ASIA FOREST NETWORK

Community Forest Management Support Project 2000 for Southeast Asia

STRATEGIES IN DIAGNOSIS AND PLANNING FOR COMMUNITY FOREST MANAGEMENT
WORKSHOP PROCEEDINGS

REGIONAL FIELD WORKSHOP

MACTAN ISLAND, CEBU, PHILIPPINES





COMMUNITY FOREST MANAGEMENT SUPPORT PROJECT 2000 FOR SOUTHEAST ASIA

The Community Forest Management Support Project 2000 for Southeast Asia (CFMSP-SEA), is a project facilitated by Asia Forest Network (AFN) in conjunction with Community Forestry International (CFI) with financing from the European Commission and USAID through its East Asia and Pacific Environmental Initiative (EAPEI). The views expressed herein should in no way be taken to reflect the official opinion of any of the funding agencies.

Since its initiation in March 2001, CFMSP-SEA has made rapid progress in establishing an organizational infrastructure and initiating project activities. CFMSP-SEA facilitates the development and implementation of community-based forest management (CFM) policies and programs in five participating Southeast Asian countries from its regional hub office in Tagbilaran City, on the Island of Bohol in the Philippines. CFMSP-SEA supports country partner groups directly through the provision of technical assistance, training activities, small grants, and publications support. The program also promotes regional exchange and the sharing of CFM experiences through annual regional meetings and regional field workshops, and numerous cross-visits. Participating countries are Cambodia, Indonesia, Philippines, Thailand, and Vietnam.

For more information about this program, please contact:

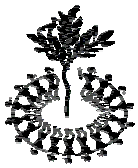
Asia Forest Network
Rowena Soriaga, Program Administrator
2/ Gallares Main Bldg., Gallares Square
Graham Ave/Maria Clara Street
Tagbilaran City, 6300, Bohol, Philippines
Tel/Fax: (63-38) 235-5800
Email: afn@mozcom.com

www.asiaforestnetwork.org



ASIA FOREST NETWORK

STRATEGIES IN DIAGNOSIS AND PLANNING FOR COMMUNITY-BASED FOREST MANAGEMENT



Workshop Proceedings

FOREWORD

The rapid depletion of the earth's forests is widely acknowledged by government leaders, scientists, city dwellers, and rural people around the world. It is also increasingly recognized that Western forest management models, oriented towards industrial timber production, have generally failed to sustain resources since they began being implemented in Asia in the 19th century. In response to this experience, in recent decades there has been growing openness in Southeast Asia to decentralized, participatory forms of forest management. While the 1900's were characterized by widespread forest degradation under state authority, by the end of the century many Asia nations began formulating a new generation of policies and programs that allow greater community involvement in forest management.

Over the past decade, the Asia Forest Network has observed, facilitated, and analyzed policy initiatives and field programs that seek to involve communities in forest management in Asia. Through its members' research and documentation, AFN monitors country trends concerning forestry sector policies and practices. Cross-visits provide its members with opportunities to look more closely at what is happening on the ground. Regional policy meetings provide venues to share experiences with recent policy developments and field realities contributing to the development of a broader regional overview of community-based forest management.

It is difficult to undo a hundred years of state forest management. In many Asian nations, the concept and practice of decentralization has just started influencing the national and local government paradigm. Only recently have governments begun to ask communities to express their desires, limitations, and capacities, empowering local governments with new authority over development funds. Assisting organizations are still exploring different ways to facilitate stakeholder participation in these newly initiated civil society processes. There is a need to explore ways by which new policies can be implemented to produce the desired impact on forests and communities. Different forms of dialogue, participatory mapping and collaborative planning are some emerging methods that are being adapted for use in a broad range of social cultural and environmental contexts.

Through the Community Forest Management Support Project for Southeast Asia (CFMSP), with funding from the European Commission and USAID, AFN is supporting partner organizations in the region that are involved in the design, field testing and evaluation of field methods that support community forest management initiatives. Special attention is given to ways to facilitate dialogue processes between forest-dependent communities and local government that lead to formal management agreements based on resource use plans. CFMSP support takes the form of small grants, technical assistance, and regional field workshops.

This first Regional Field Workshop deals with strategies in diagnosis and planning for community forest management. This workshop is intended to help implementers and "project managers" to effectively and efficiently engage communities, local government and other stakeholders in dialogue and planning for forest management. Participants come from AFN partner member institutes from Cambodia, Indonesia, Philippines, Thailand and Vietnam. They have been invited to present strategies that they are or will be using in their current field activities.

In addition to representatives from organizations involved in projects in Southeast Asia, a number of resource persons have been invited to present their experiences in implementing strategies chosen for the workshop sessions. Case studies describe experience with efforts to implement

decentralization and CFM strategies. The implementation strategy cases have been drawn from lessons learned by the Philippine Working Group on Community-Based Natural Resource Management (PWG) through its visits to various sites in the Philippines between 1994-1997. AFN limited the meeting to 25 participants in order to provide more time for open forum and informal discussions that encourage in-depth exchanges.

This report provides a synthesis of the first regional field workshop. The workshop report includes materials from the presentation of country project representatives and resource persons, as well as ideas generated through informal discussions. Each strategy is presented along with a detailed description of the social and physical environment in which it was utilized. Relevant workshop inputs are described that helped participants refine strategies. Experiences with varied implementation strategies that were presented by resource persons have been synthesized to bring out their relevance for other countries. As the report highlights, parallel country experiences are identified that emerged during the many exchanges. It is hoped that this synthesis report will contribute to our regional understanding of emerging experiences in implementing community-based forest management systems in Southeast Asia.

-Peter Walpole
AFN Regional Field Director

ACKNOWLEDGEMENTS

The successful outcome of the first regional workshop is primarily due to the contributions of the participants and resource persons. Their collective knowledge and experience are the source of the learning reported in this document. The participants' honesty and willingness to exchange information regarding failures and successes emerging during the implementation of their projects, and their ability to learn from each other's successes and challenges, created an atmosphere of openness that characterized the workshop.

Logistically, the workshop would not have happened without the support from the AFN-Bohol staff and the substantial assistance by ESSC staff in Manila. Arlen Salgados, Abigail Mejorada and Fidel Supremo provided the arrangements so presenters could focus on their work. Ric, Pheng, Arnold, Jane, and Edith set up the arrangements for Manila activities. Special mention needs to be given to Mr. Darwin Flores who facilitated the workshop and developed much of the content for the report with the assistance of Rizel Sabanal and Emily Bosanquet.

Great appreciation is given to Dr. Mark Poffenberger and Dr. Kate Smith-Hanssen, whose guiding thoughts have always been present from preparation, to documentation, to editing of the final proceedings. Finally, this workshop was made possible through the Community Forest Management Support Project for Southeast Asia, with funding from the European Community. The views expressed, as well as any errors and omissions, are entirely those of AFN and do not necessarily reflect the opinion of the EC.

-Pedro Walpole
AFN Regional Field Director

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PART I: INTRODUCTION

Objectives of the Asia Forest Network Field Program

There is increasing recognition in South East Asia that involving communities and local governments in forest protection can promote sustainable natural resource use and prevent destructive timber extraction and watershed erosion. Such community-orientated natural resource management, known broadly as Community-Based Forest Management (CBFM), has additional social economic benefits associated with securing community livelihoods and promoting community autonomy and self-dependence. The objectives of Asia Forest Network (AFN) are to support the development of CBFM in South East Asia. This is done through direct support grants to local institutions and transferal of knowledge to local field sites through regional exchanges.

