

**Report by Germany**  
**to the Second Session of the United Nations Forum on Forests**  
**on Progress in the Implementation of the IPF/IFF Proposals for Action**  
(Reference: Decision 1/3 of UNFF-1, Annex, para. 9, 22, 23)

**I. National Level**

***Implementation of IPF/IFF Proposals For Action within Germany's National Forest Programme***

In September 1999 the Federal Ministry of Consumer Protection, Food and Agriculture (BMVEL) invited the other Federal Ministries, the *Laender* and non-governmental groups (trade unions, associations from the fields of agriculture, forestry and forest industries, hunting, environment and development, research as well as trade and industry) addressing forest issues nation-wide to take part in a societal dialogue process to consolidate and to compile the hitherto fragmented elements for a national forest programme. Derived from the principles and elements formulated by the IPF and building upon the 6-Country Initiative (Finland Germany, Honduras, Indonesia, Uganda and United Kingdom) "Putting the IPF Proposals for Action into Practice" in support of the IFF, the process is being implemented in a participatory and phased manner. Its milestones are briefly summarised below:

- On behalf of BMVEL, the Federal Research Centre for Forestry and Forest Products in Hamburg conducted in September/October 1999 a scientific analysis of the relevance of IPF proposals for action for Germany, evaluating the progress in their application. The subsequent discussion of the findings with the stakeholders resulted in so-called fields of action, with the state of play and need for action being discussed at round tables.
- The following fields of action were discussed in the first phase (until autumn 2000) encompassing a total of nine round tables:
  - forests and society,
  - forests and biodiversity,
  - role of forests in the global carbon cycle,
  - importance of wood as a renewable resource,
  - contribution of forestry and forest industries to the development of rural areas.
- The outcome of the round table talks was compiled in the 1999/2000 NFP and published in October 2000.
- In spring 2001 the NFP stakeholders agreed on a continuation of the process (2<sup>nd</sup> phase), envisaging a duration of another two years with four round tables. To overcome difficulties and enhance the participatory character of the dialogue, key procedural rules were laid down by consensus in a manual governing the further process.
- The field of action "Forests and international cooperation/ international trade" has been addressed in autumn 2001. Within this topic a new scientific analysis on the state of implementation of the IPF/IFF proposals for action in Germany has been carried out.

In line with the NFP-principles, demanding consistency with the domestic constitutional and regulatory framework, the allocation of responsibilities between the Federal Government and the *Laender* is taken into consideration in the elaboration of the NFP for Germany. The NFP is being

developed for the federal level and does not interfere with *Laender* competence in the forest sector. The *Laender* are involved in the NFP elaboration and may use the results of the process for their own activities. In addition, some *Laender* also elaborate their own State Forest Programmes according to the NFP-principles.

The NFP is a societal process with aims constituting policy guidelines and recommendations for action based on them. Rather than being an operational, specialized political programme which is officially "adopted", the NFP has to be recognized as an ongoing dialogue, laying the foundations for a societal consensus on sustainable forest management at national level as well as on the national role in the international context. To implement the consensual proposals for action from the NFP process, the stakeholders agreed to determine responsibilities and actions according to their respective competence. The results from the NFP process in Germany reached by consensus are intended to be incorporated into the Federal Government's Sustainability Strategy to enhance coherence with other sector policies.

### ***Combating deforestation and forest degradation, strategies of regions with low forest cover***

There is no deforestation in Germany but an increase in forest area. As regards measures against forest degradation it is an ongoing interministerial task within the national forest policy (laid down in the National Forest Report of the Federal Government and the National Forest Programme) and other policies addressing air borne pollution, forest biological diversity and rural development. Though "acid rain" still poses a major threat to forests in Germany, clean air policy measures – notably those on regional level such as the UNECE Convention on Long-range Transboundary Air Pollution (LRTAP) or several EU directives – have contributed considerably to address the problem.

At national level, only general objective of further increasing of forest cover exists. At the *Laender* level, especially in *Laender* with forest cover below national average, specifically defined policy goals for national forest cover have been developed.

