

*Strategic Review of the UNECE/FAO integrated programme of work on forest and timber
Extended bureaux meeting, 1-2 April 2004*

**Draft Integrated Programme of the Timber Committee and the
European Forestry Commission**

Note by the Secretariat

Introduction

This document contains the proposals by the UNECE and FAO secretariats for the strategic review of the integrated programme of work of the UNECE Timber Committee and the FAO European Forestry Commission. It is based on the comments and suggestions received from countries, organisations and individual experts¹ and on the secretariats' own evaluation of priorities and possibilities. It is intended as the major input to the meeting of the extended bureaux.

The context

It is necessary to recall the international context in which this review takes place, to ensure that the UNECE/FAO work fits well with internationally agreed priorities and objectives.

Strategic objectives of UNECE and FAO:

The **strategic objectives of UNECE** have been stated recently as follows (introduction to UN Budget for the biennium 2004-2005):

In line with the role of the regional commissions as set forth in Economic and Social Council resolution 1998/46 of 31 July 1998, as well as with the goals and commitments contained in the United Nations Millennium Declaration, the World Summit on Sustainable Development Plan of Implementation and the Monterrey Consensus, the main objectives of UNECE will be: (a) to foster sustainable development in the countries of the region, with a focus on promoting the conditions for sustained growth and trade, improving the environment and increasing the security of the people; and (b) to promote the economic integration of UNECE countries in the context of post-European Union enlargement and taking into account the various stages of development of UNECE transition economies (acceding countries, emerging market economies and less advanced transition economies).

The Millennium Declaration in the section "Protecting our Common Environment (para. 23), commits the signatories "to intensify our collective efforts for the management, conservation and sustainable development of all types of forests." Paragraph 43 of the WSSD Plan of Implementation refers to forest issues.

The **FAO mission in forestry** (from the FAO Strategic Plan for Forestry) is "to enhance human well being through support to member countries in the sustainable management of the world's trees and forests"

¹ Posted on the website, alongside a synthesis of the comments.

The **goals of the FAO in forestry** are:

- The contribution of trees and forests to sustainable land use, food security and to economic and social development and cultural values at national, regional and global level maximised;
- The conservation, sustainable management and improved utilisation of trees and forest systems and their genetic resources
- An increase in worldwide access to reliable and timely forestry information

The **strategies of FAO in forestry** refer to executing mandated roles, setting clear priorities and building partnerships.

Within the framework of these goals and strategies, the FAO has eight **medium term objectives and programmes in forestry** :

- Strengthen information and databases on forest and tree resources
- Strengthen national forest policies
- Strengthen the technical foundation for forest resource conservation and development and forest product development and utilisation
- Improve or maintain the health and condition of forests
- Strengthen countries' institutional legal and financial framework for the forest sector
- Improve regional and international discussion and collaboration on forest policy and technical issues
- Strengthen partnerships with other groups working in forestry
- Increase social and economic equity and improve human well being through support to participatory forestry and sustainable management of forests and trees in marginal areas.

The international forest dialogue

Global forest dialogue

The International Forum on Forests (IFF), successor to the Intergovernmental Panel on Forests (IPF), finished its work by approving a plan of implementation, which is generally accepted as the basis for future cooperation on forest at the global level. The UN Forum on Forests (UNFF) will hold five sessions, the last in 2005, by when the UNFF is expected to take up a position on whether or not a legally binding instrument on forest is desirable and if so how it should be approached.

In 2003, the UNECE/FAO secretariat, in cooperation with MCPFE Liaison Unit and UNEP, made a presentation to the third session of UNFF on the experience of the regional forest dialogue in Europe. UNFF is considering, among other things, the regional dimension of the global forest dialogue. In this context, it is worth mentioning that the EFC is part of an FAO global network of regional forestry commissions, which are increasingly focusing on implementing the IPF/IFF Plan of Action at the regional level.

It is not possible at present to foresee the outcome of UNFF. However it is clear that the decisions of UNFF in 2005, together with the deliberations of other global bodies, notably the FAO Committee on Forests (COFO), will determine the orientation of the global forest dialogue in the period covered by the strategic review of the integrated programme. It would seem appropriate that the Timber Committee and the European Forestry Commission during the Strategic Review express their intention of contributing as required and possible to the global dialogue during the period to 2008, but leave open the modalities of this contribution, which will

be strongly influenced by the UNFF decisions, in particular as regards the importance of the regional dimension. The first opportunity to consider these questions will be at the joint session in October 2004, when the two bodies will be briefed on progress on the global forest dialogue and be asked to comment.