AFN views the emergence of CBFM in the late 20th century in Southeast Asia as part of a historic transition towards a new era of decentralized resource management, replacing earlier management regimes that were based on centralized, state authority that characterized the later 19th and 20th century. There are no fixed formulas that define the policy and operational changes required to transition from State controlled to CBFM systems. Instead the process is site specific and depends on many variables including political, ecological and social conditions that prevail at the national and local level as well as the capacity of the government and the community to engage in meaningful and sustainable CBFM. There are, however, similarities in the actions and strategies that countries are using to facilitate these shifts in resource management regimes. As a consequence, it is possible to propose a general framework for decentralizing and democratizing forest management that involves the transfer of authority from government to local communities. This framework implies as series of actions that may catalyze and guide the development and establishment of CBFM. Individual steps described may include diagnostic studies, planning exercises, mapping activities, and monitoring components. The development of a strategy to undertake these components is important for effectively establishing CBFM, though again, it must be adapted to specific contexts. The aim of this workshop was to support the development of CBFM strategies for each participant's community project.

Field Workshop Objectives

The overall aim of this workshop was to promote learning exchange of CBFM on a regional scale. Resource people drawn from local government, communities, and assisting organizations provided support and advice to participants based on their extensive experience in CBFM. More specifically, the workshop objectives were to:

- Explore ways to assist communities and local government officials in conducting forest and watershed management planning activities
- Support AFN country partners as they design CBFM strategies in their project site

The workshop strategy involved the preparation of diagnostic, planning, and co-management methods by participants with discussion of these methods with resource people, other participants, and AFN staff. Workshop sessions focused on the application of methods by participants in their own project sites. Participant and resource persons shared their project strategies, focusing on flexible methods that were easily adapted to other site contexts. Based on this exchange, participants were able to refine their project strategies and move forward in the process of CBFM.

To help presenters focus their presentations and discussions, the following guide questions were given:

Diagnosis

- How did you (or will you) identify forest user communities and their spatial domain?
- How did you (or will you) document traditional land use systems using local terms and transect drawings?
- How did you (or will you) conduct an inventory of community strategies for natural regeneration, sustainable extraction and watershed protection?
- How did you (or will you) identify/scope existing dialogue mechanisms between communities and local government for resource management?
- How did you (or will you) analyze the site's (resource) potential for collaborative management?

Planning and Co-Management

Spatial Analysis

- When and how did (or will) you use different mapping techniques to analyze problems/conflicts with communities?
- What kind of maps are (will be) useful for understanding natural resource management conflicts? How did (will) you formulate them?
- What process of analysis was (will be) effective in communicating learning to different groups involved?

Planning

- How did you (will you) move from spatial analysis to management planning?
- What spatial mapping procedures were (will be) useful in developing your management plan? (Sketch maps, scale maps, integration, workshop, discussions, others?)
- What process of spatial planning is (will be) effective in developing community-based management systems?

Management

- What was (will be) the process or processes (elements) facilitated by maps, images, and documents that led (will lead) to actual management?
- How did (will) the process secure access and usage rights for communities in the site/area?
- What processes were (will be) accepted or recognized by local government (and other interest groups)?
- What process gave (will give) communities a holistic and complete picture of resources and relationships in their area?

The workshop process and guide questions were designed to bring out discussions on what strategies work well, what did not work at all, what methodologies and processes are facing challenges and difficulties, and in what situations are these occurring. During the workshop, participants focused on their particular activity, finding different contexts and venues to discuss it. They shared its potential and limitations, what the critical next steps would be, and the relevance and impact of what they are doing. All the time, they were drawing from other "practitioners" and where they were going. By the end of the workshop, people had a practical sense of what they wanted to move on next, the pitfalls and potential limitations, as well as people they could contact and materials they could use along the way.

Background of Field Sites

The participants were drawn from field site projects in five countries: Cambodia, Indonesia, Philippines, Thailand and Vietnam.

Cambodia – Japanese International Volunteer Center (JVC)
This project involves working with young Cambodian professionals and social scientists to support the implementation of the newly ratified community fisheries and flood forest management policies for the Tonle Sap Lake. Cambodian NGOs are working with eleven villages that have been granted 2,800 hectares of flood forest and fishing lots in Kampong Chhnang. The objective is to work with these village communities and local and regional governments to develop and implement a community forestry and fisheries management plan.

Indonesia – Wonosobo District, Central Java
The aim of this project is to support communities and local governments in implementing a local legislation recognizing community forest management in the district's forest. The project seeks to facilitate a transfer in forest management authority from the State Forest Corporation, a parastatal agency, to local hamlet-based farmers.

Philippines – Municipal Government of Candijay, Bohol
This project supports the Candijay Municipal Government in their fieldwork facilitating a dialogue process with communities and the local government in the Candijay Municipality, Bohol. Discussions include coastal and upland watershed communities to identify management issues, challenges, and strategies that would lead to and integrated Caro-ud watershed management agreement.

Thailand – Royal Forest Department (RFD)
With the ratification of the Community Forestry Bill in 2001 by the Thai Congress, the roles, rights and responsibilities of the local government institutions and forest-dependent communities have changed. This project supports the RFD's Watershed Division to design a program in northern Thailand that will support the re-orientation of RFD unit chiefs to new Community Forestry Management (CFM) policies and programs. This activity will help 40 to 50 RFD Watershed Unit Chiefs from northern Thailand to understand both the contents of the new policies, as well as effective processes and strategies to implement them in their administrative areas.

Financial and technical assistance from AFN to the RFD's Watershed Division is allowing for the development of a sub-watershed management network that will link communities, local government, NGOs, and the RFD in the Mae Khan watershed, Chiang Mai province. The planning activity is helping to build the capacity of the RFD Watershed Unit staff to design a strategy that will create new institutional frameworks for the implementation of the new community forestry bill.

Vietnam – Forest Inventory and Planning Institute (FIPI)
This project supports FIPI in designing a district CFM networking program for Cao Bang Province, northern Vietnam. This program will offer new institutional capacities for local government to implement emerging national policies, as well as a mechanism to officially recognize informal community management practices. FIPI's goal is to develop a project design, including the selection of appropriate sites and the formulation of a series of sequential activities to facilitate the emergence of a district level CBFM support network.

PART II: WORKSHOP HIGHLIGHTS

PARTICIPANT PRESENTATIONS

Each group participant presented his or her individual site project including some of the historical context, current conflicts, and challenges that they face. Over the course of the workshop, participants were also asked to present the methodologies they will or have used to implement the diagnostic, co-management and planning aspects of CBFM. The participants' presentations opened up dialogue between themselves and the resource people, providing an opportunity for feedback and refinement of the CBFM methodologies and strategies identified by the participants. The methodologies and feedback for each project site are presented here.

