

FORESTS, TREES AND PEOPLE PROGRAMME

CONFLICT MANAGEMENT SERIES

INTEGRATING CONFLICT MANAGEMENT CONSIDERATIONS INTO NATIONAL POLICY FRAMEWORKS

Community Forestry Unit
Forests, Trees and People Programme
Forestry Department



Food
and
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Foreword

Conflicts over the appropriation, management and use of forest resources can pose significant constraints to sustainable forest management. Often, there are long-standing conflicts between governments, their agencies, the private sector and local communities, as well as among and within communities, over forest resources and their use and control. With the emergence of trends such as globalization and the liberalization of economies, forest resources on which rural and forest-dwelling communities depend are coming under increasing pressure from a growing number of actors, often considerably more powerful than the communities. With increasing demands on a decreasing resource base, conflicts within the communities themselves are also increasing in number and severity.

Forest policies, laws and regulations have considerable impact on conflicts involving forest-dependent communities, particularly disadvantaged and marginalised groups, including the poor, women and Indigenous Peoples, who are the most dependent on forests and trees. Policies, along with the laws and regulations enacted to implement them, can mitigate conflicts, create new conflicts or exacerbate existing ones. However conflicts, particularly those that involve forest-dependent communities, are seldom taken into account when formulating forestry policies. As a result, these communities are often further marginalised and disadvantaged.

Considering the importance of these issues and the lack of information on the linkage between forest policies and the occurrence of conflicts, the Community Forestry Unit (CFU) of the Food and Agriculture Organization of the United Nations, and its Forests, Trees and People Programme (FTPP), used the opportunity presented by the XI World Forestry Congress to organize a meeting of experts in the fields of community forestry and conflict management. The objective of the Satellite Meeting was to identify ways and means to better integrate

conflict management considerations into national policy frameworks, including both forest policies and other policies that impinge on the forestry sector, and to ensure greater participation from forest-dependent communities in policy formulation processes. This builds upon a series of activities initiated in 1992 by the CFU and FTTPP, including national and regional workshops, preparation of case studies, development of training material and training courses, as well as the organization of an international electronic conference in 1996 entitled, “Addressing Natural Resource Conflicts through Community Forestry.”

The CFU would like to express its deep gratitude to everyone who participated in the organization of the Satellite Meeting. First and foremost, the CFU would like to recognize the Government of Turkey for hosting the meeting and for the remarkable assistance provided by the Ministry of Forestry. The CFU would especially like to acknowledge the contributions of Ms. Suade Arançlý for her invaluable support before and during the meeting and of Mr. Muzaffer Dogru, who chaired the Satellite Meeting, with a blend of skill and a much appreciated sense of humour. Both Mr. M.K. Muthoo, FAO Representative in Turkey, and Mr. Altuğ C. Sıpal, FAO Programme Assistant, were very helpful with many logistical concerns that were encountered during the organization of the meeting. Michelle Gauthier was responsible for the overall organization of the meeting. She was assisted by a number of CFU staff, consultants and interns, including Marilyn Hoskins, Claude Desloges, Arne Musch, Erik Nielsen, Michela Mancurti, Linda Ransom and Anna Sherwood. The organization of the meeting was funded by the FTTPP, supported by a multi-donor trust fund of the governments of Italy, the Netherlands, Norway, Sweden and Switzerland. Very sincere thanks to all.

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Guiding Principles and Recommendations

The main result of the Satellite Meeting on “Integrating Conflict Management Considerations into National Policy Frameworks” held in Anatolia, Turkey, from 10 to 13 October 1997, is a series of “Guiding Principles and Recommendations” adopted at the plenary session held on the last day of the Satellite Meeting. These “Guiding Principles and Recommendations” were presented at Technical Session No. 27 of the World Forestry Congress, held on 20 October 1997 on the theme “Better Addressing Conflicts in Natural Resource Use through the Promotion of Participatory Management from Community to Policy Levels.”

The five guiding principles and 19 recommendations adopted by the Satellite Meeting are as follows:

Preamble

The challenge for forestry is to sustainably manage forest resources to provide rural livelihoods, environmental services and forest and tree products. Participatory forest management is increasingly recognized as an effective strategy to help meet this challenge.

Conflicts over natural resources are detrimental to sustainable forest management. These conflicts have always existed, yet the accelerated speed and magnitude of changes associated with global trends create increased conflicts. These trends include: globalization, growing inequity in resource distribution and economic benefits, population growth and deforestation with associated environmental degradation. In this context, the changing role of the state and the emergence of non-state actors both pose a threat and offer opportunities.

