a FAO field project could generally achieve.

326. However, this type of policy-related work is driven by the financing agencies and is not necessarily linked to FAO's priorities at the national level. TCI works quite independently from FO and national FAO offices.

327. This evaluation has concluded that FAO's forestry work lacks strategic vision at the country level. It would make sense for FAO-FO to join forces with TCI and to participate even more actively in sector reviews with key financing agencies and use the resulting outputs of these participatory reviews to identify strategic niches where FAO could make a difference in selected countries.

Capacity of Regional and Sub-regional Offices

328. There are great disparities across the decentralised offices in terms of their capacity to effectively fulfil FAO's mandate on forestry. Generally, a regional or sub-regional officer has to cover a considerable number of countries and a wide array of technical domains. This demands a specific profile for forestry officers, combining technical knowledge and holistic views. Such profiles are generally linked with high seniority and broad experience that, in its combination, is difficult for FAO to assure in all cases. Systematic interviews of all ROs and SROs and an analysis of their activities show that such disparities affect their ability to fulfil FAO's mandate on forestry. The reasons for such disparities are complex, and include differences in the approach to cross-sectoral collaboration and securing human resources, and in internal office dynamics.

329. The RO in Bangkok (RAP) stands out as a positive example of an office with strong capacity in forestry. The evaluation team was impressed by the high calibre staff of the Office. The review of the normative products and organized workshops demonstrates how RAP uses different type of partnerships to reach its objectives, and leverages successfully both financial and technical resources to improve its effectiveness with organisations sharing aligned interests. This is not done in most cases on an ad hoc basis, but rather cooperation is based on long-established relationships where organisations make use of their comparative advantages. In this way, each organisation can achieve more with limited financial and human resources.

330. Two important factors that advance more effective work at the regional level relate to the degree of homogeneity and/or having a number of dynamic regional organisations dealing with joint concerns among the countries covered by the RO with respect to forestry issues. This is the case in South-East Asia (the Pacific is considered separately). This is clearly a major challenge in most other regions which cover very disparate situations and expectations from member countries, requiring a wide range of expertise that is not available in the decentralized offices. These observations are even truer at the sub-regional level. The team found that activity at the sub-regional level works well when the countries within the sub-region face similar forestry issues (e.g. North Africa and the question of rangelands/trees outside forests) and/or there are forestry issues that require a sub-regional approach (e.g. Central Africa and the Congo Basin).

Capacity at the country level

331. In many countries FAO does not have forestry experts, and in general country offices tend to be understaffed in relation to the mandate. This is especially so in situations where they cannot draw on resources either at sub-regional or regional offices. FAO's capacity and visibility as well as impact at national levels e.g. in term of policy dialogue are in general strongest in those countries with large forestry-related field projects where the CTA often ends up also representing FAO beyond the project scope. This is good as long there is a project, but naturally sustainability and continuity of FAO involvement suffer in this type of arrangements. In countries where there is long-term expertise in forestry in the FAO representation, FAO is recognised as providing good technical inputs to the forestry sector. In

Nicaragua for example, thanks to a highly capable national forestry officer, FAO is well perceived and recognized by all partners in technical issues relating to forest. However, interlocutors in countries questioned the extent to which these experts can really represent FAO in fora where agencies send their senior staff to discuss forest policy and donor coordination matters. Similar kinds of comments were made by a number of stakeholders in Tanzania.

332. Even in technical areas where there is funding and which seem to be a top priority for the Organization, there is no continuous and adequate technical expertise in the country. One illustration of this is the case of Vietnam where FAO has significant funding under UN-REDD and the Finnish Programme on national forest resource assessment, but only had one junior expert as in-country technical expertise (whose contract ended in December 2011).

333. ***In most countries, there were considerable problems of delays in implementing projects***. This is often linked with little administrative support from the country office. The evaluation team noted particular issues with regard to the implementation of UN-REDD (Tanzania, Zambia, and Vietnam). Indeed, the lack of harmonization of procedures between the three agencies (FAO, UNDP and UNEP), in particular with regard to procurement, often created delays in implementation. This added to the operational and financial management issues of the FAO part of UN REDD. The ongoing review of UN-REDD should hopefully address such matters.

334. ***FAO tends to work in isolation at country level and very much in a traditional project mode.*** This is due to a number of factors such as old fashioned project design and no habit of engaging in partnerships at country level, but also because FAO is not strategic in its work but rather opportunistic, searching for funding. FAO is then often perceived as an implementing agency with limited resources. In many countries visited, including in those where forestry issues were high on the agenda and where FAO had a significant portfolio in forestry, FAO's work in forestry was found to have a low profile. FAO often did not engage in policy dialogue and was largely absent from multi-stakeholder processes relevant to the forestry sector. There are several reasons for this. The profile of the FAO Representative is a major determinant of FAO's visibility in the forestry sector in countries. In Costa Rica, where the last two FAO Representatives had a forestry background, FAO is perceived as a strong player in the sector. But in most countries visited, the Representatives have little understanding of FAO's strategy in forestry and FAO's potential role in that sector, and may not even think that their task would be to contribute policy dialogue in different national fora. FAO is recognized mostly for its work in agriculture, and not in forestry. Combined with the weak capacity of the FAO representation in most cases, forestry matters are not given priority.

335. ***Small projects limit effectiveness.*** Many FAO forestry-related projects are also small and short-term in nature, which limits their effectiveness given the long-term nature of the challenges they attempt to address. It is often not easy for FAO staff in country offices to engage in dialogue with national decision-makers and actors if it is helping to implement an isolated small project somewhere in a province or district.

336. ***"Short-termism" has also compounded poor knowledge building/ lessons learning from projects***. Projects are just implemented, and even when the country office is more active engaged they seldom try to draw and disseminate lessons learned within the organization. In most countries visited, this has been highlighted as a weakness of FAO. This short-term project mode limits also the influence that FAO can have on policy. In some of its country visits, though, the team observed interesting projects where FAO's work was well funded over years with scalable projects influencing policy processes (e.g. watershed management in Columbia; NWFPs in various countries).

Backstopping Support from Headquarters, RO and SROs

337. In general, the priorities and the amount of backstopping received from HQs or RO/SRO seems to be linked to: (i) individual relationships rather than a systematic analysis of where the needs are; (ii) the areas of work that the technical officer (particularly in RO/SRO) is good at or is interested in (e.g. education by officer in Central Africa, bushfires/wildlife by officer in Southern Africa).

