Myanmar-ASEAN Cooperation on Sustainable Forest Management

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Abstract

This research attempts to explore the status and trend of the cooperative efforts between ASEAN and Myanmar to achieve their common goals in Sustainable Forest Management. Sustainable Forest Management has appeared as an international concern on the environmental and trade agendas, regardless of national boundaries. ASEAN members view the protection of the environment and the sustainable management of natural resources as essential to the longterm economic growth of their countries and the region. The promotion of Sustainable Forest Management is of the greatest interest and primacy to ASEAN member states in their respective national Sustainable Forest Management criteria and indicators. In this context, Myanmar undertakes concerted joint efforts with ASEAN for the preservation of the environment and the sustainable management of natural resources as crucial for the durable economic development of the country. Myanmar's cooperative effort with ASEAN provides greater access to relevant information, skills, and technology applicable for systematic environmental management. However, Myanmar faces many challenges in the wider implementation of Sustainable Forest Management in the effective management of the existing Protected Areas and Community Forestry due to growing population pressure and the continued spread of agricultural settlement. In order to develop and manage Protected Areas and Community Forestry effectively, it is vital for Myanmar to extend coperation with ASEAN under ASEAN's cooperation on Food, Agriculture and Forestry sectors to attain clear guidance and necessary support.

Key words: sustainable, ecosystem, criteria, community forestry, FAF sector

Introduction

Myanmar possesses valuable natural environments including diverse forests, and rich biodiversity. The forest and forest products not only satisfy domestic needs, but also play a dominant role in the export trade. However, the forests of many developing countries like Myanmar are being destroyed at an alarming rate due to socio-economic factors, such as poverty and ever-increasing populations for over-extraction of natural resources, acute demand for firewood; shifting cultivation; illicit logging coupled with weakness in monitoring; and lack of community interest and cooperation in resource management. The rate of forest degradation has been even faster, as the closed forest area fell by 2.5 percent from 1989 to 2010. The rate of deforestation was accelerated from 1.1 percent to 1.9 percent between 2006 and 2010, as the fastest rate among major countries in ASEAN region. According to the 2015 Forest Resources Assessment (FRA), total forest area was only 29.0 million hectares, 42.92 percent of total country areas of Myanmar.

With the loss of forest cover, environmental consequences such as loss of biodiversity and habitat, land degradation, ozone layer depletion, and an acute shortage of forest products have taken place. In order to counter these problems, seeking a broader approach to Sustainable Forest Management (SFM) is necessary to balance conservation and development, to prioritize the concerns of a wider range of interest groups, and to adapt to the rapidly changing world. Realizing that collective and cooperative actions are crucial for addressing environmental problems, Myanmar develops a harmonious and cordial relationship with ASEAN and promotes cooperative efforts in environmental conservation and sustainable forest management activities. Based on this context, the research attempts to analyze the underlying causes of forest degradation in Myanmar and how Myanmar improves its systematic forest management and environmental conservation through cooperative efforts with ASEAN. The research aims to examine the status and trend of the cooperative efforts between ASEAN and

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¹Working Paper: Achieving Environmental Sustainability in Myanmar, ADB Economics Working Paper Series, No. 467, Manila, December 2015, p-5

Myanmar on their common goals on Sustainable Forest Management. It also identifies the achievement and benefit of Myanmar by actively participating in ASEAN's work toward Sustainable Forest Management.

Research Methodology

In conducting this research, qualitative method is used through descriptive and analytical approaches. Primary sources such as the ASEAN Declaration, Project Reports and Workshop Proceedings of the Ministry of Natural Resources and Environmental Conservation (MONREC) are based along with many books and data from the National Commission for Environmental Affairs (NCEA). Multiple sources such as books, journals, and bulletins from Libraries and Information Centers and some website data are carefully collected. The author attempts to interpret the information and data as it is being collected and to analyze them thoroughly. After assessing the data of authenticity, conformability and dependability, and analytical generalization has been drawn linking the data for interpreting the findings.