Conflicts occur between a variety of actors: within and between communities, between communities and state or private entities, as well as

between other actors. The most vulnerable in these conflicts are disadvantaged and marginalised groups, including the poor, women and Indigenous Peoples, who are the most dependent on forest and tree resources.

Developing procedures that enable all actors to participate in the development, implementation and appraisal of national resource policies, particularly forest-dependent communities and the vulnerable within them, is critical for sustainable forest management and rural livelihoods.

The Satellite Meeting recommends the adoption and implementation of these principles to better address conflicts over forest and tree resources, and support sustainable forest management and equitable sharing of benefits. The meeting emphasized that special consideration should be given to people who historically use the resources, to those with few other resource options and to those who are most dependent on forests and trees for food security.

Guiding Principles

- G1. Recognition of and respect for local rights, knowledge, structures, responsibilities and values (economic and non-economic).
- G2. Development and implementation of clear and transparent procedures for addressing conflicts including dispute resolution, negotiation, mediation, facilitation and adjudication processes that support and build on local mechanisms.
- G3. Adoption of participatory processes for development, implementation and appraisal of natural resource policies that include all users and interests and empower Indigenous Peoples, women and other disadvantaged individuals.
- G4. Development and dissemination of information that is clear, accessible and in culturally appropriate forms.
- G5. Encouragement of management for multiple use of forests and trees to meet the needs and values of diverse users, giving priority to communities and people directly dependent on these resources.

Recommendations

Harmonize policies

National natural resource policies are often contradictory. It is therefore crucial to harmonize existing and future resource policies in order to minimize conflicts over forest and tree resources.

- R1. Identify and address contradictions and gaps in national policies, laws and regulations that concern or otherwise negatively impact on forest-dependent communities.
- R2. Review and revise as needed current policies and laws to recognize local and Indigenous Peoples' forest and land use rights and to protect traditional users' rights and institutions.
- R3. Incorporate conflict analysis, along with environmental and social impact studies and gender analysis, into policy and planning processes, and also into the design, implementation, monitoring and evaluation of development initiatives.

Collaboration and cooperation

Collaboration and cooperation between all actors involved in forest management, particularly forest-dependent communities and Indigenous Peoples, are essential for sustainable forest management.

- R4. Reform forest policy and planning processes to enhance participation at all levels.
- R5. Create opportunities, including public fora, to foster dialogue and negotiation among all forest and tree resource users.

Empower communities

Power disparity between actors is a major constraint to genuine participation in conflict management fora and equitable outcome of conflict over forest resources.

- R6. Develop legal frameworks and instruments to empower local communities for effective participation in forest and tree resources management.
- R7. Develop participatory mechanisms to monitor the outcome of agreements between parties.
- R8. Identify institutions or groups charged with reporting infractions to ensure compliance and accountability.

Participation

Without effective mechanisms and strategies to ensure local-level participation in forest policy dialogue, development and implementation, there cannot be long-term commitment to survival of forest resources.

- R9. Minimize power disparities and inequities through supporting communities in building strategic alliances, coalitions, federations, networks and community-based organizations.
- R10. Encourage NGOs, universities, community organizations and news media to collaborate in supporting effective policies that incorporate local participation.
- R11. Ensure availability of financial resources to support local participation in local and national policy dialogue.

Capacity building and training

Training activities and institutional capacity building are crucial to contribute to and implement effective policies.

- R12. Support and enhance local and traditional mediation practices and provide mechanisms to enable local communities to effectively analyse and negotiate their needs and interests.
- R13. Provide training in conflict resolution tools for all relevant actors to strengthen institutional capacity to support conflict resolution processes.

Communication

Effective forestry policy development and implementation requires concerted, transparent and ongoing communication so that decisions are not taken without the involvement of all actors.

- R14. Establish clear communication channels among all relevant actors with defined ‘feed-back’ and ‘feed-in’ opportunities relating to policy formulation and conflict situations.
- R15. Support increased communication between farmers, herders, Indigenous Peoples and other rural groups to exchange techniques and experiences in order to deepen resource management knowledge and lessen potential for conflicts.
- R16. Ensure that information regarding relevant policy is both accessible and understandable in local contexts.

Resource planning and management

It is essential that resource users be directly involved in forest resource policy and management if such a process is to be effective.

- R17. Prepare management plans based on participatory processes that take into consideration the local and national interests.
- R18. Incorporate appropriate environmental and cultural criteria.
- R19. Expand opportunities for local groups to communally and/or collaboratively manage and benefit from forest areas, even when other institutions own the resource.