Regional dialogue

Over the past decade, a strong partnership has developed between the Committee and the Commission and the Ministerial Conference on the Protection of Forests in Europe (MCPFE), which has been welcomed by all. The Committee and the Commission made a significant contribution to the Vienna Conference in April 2003, and the MCPFE programme of work (posted on MCPFE website <http://www.minconf-forests.net/index.php?kat=5&sel=5>) contains several items which it is proposed to implement in the framework of the integrated programme. The secretariat is consulting with the new Liaison Unit in Warsaw about future cooperation and intends to maintain or strengthen the partnership.

Three major UNECE countries (Canada, Russia, USA) are leading members of the Montreal Process, and there is potential not only for cooperation between the Montreal process and MCPFE, but also for the Timber Committee and EFC together to support this cooperation². This potential might be investigated together with the respective secretariats.

The secretariat considers that the revised programme of the Timber Committee and the EFC should take full account of the international context outlined above and ensure that the revised plan takes full account both of the objectives of UNECE and FAO and of the situation concerning the global and regional forest dialogue. Each item in the revised plan should contribute directly to achieving at least one of the broad objectives outlined above. Furthermore the programme should be revised in the light of the progress of the global and regional forest dialogues, to make the appropriate contribution to supporting them.

Considerations influencing the proposed strategic plan

For each of the broad headings in the “invitation to contribute”, the secretariat outlines its own thinking, and its response to the countries’ and stakeholders’ suggestions. The questions asked were :

1. What should be the **strategic objective** of the integrated programme of the UNECE Timber Committee and the FAO European Forestry Commission, taking account of the needs of the region, inputs from other actors in the area, and the comparative advantages of the two partners?
2. What **major work areas** should be covered by the integrated programme of work ?
3. What should be its main **activities and outputs**, taking account of the strategic objective and availability of resources?
4. What **methods of work** should it employ?
5. What **resources**³ should it aim to mobilise, and how?
6. Is its **formal structure** (mandates, permanent bodies etc.) adapted to the needs?
7. How should its **success be measured and monitoring and self-evaluation be implemented?**

² The representative of the Montreal Process at the Vienna Ministerial Conference mentioned this possibility in her speech.

³ The integrated programme is implemented by countries, with the support of the UNECE/FAO staff in Geneva, with partners. See annex 1 for more details

Strategic objectives of the integrated programme

The current strategic objective of the integrated UNECE/ FAO programme , as agreed in the 2001 strategic review, is as follows:

In order to carry out the mission, the Committee and the Commission through their integrated programme will:

- Fulfil ECE and FAO's mandated functions in the forests and forest products sector of the ECE region
- Contribute to the regional and global dialogue on forests, sharing experience among countries
- Work with partners in the execution of programmes
- Pay special attention to issues relevant to countries in transition, notably to capacity building. Their integration into the wider European context as regards the forest sector should be promoted.

There was a strong consensus among countries that the present strategic objectives of the integrated programme were in conformity with those of UNECE and FAO and should be maintained. The secretariat agrees with this assessment and proposes no fundamental change, although some modifications of words and format appear desirable.

The draft proposed is in closer harmony than in the past with the format of the UN programme budget format. The secretariat proposes an "objective" (which is expected to remain unchanged for long periods) and a "strategy" for the period in question i.e. 2004-2008, outlining the main priorities of the programme, based on its comparative advantages and the needs of the region.

Some comments about the proposed objectives and strategy

- explicit mention of "sound use of wood"⁴ which is an important area of comparative advantage of the Timber Committee, and where the seminar in Romania in 2003 generated strong ideas and recommendations.
- Clear mention of the cross-sectoral approach developed in EFSOS and elsewhere
- Focus on the programme's areas of comparative advantage and historical strength: monitoring (notably through indicators of sustainable forest management), analysis and policy forum.
- Clear statement that the programme benefits all countries in the region, but that there are special needs in the CIS and south east Europe.

It is apparent from the replies that considerable importance is attached to continuity of a few major regular outputs, which are relied on as source material by many national and international experts and analysts, and which do not have equivalents elsewhere:

- The database on production, trade and consumption of forest products, and on forest fires;
- Forest resource assessment outputs, including data on indicators of sustainable forest management
- Analysis and discussion of forest products markets (*Forest Products Market Analysis*, Timber Committee market discussions)

⁴ The seminar on promoting the sound use of wood (Romania 2003) referred to "greater, better and appropriate use of wood from sustainably managed forests in technically and economically competitive and environmentally appropriate products and systems, of high quality", but also considered that "More reflection is needed to define and describe sound use of wood"

All three depend to a considerable extent on input from a strong network of experts and national correspondents, and all involve a wide range of partners. Their continuity and the participatory methods probably account for a lot of the success achieved. Many respondents also referred to the importance of the fact that UNECE/FAO is known and respected as an objective and neutral forum.