338. ***The quality of the technical support is uneven***. In some technical areas of work, the technical support provided by HQ is considered good or even outstanding (e.g. in Serbia on the forest strategy and generally in respect to ACP-FLEG-T). On the other hand, there are many cases where junior officers have been sent to provide support, sometimes even in areas for which they are not highly qualified. This, sometimes, resulted in a loss of credibility.

339. ***The support provided by ROs and SROs varies substantially between the countries visited***. In general, the role of the decentralized office at regional and sub-regional levels is unclear for FAO experts (and staff) working at country level. In some specific technical areas, the expertise is simply not available in the RO/SROs making it difficult for the RO/SRO officer to be the first port of call for backstopping. For example, in Africa some SROs with a single forest officer cover up to 16 countries and all fields. In such situations often FAO HQ is the first point of contact.

340. Incentives and mechanisms must be developed to enhance in-house sharing of experiences and lessons learned both horizontally and vertically. The findings call for much greater communication and dialogue between all levels, including with non- foresters on forestry matters. The Functional Technical Network is a good move in that direction, but more needs to be done to create synergies and ensuring mutual learning and knowledge sharing on forestry at all levels. Discussing and disseminating FAO's strategy in forestry and creating knowledge sharing events are certainly other obvious steps. However, while recognizing that this goes beyond the scope of this evaluation, the team is convinced that shifting resource allocation from an administrative one to a results-based model and setting up an individual accountability system accordingly would certainly create the best incentives needed for both horizontal and vertical collaboration.

341. At headquarters level, a functional organisational set-up can be based on the overall strategic work in forestry and the role of forests to actively contribute to the three global goals of FAO. This implies, at sectoral level in forestry, a senior management unit that deals with

network management in forestry at global and regional level. Thematically, there is a continuous need for strengthening forest sector issues, including forest resources assessment, forest resources management and forest governance, as well as developing strong cross-sectoral links in themes that relate to wider land-use issues, including climate change adaptation and mitigation, and bioenergy.

342. At the regional level where FAO is organized in cross-sectoral units, there is scope to develop regional/subregional/cross-sectoral strategies that integrate forests (e.g. as self-standing programme elements) and also better integrate forests in the Country Programming Frameworks in carefully selected countries.

343. More forest-related human resources must be allocated to regional offices while paying attention to the differences among the regions and sub-regions in order to better respond to differentiated needs and expectations. In those regions (e.g. Africa) where forestry issues are high on the development agenda and require a sub-regional approach, forestry expertise should be strengthened at the SRO level. Also, having dynamic sub-regional organisations and/or processes may justify more attention to the SROs. However, e.g. in the case of Asia (and the Pacific), having more forestry specialists at the RAP has clearly helped FAO to make a difference in the region with quite impressive results, and also has made it easier to establish and cultivate effective partnerships.

344. Engagement in forestry at country level should be supported by ensuring that knowledge reaches the country, including through the availability of highly qualified expertise. While recognizing that FAO does not have the capacity to be present in all countries, such engagement will have to be selective, based on a sound assessment of whether FAO has a role to play and funding is available. In those countries, it will be imperative for FAO to mobilize expertise adequately and with the right calibre in support of its work at country level.

6.2 FAO's use of partnerships

Partnerships at the global level

345. Many of the key partnerships, including the partners and the objectives of the partnerships, have been described in the previous chapters. FAO's global forestry work is increasingly being done in partnerships. FAO works globally with some 130 partners representing especially various international governmental and non-governmental organizations, and forest-related research and educational institutions. At present, the Forestry Department works directly only with one private sector company, Google, in national forest resource assessment and monitoring. Forest policy, NFP and forest resource management teams have been particularly active in creating or joining partnerships.

346. Some partnerships have particularly high profiles globally. FAO is a founding member and the chair of the Collaborative Partnership on Forests, which has the broad goal of sustainably managing the world's forests (see Chapter 5.3). Although FAO works actively with the various members within the CPF, this cooperation has not really been translated into more formal strategic partnerships with individual members at the global and national levels.

347. For more than 10 years, the NFP Facility (NFPF) and the Program on Forests (PROFOR, managed by the World Bank) have engaged in a partnership where both support national forest programmes or other national forest policy processes through adopting complementary roles. PROFOR focuses more on analytical work and generating knowledge on lessons learned while NFPF concentrates on supporting project implementation to improve the quality of NFP processes in countries. NFPF partners also with NGOs and broader initiatives, such as Forest Connect, Growing Forest Partnerships, and the African Forestry Forum.

348. Since 2009, UN REDD represents another important FAO partnership (with UNDP and UNEP, see Chapter 5.3). This partnership provides an example where FAO has joined an important and relevant partnership mechanism or process that is to play a key role in addressing deforestation and forest degradation globally. As outlined in Chapter 5.5, FO contributes to UN-REDD by supporting a number of countries in the field of MRV carbon, besides activities relating to forest governance and REDD+. Although there is a UN-REDD secretariat in place (currently located in Geneva) which is administered by UNEP, all three agencies have also brought their own administrative procedures which complicates governance and implementation of the programme.

349. FAO-FO hosts also some key partnerships, or mechanisms/platforms such as the Mountain Partnership (Chapter 5.3). In addition, FO collaborates in partnerships managed by other departments, such as the Global Bioenergy Partnership. The FAO technical statutory bodies on forestry can be listed as particular long-term partnerships in which FAO plays a leading role, including the Poplar Commission (since 1947), Silva Mediterranea since 1948, the Commission on Genetic Resources (since 1983) and the Advisory Committee on Pulp and Wood Products (ACPWP, see Chapter 5.7). The partnership with UNECE Timber Committee (located in Geneva) is important because the UNECE/FAO Forestry and Timber Section

represents a unique case of two UN organizations sharing the same secretariat and work program (related to forest products and industry) and active involvement of the private sector. ACPWP, the Poplar Commission and UNECE/FAO Forestry and Timber Section are the only formal forestry-related set-ups where FAO is systematically linked to the private sector and also industry.

350. It is not possible to assess how well all some 130 partnerships have worked, and whether they have advanced FAO's cause and enhanced its effectiveness. Some partnerships are simply more dynamic and others may wither away gradually e.g. due to insufficient funding. However, the sheer number of various types of partnerships raises a question if all of them are really necessary and can FAO really manage these partnerships effectively and contribute to them based on its comparative advantages. They all involve transactions costs. Being actively involved in partnerships takes a lot of time, so more prioritization may be desirable when it comes to global partnerships.