1. Introduction

The meeting “Integrating Conflict Management Considerations into National Policy Frameworks,” convened by the FAO Community Forestry Unit (CFU), was held in Antalya, Turkey, from 10 to 13 of October 1996. It was held as a Satellite Meeting to the XI World Forestry Congress under the chairmanship of Mr. Muzzafer Dogru, a noted forestry expert with extensive experience in Turkey and the Near East.

The purpose of the Satellite Meeting was to identify ways and means to better integrate conflict management considerations into national policy frameworks, including both forest policies and other policies that impinge on the forestry sector, and to ensure greater participation from forest-dependent communities in policy formulation processes. The meeting was intended to serve as a forum where participants could share their experiences and varied perspectives on community forestry in relation to conflict management and policy processes, and examine different aspects of policy-making related to forest management.

Over 45 participants attended the meeting. They included policy designers, implementors and analysts from national government institutions, development agencies, NGOs, Indigenous Peoples’ associations, universities and the private sector. Annex C provides a list of participants in the meeting.

The programme for the 3.5 day meeting is presented in Annex D. On Day 1, nine papers covering various issues linking forest-dependent communities, natural resource conflicts and the policy environment were presented. In addition, 12 papers prepared by meeting participants were distributed. Together these papers provided the background material for the working group discussions held on Days 2 and 3. All papers are presented in Annex A.

The working group discussions revolved around three principle themes:

- the policy framework;
- the policy formulation process; and
- policy implementation.

Discussions focused on:

- constraints that need to be overcome in current policy frameworks, including issues of power disparities and inequity;
- limitations of current policy formulation processes and means to improve them in order to better integrate the needs and rights of forest-dependent communities, including the need to incorporate local information and knowledge into policy development;
- changes (institutional, governmental, social, etc.) that must occur in order to develop a policy environment that can address conflict within the context of community forestry;
- ways and means to effectively implement policies at the local level, where there is often poor institutional capacity to enforce and implement policy; and
- training and research needs to be addressed so that conflict management considerations can be better incorporated into the policy-making process.

The results of the working group discussions were consolidated in a short document entitled “Guiding Principles and Recommendations” for presentation to the XI World Forestry Congress. This document was discussed and approved during the plenary session held on the morning of Day 4. It was later distributed to participants in Technical Session No. 27 of the XI World Forestry Congress, “Better Addressing Conflicts in Natural Resource Use through the Promotion of Participatory Management from Community to Policy Levels,” held on 20 October 1997. The report of Technical Session No. 27 is presented in Annex B.

On the last day, 11 participants (see Annex D) from the Working Group sponsored by IUCN on Community Involvement in Forest Management, which held a parallel session in Antalya, joined the meeting to discuss issues of common interest. Mr. Simon Rietbergen from IUCN’s Forest Conservation

Program presented a summary of the discussions and results achieved during that workshop. He informed the Satellite Meeting that the Working Group was created to document the efforts of forest-dependent communities in sustainable forest management as it was felt that international fora, particularly the UN's Intergovernmental Panel on Forests (IPF), were not recognizing these efforts sufficiently. Essentially, the Working Group plans to collect knowledge and information on the role of communities in forest management with special emphasis on policy and legal changes and how they influence forest resource management by communities. He stressed the need to enhance communications and networking and welcomed the opportunity to exchange results and ideas from both meetings.

The plenary session also included an initial reaction to the "Guiding Principles and Recommendations" by Mr. Muzzafer Dogru on behalf of the Government of Turkey. He highlighted the importance of such goals as well as some of the practical difficulties of implementation of such guidelines and recommendations.

There was also a brief discussion on follow-up to the Satellite Meeting; exploration of possible avenues and actions by FAO, the FTTP network and other participants.

The main results of the meeting are presented in the following sections. In addition to the "Guiding Principles and Recommendations" presented at the beginning of the document, they include a summary of the papers presented (Section 2), a synthesis of the discussions and results of the working groups on the three themes proposed for discussion (Section 3), and general orientations for follow-up to the meeting and concluding remarks (Section 4).

2. Overview of the Papers Prepared for the Meeting

During the first day of the meeting, nine presentations were made to provide background information for the working group sessions. A brief overview of these presentations follows below. The full text of the papers is available in Annex A.