### ***Conservation and protection of unique forests and fragile ecosystems, promotion of natural and planted forests***

All forests in Germany have to be multifunctional (conservation, production, societal needs) by law. Principally no spatial segregation is made. Possible site specific prevalences of certain values are regularly surveyed (through specific forest function mapping and usually once every 10 years in the framework of continued forest inventories for all forests irrespective of tenureship), mapped and integrated in forest management planning and land use planning processes.

Due to the federal structure in Germany a diverse system of protected forest areas under nature protection, forest, wildlife, road or other law with multiple objectives such as biodiversity, natural features, research, protective functions or recreation has been developed. The CBD's ecosystem approach is considered to be helpful to better integrate biodiversity in cross-sectoral policies. A scientific study has been carried out on the linkages between sustainable forest management and the ecosystem approach in Germany.

The creation of a large-scale system of biotopes is recognized as main element to guarantee the conservation of forest ecosystems in a holistic manner. Germany is participating in the European Network "Natura 2000" establishing a European coherent network of protected areas. The draft for an amended Federal Nature Conservation Act contains an Article on a network of biotopes ("Biotopverbund"). Furthermore, Germany co-operates with neighbouring countries in the field of protected areas between adjacent protected areas.

Since more than 50% of German forests are privately owned, strategies to ensure continuous forest stewardship and promote family forestry in rural areas are crucial. Subsidy systems are in place to promote conservation objectives and measures for sustainable forest management in private forests. Moreover, the Federal Forest Act provides for forest management associations as important instrument to overcome problems in the sustainable management of small-scale forest holdings. Conservation measures through public-private contracts are promoted. Local communities are involved in the management of municipal forests, with an increasing number applying credible forest certification systems, and through local Agenda 21-processes. The development of the National Forest Programme for Germany and similar initiatives at regional level and from the private side as the recent "German Forest Summit" offer opportunities for partnership building of all relevant stakeholders.

## **II. International Level (contribution of German bilateral assistance)**

### ***A. Achievements***

In the context of bilateral assistance, Germany has taken steps towards implementation of IPF/IFF proposals for action at various levels:

- (1) Forest sector development co-operation policy and implementation strategy
- (2) Partnership at bilateral and multilateral levels
- (3) Bilateral support to partner countries

#### ***1. Forest sector development co-operation policy and implementation strategy***

Germany has recently revised its policy for forest sector development co-operation in line with the results of the international forest policy dialogue, and experiences of the past. One of the focuses of the new policy of the German Ministry for Economic Co-operation and Development (BMZ) is on support towards implementation of IPF/IFF proposals for action, most notably support to nfp processes in partner countries, in close collaboration and partnership with other bilateral and multilateral donors, based on country-specific assessments of the IPF/IFF proposals for action and measures derived therefrom according to partner countries' priorities.

As a principle, Germany's bilateral assistance measures are seen as a contribution to the implementation of partner countries' national development planning. Assistance to the forest sector aims at the sustainability of the multiple functions and benefits that forest can provide in support to overall sustainable development. With the continuously high rate of deforestation and forest degradation, especially of tropical forests, the conservation of forest resources are of specific concern. In order to achieve this objective, integrated approaches are to be applied that tackle also underlying causes of forest destruction that lie outside the forest sector, and that address the importance of protection and sustainable management of forests for poverty alleviation and rural development.

The multiple interlinkages and interdependencies of forestry to other sectors and to overarching objectives of development co-operation require cross-sectoral strategies of assistance. The reference framework is the international forest regime with the International Arrangement on Forests (IAF) and its relation to all forest-related agreements and instruments at the international level. Given the comprehensive nature of the international forest regime and highlighting the key function of the IAF, namely the support to the implementation of the IPF/IFF proposals for action, Germany aims at the integration of support measures into national forest programmes of partner

countries, into national biodiversity strategies and action plans, programmes to combat desertification, which shall be part of overall national sustainable development strategies and poverty reduction strategies. The involvement and active participation of the civil society, the respect to rights of indigenous people, as well as equitable and socially just sharing of economic benefits of forest utilisation are indispensable preconditions for a successful development co-operation. This implies policy coherence that is based on the application of social and ecological safeguards for all forest related projects, also those outside the forest sector.