Partnerships at the regional and sub-regional level and cooperation with NGOs

351. Contrary to the global level, FAO has not systematically tried developing and making use of strategic partnerships/alliances at the regional and sub-regional level over the past years with an exception of the Regional Office for Asia and the Pacific (RAP). This has resulted in missed opportunities to influence regional policy dialogue and leverage knowledge and experiences from partners to advance FAO's goals. Insufficient partnering may be partly explained by insufficient human resources in these offices but also by the lack of integration of partnerships as part of a strategic vision.

352. The working model of RAP is very much based on partnerships. The impressive achievements of RAP have been made possible by dedicated and experienced experts, but also by establishing and actively cultivating effective formal and informal co-operation with various established regional partner organizations such as the Centre for People and Forests (RECOFTC), the Forestry Research Support Programme for Asia and the Pacific, the Asia Pacific Association of Forestry Research Institutions, the ADB, as well as international NGOs with regional programs (such as SNV and IUCN). Most of the achievements (publications, workshops/conferences) in the Region have been done in cooperation with outside organizations rather than just by FAO.

353. In the Asia-Pacific Region the various forms of partnerships include:

- Helping to form and support networks: APFC, APFW, Asia-Pacific Forest Invasive Species Network, Asia-Pacific Forest Policy Think Tank, MFF, TEAKNET
- Being an active member in formal networks: APFNet, AFP
- Contracting work to partners; e.g. RECOFTC doing training and contributing sections to various FAO publications)
- Having joint projects and workshops with partners sharing technical and financial resources (such as RECOFTC, APFNET, ADB Greater Mekong Sub-region Core Environment program, ASEAN, ASEAN-ASFN, LEAF).

354. In all continents FAO has co-operated increasingly with INGOs and NGOs over the evaluation period. In most cases the co-operation has been based on designing or implementing a short-term project jointly. Quite often FAO has been a contracting party and in a way the co-operation has been similar to the case of working with consultants. The NFPF and ACP-FLEGT have also activated FAO's involvement with civil society organisations and to a limited extent also with the private sector, which are positive developments.

Partnerships at the country level

355. Strategic partnerships are even rarer at the country level than at the regional or sub-regional level. Quite strikingly, in practically all visited countries in Asia, Africa and Latin America, FAO's country offices were not active members of various donor groups and national forums/partnerships such as the Forestry Sector Support Partnership in Vietnam or a group of Partners of the Environment Sector in Burkina Faso. This has resulted in missed opportunities:

- in linking projects to national policy dialogue and sector planning to enhance impacts and sustainability;
- in influencing national forest policy dialogue and making use of FAO's (theoretical) capacity to address extra-sectoral issues and convening power to advance policy dialogue between national policy champions often connected to the NGOs; and
- on the technical side when FAO fails to build partnerships with organizations that are recognized for their technical capacity and which are partners of FAO at the international level (e.g. the CPF partners), or with organizations that have built experience by working with grassroots organizations.

356. Main reasons for the lack of strategic partnering are likely related to:

- FAO's human resources at the country level are very limited and also sub-regional and regional offices have very limited means to provide inputs;
- FAO lacks in most cases a country agenda and does not really have a clear strategic vision of what it wants to achieve in the forestry sector and how, including an assessment of how one could achieve more through working with others;
- Too much of the work at the country level is driven by short-term external funding opportunities, leaving not much space for strategic partnerships;
- FAO seems to continue the tradition of working mainly with government departments in charge of forestry; the staff in country offices may not find it easy to build relationships with national NGOs, community organizations and the private sector.

357. In many of the visited countries in Latin America, Africa and Asia interlocutors said that FAO needs to widen the range of its partners in order to use more effectively its comparative advantage and mandate to support the work of different actors in the forest sector, including the private sector and civil society.

Partnerships and cooperation with the private sector

358. FAO's partnerships, beyond working with the government organisations responsible for forestry, are mainly with international or well-established regional NGOs or research and educational organisations, and to a much lesser extent with the private sector. Cooperation with the private sector is understandably sensitive and explains why FAO in general has been very cautious in advancing partnerships with the private sector, and why there are no formal partnerships with the private sector in the forestry sector with some exceptions.

359. There are very few field forestry projects where FAO has partnered with the private sector (e.g. PALISCO cooperation in Cameroon). However, through FAO's involvement in Forest Connect and Growing Forest Partnerships, and also in the NFP Facility, FAO is itself promoting partnerships between private small-scale and community tree growers and their associations.

360. In its work targeted at the private sector, FAO must pay more attention to understanding the needs of the private sector:

- Interviewed private sector representatives find the normative products often too academic and not being based on the on-the-ground realities.
- FAO should reduce bureaucracy; NGOs and private sector organisations are used to more streamlined, flexible and quicker action
- FAO should establish itself or participate more actively in the forums where the private sector is present at the regional or country level; forestry weeks could be used for that purpose but the reality is that private sector involvement at the Asia-Pacific Forestry Week was still quite marginal and totally absent in the latest Africa Forestry and Wildlife Commission meeting in Benin.

361. Some of the most common recommendations made by the private sector interlocutors concerning FAO and private sector co-operation were:

- FAO should play a bigger role in creating an enabling environment for enhancing private sector involvement in the forestry sector and pushing governments to provide more space for the private sector and civil society.
- FAO could provide support in creating a supporting policy environment for private sector investment, e.g. through improving land tenure and property rights.
- FAO should support regional fora such as the APFW which can be used for networking and dialogue increasingly involving private sector actors.
- FAO should continue with the ACPWP and UNECE/FAO Forestry and Timber Section Committee platforms which have turned out to be very valuable for the private sector and their associations such as CEPI and CEI-Bois.

Summary of findings and conclusions

362. FAO is commonly seen as a reliable technical partner with a good name and a respected past. The interviewed partners value FAO's convening power and ability to bring government representatives and non-state actors around the same table. FAO's broad

networks and access to global information and technical capacity in selected areas make it a desirable partner.

363. However, in the interviews some common critical themes emerged concerning FAO' role or performance as a partner.

- Many of FAO's partners complained about FAO being too bureaucratic and inflexible.
- Many 'technical' organizations do not always see FAO as a preferred partner because they prefer working with partners who can provide high quality support in terms of substance and resources, who are more implementation-oriented, and who have more relevant national level experience and local presence than FAO.
- Too often FAO sees partners as sub-contractors or like consultants.
- A common criticism is also that FAO prefers working mainly with government organizations, and usually only with forest departments, although there is an increasing need to work with the civil society and private sector as well as with other government organizations in addition to forestry.