Marilyn Hoskins (Community Forestry Advisor to the Environmental Policy and Institutional Strengthening IQC of USAID, USA) gave a preamble for the presentations. She presented an overview of conflict management approaches and tools in the context of community forestry. She also highlighted some of the main achievements of the Forests, Trees and People Programme (FTPP) in recent years, especially in collecting and analysing a vast amount of experience and information on what is known about traditional and current strategies for addressing various types of conflict in different cultural settings. Hoskins mentioned that conflict does not always have to be viewed or understood as a negative process. She noted that conflicts can allow existing underlying issues to surface and be addressed in ways that are supportive to the less powerful. She emphasized that in recent years it has become better understood that conflicts are multiplying and that their management is an extremely complex process. Only with effective policies, regulations and laws, with appropriate alliances to balance power and with participatory processes will it be possible to address conflicts in a way that allows forest resources to play their rightful economic, social and environmental role.

Claude Desloges (Forestry Adviser, Canada) emphasized the overriding importance of forest policies (and other policies that affect the management and use of forest resources by local communities) on the emergence and management of conflicts that involve forest-dependent communities. Desloges also stressed the need to develop participatory approaches in policy formulation and to develop practical mechanisms to implement policies that benefit local communities.

Madhu Sarin (Coordinator of a network on Gender & Equity in Joint Forest Management, India) stated that existing frameworks for conflict analysis and management tend to further disempower women and other marginalised groups within communities by creating an illusion of equality among the actors and failing to acknowledge the wide disparity in power and influence. She suggested that for community forestry to genuinely empower poor women and men dependent on common pool forest resources for improving livelihoods, the parameters for conflict analysis and its management should include a commitment to promoting gender equality and increasing the voice of marginalised groups, particularly women. Their greater dependence on forest and tree resources should be explicitly integrated in the formulation and implementation of national community forestry policies, which could then also become a basis for conflict analysis and its management. Sarin also highlighted the importance of recognizing that not all members of forest-dwelling communities are equally dependent on forest resources and priority needs to be given to improving access of the primary or most forest-dependent users.

Antonio Jacanamijoy (General Coordinator, Organizaciones Indígenas de la Cuenca Amazónica, Ecuador) highlighted some of the conditions necessary to ensure the autonomous development of Indigenous Peoples within national frameworks, with special emphasis in the Amazon Region. Jacanamijoy reflected on the changes indigenous communities have faced during the last 30 years and on the relationship between indigenous communities and other institutions present in the territories they occupy. He concluded by stating that it is crucial to clearly define the role of all involved institutions, including NGOs, and to mutually respect one another so that conflicts may be mitigated.

Pablo Ortiz (FTPP Consultant, Ecuador) described the Latin American experience of participatory natural resource conflict diagnosis and analysis with local communities and peasant organizations within the FPPP. Ortiz proceeded to illustrate the proposed methodology for participatory management of socio-environmental conflicts using two case studies: the Candoshi from the Peruvian Amazon and the Quichuas of Pastaza from the Ecuadorian Amazon. The approach proposes to strengthen local communities and improve local knowledge in order to help communities assume greater natural resource management rights and responsibilities. Furthermore, he discussed how the proposed methodology will create a political 'space' of tolerance, dialogue, communication and respect for difference.

Owen J. Lynch (Senior Attorney, Center for International Environmental Law, USA) reported that national legal systems and governmental institutions that assert exclusive legal control over the ownership and use of forest resources create local disincentives for sustainable community-based forest management. Lynch also described how national laws, such as the Philippines' newly enacted Indigenous Peoples Rights Act of 1997, that recognize and support community-based forest management and property rights provide a means for more equitable processing of conflicts. Lynch stressed that increased legal support for recognition of community-based property rights creates a more favourable environment for reinforcing and supporting local incentives for sustainable management of forest resources and ensures more equitable sharing of benefits.

Michael Ochieng Odhiambo (Environmental Attorney, Resources Conflict Institute - RECONCILE, Kenya) argued that democratic management of natural resources cannot exist in a country where the entire policy framework and associated policy institutions are autocratic. Odhiambo noted that in Kenya, legal obstacles and constraints to community-based forest management are intimately linked to the history of natural resources governance informed by 70 years of colonialism, followed by an additional 30 years of 'neo-colonial' oppression. This process has led to the weakening, and often to the collapse, of local natural resource management systems in Kenya. He concluded by stating that pre-colonial resource and conflict management mechanisms must be restored and integrated into today's modern and more formal policy structures.