ASEAN Activities on Sustainable Forest Management

ASEAN has a remarkable natural environment with varied forests and significant flora and fauna diversity. Aquatic ecosystems and the marine environment in ASEAN are highly productive and species-rich. Forest cover in ASEAN is over 48 percent compared to the world average which is below 30 percent.¹ Different socio-economic pressures: deforestation through illegal logging and forest conversion to other non-forest land use; illegal wood and wildlife trade through land and sea; and trans-boundary haze from forest and forest fire have contributed to ASEAN region's deforestation. The deforestation rate in ASEAN in 1990-2000 was 1.04 percent compared to the world average of 0.23 percent per year. ASEAN lost its forest cover of about 5.4 million hectares between 2005 and 2010, about the size of Brunei Darussalam (5.8 million hectares).² ASEAN has consistently maintained and fostered close collaboration among its members in addressing environmental problems at the national, regional, and global level since its commencement in 1967.

With the assistance of the United Nations Environment Program (UNEP), the ASEAN Sub-regional Environmental Program (ASEP) was formulated in 1977. Notably, in 1981, ASEAN took a strong initiative on forest conservation efforts through ratification of the Jakarta Consensus on ASEAN Tropical Forestry. Jakarta Consensus was the first plan of the ASEAN common forestry policy and technical cooperation, and an ASEAN common stand on international issue on sustainable forestry. According to the Jakarta Consensus, ASEAN developed its cooperative work on forest and environmental fields such as air and water pollution, forest degradation, climate problems and biodiversity conservation.³ In 1985, ASEAN adopted the Agreement on the Conservation of Nature and Natural Resources.⁴ This agreement presented an opportunity to forge further links among ASEAN member states for forest management and biodiversity conservation.

¹Functional Cooperation in the ASEAN Region, ASEAN Information Seminar Series (2005-2006), Yangon, ASEAN COCI Sub-Committee on Information, 2006, p-1 (Hereafter cited as Functional Cooperation)

² ASEAN -ROK FOREST COOPERATION: Driving towards a Greener Asia, AFoCO Secretariat, 2015, p-3 ³The Forest Policies of ASEAN and Montréal Process: Comparing Formalized Regional Regimes, MDPI, Basel, Switzerland, 2019, p-4

⁴ Myanmar: Investment Opportunities in Biodiversity Conservation, Yangon, United Nations Development Program, 2005, p-56

ASEAN member countries have been undertaking more concerted joint efforts for the preservation of the environment and the sustainable management of natural resources as crucial for the durable economic development of their countries and the region. ASEAN Senior Officials on the Environment (ASOEN), formed in 1989, is responsible for the formulation, implementation and monitoring of regional programs and activities pertaining to cooperation on the environment. ASEAN Vision 2020 was adopted by the Heads of member states of ASEAN in Kuala Lumpur on 15 December 1997. In line with ASEAN Vision 2020, ASEAN Agreement on Trans-boundary Haze Pollution was signed by all ASEAN member countries in June 2002 and entered into force on 25 November 2003 as a significant development of integrated policy for the region's environmental protection. This agreement is the first legally binding ASEAN regional environmental pact and one of the events of greatest significance in the region. ASEAN publishes the State of the Environment Reports (SOER) occasionally as a framework for monitoring and evaluating the environmental data and issues of ASEAN member states.

The primary aim of the SOER is to deliver applicable information on the environment to promote public awareness and provide an effective mechanism for environmental management. The ASEAN Secretariat published the First and Second ASEAN State of the Environment Reports in 1997 and 2000 as the results of collaborative efforts among the member states especially their national environmental agencies, the United Nations Environment Program and individual experts.⁴ The Third and Fourth State of the Environment Reports were released in 2006 and 2010. The Fifth State of the Environment Report was launched at the 14th ASEAN Ministerial Meeting on Environment (AMME) on 12 September 2017 in Brunei Darussalam.⁵ Japan funded the development of the fourth and fifth State of the Environment Reports in 2009 and 2017, respectively through the Japan-ASEAN Integration Fund (JAIF). As a joint effort with the Institute for Global Environmental Strategies (IGES), the ASEAN Secretariat initiated the Land Mark Project in June 2021 to prepare the Sixth State of the Environment Report based on the aims of past State of the Environment Reports. These State of the Environment Reports highlighted ASEAN initiatives in environmental management, its achievements and constraints, goals for the future, and opportunities for cooperation.