364. FAO should be more selective at the global level regarding partnerships, and focus more on those where it has a definite comparative advantage. In this context, FAO should systematically categorize partnerships in terms of whether FAO is a leader or a partner, and whether FAO, through the partnership, will gain in relevance, effectiveness and efficiency in its work relating to forests. The evaluation team feels that one area where the partnership approach could enhance FAO's forestry work's effectiveness and efficiency is the Global Forest Resource Assessment.

365. At the regional and country level, FAO could improve its performance by developing strategic partnerships, in particular with regional and sub-regional bodies, such as ASEAN, the African Union, ECOWAS and *Comunidad Andina.* The "RAP model" appears to be working well and produces results cost-effectively through leverage so it is worth considering how to translate it to other regional offices and in case of Africa possibly to sub-regional offices. One should make good use of various regional organisations and their networks, base co-operation on aligned interests and the identified comparative advantages of respective organizations. Country programming framework exercises could also help with the identification of strategic partners.

366. ***FAO should work more both with the civil society and the private sector.*** The global forestry sector has changed a lot over the last two decades and the traditional state-dominated forestry model is disappearing, while co-operation and partnerships with the private sector and civil society organisations are becoming a standard mode of work also in areas where FAO is active. Not only the interviewed private sector representatives but also some well-established (I)NGOs and research/education organisations stated in interviews that FAO should work more both with the civil society and the private sector to make use of the great potential the non-state sector has in contributing to sustainable forest management and poverty reduction.

367. The FO and NR Departments should systematically study in which areas and how partnerships with the private sector could help in advancing FAO's agenda concerning sustainable forestry and contributing to people's livelihoods. FAO's new Strategy on Partnerships with the Private Sector has identified three main areas of collaboration: policy dialogue, norms and standard-setting, and development and technical programmes. In addition, three cross-cutting areas have been identified: advocacy and communication, knowledge management and dissemination, and mobilisation of resources.

7. Conclusions

368. The previous chapters provided a detailed evaluation of the performance of the FAO forestry programme over the period 2006 through to the beginning of 2012. The evaluation also looked at issues and accomplishments related to governance and capacity of the forestry programme in the broader context of governance of FAO, FAO's convening and advisory roles in terms of the global forestry architecture, and FAO's collaboration with partners.

FAO's role and position in the international forestry regime

369. FAO is largely seen as a technical organization whose role in the international forest regime has been declining over the years due to the emergence of new actors, many of them competitors, and fragmentation of the global forestry agenda. There are other organisations and institutions today that can do various things as well or better than FAO now, in contrast to the past where FAO was the main or only entity in global forestry. In some particular areas of work, such as the development of forest legislation and forest education, FAO had a strong niche in the past but is largely absent today with no other organisation having filled the gap.

370. FAO as an intergovernmental organization has its strengths due to its mandate but also weaknesses in the rapidly changing environment where governments are no longer the only actors. Other organizations, such as CIFOR, ITTO, IUCN, ICRAF, World Bank, regional banks, WWF, RECOFTC, bilateral resource partners, INGOs, civil society groups and the private sector are increasingly influencing forestry agendas and related decision-making processes. At the same time there is more need than ever for an impartial global entity looking at forests and forestry in a holistic sense, linking global, regional and national levels and relating forests and forestry to other land use sectors. FAO is unique in its ability to do so, given the breadth of activity, knowledge and experience.

371. Four factors support FAO's role in influencing the global agenda:

- **FAO's forest governance process itself (COFO and the RFCs).** In offering a platform for countries to bring issues identified at the national level up for discussion at higher level, the FAO governance process allows countries to make recommendations on what issues and opportunities FAO should address, insofar as resources allow.
- **FAO's forest resources and other information services.** The fact that FAO collects data on forests and forest products helps the world to assess whether actions being taken to maintain forests have been adequate. This, together with other information services, has been a fundamental contribution of FAO to the global forest agenda.
- **Technical capacities and know-how.** FAO has two main comparative advantages compared with any other international organization working in forestry: it still has specific technical knowledge in forest resources management readily available in-house, and it can potentially tap into a broad scope of expertise and experience in related sectors and cross-cutting themes. Utilization

of the comparative advantage in its cross-cutting capacity, however, remains modest.

- **Presence in regions and countries.** The FAO has an additional (potential) advantage, in that it has some personnel and contacts on the ground in the regions or within some of the member countries. Two limitations to this, however, are the facts that only a few FAO offices have a permanent forestry officer and FAO has a reputation for being too closely linked to government to be always completely objective and inclusive in its work.

372. There is a need for an entity such as FAO that can bring more cohesion and enhance learning between global, regional and national processes. The global forest-related agenda is very fragmented and increasingly complex. FAO is the only global forestry organization that works at all levels and can play an important convening role in helping to bring the fragmented forestry agenda together. With a more strategic and focused approach, a better recognition of the wider role of forests within FAO and greater receptivity to civil society and the private sector, FAO could become a focal point for forestry globally, enhancing cohesion between various processes and initiatives.

373. FAO has a recognized position that is based on 60 years of active presence in the forestry sector globally. Through additional efforts over the past years, COFO's role has also been expanded by making it more inclusive, especially through organizing back to back the World Forest Week which involves a broader range of partners and presentations and discussions on emerging key issues. For more than 10 years, FAO's role in chairing the CPF has been recognized and appreciated by the CPF partner organizations.

374. FAO does not play enough of a proactive role in global and regional policy processes and is mostly absent at the national policy and legislation level. This results in missed opportunities to make use of FAO's comparative advantages relating to its global goals, and especially to address cross-sectoral issues. Nonetheless, FAO does influence international opinions on forests to some extent through various channels, including its presence in CFP and UNFF, the World Forestry Congress, "Forest weeks", FRA and SOFO.

FAO's comparative advantages in forestry

375. FAO's main comparative advantage is the fact that it has under one roof the expertise to deal with most kinds of land and natural resource uses (other than mining), and more importantly, it has the expertise and capacity to deal with the interactions between resource uses that are manifested in cross-sectoral challenges and opportunities existing in most countries. As populations grow and land becomes scarcer, this main comparative advantage of FAO in cross-sectoral work will become more and more important. No other international technical assistance agency has such capacity. FAO mirrors the broader reality of forestry interactions with other land and natural resource sectors in that it has not only forestry expertise, but also expertise in agriculture, livestock, water, wildlife, aquaculture, tenure, trade, and markets. The challenge is to bring these separated work areas much closer together so that benefits can come from an integrated landscape approach.