Amrit L. Joshi (Planning Chief, Ministry of Forest and Soil Conservation, Nepal) outlined the evolution of Nepalese forest policy. Joshi described the forest policies' gradual transformation from a top-down bureaucratic process, evolving toward community-oriented policies and strategies that ultimately led to the creation of Forest User Groups (FUG). However, despite the great success of the Nepalese community forestry programme and its many positive impacts throughout the country, it has also generated conflict. This has primarily been related to resistance to the proposed changes from senior bureaucratic management toward community-based management, and the lack of coherence in legal and institutional frameworks and of clear rules for policy implementation objectives.

Henri Mathieu Lo (Professor, Université Cheick Anta Diop, Sénégal) reflecting on experiences in West and Central Africa, highlighted the negative impact decentralization can have on local communities and particularly on their relationships with other actors, given the context of a degrading environment and diminishing natural resource base. Lo also stressed that there is no ready-made

blueprint for conflict management. He identified two priority areas for future activity: the introduction of conflict management considerations in the policy and legal framework, and the assessment of local (customary as well as modern) approaches and tools for conflict management.

Geoffrey Quaile (Environmental Advisor Grand Council of the Crees, Canada) demonstrated how gaps and divergent interests in the Canadian and Québec policy environments, particularly the 1975 James Bay Northern Québec Agreement and the 1986 Québec Forest Law, have negatively impacted the Cree community. Quaile highlighted that even though participatory processes are embedded in the Agreement, mechanisms enacted to ensure such participation are ineffective as they are not culturally adapted to the Cree. The communities of Eeyou Astchee (James Bay) therefore have little input into the forest management plans prepared by large private forest companies.

There were 12 other papers prepared by participants that could not be presented due to time constraints. These papers were distributed at the beginning of the meeting and contributed valuable background material for the meeting and enriched discussions during both working group and plenary sessions. These papers are also presented in Annex A. They are:

AUTHOR(S)	TOPIC
<hr/> ■■■■■ <i>Muzaffer Dogru, Abdurrahman Sagkaya Cebal Çoban, Ekrem Yazıcı, Suade Arançlı</i>	Describes experiences with conflict management in Turkey; emphasizes the need to strengthen skills of forestry staff, enhance overall awareness and build partnerships with local communities.
<hr/> ■■■■■ <i>Yara Abdul-Hamid</i>	Building on ENDA-GRAF experiences in Sénégal, describes positive conflict management as a means to transform conflict situations into opportunities to empower local people and strengthen their capacity to deal with conflicts.
<hr/> ■■■■■ <i>Jorg Albrecht</i>	Discusses how land use policies and lack of coherence in the policy framework are major sources of conflict involving forest-dependent communities in Paraguay.
<hr/> ■■■■■ <i>Alfonso Peter Castro</i>	Effective conflict management policies and practices in community forestry will not occur until government officers are willing to recognize communities as partners in the problem-solving process. Presents an evaluation of the Social Forestry Project in Bangladesh, historical research on forest conflicts in Kenya, and experiences at Syracuse University in trying to deal with forest conflicts and related conflict resolution issues

<hr/> <i>Benedetto Cavalcaselle</i>	Conflicts between local populations and the Forestry Service in Jordan and Syria stem from traditional and restrictive forest legislation and are frequently the hidden cause of forest resource degradation.
<hr/> <i>William Gombya-Ssembajjwe</i>	Describes the International Forestry Resources and Institutions Programme (IFRI) and how systematic data collection and analysis can be used to address conflicts related to forest resources.
<hr/> <i>Cynthia Josayma</i>	Outlines the content of the Conflict Resolution Training Manual Series presently being developed by the Regional Community Forestry Training Center (RECOFTC) in Thailand; stresses that the basis of conflict resolution should be to provide safe communication fora for conflicting interests to engage in a dialogue until a mutually agreeable solution can be determined.
<hr/> <i>F.M. Nkako</i>	Highlights the crucial need to re-examine the natural resource management policy framework in Kenya to ensure greater participation of local populations in resource management.
<hr/> <i>Hubert M.G. Ouedraogo</i>	Environmental policies in Burkina Faso have created an artificial opposition between the need to protect natural resources and the vital interests of local communities; both need to be reconciled through a peaceful management of reserved forests.
<hr/> <i>Lai Qingkui</i>	Using three case studies from Yunnan Province in China, describes how conflicts can arise where conservation efforts and income-generating activities of local populations have opposing objectives.
<hr/> <i>K.B. Shrestha</i>	Describes conflicts arising within Forest User Groups (FUG) in Nepal and between FUGs and other actors; provides field-level details on the difficulties to implement policies.
<hr/> <i>Margaret M. Skutsch</i>	A thorough analysis of the conflict must precede any attempt at conflict resolution; conflict analysis should be integrated into the policy formulation process and be considered a standard element of project formulation and project implementation.