The secretariat believes that the continuity of these major outputs must be guaranteed, but that increasingly the work programme should be tailored to the needs of policy makers, becoming less academic. The interface between policy and technical aspects should be the subject of particular attention.

Major current work areas

(expressed according to current work areas)

Work area 1: markets and statistics

There was general strong support for this work area. Some comments highlighted and welcomed the recent trend to policy relevant and thematic analysis. The secretariat agrees that the activity of monitoring and analysing market trends, both by experts and the secretariat, (e.g. the *Forest Products Market Analysis*) as well as the intergovernmental policy forum of the Timber Committee should be maintained and if possible strengthened. It also agrees that the policy dimension should be developed. In general, the policy analysis dimension should be made more apparent in the title of the work area.

Work area 2: forest resource assessment

There was also a strong support for this work area, notably for the achievements with regard to regional and global forest resource assessment, and indicators of sustainable forest management, in cooperation with MCPFE. The ability of work under the programme to be objective and policy relevant while maintaining strong links with the expert community, in a continuing framework of cooperation was noted. It might however be convenient to group all the monitoring and assessment of the situation and trends for the forest sector under a broader title such as “monitoring and promoting sustainable forest management in the region”

Work area 3: forest sector outlook studies

The UNECE and FAO regular staff in Geneva do not have at present the capacity to maintain on a continuing basis the analysis and network necessary for outlook study work with regular outputs. The FAO outlook studies programme foresees that regional forest sector outlook studies should be carried out on a rolling basis, moving from region to region: the next study for Europe would be in 5-8 years time, i.e. beyond the time span of this review. The EFSOS study which will be completed and presented during 2004 has already generated several issues and ideas for follow-up and further investigation, mostly in the field of policy analysis. The secretariat therefore proposes that

- the specific outlook study work area be deleted,
- the follow up to EFSOS be included in other work areas and
- the programme contain a specific commitment to a new regional outlook study in the period after 2008.

The Joint FAO/ECE Working Party on Forest Economics and Statistics has been asked its opinion about the best way of maintaining networks and expertise in the period between major studies (see TIM/EFC/WP.2/2004/5, paras. 8-11)

Work area 4 technology, management and training.

The Joint FAO/ECE/ILO Committee has been active and successful over 50 years. It has been a pioneer in many areas: in recent years, it created and developed more streamlined work methods (teams of specialist) and made some of the most important and innovative contributions to both the Lisbon and Vienna Ministerial Conferences. Indeed the new MCPFE work programme assigns several activities to the Joint FAO/UNECE/ILO Committee. However several countries gave low priority to this area or suggested it be deleted.

There are several important considerations for this work area:

- it has become apparent that ILO is no longer in a position to guarantee secretariat support on a continuing basis.
- In addition, both the Geneva and Rome secretariats have found it hard to make available sufficient resources for the proper servicing of sessions of the Joint Committee and its Steering Committee.
- It appears that many of the traditional areas of the Joint Committee, such as working methods or technology are no longer the subject of policy attention, or are covered through other activities of FAO or UNECE .
- However, in others, notably in the social area, such as partnerships, the role of contractors, gender aspects etc. the Joint Committee has played a pioneering role and there is policy interest in pursuing the work.
- The Joint Committee team on forest fires is also playing a key role in a topic of high policy interest and visibility (the Ministerial Conference in connection with COFO 2005 will probably make high level commitments concerning forest fires, based to some extent on work by the Joint Committee team of specialists).
- While many Joint Committee projects and events have attracted good participation, and achieved excellent results, the regular sessions of the Joint Committee itself have been relatively poorly attended (small numbers, uneven country coverage). Even the Steering Committee has had to rely excessively on the input of a few members.

The secretariat proposes therefore that the Joint Committee itself and work area 4 be discontinued, but that some of the topics covered, notably forest fires and those identified by MCPFE be maintained with adapted methods, notably teams of specialists reporting directly to the parent bodies. There should be a strong expression of appreciation at the joint session in October 2004 for the Joint Committee's contribution to sustainable forest management over its distinguished 50 year history.

Work area 5: policy and cross sectoral issues.