ASEAN has established the ASEAN Working Group on Forest Management (AWGFM) at the 18th Meeting of ASEAN Senior Officials on Forestry (ASOF) in Indonesia on 6-8 August 2015. The ASEAN Working Group on Forest Management organizes the diverse functions of ASEAN institutions such as the ASEAN Experts Group on International Forest Policy Processes (AEG-IFPP); the ASEAN Regional Knowledge Network on Forest Law Enforcement and Governance (ARKN-FLEG); the ASEAN Forestry Extension, Education and Training Network (ASEAN FEET Network), and the ASEAN Mangrove

¹ Functional Cooperation, p-2

² ASEAN Environmental Education Action Plan (2000-2005), Jakarta, ASEAN Secretariat, 2001, p-5

³ Fire Management-Global Assessment 2006, FAO Forestry Paper, Rome, FAO, 2007, p-95

⁴ Second ASEAN State of the Environment Report 2000, Jakarta, ASEAN Secretariat, 2001, p-3

⁵ ASEAN Cooperation on Environment: Fifth ASEAN State of the Environment Report (SOER5) Jakarta, ASEAN Secretariat, 2018, p-2

⁶ https://jaif.asean.org/project-brief/sixth-asean-state-of-environment-report-soer6/

Network (AMNet).¹ The ASEAN Working Group on Forest Management coordinates the work of ASEAN Senior Officials on Forestry (ASOF) and ASEAN Ministers on Agriculture and Forestry (AMAF) for the wider implementation of Sustainable Forest Management. The Working Group faciliates the integrated policy guidelines for the progress of the Strategic Plan of Action for ASEAN Cooperation in Forestry (2016-2025) and the Work Plan for Forest Law Enforcement and Governance (FLEG) in ASEAN (2016-2025).

Myanmar's Cooperation with ASEAN on Sustainable Forest Management

Myanmar has cooperated with all ASEAN members in the development of the region's forestry sector. Myanmar hosted the Third Meeting of ASEAN Senior Officials on Forestry for the first time in Yangon in July 2000. Myanmar approved ASEAN cooperation programs in forestry sectors and joint ASEAN positions and approaches on regional and international forest related issues.² At that meeting, Myanmar shared the same opinion with other ASEAN members to pursue strategies to cooperate with dialogue partners in forestry sectors, and the Mekong Basin Development Cooperation in forestry projects. In keeping with the traditional spirit of ASEAN solidarity and cordiality, Myanmar hosted the 9th ASEAN Ministerial Meeting on the Environment in Yangon in December 2003. At that meeting, Myanmar and other ASEAN member states successfully adopted the Yangon Resolution on Environmental Sustainability to meet the United Nations Millennium Development Goals and achieve meaningful cooperation in the ten priority areas including land and forest fires; coastal and marine environment; Sustainable Forest Management; and sustainable management of natural parks and Protected Areas (PAs).³ The Yangon Resolution on Environmental Sustainability is an important milestone for recognizing effective regional environment conservation and forest resource management activities.

The natural forest has been systematically managed to help maintain the national economy and also to fulfill the important functions of environmental protection and recreation. The most effective means of conserving forest nature is the establishment of a series of Protected Areas. A separate ASEAN agreement, the Declaration on Heritage Parks and Reserves provides for the designation of ASEAN Heritage Parks and Reserves as the main task of forest management action. The ASEAN Declaration on Heritage Parks and Reserves was signed by ASEAN members in December 2003 in Yangon. Six of the forty-three Protected Areas: Alaungdaw Katthapa National Park; Hkakaborazi National Park; Lampi Marine National Park; Inlay Lake Wildlife Sanctuary; Indawgyi Wildlife Sanctuary and MeinmahlaKyun Wildlife Sanctuary are enlisted as ASEAN Heritage Parks. Moreover, the ASEAN Social Forestry Network (ASFN) was established by ASEAN Senior Officials on Forestry (ASOF) in August 2005. It links government forestry policy makers directly with civil society organizations, research organizations, and the private sector, sharing a vision of promoting social forestry policy and practices in ASEAN. The ASEAN Social Forestry Network was created as a government-initiated network for exchanging information and

 $^{{}^{1}}https://intl.denr.gov.ph/asean-menu/asean-groups/asean-working-groups/article/16-asean-working-group-on-forest-management-awgfm\\$

²News and Views, Myanmar Forestry Journal, Vol-4, No-4, Yangon, Swift Winds Co.ltd, October 2000, p-2