3. Summary of the Working Group Discussions

Discussions in working groups focused on three main themes:

- the policy framework;
- the policy formulation process; and
- policy implementation.

Participants were divided into four working groups to address each theme, in turn. The results of each working group discussion were presented, discussed and integrated in plenary sessions before moving on to the next theme.

The outcomes of the working group and plenary discussions held during the Satellite Meeting are presented below. Although an effort has been made to avoid redundancies, all three themes are closely related. Therefore similar observations and recommendations may appear under two or even all three themes. In addition, observations presented under one theme may also be applicable to the others.

3.1. The Policy Framework

The first working group session focused on the policy framework or policy environment. The term ‘policy framework’ was used during the Satellite Meeting in a broad sense to include the body of policies, laws and regulations (and the institutions that implement them) that have an influence on forest land and resource management, particularly forest resources on which local communities depend.

Discussions on this topic were launched with the questions:

Given the international context and global trends such as globalization, market economy, the changing role of the state and the emergence of non-state actors and ecological interdependence, what should be the guiding principles for addressing conflicts within the context of community forestry?

What are the strong points and weak points of current policy frameworks in relation to the identified guiding principles?

3.1.1. Guiding Principles

Before identifying guiding principles for addressing conflicts within the context of community forestry, participants at the Satellite Meeting agreed on a series of assumptions regarding conflicts in relation to forest-dependent communities. These ‘givens’ are:

- natural resource-based conflicts occur at a variety of levels: within communities, between communities, between communities and local or state-level government, and between communities and parties external to the community;
- conflict, or the potential for conflict, will always exist at one level or another, surrounding the management, ownership, use, access and/or control of forests and trees;
- given current global trends, new arenas of conflict are developing; and
- conflicts are manifestations/symptoms of a variety of conditions, including the inequality and absence of strategic actors in the management of forest resources, failure to recognize local and indigenous knowledge and management skills, and the complexity and diversity of the needs and views of a great variety of actors.

Participants agreed that the policy framework for addressing conflicts in the context of community forestry must be based on the principles of peace, equity, respect for human rights, democracy and environmental sustainability. Policies should also embody the following principles related to equity, rights, actors and communication.

Equity

- In order to achieve sustainable management of forests and trees, forest-dependent communities must be empowered.
- In order to achieve a balance between conservation of forest and tree resources and their sustainable use, priority must be given to the satisfaction of basic needs of forest-dependent communities.
- The diversity of needs and views of different forest users, including men and women, must be recognized and respected, acknowledging that priority must be given to groups who depend most on forest and tree resources and those with traditional rights to such resources.

Rights

- User rights, responsibilities and benefits must be linked.
- The right of people directly dependent on forests to participate in a meaningful way in the policy formulation process and in the implementation of forest policies must be recognized.
- Existing customary (traditional) institutions governing users' rights and the primacy of local governance must be recognized.

Actors

- All actors must be included and represented, with particular attention to inclusion of the most marginalised groups, especially Indigenous Peoples and women.
- Systemic and specific discrimination must be eliminated, in particular against the poor and minority groups (including both women and men).

Communication

- Access to information must be provided to all interested actors, in a timely and culturally appropriate way.

3.1.2. Current Issues Related to Policy Frameworks

The Satellite Meeting participants recognized that current policy frameworks vary considerably from country to country and from region to region. They also acknowledged that national and global policy environments are undergoing considerable and rapid changes. Strengths and weaknesses in current policy frameworks were regarded as entry points to improve policy frameworks.

The main issues identified were divided under five categories and are listed below.

General

- While in many countries, formal policies support the legal empowerment of communities, there are still many countries that lack such a legal framework, particularly in many non-industrialized countries. It was also noted that the policy environment of some countries actually has become more ‘hostile’ to community management of forest resources.
- Too often, the policy environment is filled with gaps, overlaps, contradictions and inconsistencies; this is also reflected in the institutions that implement such policies.
- Public administrations are often bureaucratic, cumbersome and lack sensitivity to local communities.
- Wide gaps exist between policy objectives and actual implementation; this is possibly the most pressing issue to address in the future.

Rights

- Policy environments that reflect past history still endure today and favour unequal distribution/access to forest resources, often compelling the poor and the marginalised to exploit forest resources in an unsustainable manner.
- The rights of Indigenous Peoples are increasingly being recognized, however state ownership and control of forest and tree resources is still predominant, so these rights are often overlooked.
- National policies in many countries do not (sufficiently) recognize the traditional/customary rights of local populations on common

pool forest lands and resources. In particular, rights of marginalised groups, women and Indigenous Peoples are often ignored. Mechanisms developed to implement these national policies often exclude these groups.