There was generally strong support for these activities, and a number of new topics were proposed (or existing topics proposed to be strengthened or modified). Given the remarks about the policy dimension of work area 1, and the proposed deletion of work area 3, it may be necessary to redistribute the policy relevant activities among work areas, but the importance of the policy dimension is clear.

Countries in transition

A special question concerns work to assist the forest and forest products sector in countries in transition. In fact, eight of these countries are joining the EU in 2004 and several others are on the path to accession. There is therefore consensus that efforts to help the transition countries should now focus on countries in the CIS and south east Europe. However it is not clear what can

be achieved in the framework of the integrated programme, where its comparative advantage lies, and what should be the relative priority of these issues in the programme.

Before the 2001 review, there was a special work area on countries in transition. In 2001 it was decided not to devote a specific area to this activity, and that the Timber Committee and the EFC did not have a comparative advantage in the field of technical assistance. In recent years, there has in fact been little technical assistance from UNECE/FAO. The team of specialist on countries in transition has however met regularly and assessed progress and policy priorities, notably fulfilling a mandate of resolution H3 of the Helsinki Ministerial Conference. The team's work may well have been quite useful to accession countries, especially in the first transition years, by bringing them into the regional forest sector community. The results of the meeting of the team of specialists, held in Warsaw in March 2004, and in particular its recommendations for the future will be made available for the strategic review meeting.

The regular UNECE and FAO staff in Geneva can only commit to monitoring and analysis with regular budget resources. Capacity building work, which is highly desirable, should be carried out if funding is obtained. A task force has been established by the former team on countries in transition to discuss whether or not a new team is necessary, and if so, what its objectives might be. The secretariat proposes to discuss this issue in the light of the task force's ideas, which it has requested be prepared in time for the strategic review meeting.

Given the size of the problems and the constraints on resources, it seems wise to take a gradual approach, starting from the areas of comparative advantage of the integrated programme. Thus the main lines of the strategy of the integrated programme for the forest and forest products sector in CIS and south east Europe countries could be:

- Focus on information, sector analysis and policy, especially as regards the nature of the forest resource and consumption, trade and production of forest products;
- Promote the cross-sectoral approach and the formulation of national forest programmes wherever possible (naturally in close cooperation with FAO HQ, SEUR and the nfp Facility.)
- Focus on those countries, where institutions are weak, but where some contacts already exist, choosing countries which would benefit most from increased contacts with the international forest sector community. This seems likely to play a more useful role than attempting to create data and institutions where none exist at present. The latter task is of course desirable, but would require more resources and different skills than available to the integrated programme.
- The main methods and outputs, in the absence of significant extra funding, would be preparation of country profiles, identification and support of national contact points for JFSQ and FRA, organisation and preparation of regional and sub-regional workshops oriented to exchange of experience.

A crucial element underlying all this strategy is to develop and maintain a strong network of national contacts who would, among other things, monitor and evaluate progress, help identify key topics and facilitate two-way communication between countries and secretariat. In this way, the process could be country driven and the secretariat would have invaluable help in monitoring developments.

Main activities and outputs

Respondents indicated that they were in agreement with the current main activities and outputs. The latter mostly take the form of data, norms and standards for data (i.e. definitions and questionnaires), reports, seminars and workshops, and policy discussions notably at parent body sessions. The exact mix will of course depend on the type of objective.

It is clear that the outputs will increasingly be made available primarily through the Internet. In particular some statistical data will probably be distributed only through the Internet (see TIM/EFC/WP.2/2004/2).

Technical cooperation, and missions to advise governments on technical or policy issues, although useful and desirable, do not appear to fit well with the resources and comparative advantages of the Committee and the Commission. The secretariat considers such assistance should be entrusted to the other agencies with more resources and appropriate organisation.

A major concern is the availability of the output of the integrated programme (information, analysis, opportunity to participate in workshops, seminars and meetings) to those who need it most. The secretariat's opinion, confirmed by many comments is that these outputs are not well enough known or easily available, except to those already involved in the activities. There is a clear need to make the outputs more attractive and user-friendly and to devote more effort to "marketing" of the outputs of the integrated programme, including distribution of studies by e-mail and internet, announcement and presentation of studies and workshops, interviews, lectures, as well as by rationalising the website and the bibliographical arrangements in place, partnerships with other organisations etc. Probably the most important way of making the outputs better known is by ensuring that their contents are relevant and interesting, well argued and clearly expressed.

Methods of work

This section refers to the methods of work both of the secretariat and of countries in their cooperation through the integrated programme. Respondents indicated that in general they approved of the present methods, although concern was expressed on a few issues, notably the functioning of teams of specialists and the cost of participating for experts from CIS/south east Europe.