³Yangon Resolution on Sustainable Development: ASEAN Cooperation on Environment, Environment Division of the ASEAN Secretariat, Yangon, 18 December, 2003, p-1

⁴ASEAN Declaration on Heritage Parks and Reserves, Yangon, NCEA, 2003, p-3

⁵ Policy Brief: Optimizing the role of community forestry to achieve the Sustainable Development Goals through the ASEAN Cooperation on Food, Agriculture and Forestry, ASEAN Secretariat, Bangkok, p-4 (Hereafter cited as Policy Brief: Optimizing the Role of Community Forestry)

knowledge on Sustainable Forest Management activities in order to strengthen social forestry in the region.

Cooperation on Protected Areas Management and Wildlife Conservation

Myanmar has cooperated with ASEAN in wildlife conservation efforts regarded as the main function of nature conservation and Sustainable Forest Management. The ASEAN Wildlife Enforcement Network (ASEAN-WEN) was formally established at a special Meeting of the ASEAN Ministers in Bangkok, Thailand in December 2005. Myanmar is an active member of the ASEAN-Wildlife Enforcement Network, a regional intergovernmental law-enforcement network designed to combat the illegal trade in wildlife. The ASEAN-Wildlife Enforcement Network aims to provide a proactive response to the ASEAN region's alarming rates of wildlife trafficking and biodiversity loss. Myanmar is committed to a regional action plan to be implemented as a mechanism by which countries can share information and learn from each other's best practices through the ASEAN-Wildlife Enforcement Network. Considering the international nature of the trade in wildlife especially big cats such as Tiger and Leopard, ASEAN-Wildlife Enforcement Network has the potential to significantly reduce the movement and supply of big cats and big cat products. It could provide the multilateral framework and information sharing mechanisms to increase the enforcement effectiveness within ASEAN member states.

The 7th Conference of Parties of the Convention on Biological Diversity (CBD) drew up the Program of Work on Protected Forest Areas in 2004, which aims to systematically identify the PAs in the Protected Area Network and improve the Protected Areas management system efficiently. As a member country of the Convention on Biological Diversity, Myanmar has an obligation to formulate a Report on Gap Analysis for Terrestrial Protected Forest Areas to find out the circumstances to implement the 2010 Vision of the CBD on Biodiversity Conservation.³ Due to the requirement of funds and technical assistance, Myanmar has not prepared a Terrestrial Gap Analysis Preparation (TGAP) Report of biodiversity and existing protected forest areas to identify what should be included in the Protected Area Network. In February 2010, a National Workshop was held to establish the task force for formulating and designating the Terrestrial Gap Analysis Preparation Report.

The ASEAN Regional Center for Biodiversity Conservation (ARCBC) provided Myanmar with total inputs of US dollar 5,000 for the Project of Terrestrial Gap Analysis Preparation Report covering from February to July 2010.⁴ The Forest Department was the cooperating agency providing office buildings, staff, and expendable items, along with all logistical support which the project utilized equivalent to US dollar 2,500. The required data and information for the Report were derived from the National Biodiversity Strategy and Action Plan (NBSAP) and the content of the Report was comprehensively formalized. Myanmar has established Forty-three Protected Forest Areas as the types of Wildlife

¹A Traffic Southeast Asia Report: The Big Cat Trade in Myanmar and Thailand, Selangor, Malaysia, Traffic Southeast Asia, 2010, p-4

² Ibid, p-5

³Monthly Progress Report on Preparation of Terrestrial Gap Analysis Report, Nay Pyi Taw, Ministry of Natural Resources and Environmental Conservation, April 2010, p-3 (Hereafter cited as Monthly Progress Report April 2010)

⁴Ibid, p-3

Santctuary and National Park for the preservation of natural forest and biodiversity conservation. Future working plan can be charted out to maintain successfully and systematically these Protected Areas by designating a Terrestrial Gap Analysis Preparation Report.