376. It is important, however, to note that the trade-off between reducing deforestation and expanding agricultural/livestock production will exist regardless of what FAO does. However, opportunities exist for FAO to assist countries in balancing this trade-off by developing a more holistic approach to land use planning and land use practice. In the process FAO needs to bring into the discussion broader landscape approaches, especially in view of increasing demand for food and the pressure this places on agricultural production. At the same time, FAO has the trust of governments and the convening power to bring diverse interests together around the table to discuss and resolve many land-related conflicts.

377. Some of technical areas in forestry *per se* become more important in terms of being able to fully utilize the cross-sectoral comparative advantage in helping countries resolve complex land, water and other resource challenges and opportunities, including those related to climate change adaptation and mitigation. Such areas as planted forests, SFM approaches, forest governance, national forest programme approaches, etc. are keys to resolving land use allocation dilemmas, tenure issues, and various policy issues related to conservation and development. Availability of good forest, land and water use data information is critical to making rational decisions on land use allocation, etc. in member countries.

378. ***FAO's potential comparative advantage in cross-cutting or cross-sectoral work is not yet being fully realized***. The evaluation team concludes that FAO has missed a number of opportunities to make use of its potential, e.g., by not sufficiently combining its expertise and work in themes such as forest tenure reform, "land grabbing", forest landscape restoration, and the development of REDD+ strategies at country level, despite of its wide expertise and work related to deforestation, forest degradation and SFM. Because of the close negative links between deforestation and agricultural and livestock expansion, reducing deforestation is a cross-cutting theme that FAO is better-placed to address than any other international organization.

379. The question remains "why does FAO not take more advantage of its unique ability to work across land uses?" The evaluation team assessment indicates that there are two main reasons:

- FAO is not set up institutionally to foster cross-sectoral activities, other than for the small scale types of collaborative activities that involve often *ad hoc*, informal links between individual staff members; the institutional "silo" mentality of FAO is still present.
- FAO is "demand" driven in its operational work; and countries for the most part also still operate in "silos" themselves with regard to forests, agricultural land and other natural resource management. This, however, is starting to change; and in many countries the advantages of landscape level land use planning are being recognized.

380. FAO continues to try and maintain a presence in areas where it is losing (or no longer has) a comparative advantage. This results in the following:

a. The average size of FAO forestry projects is very small with associated limited impacts, unless they are well planned to have catalytic impacts.

b. There is no critical mass in some key areas of work where FAO has been long recognized to have comparative advantages. Staff competencies do not match necessarily the expertise needed any more;
c. Technical inputs, including backstopping, to FAO interventions are limited by the lack of adequate senior technical expertise in a number of areas;
d. At the regional and sub-regional levels there is not enough forestry capacity, with SRO foresters handling as many as 15 or more countries and a wide range of themes. These officers face a difficult, if not impossible task, if they attempt to cover forestry across the board.

381. The many competent organizations involved in providing forestry support is a welcome development and means also that it is not necessary for FAO to cover all areas of forestry. In areas where FAO has a clear comparative advantage, FAO should ensure a critical mass in-house that can be accessed worldwide. Given FAO's limited resources, this critical mass in specialized technical areas needs a central position, and is perhaps best placed at headquarters. In other areas FAO may develop collaborative arrangements with other entities having expertise and resources. Thus, decentralized structures of FAO, dealing with more cross-sectoral issues, could benefit from such specialized in-house support in some areas, and support by other organisations in areas where the right expertise is no longer available in-house.

Institutional arrangements and partnering

382. ***At the global level FAO is seen as a neutral partner with a strong UN label*** and reputation for working mainly with government departments dealing with forestry. In initiatives such as UNFF, UN-REDD, the Mountain Partnership, the NFPF, and ACP-FLEGT, but also in a number of its own technical statutory bodies, and in thematic collaborations with others, FAO has a real leadership role as well as the bulk of responsibility for delivery. However, there is a constant need for FAO to reassess its role and functions in such partnerships.

383. ***Strategic relationships at global, regional and national level.*** FAO forestry has important relationships with other international groups working at either the global or – to a lesser extent – regional levels; at national level strategic partnerships are generally absent. With the exception of the Asia-Pacific region, ROs and SROs do not effectively use partnerships to leverage resources and know-how to meet set goals.

384. **Strategic relationships at country level are often not actively pursued.** In many countries, FAO is known for working very much in a traditional project mode with limited links with others, in particular in those countries where FAO does not intervene with a major donor supported programme. Furthermore, FAO, in forestry, often does not actively participate in existing fora where different stakeholders are involved, for example in poverty reduction strategies or other cross-sectoral development strategies.

385. **FAO is commonly seen as a reliable partner with a good name.** However, FAO is also seen as too bureaucratic and inflexible. Increasingly, many "technical" organizations do not always see FAO as a preferred partner, because of its weak operational capacity to effectively engage in partnerships.

386. **FAO needs to be more inclusive** and partner more effectively with NGOs and CSOs and also private sector, not just with governments. Through strengthening its forestry capacity and work in areas where it enjoys a clear comparative advantage and creating an image of being an inclusive organisation, FAO would become a more desirable partner and achieve more results.

387. **Communication and outreach.** FAO has made great efforts in the field of communication and outreach at global level over the period under evaluation, and information is becoming increasingly easy to access to users, as internet is spreading fast and widely, also in developing countries. This is also the chance for FAO to further improve the way it communicates and interacts on information and communication in forestry at the regional and country levels. There is room for advancing from the traditional one-way flow of information – the dissemination of FAO outputs to users - towards an increase of up-to-date information tailored to user needs, which may itself entailed a greater two-way information flow. Nonetheless, there is still need of producing classical "paper" based normative products, in particular for education and extension purposes.

388. ***FAO's capacity to implement its work in forestry*.** There is scope for re-structuring of working arrangements in forestry to (a) make them more effective and efficient by clustering specific working areas, including for cross-cutting themes, (b) better reflect a strategic approach to FAO's role in forestry, (c) develop incentives and mechanisms to enhance in-house sharing of experiences and lessons learned both horizontally and vertically. Discussing and disseminating FAO's strategy in forestry and creating knowledge sharing events are certainly other obvious steps that are missing.