Existing support measures are being streamlined within the monitoring and steering system of Germany's development co-operation. Synergies with other forest-related instruments (e.g. CBD, UNCCD, UNFCCC) and their implementation mechanisms are sought for at various levels, in order to fit nfp support into a wider framework of implementing international commitments and agreements.

Germany's bilateral forest sector assistance projects and programmes are gradually being geared towards implementing the above described policy. To this end, the 'Strategy for the German Technical Co-operation on Implementation of the IPF/IFF Proposals for Action and Support to National Forest Programmes' has been developed in 1999-2000 and is now being disseminated through a series of workshops and internal training events. The sector project 'Support to International Forest-related Programmes' in close co-operation with specific other sector projects on environmental conventions (CBD, UNCCD, UNFCCC) is being used as the instrument for the internal mainstreaming of Germany's assistance to the implementation of the IPF/IFF proposals.

With a special sector project on forest certification, Germany supports further co-operative work on voluntary certification and/or labelling schemes in line with the recommendations of IPF/IFF. By support to dialogue between different certification systems, Germany is seeking to enhance their international comparability and their equivalence, taking into account the diversity of national and regional situations. Considering the potential of certification processes as regards monitoring, participation of stakeholders or establishment of new alliances between private sector, trade unions and NGO's, they could also be entry points for more comprehensive development co-operation programmes in the sector.

## ***2. Partnership at bilateral and multilateral levels***

Germany has entered into partnerships at bilateral and multilateral levels for enhanced support to the implementation of the IPF/IFF proposals for action and national forest programmes. This includes efforts towards establishment of partnership agreements for effective forest sector development co-operation at the national level. Some concrete examples for partnerships and collaboration are outlined below.

**In co-operation and partnership with multilateral organisations,** Germany supports actively the implementation of function (a) of the International Arrangement on Forests. In this context, Germany has announced collaboration with the National Forest Programme Implementation Facility, hosted by FAO, and with the second phase of the Programme on Forests (PROFOR II) hosted by the World Bank, as efforts to support the work of the Collaborative Partnership on Forests (CPF), notably to promote the implementation of the IPF/IFF proposals for action. Taking into account the complementary nature of Germany's bilateral forest sector assistance and the above initiatives, BMZ has advised its bilaterally supported forestry projects at the country level to closely collaborate with the Facility and PROFOR II.

At the **regional level**, in collaboration with Australia and FAO as the secretary for the Asian Pacific Forestry Commission (APFC), Germany is involved in the preparation of a workshop for APFC members to be held back to back with the APFC Meeting in Mongolia in July 2002. The

workshop is supposed to be a milestone in countries' processes towards implementation of IPF/IFF proposals and national forest programmes.

At the **European level**, Germany works with the European Commission and Member States towards the implementation of IPF/IFF proposals and support to national forest programmes as an important element of forest sector development co-operation policy of the European Union. In partnership with EU Member States, Germany supports the implementation of a harmonised approach to forest sector development co-operation of the European Commission and Member States in line with the relevant EU policies. Germany has actively participated in the elaboration of the 'Draft Code of Conduct for Forest Sector Development Co-operation of the European Commission and the EU Member States' as a tool to enhance **co-ordinated support of the European Commission and Member States** to partner countries' national forest programmes. Germany continues to engage with all relevant partners in finalizing the concept.

At the level of **G8**, Germany has contributed to discussions on the approach towards implementation of IPF/IFF proposals and support to nfps by elaboration of a draft strategy within the G8 Action Programme on Forests.

At the country level, Germany works actively towards the establishment of **partnerships** between bilateral and multilateral donor agencies and NGOs with the countries for co-ordinated support to nfps and effective aid delivery.

Besides, Germany has developed a programme on **public-private partnerships** (PPP) which aims at an enhanced contribution of the private sector towards sustainable development. Private sector companies participating in PPP are encouraged to show long-term commitment towards sustainability and economic viability of respective projects.