Cambodia – JVC

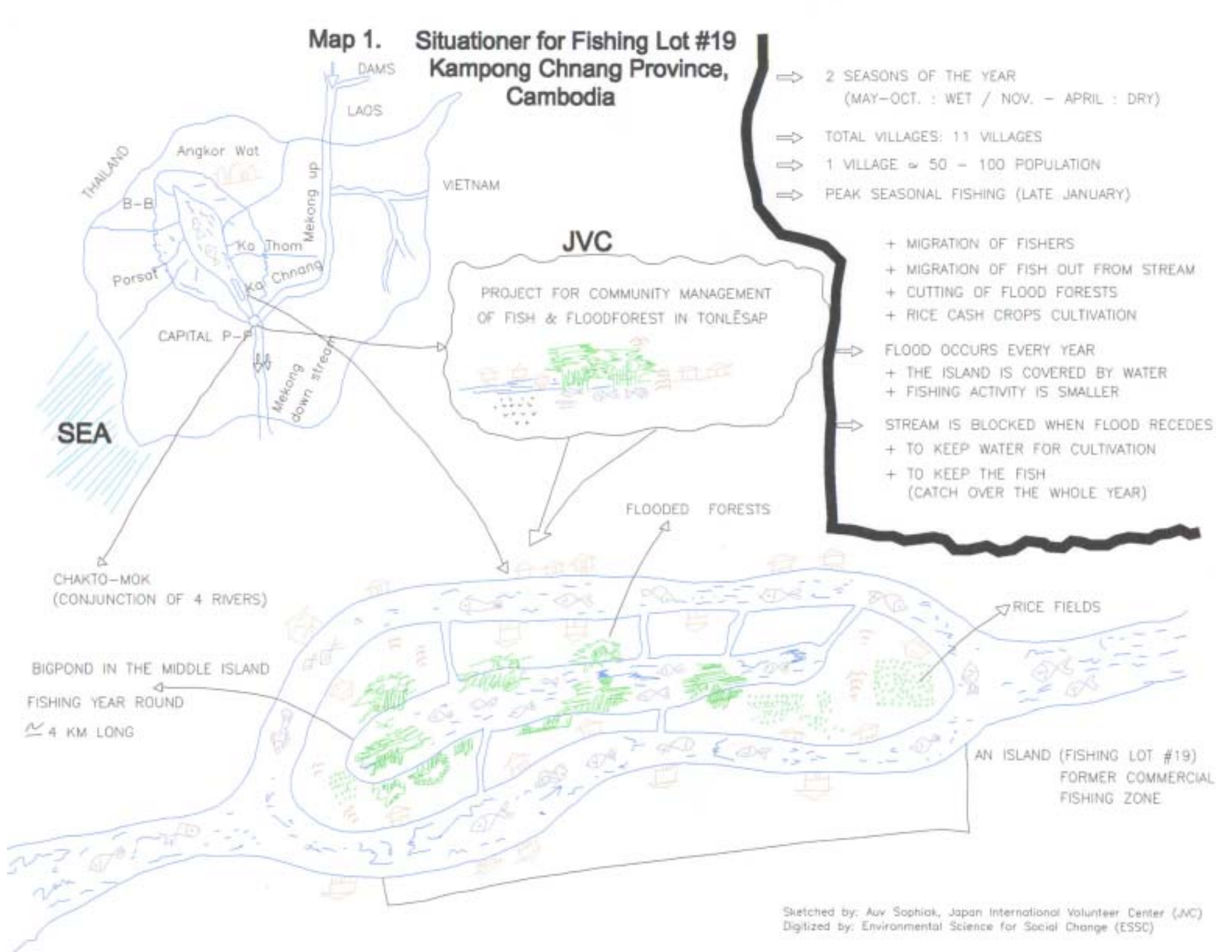
Presenter:
Mr. Auv Sophiak, Project Officer for Community Management of Tonle Sap,
Japan International Volunteer Center

The project is still at an early stage in terms of understanding the social, political, and ecological relationships at fishing lot #19, located within the Tonle Sap in Kampong Chhnang (see Map 1). Eleven different villages share this lot. Under new policy directives, these villages have the opportunity to manage the lot as a community. This project is unique in that it involves community-managed programs for aquatic resources as well as flood forest resources. The project is in the process of conducting participatory research at fishing lot #19 with the following specific objectives:

- Identify, document and gain an understanding about user groups and their system of use and access of fishing lot # 19.
- Increase understanding of the local dynamics between and among local authorities, communities, and concerned NGOs.
- Identify areas of possible cooperation or collaboration among various stakeholders at fishing lot # 19.
- Provide information for developing a program for local community management of the fishing lot.

The community mapping process presented by Jojo Parreno of Environmental Science for Social Change, (ESSC) was of particular interest to the Cambodian project. Informal discussions that continued late into the night and breakout groups helped Mr. Sophiak identify a more detailed work plan within the next three months following the workshop. Mechanisms and processes for facilitating dialogue and resolving conflicts were of particular interest to Mr. Sophiak. It was suggested during the workshop that a strategy of trust building is needed to facilitate the dialogue between the community and fishery officials towards mutual recognition, respect and trust.

Map 1. Situationer for Fishing Lot #19 Kampong Chnang Province, Cambodia



Sketched by: Auv Sophiak, Japan International Volunteer Center (JVC)
Digitized by: Environmental Science for Social Change (ESSC)

Indonesia – Wonosobo District, Central Java

Presenters:
Mr. Laurel Heydir, Regional Facilitator for Jabotabek Forum Komunikasi Kehutanan Masyarakat
Mr. Irfan Bakhtiar, Director Policy Advocacy and Public Campaign, Volunteer Alliance for Saving Nature
Mr. C. Krustanto, Chairman, Local Assembly of Wonosobo District

The Indonesia participants identified the incentive and benefits of CBFM in the Wonosobo District of Central Java over centralized forest management through a state owned Forest Company, PT Perhutani. Communities in the District of Wonosobo in Central Java Province, with the assistance of NGOs and some local officials, are seeking the use of state forestlands under the broad national policy of district decentralization and autonomy frameworks. The communities have individual forestlands (*hutan rakyat*) that they manage with good tree cover in contrast to the open access and degraded state forestlands (*hutan negara*).

In October of 2001, the district representative council of Wonosobo passed a local regulation recognizing community forest management in the district's state forests. The dialogue process for initiating CBFM is illustrated in Figure 1 and the timeframe over which this process occurred is illustrated in Figure 2. Under the decentralization policy, district governments can manage natural resources within their geographical jurisdiction. Two weeks after the law was passed, the Ministry of Forestry was given forest management authority under a new and separate law. Many forest management initiatives by local governments were then cancelled and overridden by the Ministry of Forestry. The situation in Wonosobo reveals the need for action and the possibility of creating an actual situation for resolution of the differences that would help set the pattern for other parts of the country.

Currently, a total land area of almost 19,000 hectares in two state forest districts planted with pine and damar is under the authority of Perhutani of which 68% is classified as production forest, 32% preservation forest, 0.3% conservation forest and 0.1% recreation forest. By the end of 1999, more than 11,000 hectares of the two Perhutani state forest districts (distinct from political districts) have been deforested and degraded. In contrast, community forests (*hutan rakyat*) of 33,100 hectares have been planted with a mix of commercial tree species and fruit trees multi-cropped with coffee, banana, pineapple and salacca. Sengon (*Paraserianthes falcataria)*. The local community cultivates these crops for their commercial value.

Photographs of community forestland (left) and state forestlands (right).