FAO's forestry strategic vision and its implementation

389. FAO forest-related strategy is too forestry centric and does not recognize forestry in a cross sectoral and forward looking context. The team had to evaluate the work of FAO in forestry primarily according to the 2010 Forest Strategy (whose elements are quite similar to the framework prevailing before 2010). This strategy is expressed primarily in SOE, the six Organizational Results (ORs), and in the FAO Strategy for Forests and Forestry, which includes three well defined global goals for forests and forestry. However, the evaluation team concludes that there are major shortcomings in the current strategic vision for forests in FAO, including:

a. FAO's forestry work program does not reflect a clear vision and priorities and is not guided by a strategy-setting process.
b. The way SOE and ORs are structured does not give guidance on how the three global goals of FAO are to be achieved. There is no OR that explicitly refers to cross-sectoral linkages and forestry contributions to food security and poverty

reduction. SOE reflects a forestry-centric approach to forestry and does not reflect FAO's comparative advantage in terms of cross-sectoral work.

c. While there are reports on outputs achieved, there is little individual accountability in terms of outcomes resulting from resources spent in the context of the Strategic Objectives.

d. At the country level, project interventions are in most cases opportunistic and based on availability of funding and not on the assessment of how FAO overall could best help the country, in partnership with other organizations. The common perception is that FAO often does not work on key strategic issues in the forest sector and that FAO is often not actively involved in various fora concerned with policy and strategic sector development issues in the countries, particularly if the issues being dealt with are controversial.

390. ***Setting priorities on what to focus on and what to de-emphasize in the core forestry programme.*** In the view of the evaluation team, if FAO pursues the path of its main comparative advantages then that has implications for FAO's forestry programme over time. Assuming no or little increase in regular programme funding, certain topics will have to be de-emphasized in order to strengthen the cross-sectoral work and traditional core areas in which FAO still has a comparative advantage. The obvious topics to de-emphasize are those with low need/demand from member countries and those for which FAO does not have a comparative advantage. Some kind of priority setting concerning countries is also necessary, given the scarcity of human and financial resources, which could means working relatively less in more well-off countries that have other resources from which to draw, and focusing more on countries where FAO interventions can make a difference not only at the country level, but regionally and globally.

391. The evaluation team concludes that current capacity – the size of FAO's current team in any given area – does not necessarily have much to do with comparative advantage and with country priorities ("demand"). It may simply be determined by resource partners providing a large amount of funding from voluntary contributions in the context of their own priorities and interests. Sometimes these priorities match with FAO priorities and sometimes they result in FAO becoming involved with work of less strategic importance.

392. FAO Forestry must find ways to keep the various pressures upon it at bay in order to become more strategically focused and (therefore) more effective, and thus to become again the "leading light" in international forestry for sustainable development. The evaluation team is of the view that FAO can be more strategic and effective in: its leadership role in dealing holistically with forests in the international forest regime; strengthening its role and responsibilities in the assessment and monitoring of forests; and in developing the broader role of forests including in climate change adaptation and REDD+.

393. The link of forests and forestry to all the three global goals of FAO is crucial. The three global goals are not mutually exclusive. The interdependence of the three goals is a key to bringing forestry, and indeed FAO, more centrally into the mix of concerns, activities and areas of endeavour of the member countries. If FAO emphasizes more the potential contributions of forests within the broad mix of land uses needed to reach all three of its

goals, and not just to improving sustainable management of forests as an end in and of itself, then FAO's work in forestry will become better recognized as a central element in a strategy to move towards several of the MDGs – as requested by COFO in 2010[38].

394. In conclusion, the evaluation team believes that a lead organization is required that has the ability to deal with forests and forestry in a holistic way and to improve coordination within the global forestry regime. Given its strong global mandate on forests, backed by its constituency of COFO and the member countries and its capacity to tackle sustainable forest management and to integrate forests and forests in a broad cross-sectoral and landscape approach, FAO is well placed to take such a redefined role and, synergistically with others, to manage a network of core institutions to this end. Being both a technical as well as a policy organization, both for forests as well as other land uses, FAO can help to shape the role of forests in a wider landscape context.

[38] The Report from COFO (2010) requested FAO to increase its efforts to promote sustainable forest management by, *inter alia*, "clarifying further the role of forests and SFM in achieving sustainable development and in particular the Millennium Development Goals and communicating this role widely".

8. The Way Forward

395. This chapter presents ***three overarching recommendations containing a total of nine more specific recommendations*** to FAO for dealing with the major challenges and opportunities discussed in the conclusions. Also, suggestions are given for the most critical actions needed to implement these recommendations. Additional needs will become evident as the process of implementation takes place. This chapter focuses on the broad overarching recommendations for FAO's work on forests and forestry. When appropriate, specific suggestions dealing with the various thematic areas have been made at the end of each finding chapter (5.1 – 5.9).

396. ***Overarching Recommendation 1****: Founded on its comparative advantage of expertise and accumulated knowledge across land and other natural resource sectors, FAO should develop a holistic approach to forests and trees outside forests aimed at meeting the three global goals of FAO and its Members.*

397. **Recommendation 1.1**: FAO senior management in forestry should develop a thorough assessment of how the results of FAO's work in forestry can and do contribute to the achievement of all three of the global goals of FAO and its members. The results should be used to develop a strategic action program for FAO as a whole on how the Organization can best utilize its comparative advantages to enable forests to contribute more to meeting the global goals. Suggested actions include:

- A particular emphasis in the analysis on how FAO's work in forestry could best contribute to sustainable food security and poverty reduction in Member Countries;
- For every element of the action programme proposed,(normative or operational), relevant FAO staff should undertake an impact pathways analysis that lays out how the proposed activity and its results could eventually contribute to one or more of the global goals of FAO and its members;
- Senior FAO management should develop more effective in-house incentives and corresponding mechanisms to facilitate the contribution of FAO's work on forestry to sustainable food security through cross-sectoral planning and implementation, making use of FAO's inter-disciplinary and cross-sectoral capacity and experience;
- In assisting countries on food security and poverty reduction strategies and policies, ensure that potential contributions from the forestry sector are considered. This includes increasing efforts to promote in countries the benefits of holistic integrated land use planning and management, taking advantage of the current Country Programming Framework process.

398. **Recommendation 1.2**: FAO senior management should lay the groundwork for greater and more effective interaction and collaboration between the various statutory/advisory bodies of FAO that will contribute to strategic priority setting. Specifically, FAO should develop a more effective interaction and collaboration between COFO and COAG, for example by (i) FO and AG preparing a joint briefing paper on the challenges and opportunities; and (ii) establishing a joint COAG-COFO Panel of Experts that would advise both committees on the strategic priorities for key cross-sectoral activities that would need to be jointly addressed by FAO departments.