Teams of specialists

Concern was expressed by several respondents that some teams were not succeeding and that the secretariat had insufficient resources to guide and support the work, and prevent any shortcomings. This concern was echoed in the self evaluation of some teams.

Originally, the purpose of the system of teams of specialists was to economise secretariat resources, and to enable countries to achieve certain defined objectives, even when secretariat support was not available. However, it has become clear from experience that while the team system is very effective in achieving good results without excessive use of secretariat resources, a basic minimum input is necessary to convene the team and guide its work. The volume of this minimum secretariat input will vary according to the nature of the task, the capacity of the team members and whether or not a resource person has been made available to help the team, but it is now clear that it is not possible for teams to function properly in complete independence of the secretariat.

In order to ensure adequate secretariat resources for each team, it is suggested that the integrated programme only accept not more than four or five teams of specialists at any one time. Furthermore, it is suggested that the format of the teams' terms of reference be streamlined and focus more on the intended objectives, rather than on process. A revised form for the teams' terms of reference is proposed in the annex. The number of times a team is expected to report should be kept to the minimum necessary to achieve the stated objectives.

Cost of participating in activities by CIS and south east Europe

The basic principle of the work methods used is that each country pays for its own expenses, rather than each event or activity being funded out of the UNECE or FAO budget (or extrabudgetary funds). This ensures flexible financing, and rapidly reveals which activities have the support of countries and which do not. The secretariat believes this principle should continue to apply for most of the work.

An exception to the principle that countries each pay their own expenses is necessary however for the countries in the CIS and south east Europe, most of whom simply do not have the funds available for regular participation in work under the integrated programme. As a result, these countries are increasingly isolated from international ideas and exchange of experience, which makes their problems worse. The secretariat considers that if the integrated programme is to achieve its objective of helping these countries, ways must be found to support the participation of national experts in the work (participation in seminars, workshops and teams of specialists, improving ability to supply information on forest resources or on forest products). Extra budgetary funding for particular events or meetings, and partnerships with other organisations or governments who are able to pay these expenses should be sought by the secretariat, host countries and others. Heads of delegation should consider whether their country can contribute in this respect: quite small sums can make a big difference in this respect.

Resources

Resources are the major constraint on the achievements of the programme.

The integrated programme is carried out by countries with the support of the UNECE/FAO team in Geneva, which at present consists of four professional staff and 4½ support staff. It appears unlikely, given the difficult budget situation of both FAO and the UNECE, that more regular budget resources can be made available to the programme. Further resources contributing to the implementation of the integrated programme include:

- Professional cooperation with other UNECE divisions and the entire FAO Forestry Department.
- Interns contribute regularly at no cost to the organisation (although a certain amount of professional time is needed to guide and support them).
- Junior professionals (APOs/JPOs) funded by member countries have been made available by member countries for certain projects (FRA in 2000-2001, marketing in CEECs in 2004).
- Some funds have been paid into trust funds to further the activities of the programme.
- Host countries contribute significant resources when organising seminars, workshops and other events.

Every effort has been made to streamline and optimise work methods, giving opportunities to countries to contribute and lead the work, notably through teams of specialists, which act independently with terms of reference given by intergovernmental bodies. Teams should be self-financing (all costs borne by team members themselves), and require minimal secretariat input.

In practice however, despite strong variations between teams, a firm commitment of a significant share of the time of one secretariat member (typically a minimum of 5% of a professional's time, plus a variable amount of support staff time, is needed to support one team) is usually necessary for a team to succeed.

Some activities can only be carried out by the regular UNECE and FAO staff in Geneva: planning and programming, administering the programme, liaison, managing sessions of regular bodies, collecting regular data series and maintaining data bases, coordinating the preparation of regular publications, providing the indispensable minimum support and liaison functions for teams of specialists etc.. On the other hand, consultants, partners or loaned experts may draft studies and papers, and organise workshops and seminars, given suitable guidance and terms of reference from the core team. This difference is taken into account in the draft integrated programme submitted below.

It should be borne in mind that not all of the regular staff's time is directly devoted to implementing the integrated programme. In addition to normal administration of funds, personnel etc. and staff development, the team must devote significant time and attention to:

- programme and budget activities (submission, planning, reporting, measuring) for both the UNECE and FAO systems (which are unfortunately not harmonised)
- contribution to wider UN, UNECE and FAO activities, such as the World Summit on the Information Society, UNECE and COFO sessions and documentation, State of the World's Forests etc.
- Preparing and servicing the regular sessions of the Timber Committee, the European Forestry Commission, the Working Party on Forest Economics and Statistics, the Joint FAO/ECE/ILO Committee etc.