Resource planning and management

- There is an increasing awareness of the need for environmental conservation, sustainable use of forest and tree resources, as well as for the need for multiple forest use. However, in practice, land use planning is often conducted in a segmented, compartmentalized fashion and considers only single use. Objectives regarding forest land use are often unclear and contradictory.
- Forest policies do not recognize the value of all forest and tree resources, in particular that of forest lands without commercially viable trees and that of non-timber forest products.
- The increasing monetarization of non-timber forest products often deprives marginalised groups of forest products needed for their daily subsistence.
- Official acknowledgment of the potential of community-based management is increasing, but there is still little appreciation of the value of local knowledge.

Participation

- New approaches and tools for participatory forest management have been developed, however, too often genuine participation with real benefits for local populations is still at an early stage.
- Decentralization, which is an important policy in many countries, has not always stimulated or supported devolution of control to communities. At the same time, new trends such as globalization are leading to the creation of new decision-making fora further away from local communities (at the national and international level), to which local communities have no access and in which they have no voice.
- Bottom-up planning and forest policy formulation approaches are gaining wider acceptance, however, much is still to be achieved in order to better integrate both 'top-down' and 'bottom-up' approaches.

- Democratization and decentralization are seen as positive factors in the strengthening of civil society, as they allow local communities and community-based organizations to participate in the remodeling of the policy environment. However, increased participation of diverse actors may in fact contribute to the emergence of new types of conflicts.

Communication

- Efforts have been made in all regions to enhance transparency and ensure wide diffusion of information. However, local communities are often still excluded from decision-making processes that affect their lives directly, and there is a lack of appropriate and culturally sensitive means of communication.
- Information must be disseminated in a timely manner.
- In some regions, public information media contribute to raise local-level awareness and stimulate critical change, however in most countries this is not the case.

3.2. The Policy Formulation Process

Working group discussions were initiated with the question:

Which approaches and mechanisms are needed in order to influence the policy framework according to the identified guiding principles?

Participants agreed that the policy formulation process must be flexible and dynamic and:

- must strive to strengthen community-based forest resource management, and
- must take into consideration the diversity and complexity of resources and resource users.

It was suggested that the main characteristics for an effective policy formulation process are:

- participatory and inclusive;
- consultative, where the promotion of dialogue is encouraged;
- respectful of local knowledge, culture and practices;
- sensitive to minority interests and special needs;
- respectful of basic human rights;
- informed by both local/traditional knowledge and research; and
- characterized by transparent and available information.

The participants made the following recommendations concerning the policy formulation process.

General

- strive to harmonize policies, laws and regulations, locally, nationally and globally
- integrate conflict analysis in the policy formulation process and in the design of all policy instruments that may affect forest-dependent communities, along with environmental and cultural impact studies
- provide for the consideration of local or customary laws, institutions and authorities on the same basis as formal or legal policies and policy instruments
- build citizenry, strengthen dialogue among all actors, and develop collaborative links and cooperation
- raise awareness at all levels, particularly among decision-makers

Public participation

- provide a forum for the articulation of needs and interests by representatives of all levels of governance, from local to global
- provide a forum for the redefinition of the role of all actors and relationships between them, particularly with regard to facilitation vs implementation roles and responsibilities

Community involvement into forest resource management

- build local forest-dependent community capacity through strengthening community-based organizations, fostering strategic alliances and collaborative networking
- ensure participation of local communities and Indigenous Peoples in multi-level fora, particularly nationally and internationally, where decisions are made that can negatively affect a local community's way of living and use of forest resources on which it depends

Formulation of policies

- ensure transparency and accountability in the formulation of policies and drafting of laws allowing for feedback, input and adjustments, through participatory monitoring
- commit sufficient resources (human, financial and time) to facilitate a truly participatory process

3.3. Policy Implementation

Considering the question:

Given the guiding principles that should be incorporated in the policy framework, given also the weak and strong points of current policy frameworks, HOW can policies be implemented to increase benefits and power to local communities and provide all actors with the means and tools to deal more effectively with conflicts?

the Satellite Meeting participants recommended:

Build a common vision, awareness and mutual trust

- develop a vision and enhance awareness of community forestry at all levels and develop the means to address conflicts over forest resources in a positive and constructive way
- develop trust between local communities and government institutions at all levels