399. **Recommendation 1.3**: FAO senior management in forestry should prioritize its programme areas based on its comparative advantages and with guidance from the governance bodies. This would require identification of topics/activities where: (i) FAO has a unique, possibly leading role to play; (ii) FAO will be working actively along with partners; and (iii) FAO will not be active but will serve mainly as a knowledge broker and facilitator. Suggested actions include:

- Assigning FAO's work in forestry to one of the three above-mentioned categories based on the following considerations:
  a. whether the area contributes to utilizing FAO's comparative advantages;
  b. prioritization of work areas (demand) by FAO and COFO, based on RFC and country input;
  c. knowledge of whether or not others are working successfully in the programme area; and
  d. input from internal and external stakeholders.
- For topics categorized under (iii) above, develop a forestry networking or brokering programme that maintains an active knowledge network with other institutions and partners related to those areas that are not included as active programme elements. This means that FAO keeps abreast of what is going on in the area, works with others to promote needed activity, and keeps a watching brief on the subject – moving it up to category (ii) if future conditions warrant so.
- Based on the evaluation findings, the evaluation team expects that the following forestry topics currently addressed by FAO would be in category (i): forest resource assessment and monitoring; global forest-related information services; forest sector policies and planning; and some aspects of forest resource management. Potential candidates for categories (ii) and (iii) would include forest industry, biodiversity, and some aspects of forest resource management and education.
- Encourage and seek voluntary contributions of resources to undertake, at a meaningful scale, actions related to the priorities chosen.

400. **Recommendation 1.4**: FAO regional senior management, in collaboration with headquarters, should prepare, for each region, a strategy on how to enhance the value of FAO's presence in forestry at regional/sub-regional levels. This strategy should particularly reflect on how FAO works with existing regional policy processes and organisations and other strategic partners on common regional challenges and opportunities relating to forests and other land uses. This process could draw on the existing development of Country Programming Frameworks to identify regional issues and priorities.

401. **Recommendation 1.5:** FAO senior management in forestry and communication staff should communicate more effectively FAO's forestry vision, mission and strategic priorities in-house, as well as to potential funders and other stakeholders at global, regional and country levels. Suggested actions include:

- Emphasize communicating FAO's strategic role and approach in forestry and broader land uses at global, regional, and country levels through various media and fora (including through existing channels used for technical publications) that reach not only forestry stakeholders, but also the broader land and other natural resource communities.
- Create awareness amongst other units of FAO about how forests contribute to all three of the global goals of FAO and its members.
- Assess how up-to-date information (that is tailored to user needs) reaches target communities, including the use of a greater two-way information flows and broader linkages with the NGO and CSO communities.

402. ***Overarching Recommendation 2****: FAO should take a more proactive approach to its role and place in the global forestry regime, and together with strategic partners, carry out policy dialogue and analytical work to address global forest-related issues and link fragmented forest-related entities and processes – utilising in particular FAO's comparative advantage as a global organisation with strong convening powers, long term presence in Member countries and linkages with host country governments.*

403. **Recommendation 2.1:** FAO senior management in forestry should undertake a joint effort with selected CPF members and other key resource partners to redefine FAO's convening role as a global technical institution that, with its partners, is able to tackle forestry challenges and opportunities in a holistic way across land and other natural resource sectors. Suggested actions include:

- Set up a broad-based advisory group or similar arrangement to suggest alternative ways of proceeding in carrying out this recommendation.
- Create programmatic, synergistic partnerships with selected CPF partners, such as CIFOR, ITTO, ICRAF, IUFRO and IUCN, and reach out more to other actors including INGOs, civil society organizations and appropriate members of the private sector to attain specific forestry related objectives at global level and in some cases regional level.
- Reinvest in and strengthen FAO's role in those regional and global partnerships in which FAO can exercise its convening power and intellectual leadership, such as the Technical Statutory Bodies and the Mountain Partnership.

404. **Recommendation 2.2:** FAO senior management in forestry and natural resources should renegotiate FAO's role in UN-REDD and reassess its role in REDD+ more broadly (e.g. its involvement in UNFCCC, FCPF and other REDD+ related groups and activities), to ensure that FAO's broad SFM expertise and knowledge is used to effectively and efficiently support member countries in their efforts in REDD+ readiness and REDD+ implementation.

405. ***Overarching Recommendation 3:*** *FAO should strengthen modalities for linking knowledge and expertise on forestry across the Organisation, between normative work and field activities, and with identified partners, and promote cohesion and shared learning between the global, regional and national levels.*

406. **Recommendation 3.1**: FAO forestry staff should streamline its normative work on forests and forestry by being more selective and more responsive to regional and sub-regional needs. Suggested actions include:

- Develop and strictly apply guidelines for choosing normative activities primarily within the chosen priority areas (see Recommendation 1.3), ensuring that each activity (a) fills a legitimate knowledge gap or other need in an important area; (b) has a realistic impact pathways assessment attached to it; and (c) has developed follow-up plans for how to achieve adoption and adaptation in member countries and/or the regions.
- Support the existing initiative on a mandatory staff mobility policy across the Organization, which may help with the cross-fertilization of ideas between forestry staff at Headquarters and in the field.
- Enhance in-house collaboration throughout the Organization, in particular between Headquarters and decentralized offices, to enable better knowledge sharing and validation of FAO's normative role and activities in forestry.
- Make better use of FAO's collaboration with major financing institutions through TCI to validate the overall work of FAO in forestry in the framework of major forestry sector reviews or development programs.

407. **Recommendation 3.2**: FAO senior management should strengthen expert capacity in forestry at the SRO and RO level, and selectively in prioritised countries, to provide technical and operational support and facilitate a two-way flow of information and coordination. Suggested actions include:

- Fully support the current process to develop a functional technical network (FTN) in forestry which aims at improving the flow of information between Headquarters and the decentralized offices.
- Pay particular attention to opportunities for cross-fertilization of experiences and ideas across regions and sub-regions, and across units in the Organization to make better use of FAO's resources, enhance in-house learning and strengthen linkages between normative work and the field programme.
- Ensure that headquarters, RO and SRO technical forestry staff meet together at least once a year to develop a corporate identity through discussing strategies and exchanging information on their respective activities. The evaluation team recognizes that a face to face meeting in Headquarters is an expensive proposition. However, it would be by far the best way to allow staff to share ideas, and to link Headquarters more closely to the needs and thinking of the field staff and vice versa. This is particularly so if FAO accepts the recommendation to utilize more strongly FAO's main comparative advantage related to its cross-sectoral capacity and knowledge base.