The secretariat considers that in recent years, because of insufficient resources, it has not been able to deliver the outputs at the desirable level of quality: some publications have been delayed, some meeting documentation late or of insufficient quality, insufficient resources devoted to communication or fund-raising etc. It believes that its core resources are insufficient to maintain the programme at its present level without supplementary resources. For this reason, it will propose below

- a core programme, focused on areas of comparative advantage and where the programme provides a unique contribution, which it is possible to implement with core resources i.e. regular budget staff in the Geneva team, with participating countries and regular partners
- other priority topics which are to be addressed with the help of partners, and extra resources. If these activities are to achieve their full potential, partnerships should be formed and extra resources sought on a topic-by-topic basis

Formal structure

All respondents considered that the parent bodies should retain their present structure, although one country pointed out the necessity of coordinating sessions as much as possible to avoid having sessions close to each other in time (as in 2002, when the Timber Committee and the EFC met within a few weeks of each other).

As regards the subsidiary bodies, if it is decided no longer to devote resources to technology, management and training (former work area 4), it would be necessary to discontinue one of the two intergovernmental subsidiary bodies.

For the Joint FAO/UNECE Working Party on Forest Economics and Statistics, which started to meet annually in 2001, the question arises of what the role should be, given that strong teams of specialists are now active in each of the work areas for which the Working Party is to provide guidance. Problems of duplication of roles, excessive reporting burden, uneven country coverage and difficulties in choice of delegations have been identified. The question of the role of the Working Party is discussed in document TIM/EFC/WP.2/2004/8. Three options were proposed:

- Maintain the present role and methods of work;
- Modify and strengthen them (e.g. return to biennial sessions, focus on topics in depth in rotation);
- Discontinue the Working Party.

The Working Party's own recommendation will be transmitted to the extended bureaux meeting.

Assuming there is consensus about the broad direction of the integrated programme, the secretariat proposes that the emerging practice of recent years be continued and strengthened, namely that:

- the sessions of the Timber Committee and the EFC should focus on policy discussion and exchange of information, notably, for the Timber Committee, the market discussions. In this way, they would become even more attractive "events", and achieve higher level participation. "Housekeeping" items and guidance of the work programme implementation should be kept to a minimum
- the bureaux, at regular, or even special, sessions, should take the necessary decisions regarding work programme implementation
- technical guidance of the work should be carried out by teams or the Working Party, as appropriate.
- There should be another strategic review in 2007/8⁵

However, if there is no consensus about major points in the programme, the final decision, rests with the Committee and/or the Commission

Measurement of success

The UN Results Based Management (RBM) system lays, rightly, considerable stress on demonstrating and measuring the impact of the UN's activities. Similar principles are also applied in FAO. In particular, each programme is expected to identify "expected accomplishments" for each biennium and to provide "indicators of achievement" for each of these. The "expected accomplishments" should be real changes on the ground, not simply actions by the UN system, although it is recognised that UN programmes often *contribute* to achieving these accomplishments and are not solely responsible for achieving them. The indicators of achievement should be objective and quantifiable, and not refer solely to delivery of the outputs (e.g. workshops, studies, meetings). The UN programme budget for the biennium 2006-2007 is being prepared at present and the secretariat is encouraged to consult intergovernmental bodies on its contents. The secretariat has inserted its draft text for this into the draft integrated programme.

⁵ Discussions at the UNECE annual session in February 2004 indicated that in future UNECE Principal Subsidiary Bodies, including the Timber Committee, would be required to evaluate in depth their work programme on a biennial basis, to coincide with the budget process. However, it appears likely that the output necessary for this exercise could be generated quite easily within the context of the agreed strategy for the four year period, incorporating any relevant developments or policy impulses.

Conclusion

The meeting is invited, on the basis of the considerations above, to agree on a revised integrated programme of work for the UNECE Timber Committee and the FAO European Forestry Commission. It is invited to take as a starting point the draft programme attached to the present document, discuss, prioritise and modify it as necessary and agree on a new programme.

Subsequently, the programme would be finalised by the bureaux at their regular meeting in summer 2004, transmitted to other interested partners and bodies, and formally approved at the joint session of the Committee and Commission in October 2004.

DRAFT
UNECE Timber Committee and the FAO European Forestry Commission
Integrated programme of work

Objective:

To achieve sustainable forest management, including the sound use of wood⁶, throughout the UNECE region and to ensure measurement of that progress.