- develop local structures that represent and include local populations and ensure that all members of local communities are incorporated in the policy implementation process including, men and women, elite and marginalised groups
- develop mechanisms to implement policies that are culturally sensitive

Promote public participation: networking, collaboration and cooperation

- develop or strengthen fora at the local and national levels to address conflicts between local communities and other actors such as local and national government institutions, private enterprises, NGOs and donor agencies
- form national umbrella groups to encourage cooperation among community-based organizations, NGOs and universities to facilitate the exchange of experiences and knowledge

Improve communication

- widely disseminate approaches and tools to address conflicts over forest resources by using all available media and by developing case studies
- establish clear communication channels between sectors, at local, regional and national levels, and between all parties involved in the management and use of forest and tree resources
- ensure efficient flow of information from government to communities, and from communities to government and other actors
- strengthen local communities and community-based organizations to develop networks nationally and internationally in order to exchange experiences and gain wider access to information and communication tools

Incorporate conflict management mechanisms into natural resources planning and implementation

- given that many community forestry activities in developing countries are supported by international donors, encourage the development of a long-term process-oriented approach (rather than project approach) and integrate conflict analysis and assessment

(such as with environmental and gender assessment) into programme design, implementation, monitoring and evaluation;

- develop, fund, promote and adapt training programmes to improve skills in conflict awareness, analysis and management
- incorporate conflict management into educational programmes in community forestry management at all levels
- encourage research and development of standards for data collection/monitoring so that conflict management can benefit from both local knowledge and scientific data; ensure exchange and dissemination of research results

Promote community involvement in forestry resources management

- promote local participation in joint forest management plans and forest users groups or other similar participatory initiatives
- develop and implement participatory land use planning approaches that recognize and value existing cultural groups and ecosystems

Develop mechanisms for managing the conflicts and monitoring the agreements

- develop and adapt culturally sensitive approaches, mechanisms and fora to deal with conflicts involving local communities; these approaches and mechanisms should be built on existing local mechanisms, practices, customs and knowledge
- strengthen the capacity of local communities, particularly marginalised groups, to effectively participate in these fora and use these conflict management mechanisms; provide access to technical assistance (e.g. negotiation skills)
- ensure that benefit-sharing agreements between governments and local populations and between community members or user groups are clear, easily understood and equitable

4. Conclusion

The Satellite Meeting identified several issues related to national policy frameworks, policy formulation processes and policy implementation that influence, positively or negatively, the capacity of forest-dependent communities to defend their rights over forest resources and manage them for their own benefits.

The main output of the meeting is a series of “Guiding Principles and Recommendations” which, if implemented, should contribute to minimizing conflicts over forest resources on which rural and forest-dwelling communities depend, or reinforce their capacity to address conflicts when they emerge.

The “Guiding Principles and Recommendations” set forth by the Satellite Meeting offer an ambitious yet important framework for integrating conflict management into forestry and other resource-based sectors. In particular, the recommendations’ emphasis on harmonizing policies, increasing collaboration, empowering communities, linking local participants with supporting groups, building capacity through appropriate training, seeking improved communication within and across communities, and involving forest users in resource planning and management cover substantial ground.

As noted by the chairman of the meeting, Mr. Muzzafer Dogru, when referring to the specific case of Turkey, implementation of these principles and recommendations will take time and require the cooperation of all actors while at the same time giving special consideration to empowerment of local communities.

As a follow-up to the Satellite Meeting, it was suggested:

- to present the **Guiding Principles and Recommendations** to Technical Session No. 27 of the XI World Forestry Congress on 20 October 1997;

- to widely distribute the **Proceedings** of the Satellite Meeting and share the outcomes of the meeting with institutions and networks at all levels, in order to identify national and local priorities and adapted strategies for follow-up action;
- to disseminate the results of the meeting through the **FTPP network** and discuss the relevance of the recommendations in each region;
- since **training needs** are enormous in all regions, training must become an integral part of the follow-up process to the Satellite Meeting; training material on conflict resolution is currently being developed by RECOFTC for the Asian region with support from the FTTP; translation and adaptation of this material to other regions should be carried out; and
- in terms of **networking and information dissemination**, participants encouraged the CFU and the FTTP to diffuse the results and Proceedings of the Satellite Meeting using electronic means such as the CFU Webpage; participants also suggested that the CFU Webpage be used to facilitate networking among the Satellite Meeting participants and their institutions by sharing new information and experiences in the area of conflict management and policy design and implementation; it was also suggested to develop a virtual library on conflict management on the CFU Webpage.