FIGURE 1: FLOW DIAGRAM FOR INITIATING CBFM

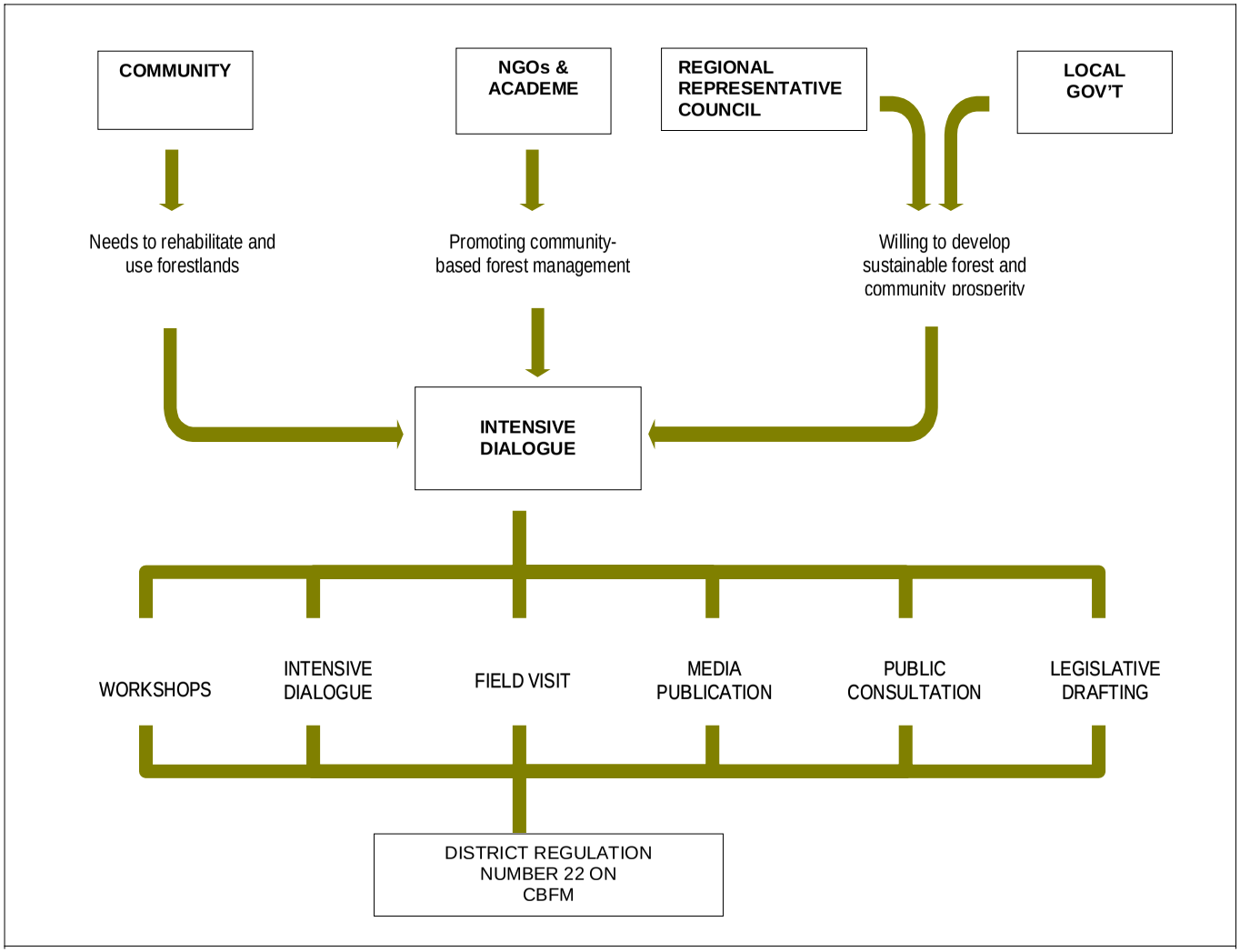
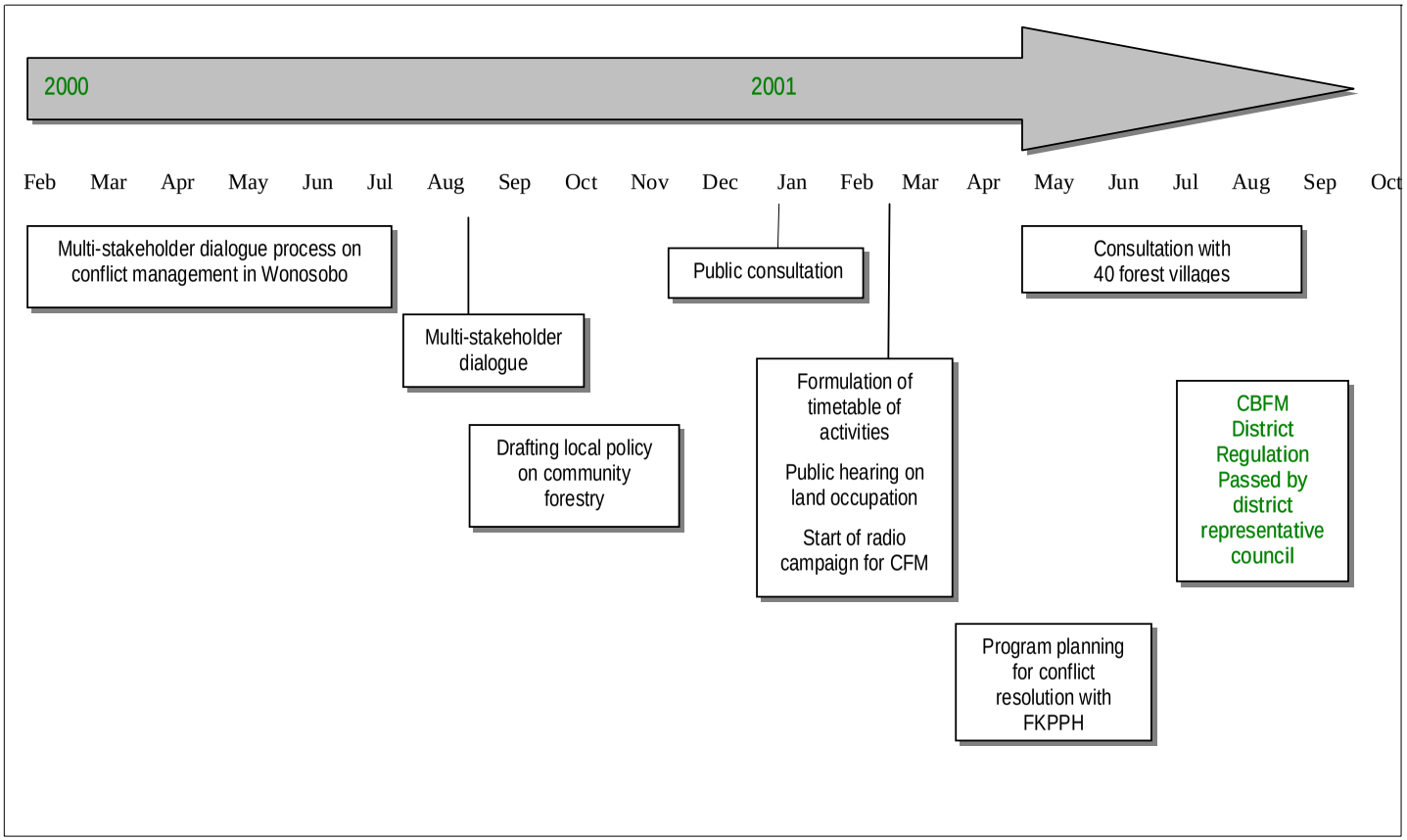


FIGURE 2: PROCESS AND TIMELINE OF THE WONOSOBO DISTRICT POLICY ON CBFM



Recognizing the better value of CBFM in terms of performance and benefit to the local community, and driven by *reformasi*, Wonosobo forest stakeholders worked for the passage of local legislation allowing community to use state forests. In less than two years, February 2000 to October 2001, the District Representative council passed District Regulation Number 22 Year 2001 on CBFM.

Currently, the local government of Wonosobo, together with NGOs, the local communities, and the Gadjah Mada University, are developing the technical guidelines for the implementation of the CBFM District Regulation. While the local government of Wonosobo has granted legal recognition of community forest management within its jurisdiction, it is faced with the following challenges:

- National government regulation still recognizes PT Perhutani as the only forest concessionaire in Java.
- Farmers planting *sengon* are faced with Perhutani cutting what they have planted on the state land.
- There is reluctance by central government to adopt decentralization of forest management.
- National laws are inconsistent, resulting in differences in interpretation and application.
- There is a need for forest inventory, mapping, human resource development, and other activities that require funding.
- Wonosobo local government currently does not have funds to support these activities.