To contribute to this objective, the Committee and the Commission will promote cooperation between countries in the region and develop regional and sub-regional initiatives, as outlined below.

Strategy for 2005-2008

In order to support forest management, including the use of wood, other forest products and services, which is sustainable from the ecological, economic and social point of view, it is necessary to maintain a good balance between these three aspects. This balance should be based on a strong consensus about goals and methods among all stakeholders, and well integrated into the policy framework for other sectors (the cross-sectoral approach). Achieving sustainable forest management is primarily a sovereign national responsibility. However, regional international cooperation, through the integrated UNECE/FAO programme and its partners, will contribute by developing and disseminating concepts, and information, sharing experience and defining standard measurement tools (indicators). The main contribution of the programme is through developing and applying tools to analyse and monitor both policy and developments on the ground, collecting, validating and disseminating information and analysis, as well as stimulating the exchange of experience, and joint efforts to measure progress. While all countries benefit from international cooperation, the programme recognizes the special needs of the countries of the CIS and south east Europe, where forest sector problems tend to be more acute and national capacity weaker.

Expected accomplishments and indicators of achievement:

1. Improved practice of sustainable forest management, supported by an increased ability to measure sustainable forest management at the national and regional level.
 - 1.1. *Percentage of UNECE countries with national forest programme (nfp) or similar holistic forest sector policy framework*
 - 1.2. *Percentage of UNECE countries able to provide satisfactory data on indicators of sustainable forest management to the Fifth Ministerial Conference on the protection of Forests in Europe*
2. Improved policies to promote the sound use of wood, and increased ability to monitor it
 - 2.1. *Percentage of UNECE countries with policies in place on sound use of wood, whether or not in the context of national forest programmes*
 - 2.2. *Percentage of UNECE countries able to provide satisfactory responses to UNECE/FAO/ITTO/Eurostat joint forest sector questionnaire*
3. Increased capacity of countries in CIS and south-east Europe to achieve sustainable forest management at the national level, notably through developing appropriate policy measures
 - 3.1. *Number of experts from CIS and south-east Europe participating in subprogramme workshops and seminars, and considering these activities of adequate relevance and quality*
 - 3.2. *Improvement in administrative capacity of CIS and south east European countries, as evidenced by the number of these countries adopting national forest programmes*

⁶ Defined as the use of wood from sustainably managed forests in technically and economically competitive and environmentally appropriate products and systems, of high quality

Main work areas and programme elements⁷

A. *Continuing core programme*

1. Policies and institutions for sustainable development of the forest and timber sector
 - 1.1. Monitoring of recent developments in policies and institutions (at regular EFC sessions and through regional sector outlook studies)
2. Monitoring and promoting sustainable forest management in the region (ToS)
 - 2.1. Regional contribution to global Forest Resource Assessment
 - 2.2. Regional indicators of sustainable forest management (development, testing, data collection, analysis) #
 - 2.3. Statistics on forest fires
3. Monitoring and promoting the sound use of wood (ToS)
 - 3.1. Monitoring and analysis of markets for forest products, notably policy relevant aspects (*Forest Products Annual Market Analysis*, Timber Committee market discussions)
 - 3.2. Monitoring and analysis of markets for certified wood products
 - 3.3. Statistics on production, trade, consumption and prices of forest products

B. *Proposed time limited topics for 2005-2008 (to be prioritized)*⁸

1. Policies and institutions for sustainable development of the forest and timber sector
 - 1.1. Contribution to the regional dimension of the global dialogue (to be determined in the light of developments in the global dialogue)
 - 1.2. Trends in policies and institutions for the sector in CIS and south east Europe (ToS?)
 - 1.3. Extent and cause of illegal logging in the UNECE region: (workshop in 2004 and follow-up, if any, to be determined)
 - 1.4. Role of women in forestry: (implementation of recommendations of seminar in Viseu, 2001) (ToS)
 - 1.5. Increased demand for environmental services of forests: implications for forest policy and forest management (Identified as major topic by EFSOS: content of work to be defined)
 - 1.6. The social dimension of sustainable forest management in Europe (continuation of Joint Committee activities in social field, for instance issues connected to private forest owners, contractors, workforce, safety, training etc. Exact content to be determined)
 - 1.7. Forest relevant cross-sectoral issues at the pan-European level: (workshop in 2004 to transmit and discuss the cross-sectoral implications of the EFSOS study, in cooperation with MCPFE)#
 - 1.8. Analysis of forest legislation in the region (development and follow up of EFSOS Discussion paper on common features of European forest legislation)
 - 1.9. Prevention and control of forest fires (European cooperation on topic of increasing global significance) (ToS)
 - 1.10. Sector policy aspects of increased use of wood energy (forum/analysis of wood energy outlook and policy choices, arising out of EFSOS)