Summing it up: the way forward

408. The evaluation team believes that addressing the above recommendations is essential if FAO is to maintain a dynamic comparative advantage in international forestry. As the global discourse on environment and development moves towards a more integrated management of landscapes, ecosystems and resources, there are windows of opportunity for FAO to increase its contributions to meeting the global goals of the Organization and its members. However, this will require a recasting of the work of FAO in forests and forestry to maintain a high level of professionalism in forestry and at the same time to better link to other rural development sectors. The implementation of the recommendations should lead to less opportunistic work, and greater alignment between resources and priorities as defined in a logical and strategic vision for FAO in forestry.

409. FAO has a comparative advantage in integrated forest management and broader land-use management issues because of its global mandate on all aspects related to forests and forestry, and its capacities built up across land uses in forestry, agriculture, and rural development. However, within such an integrated vision, the Organization needs to carefully examine where it can best make a difference. FAO faces a resource constraint vs. the needs in forestry at present. If FAO cannot increase its financial resources, then it must develop priorities for which forestry topics it will deal with. Otherwise, it runs the risk of not meeting the needs in all areas let alone addressing well those areas where it has its greatest assets.

410. In relation to the resources constraint, the evaluation team wishes to stress that it is not recommending against active and even aggressive pursuit of extra budgetary and project resources to help support activities if they fit within FAO's strategic long range plan for action. What it is recommending against is FAO becoming an implementer of donor projects that have little to do with the priorities in its plan of action for forestry contributions to the global goals of sustainable food security and poverty reduction.

411. In this context it is also critical to develop a more rational base for regular funding and extra-budgetary funding. Funding should be less opportunistic and more focused on resource partners' willingness to fund the implementation of FAO's own logical and strategic vision for forestry in which it contributes to achieving all three global goals of the Organization. This will require that funding partners truly understand and share FAO's vision, and also see that FAO is doing important work in forestry that others are not doing.

412. Combining the thoughts and recommendations above with the insights and suggestions of the FAO staff interviewed, the field personnel, and the interviews with outside interlocutors, the evaluation team envisions a forestry programme in the future that is more proactive in the international forestry regime, and focused on a strategic agenda with clear priorities for a more limited set of themes in forestry that FAO will focus on in greater depth. It will be a programme that capitalizes on the main comparative advantages of FAO, with better connections between normative products and application in the field in priority areas, and with a more focused, programmatic approach to field work that fits FAO's strategic agenda and delivers more impacts.

413. Given its strong global mandate on forests, backed by its constituency of COFO and the member countries and its capacities to tackle sustainable forest management and to integrate forests and forestry in a broad cross-sectoral and landscape approach, FAO is well placed to take a lead in dealing with forests and forestry in a more holistic way and in improving coordination within the global forestry regime. Being both a technical as well as a policy organization, for forests as well as other land uses, FAO can help to shape the role of forests in a wider landscape context.

414. The following table lists the recommendations made, proposes to whom each of the recommendations is addressed, and gives a notion of priority and timing.

Recommendations	To whom addressed	Priority	Time frame (up to…)
OR1: ***Founded on its comparative advantage of expertise and accumulated knowledge across land and other natural resource sectors, FAO should develop a holistic approach to forests and trees outside forests aimed at meeting the three global goals of FAO and its Members*****.**			
R 1.1: Develop a thorough assessment of how the results of FAO's work in forestry can and do contribute to the achievement of all three of the global goals of FAO and its members. The results should be used to develop a strategic action program for FAO as a whole on how the Organization can best utilize its comparative advantages to enable forests to contribute more to meeting the global goals.	FO Management in collaboration with other departments and decentralized offices	high	June 2013
R 1.2: Lay the groundwork for greater and more effective interaction and collaboration between the various statutory/advisory bodies of FAO that will contribute to strategic priority setting.	FAO Snr Management from various departments	high	Dec 2012
R 1.3: Prioritize FAO's programme areas based on its comparative advantages and with guidance from the governance bodies. This would require identification of topics/activities where: (i) FAO has a unique, possibly leading role to play; (ii) FAO will be working actively along with partners; and (iii) FAO will not be active but will serve mainly as a knowledge broker and facilitator.	FO Management in collaboration with other departments and decentralized offices	high	Dec 2012
R 1.4: Prepare, for each region, a strategy on how to enhance the value of FAO's presence in forestry at regional/sub-regional levels. This strategy should particularly reflect on how FAO works with existing regional policy processes and organisations and other strategic partners on common regional challenges and opportunities relating to forests and other land uses. This process could draw on the existing development of CPFs to identify regional issues and priorities	FAO regional Snr Management in collaboration with Headquarters	medium	Dec 2013
R 1.5: Communicate more effectively FAO's forestry vision, mission and strategic priorities in-house, as well as to potential funders and other stakeholders at global, regional and country levels.	FO Management and communication staff	medium	Dec 2013
OR2: ***FAO should take a more proactive approach to its role and place in the global forestry regime, and together with strategic partners, carry out policy dialogue and analytical work to address global forest-related issues and link fragmented forest-related entities and processes – utilising in particular FAO's comparative advantage as a global holistic organisation with strong convening powers, long term presence in Member countries and linkages with host country governments*****.**			
R 2.1: Undertake a joint effort with selected CPF members and other key resource partners to redefine FAO's convening role as a global technical institution that, with its partners is able to tackle forestry challenges and opportunities in a holistic way across land and other natural resource sectors.	FO Management	high	Jan 2013
R 2.2: Reassess FAO's role in REDD+ (e.g. through its involvement in UNFCCC, UN-REDD, FCPF and other REDD+ related groups and activities) to ensure that FAO's broad SFM expertise and knowledge is used to effectively and efficiently support countries in their efforts in REDD+ readiness and REDD+ implementation.	FO and NR Management in collaboration	high	Jan 2013
OR3: ***FAO should strengthen modalities for linking knowledge and expertise on forestry across the Organisation, between normative work and field activities and with identified partners, and promote cohesion and shared learning between the global, regional and national levels*****.**			
R 3.1: Streamline FAO's normative work on forests and forestry by being more selective and more responsive to regional and sub-regional needs	FAO forestry staff	medium	May 2013
R.3.2: Strengthen expert capacity in forestry at SRO & RO level & selectively in prioritised countries to provide technical and operational support and facilitate a two-way flow of information and coordination.	FAO Snr Management	high	Dec 2013