The Indonesian participants identified methodologies in diagnosis, co-management, and planning. State forest user communities and their spatial domain were identified and documented by studying the local cultivation system called "*wono dusun*" and through participatory community mapping. The political environment of *reformasi* and the desire of Wonosobo forest stakeholders for district autonomy provided a very good opportunity for both the communities and the local government, with assistance from NGOs and academics, to enter into a dialogue process for local policy formulation. The following summary describes the process that led to the passing of a local legislation for community-based forest management. The same dialogue process also provided the opportunity to analyze the potential for collaborative management. However, Perhutani, as a stakeholder , has not yet been incorporated into the process. Comparing the different maps issued by different agencies helped identify certain problems and conflicts. The maps used included:

- Official maps from Wonosobo's Local Agency for Regional Planning (Bappeda) including spatial (planning) maps
- Community maps from NGOs like ARuPA, Koling and JKPM
- Forest maps from the state-owned forestry company (Perhutani)
- Watershed maps from the National Agency for Development Planning (Bappenas)

Problems and conflicts identified in the course of comparing these maps were vertical in dimension such as local group versus Perhutani, group versus local government, and the local government versus Perhutani. Other conflicts were horizontal, including differences between villages. The leading people in Wonosobo, at the local policy making level, the academics and the NGOs, seem to have a very good idea of stakeholder involvement and management. It is very clear to them that, "a process that involves active community participation from planning to implementation to monitoring," is the most effective way of communicating learning to different groups involved.

In the case of Wonosobo, it is very apparent that NGOs have a significant role and are effective in facilitating the organization of communities as well as the process of policy advocacy that resulted in the passage of a local legislation on CBFM. The Wonosobo

participants reported participatory processes that include public information campaigns and public discussions in order to develop an integrated spatial plan. Strongly identified was the involvement of the community, identification of a leading sector that will promote and provide the impetus for CBFM, support from government offices at all levels, and formation of a Regional Forestry Council to direct the process and stakeholder capacity building, and aid the process of spatial planning.

It is expected that maps, images, and documents will facilitate a process by which a clear mechanism can be developed by the local government to enable what is termed as "re-delineation" and land use "re-planning". The resulting regulatory mechanism is also envisioned to provide the procedure for securing access and usage rights for communities in the area, assisting the management process. With the passage of the local district regulation on CBFM, communities are assured of legal recognition by local authorities. Developing the technical guidelines is going to be one of the important next steps together with identifying a source of funds for its implementation. A process that involves direct participation by communities through public consultation, public hearings and discussions concerning natural resource management is expected to provide the big picture to communities. Collaborative management among various stakeholders also requires the necessary agreements with the Ministry of Forestry and the clarification of the role of the State Enterprise vis-à-vis CBFM.

Other workshop participants and resource persons had several opportunities, both within and outside the formal sessions, to learn from, comment on, and make suggestions to the Indonesian team. Where local farmers in Indonesia are allowed to plant crops in between trees under the *tong ya* system, farm workers in Negros, Philippines are allowed to inter-crop between sugarcane plantations, but only for specific crops like peanuts. In Indonesia, farmers are allowed to plant only for a period of two years and are penalized if trees die. The state enterprise saves on protection and rehabilitation. In Negros, the peanuts provide biomass for the sugarcane. In both cases, the primary reason is cost cutting rather than a social development program.

Wonosobo is in a good position to develop and negotiate a co-management agreement with the Ministry of Forestry because of a number of aspects. These include an existing regulation, local multi-stakeholder support, organized communities who are already practicing local management of natural resources, and a situation where Perhutani needs to show trees to the Ministry of Forestry and is under pressure from the Ministry of Finance to deliver their quota revenue.

A specific suggestion from Mr. Ver Tiongson, Provincial Administrator of Nueva Vizcaya province in the Philippines is to develop and negotiate a Memorandum of Understanding, rather than the more binding Memorandum of Agreement with the Ministry of Forestry. This is because the existing conflict between the Decentralization Law and the Forestry Law will technically limit any legally binding instrument between the national agency and the local government. An MOU on the other hand is based on goodwill and cooperation. From the sharing of the case study, the Indonesian participants took the opportunity to call for assistance in the provision of planning expertise. Pedro Walpole, Regional Field Director for the Asia Forest Network, took note of the requests and promised to look for appropriate people.

Philippines – Municipal Government of Candijay, Bohol

Presenters:
Ms. May Blanco of Environmental Science for Social Change, (ESSC)

This project documents the experiences of the Panadtaran community in mangrove forest management. Panadtaran is a small coastal village community or *barangay* in the town of Candijay in the southeast part of Bohol province. It is comprised of 200 households, with the *barangay* encompassing the outlet of the Caro-ud watershed that drains to Cogtong Bay (see Maps 2 & 3).

In 1999, the Panadtaran Mangrove Planters Association (PAMAS) signed a CBFM Agreement with the Department of Environment and Natural Resources, (DENR). The CBFM Agreement is basically a co-management agreement between the government and the community. Under the agreement, PAMAS is granted management authority over 597 hectares of mangrove forest, which includes two small islets within the *barangay* of Panadtaran. The local government unit of Candijay, through the Municipal Planning and Developing Office, actively supports the project and the Coastal Resource Management Project of the DENR provided for technical assistance.

A strong community enterprise development component has also stimulated local interest in the project. Because of this, the membership of PAMAS has risen by more than 300%, from a membership of only 42 to 150 members. Among enterprise activities being initiated are aquaculture of crabs and fish, and eco-tourism. Identification of forest user communities and their spatial domain was facilitated by the work already done by different government agencies and projects operating in the area. The forest user communities that were identified included:

- Á Those with mangrove (*nipa* and *bakawan*) cutting permits issued by the DENR
- Á Those pre-identified by the DENR
- Á Participants in the Coastal Resource Management Project
- Á Resource users with record of annual fee payments to the DENR

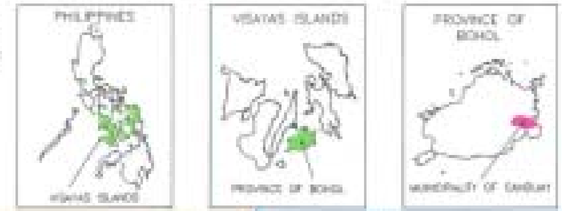
Community mapping and participatory coastal resource assessments (PCRA) were the two main methodologies that were employed in documenting local land use systems. Under community mapping, the tools and methodologies used were:

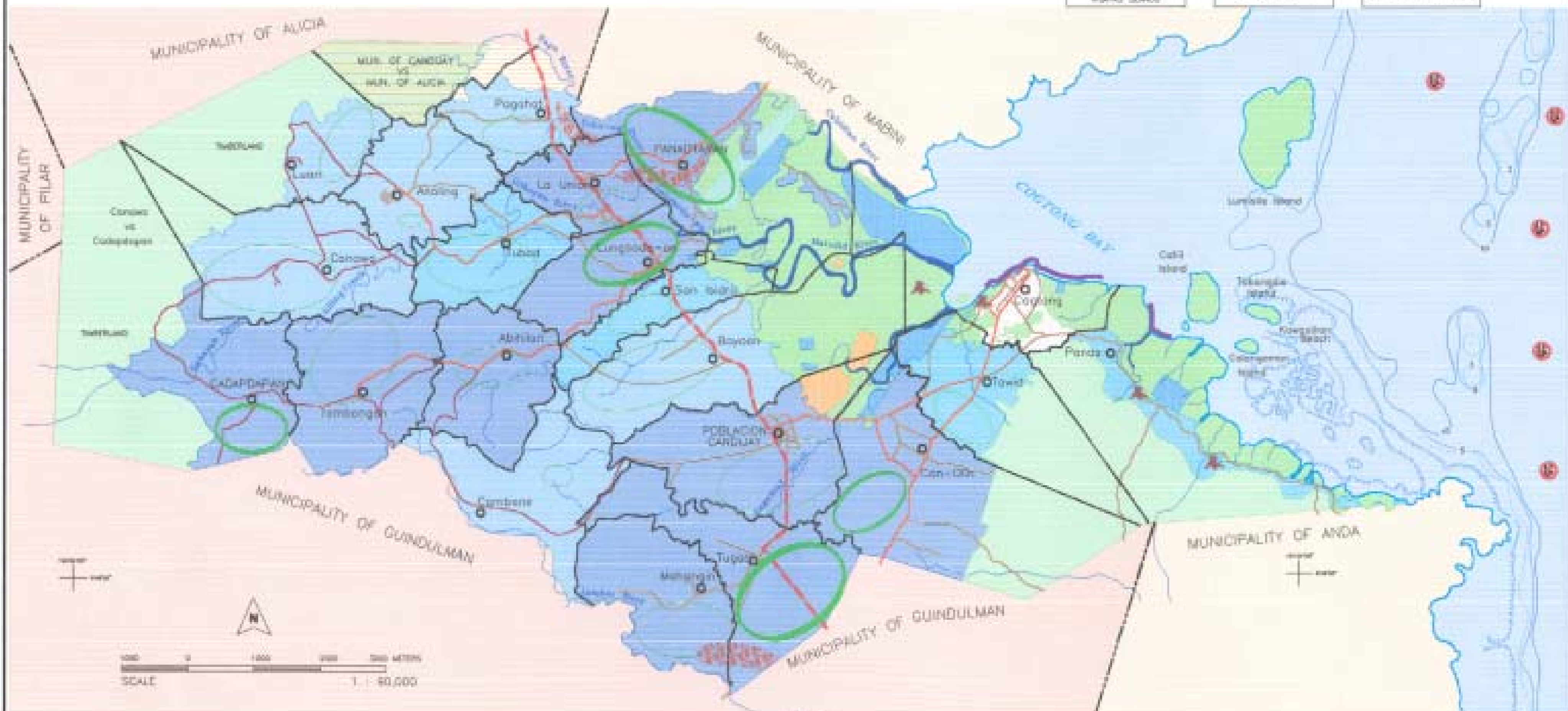
- Á Consultations
- Á Data gathering
- Á Community mapping
- Á Validation
- Á Integration and verification
- Á Presentation

During PCRA, the following tools were used: transects, timelines, meetings, writeshops, and presentations. The same methodologies and tools were employed to conduct an inventory of community strategies for natural regeneration, sustainable extraction and watershed protection. An important addition was key informant interviews with officers of the local people's organization and the municipal planning and development coordinator (MPDC).

In identifying existing dialogue mechanisms, ESSC conducted interviews with PAMAS officers and the MPDC. Monthly meetings of the People's Organization (PO) as well as that of the Municipal Fisheries and Resource Management Council, (MFARMC) were also looked at. Monitoring activities of the Municipal Planning and Development Office also helped to inform the kind of dialogue mechanisms needed for resolving issues, ensuring

MAP 2. LOCAL GOVERNMENT UNIT CONCERNS
MUNICIPALITY OF CANDIJAY
PROVINCE OF BOHOL, REGION VII
PHILIPPINES





SOURCES

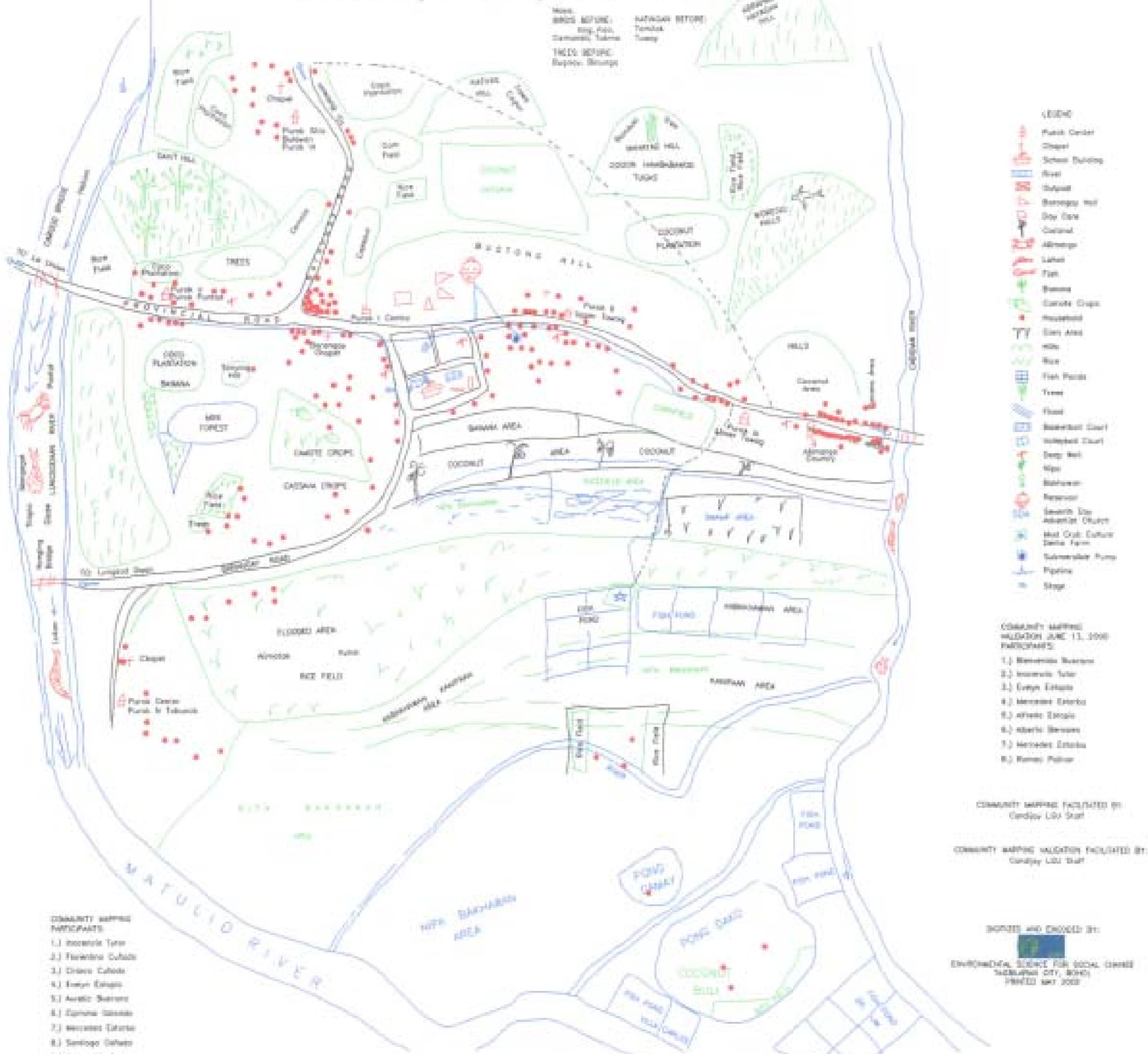
ESSC-BOHOL WATERSHED MAP (1999)
MUNICIPAL BASE MAP, CANDIJAY, BOHOL – 1999
BARANGAY CADASTRAL MAPS, MUNICIPALITY OF CANDIJAY (SURVEYED – 1984)
PCRA CANDIJAY – JULY 2001
COMMUNITY MAPS OF 21 BARANGAYS (TABLE INTEGRATION) – 1999
MUNICIPAL PLANNING AND DEVELOPMENT OFFICE, MUNICIPALITY OF CANDIJAY
NAMRIA TOPOGRAPHIC MAP 1:50,000 (SHEET NOs. 3849 –1 & 2)
– COMPILED IN 1956, REPRINTED IN 1988