⁷“#” = item included in MCPFE programme, MCPFE has requested UNECE/FAO to undertake it

“ToS” = Area or item carried out by, or with the support of, a team of specialists

⁸ List to be updated and maintained by bureaux

- 1.11. Managing the shift in balance of the European forest sector to the east (forum/analysis of issues arising out of main trend identified by EFSOS. Work methods to be defined).
- 1.12. Changing role of state forest services (follow up to Groningen seminar, towards 2007/8)
2. Monitoring and promoting sustainable forest management in the region
 - 2.1. Support to development of national systems for forest monitoring (in cooperation with EU Forest Focus)
 3. Monitoring and promoting the sound use of wood
 - 3.1. Attitudes to wood and its substitutes, and image of forest industries (report, complete in 2004) #
 - 3.2. Workshop (in 2004?) on best PR practices concerning the sound use of wood and wood promotion campaigns #
 - 3.3. The influence of construction norms and standards on sound use of wood (seminar)

Main activities and outputs

Methods of work

The main activities, outputs and methods of work will be drawn up when the programme elements are agreed, and made available to the parent bodies and to appropriate guidance bodies. However, this operational information does not necessitate formal approval by intergovernmental bodies.

Formal structures

UNECE Timber Committee

Meets annually in Geneva, except every four years, when it meets in joint session with the European Forestry Commission. The next joint session after 2004 will be in 2008 in Rome.

FAO European Forestry Commission

Meets every two years, alternately in a HQ location (Geneva or Rome) and a member country.⁹

Bureaux

Meet at least annually (both Committee and Commission bureaux, usually with representatives of MCPFE). Decide on how programme is to be implemented

Joint FAO/ECE Working Party on Forest Economics and Statistics

Meets annually in Geneva to provide guidance to activities in work areas 2 and 3

Teams of specialists

Each team has time limited, specific terms of reference in a standard format. These will be drawn up when the programme elements have been approved and finalised by the bureaux in summer 2004. The integrated programme has 4 or 5 teams as follows (provisional titles):

- monitoring and promoting sustainable forest management in the region (work area A.2)
- sound use of wood (work area A.3)
- forest sector in CIS and south east Europe (element B.1.2) (to be determined)
- role of women in forestry (B.1.4)
- prevention and control of forest fires (B.1.8)

⁹ For 2006, invitations have been received from the Czech Republic and Slovakia.

Partnerships

The Committee and the Commission work wherever possible in partnership with other organisations. As of 2004, there are operational partnerships in place with MCPFE, Eurostat and ITTO. There is scope for developing and strengthening partnerships with a wide range of other organisations, including, among intergovernmental organisations the EU (DGs ENV, AGRI and INDUSTRY), EEA, ILO, EFI, and a wide range of NGOs, including WWF, IUCN, CEPI, CEI-Bois, CEPF, ENFE. The modalities of cooperation should be determined and reported by programme element.

Draft
Standard format for terms of reference of teams of specialists

UNECE / FAO TEAM OF SPECIALISTS (ToS) ON ... *(Name/ Title of the Team of Specialists)*

Reference to Integrated Work Programme: Work Area ...; Programme element ...

A. OBJECTIVES

.....*(AS CONCRETE AS POSSIBLE, AND NOT EXPRESSED IN TERMS OF PROCESS SUCH AS MEETING, ETC.)*

EXPECTED MAJOR OUTPUT (s):

B. Background

ESTABLISHED / APPROVED BY: *(body/session/date, document references)*.....

DURATION: *From 200..x to 200...y (nothing beyond 2008)*.....

Methods of work: *Brief description of “Modus Operandi” needed to achieve ToS objectives*

REPORTING: *Body/session/date (Keep to minimum, only when decision or discussion is expected /needed i.e. no need to create opportunities for rubber stamping. Specify, when terms approved, all expected reporting occasions).*

TEAM LEADER: *(or process to appoint one, if not yet known)*

TEAM MEMBERS: *Preferably individuals rather than countries, but flexibility necessary*

RESPONSIBLE SECRETARIAT MEMBER (S)

Note: *With this format, no changes or updating should be necessary over the team’s lifetime, unless there are changes in the activities or circumstances*