### ***3. Bilateral support to partner countries***

Bilateral development co-operation in the forest sector has a high priority in German overall development assistance. At present, the German Government supports about 310 forest projects in 66 countries. In addition, Germany is involved in regional programmes and international forestry institutions, including research. Of particular importance are generic aspects such as holistic forest valuation models, long-term commitment, decentralisation as well as integration of individual projects into programmes, all of which are part of the IPF/IFF proposals for action:

- Development and use of appropriate models for valuation of forest goods and services, also for presently non-marktable benefits and services of forests and for secured economic sustainability of forest management
- Longer project duration to accommodate long-term process-oriented, iterative approaches
- Consideration of the principle of subsidiarity in the sense of decentralised responsibility for decision-making and implementation and involvement of non-state actors
- Transition of individual projects into overall integrated programmes, including components of assistance to policy development and implementation at various levels.

Future bilateral forest assistance is being defined in dialogue with partner countries within the process of fitting forest co-operation projects and programmes into the wider framework of nfps of partner countries and/or to assist them to formulate their own country-specific nfp process. Entry points may be at national or decentralised levels, be it assistance to forest policy development, administrative reform, processes towards sustainable forest management including forest certification, approaches to participatory forest management (community forestry), protected areas management or integrated conservation and development approaches (IDCP). It is

of key importance that these entry points are used to identify further action for the implementation of IPF/IFF proposals in a holistic way.

Germany believes that a strategic approach to the implementation of the IPF/IFF proposals for action has to be built on a systematic assessment, as recommended by the IFF. This is seen as the basis for their implementation in the context of countries' own national processes aiming at sustainable forest management. Based on the experiences of the IFF Six-Country-Initiative<sup>1</sup>, Germany seeks to support these assessment processes in close collaboration with other bilateral and multilateral partners, notably EU Member States and the CPF members.

## ***B. Gaps and obstacles***

The systematic linkage of implementing the IPF/PFF proposals with (existing or emerging) nfp processes is still not clear to many actors. There is a lack of understanding that a systematic assessment of the IPF proposals for action could facilitate their implementation in a holistic, comprehensive and multisectoral manner. Despite clear guidance of the IFF<sup>2</sup> neither the methodology nor the tools to facilitate such an assessment, e.g. the experience of the IFF Six-Country Initiative or of the Australian assessment and implementation process, are yet sufficiently known and used. Hence, there is a lack of specific requests for support, based on which German assistance could be provided. Therefore country action and external support in many cases does not yet contribute fully to the implementation of the IPF/PFF proposals.

At the moment, maybe with few exceptions, nfps seem to be developed without a clear connection to the IPF/IFF proposals and their use as a starting point for follow-up action. Therefore, the clear linkage of national action to and full use of the potential synergies of the international forest regime (all forest-related agreements, instruments, processes) at national level are still to be developed.

Still there is too little linkage of the implementation of IPF/IFF proposals and nfps to structural adjustment processes, Poverty Reduction Strategies (PRSP) and other processes at macro-economic level. Forest-related concerns are still insufficiently addressed in other sector policies within overall national development, resulting in conflicting objectives and competition for resources.

The long term, iterative nature of nfp processes require long term commitment and support by all actors, even if tangible results can not be achieved in the short run, let alone measurement of their impacts. Time is needed to get all actors on board (national and international) as well as continuity of individuals.

Finally, the support to implementation processes and nfps as well as reporting on progress towards implementation of the IPF/IFF proposals draws heavily on resources, not only in partner countries but also within donor agencies, at least when mainstreaming the process into related approaches. Directing financial resources and man-power towards that task within the existing budgetary constraints and also taking into account other priorities of bilateral assistance is not always easy. More systematic as well as innovative approaches (such as financing strategies or environment funds in partner countries) can help to effectively mobilise and channel financial resources and to guarantee long term commitment for sustainable forest management.

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<sup>1</sup> The important basic experience of the IFF Six-Country Initiative was that the implementation of the IPF/IFF proposals, hence also implementation of nfp processes, can be widely facilitated by starting with a national assessment process. This assessment would check on the relevance of each proposal in the country context, take stock of already existing action towards achieving the proposal, identify gaps, and define further action required, including roles and responsibilities of various actors.

<sup>2</sup> Ref. IFF Final Report, Programme Element I. A, Conclusion No. 3; Proposal for Action No. 9.(d)