ENVIRONMENTAL SCIENCE FOR SOCIAL CHANGE
TAGBILARAN CITY, BOHOL
AUGUST 2001

LEGEND

- ILLEGAL FISHING
- UNSANITARY WASTE DISPOSAL
- SMALL SCALE ILLEGAL CUTTING OF MANGROVES
- ABANDONED FISHPONDS
- SALINATED WATER SUPPLY
- CLAIMED SALT WATER INTRUSION
- LEVEL 1 WATER SUPPLY (Quantity)
- LEVEL 2 WATER SUPPLY (Quantity)
- LEVEL 3 WATER SUPPLY (Quantity)
- DEVELOPED FISHPONDS
- PERENNIAL FLOODING
- BARANGAY RICEFIELD AREA
- BARANGAY W/ FARMERS COOPERATIVE
- BARANGAY
- TOWN PROPER
- MUNICIPAL BOUNDARY
- BARANGAY BOUNDARY
- REEF; DEPTH CURVES(Fms)
- COASTLINE/SEA
- MANGROVE FOREST
- RIVERS & CREEKS
- NATIONAL ROAD
- PROVINCIAL ROAD
- BARANGAY ROAD
- SEASONAL ROAD
- TIMBER FOREST
- AREA CLAIMED BY THE MUN. OF CANDIJAY STILL CONTESTED BY MUN. OF ALICIA

MAP 3. COMMUNITY MAP OF BARANGAY PANADTARAN CANDIJAY, BOHOL, PHILIPPINES



complementation of programs and projects, and identifying and addressing policy gaps. An analysis of the potential for collaborative management was informed through dialogue and discussions and the PCRA process. An inventory of organizational strengths and resources revealed that:

- Á The local PO is active in natural resource management.
- Á The local government of Candijay is very supportive of the project.
- Á There is technical assistance support from NGOs.
- Á The policy environment is very conducive for advancing CFM.

A series of three project components used different mapping techniques to analyze conflicts in the communities. The first project (1999) used mapping techniques as a resource to assess tools for the development of the Community Resource Management Framework (1999). The second component was the formulation of the Local Government Unit's comprehensive land use plan (CLUP) in 2000-2001. The final component was the formulation of the Coastal Resource Management Plan in 2001. The maps were formulated by gathering secondary data, conducting community-mapping activities and finally integrating community- generated maps with existing technical maps. The types of maps used were:

- Á Base maps showing topography and elevation, road and river networks and administrative boundaries were used.
- Á Technical maps of resources, land uses and environmental concerns.
- Á Community maps.

Participation in key events and multi-stakeholder dialogues were the primary ways that information was communicated to the different groups involved. One of the things that worked for the project is that mapping activities were directed and conducted towards natural resource management planning. After the mapping activities, and subsequent validation and verification, a series of focus-group discussions and meetings were held to discuss and develop the highlights of the resource management plan. It was therefore easier for an assigned core team to draft a management plan based on the community maps. Mapping activities included the integration of scale maps, workshops and discussions. In conducting community mapping, the following activities were held: ground working, secondary data gathering, familiarization with the features and culture of the area, community mapping proper, community validation, technical integration and validation, and finally presentation and discussions. The community mapping and participatory workshop activities were useful in developing the community-based management systems for the project.

In the case of Candijay in general and the *barangay* of Panadtaran in particular, the process of coastal zoning and community mapping have led to the implementation of the municipality's coastal resource management plan and comprehensive land use plan as well as the community resource management framework. In Panadtaran, maps were used to identify and delineate zones for production, protection, rehabilitation and reforestation. PAMAS then identified how many people can be given access and usage rights in relation to the available area and the activities permitted in a given zone. Because of the close coordination and consultation of the PO with the LGU, the whole process of community mapping, workshops and writeshops, dialogues/presentations, and discussions are all recognized and respected by concerned government units and agencies.

The Panadtaran experience in diagnosis and planning has helped communities gain a holistic and complete picture of their natural resources and the relationship in their area. The processes of specific note included the participatory inventory and mapping of resources, identification of issues and concerns, and the listing of ordinances and regulations that were passed. Maps, in particular, have become a monitoring tool and an information base for management decision-making. The Panadtaran experience, however, was not free from

strategies that did not work. One activity, that of calling and organizing for an inter-municipal dialogue of stakeholder LGUs, failed to consider an upcoming electoral exercise for local executives. Municipal mayors were too busy campaigning for elections to participate in the dialogue. In the meantime, Municipal Planning and Development Coordinators adopted a "wait and see" attitude and postponed decisions until the elections were over. Community mapping, on the other hand, though it worked very well, was seen by the LGU as costly in terms of requirements in time, energy, technical skills and cultural sensitivity.

In the breakout groups, held during the workshop, ESSC-Visayas identified the need to conduct a study on the implications of palm oil plantations that government plans to promote in the area. The upper reaches of Panadtaran that is the Caru-od watershed will be affected by the government project. Indonesia, with its wealth of experience in palm oil plantations, volunteered to share information to help ESSC argue against the project.

Thailand – Royal Forest Department (RFD)

Presenters:
Mr. Jessada Kaewochote, Technical Forestry Officer, Watershed Management Division, Royal Department of Forestry
Mr. Witthaya Nawapramote, Technical Forestry Officer, Watershed Management Division, Royal Department of Forestry
Mr. Weerasak Roongruangwongse, Department of Biology, Chiang Mai University

The Chiang Mai Watershed Division of the Royal Forestry Department (RFD) is engaged in a capacity building project for the Mae Khan watershed in the province of Chiang Mai in Northern Thailand. Covering 1,840 sq. km, the Mae Khan sub-basin is part of the Ping Basin, one of 25 basins identified and designated for purposes of management by RFD. The basin has a forest cover of 1,394 sq. km. Specifically targeted for capacity building by the project are: RFD watershed unit managers, local administration staff, elected community representatives, and community members. Diagnostic activities draw on a number of methodologies. Among the challenges identified by the RFD in pursuing CFM are the following:

- Á Existing forestry laws need to be relevant to the changing times. Currently no settlements are allowed in protected areas. Communities were resettled if their settlements happen to be included in declared protected areas.
- Á Overlapping mandates in the case of the Tambon Administrative Office, (TAO) and RFD.
- Á Uneven skills and know how among various stakeholders in natural resource management work.
- Á Gaps in information, in particular the relationship of local institutions and communities in forest management.

Forest user groups (FUG) are identified and classified through social aspects and thematic mapping. Through social aspects, that is the functional uses of the forest from the perspective of communities, questions include, 'Is the group engaged in conservation or forest product use?' 'If engaged in use, are they using timber or non-timber forest products?' FUG are also identified through the use of thematic mapping. Maps used include satellite imagery, land use mapping, digital elevation modeling, and 3-D imagery. Within the Watershed Division of RFD in Chiangmai, there is dedicated technical staff for information systems that is responsible for the technical development of maps.

For the documentation of traditional land use systems, the PRA tools most frequently used included were transect walks, participatory community mapping, cropping calendar (similar

to seasonal calendars), and focused group interviews. Village seminars and workshops are also conducted.