Cooperation on Capacity Building

For restoring degraded forests in the region through capacity building on forest restoration and sustainable forestry through comprehensive cooperative means, the Agreement on the Asian Forest Cooperation Organization (AFoCO) was adopted between ten ASEAN countries and the Republic of Korea (ROK) on 22 September 2015 and entered into force on 27 April 2018. The Asian Forest Cooperation Organization encourages forest cooperation by transforming policy and technology into practical action in the context of Sustainable Forest Management. It support a forum for exchange of ideas between ASEAN and Republic of Korea (ROK) to tackle the adverse effects of climate change. Myanmar signed Asian Forest Cooperation Organization at a ceremony held at the Ministry of Foreign Affairs in Seoul on 31 July 2017.² Under the umbrella of the ASEAN-ROK partnership in the forestry sector, Myanmar participates in many training courses such as Training on Using Geographic Information System (GIS) for Advanced Forest Management, Climate Change and Reduction of Emissions from Deforestation and Forest Degradation (REDD+), and Training on Forest Pest Management Programs.³ As a project component of the Asian Forest Cooperation Organization Landmark Program, AFoCo Regional Education and Training Center (RETC) was found in Hmawbi, Yangon Region on 23 December 2017. The Project period of Regional Education and Training Center is 10 years from 2014 to 2023 and total support fund is US dollar 6.6 million.⁵ For that Project, Myanmar has received AFoCO Funding US dollar 11.4 million. The Government of Myanmar has provided about US dollar 20.7 million in the form of in-kind contributions including office buildings, staff, and all logistical support.

Myanmar hosted the 16th Meeting of the ASEAN Working Group on Forest Management (AWGFM) virtually in Nay Pyi Taw on July 7, 2021. At that meeting, the ASEAN Forest officials and representatives of the ASEAN Secretariat emphasized the important role of forest products in the main support of economic development and rural public welfare. They discussed matters concerning the preservation of soil and water resources and biodiversity and ecosystem stability. Myanmar has implemented the Sustainable Forest Management through National Plan of Reforestation and Rehabilitation (2017-2018 to 2026-2027), Re-establishing Natural Habitat Programme (2019-2020 to 2028-2029), and National REDD+ Strategies.⁶ However, Myanmar faces additional challenges in the Sustainable Forest Management implementation due to the weak techniques, unsufficient budgets and COVID-19

¹ASEAN-ROK FOREST COOPERATION: Driving towards a Greener Asia, AFOCO Secretariat, 2015, p-5 (Hereafter cited as ASEAN -ROK FOREST COOPERATION)

²The Global New Light of Myanmar, 2 August 2017, p-3

²ASEAN-ROK FOREST COOPERATION, p-9

 $^{^3} ASEAN-ROKForest Cooperation: https://en.wikipedia.org/wiki/Asian_Forest_Cooperation_Organization Background$

⁴The Global New Light of Myanmar, 2 August 2017, p-3

⁵The Global New Light of Myanmar, 7 July 2021, p-1

⁶ Policy Brief: Optimizing the Role of Community Forestry, p-2

pandemic. At that meeting, Myanmar expressed its willingness to cooperate with the ASEAN member countries in overcoming such challenges.

Through cooperation and sharing of technologies between member countries in research and development work, modern techniques, policies and experiences have been beneficial for the development of Sustainable Forest Management. Community-based Forest protection and conservation may be achieved through strengthening the role of local communities in Sustainable Forest Management while ensuring their livelihoods needs and cultural traditions are respected. The ASEAN Cooperation on Food, Agriculture and Forestry (FAF) sectors (2016-2025) provides clear guidance for the members to identify priority areas for cooperation in the FAF sectors. The strategy has been designed to serve the member states in responding to regional and global socio-economic and demographic changes including promoting Sustainable Forest Management and developing Community Forestry. The Plantation of Community Forestry is a strategic approach to achieving the ASEAN Vision for the FAF sectors. Some ASEAN member states, including Myanmar, have set national targets on the area of forest land to be transferred to local communities: 15.9 million hectares (6 percent of the region's forest area) by 2030.2 Community Forestry plantation and conservation have been implemented in line with other initiatives such as the Payment for Ecosystem Services (PES), and REDD+ in the region.

However, in the establishment of Community Forestry as an effective component of Sustainable Forest Management, Myanmar faces common challenges such as a lack of clear tenure arrangements, weak governance, and the absence of supporting regulatory frameworks and market infrastructure. ASEAN needs to support member states in their commitments to developing Community Forestry, including key efforts in strengthening tenure and rights of forest communities. Through the ASEAN Social Forestry Network, ASEAN should also play a coordinating role in various areas including strengthening data collection on the impacts of Community Forestry and the barriers it faces, as well as facilitating the identification of best practices across the region. Recognizing the value of Community Forestry for the achievement of the Sustainable Development Goals (SDGs) through the implementation of the ASEAN Cooperation on Food and Forest sector (2016-2025), ASEAN needs to continue support for member states in the implementation of people-centered forestry programs and provide strong support and advocacy to the member states in strengthening local and indigenous land tenure and rights.

Conclusion

Myanmar has cooperated with ASEAN in environmental conservation and Sustainable Forest Management activities; mostly in the management of natural forest resources, nature and national parks, and wildlife conservation. Through cooperating with ASEAN and its environmental and forestry related institutions and programs like ASEAN Senior Officials on the Environment (ASOEN), ASEAN Wildlife Enforcement Network (ASEAN-WEN), ASEAN Social Forestry Network (ASFN) and Asian Forest Cooperation Organization (AFoCO), Myanmar has improved its sustainable forest management, ecosystem maintenance, biodiversity conservation and community forestry through sharing experiences, disseminating information, and attaining financial and technical assistance. Myanmar got a chance to extend further links among ASEAN member states for more operative preservation of forests and biodiversity. With the sponsorship of the ASEAN Secretariat and Asian Forest Cooperation

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¹Policy Brief: Optimizing the Role of Community Forestry, p-2

² Ibid, p-3

Organization, Myanmar obtained a great opportunity to establish an AFoCo Regional Education and Training Center (RETC) in Hmawbi, Yangon Region. This has been the milestone event of Myanmar-ASEAN cooperation on Sustainable Forest Management. Short term for one-week courses and long-term for two-week courses and six-month courses are provided to trainees from the ASEAN region in order to strengthen the knowledge and understanding of forest management. The Regional Education and Training Center would help upgrade Myanmar's image as Myanmar was a destination for forest scholars and trainers in the mid-1900s.

Six National Parks from Myanmar were registered among the 27 ASEAN National Heritage Parks. However, the existing National Parks and Protected Areas of Myanmar face various challenges in the wider implementation of Sustainable Forest Management. Shifting cultivation and various crop plantations in one third of Protected Areas have resulted in forest degradation. Crashes between local communities and forest guards were identified as the main obstacle to effective management in 15 percent of Protected Areas. In order to reduce such problems, all Protected Areas should have an annual management plan that includes an applicable land use system agreed with local communities. Human settlements and illegal cutting for firewood in Protected Areas need to be minimized through poverty reduction strategies including Protected Areas jobs, and payment for environmental services.

Community Forest plantations sustain the local people to have a good environment that assists their livelihood. To some extent, Community Forest plantations can address the poverty of local communities and food security issues. Myanmar's cooperative efforts with ASEAN to improve Community Forestry practices are impeded by the lack of empirical information on the connection between science, policy and practice on the ground. Especially in Myanmar, insecure land tenure and weak recognition of community rights to manage forests can cause the ineffectiveness of Community Forestry and deter incentives for long-term Sustainable Forest Management. Skill enhancement and empowerment of people to participate in an integrated approach to Community Forestry should be set up for long-term Sustainable Forest Management. Uncontrolled grazing and illegal cutting are common problems in the maintenance of Community Forestry plantation. Remedial measures such as awareness campaign on controlled grazing, participatory monitoring system and collaboration with relevant agencies and local authorities for law enforcement are still needed. It is expected to extend cooperation manner between Myanmar and ASEAN in developing and managing Protected Areas and Community Forestry under the priority areas of FAF sectors.

Empowering local institutions and promoting research on Community Forestry are required to improve future implementation of Sustainable Forest Management through community centered forestry conservation. Under this study, it can be found that Myanmar seems to pursue the idea of liberal theory in addressing environmental problems in a theoretical perspective. Liberal theory can accommodate international actors including local, regional and international organizations who regard environmental issues as legitimate. Unlike realists and radicals who fear dependency on other countries and organizations because it may diminish state power, liberals welcome the interdependency and mutuality to resolve the problems of environmental conservation. Myanmar has mostly engaged in regional agenda of ASEAN on Sustainable Forest Management and has readiness to depend on other regional and international actors in accordance with the concept of cooperative sustainability theory in its environment and forest conservation effort.

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