Illustrations of transect walk in Thailand

The same methodologies are employed in conducting an inventory of community strategies for natural regeneration, sustainable extraction and watershed protection. In analyzing the potential for collaborative management, local institutions e.g. community forestry committees, watershed networks, etc., communities, NGOs and other stakeholders are assessed according to their legal mandates, mission, interests, organization, capacities and resources. To analyze problems within and across community groups, appropriate maps are used at the beginning of any project implementation and on a need and case-to-case basis. The following maps have been useful in understanding natural resource management conflicts: satellite images, land use maps, digital elevation model and 3-D imagery. Geographical Information Systems, (GIS) is also employed. An example where GIS is effectively being used is in identifying farms that have encroached into watershed or protected areas. At the village level, community mapping is used to communicate learning and thematic maps are also provided to assist in the process. At the TAO and RFD personnel level, GIS workshops are conducted. Moving from spatial analysis to management planning, the following processes were identified as appropriate methodologies:

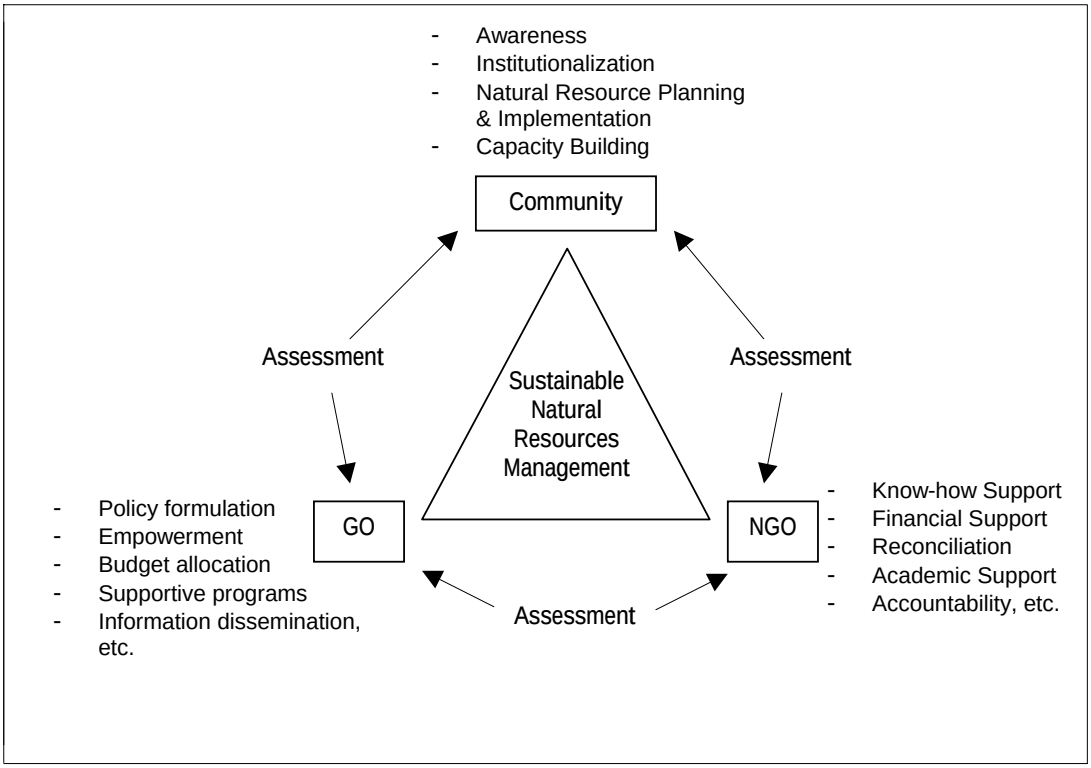
- Synthesis of spatial information that includes thematic maps;
- Workshops and/or discussion processes to develop a proposed village natural resources management plan; and
- Submission of the village plan to TAO for approval and budget allocation.

Once the plan is approved and budget is allocated, the management system represented by the coordination triangle shown in Figure 3 can be implemented.

Through the course of the workshop, RFD found that remote sensing methodologies provide a very good picture of what is happening with forests and watersheds, as well as the extent and direction of forest degradation and changes over time. What remote sensing and other high tech methodologies do not provide are the data and information that will enable an analysis of the underlying reasons of why what remote sensing is showing is happening. For the Thailand group, the inclusion of social overlay in GIS mapping was strengthened and enhanced by the workshop.

There was a suggestion to build the capacity of the TAO to undertake watershed management. This suggestion should address what RFD identified as insufficient knowledge of watershed management among TAO officials.

FIGURE 3: COORDINATION TRIANGLE



Vietnam – Forest Inventory and Planning Institute (FIPI)

Presenter:
Mr. Nguyen Huy Dzung, Deputy Director, Forest Inventory and Planning Institute

This project aims to build from the success of 11 villages that have been actively involved in community forestry since 1960. Phuc Sen commune in Quang Uyen District in the province of Cao Bang has successfully allowed forest regeneration within a critical landscape of limestone mountains where management has generally been poor. Currently, there is government policy for the management of forest area allocation by individuals, state forest enterprises (SFEs) and state institutions. And, just recently, the provincial Forest Protection Department stated that land allocation to a village could be done.

Phuc Sen is one commune where community forest management is already being practiced and is legally recognized at the village and commune level. There is also growing consensus about the establishment and application of village rules for forest management as well as willingness by local authorities to recognize these rules within existing legal frameworks. The Forest Inventory and Planning Institute (FIPI) of the Forest Resources and Environment Center (FREC) started work in Phuc Sen in 1997 with a published biodiversity and indigenous knowledge inventory. The project is building a district-level network of CFM, with Phuc Sen as the focal point for the sharing of experiences. While expanding CFM in the district, the network is contributing to policy formulation based on local experience as well as serving as a forum through which villages can channel communication of their needs to government. At the end of the project (after 3 years), FIPI aims to show how the successful management of forestlands by communities, as individual farmers and as a village, can be achieved and gain legal recognition from the province.

In Phuc Sen, relationships are well established between farmers, the commune and the district (see Figure 4). There is an existing forest cover map and FIPI is proposing community mapping of individual and community management areas that will identify land use and the status of land allocation. To identify and scope dialogue mechanisms between communities and local government, the agriculture and development section of the district government will host meetings. A dialogue between representatives from the provincial and district institutions is also planned. Among the ways by which analysis of the site for collaborative management may be facilitated are:

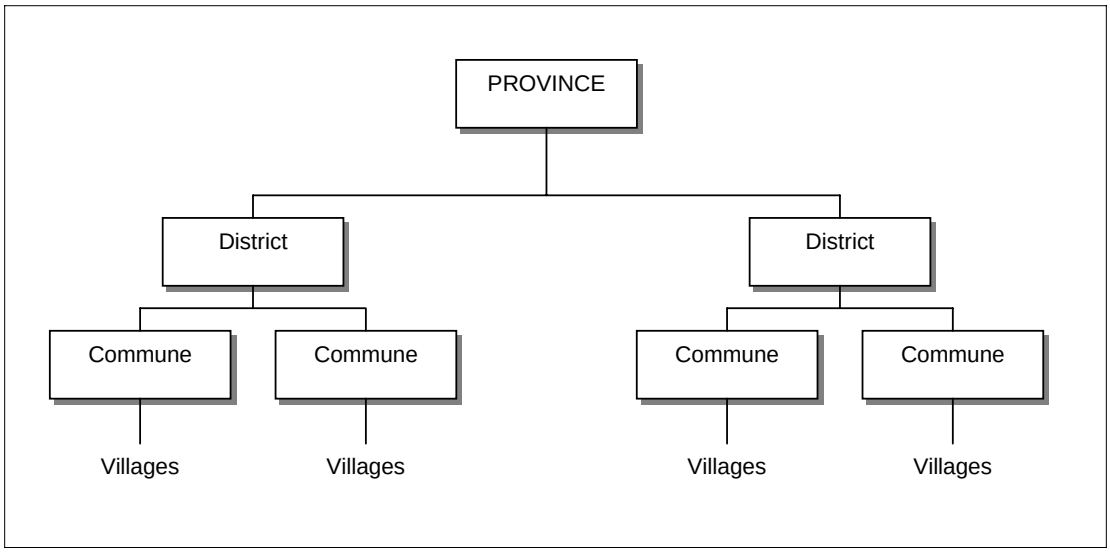
- Á Overlapping community maps with topographic maps
- Á Identifying conflict areas between communes and villages by discussing the forest resource management of a village or villages

In 1996, FIPI had a meeting with village representatives. During this meeting overlays of sketch maps, administrative maps, and maps from different institutions were created. A land use map of the village was drawn and conflict areas were marked including shifting cultivation, illegal cutting for firewood, grazing for animals. In this way, natural resource management issues were identified.

FIPI envisions that meetings with representatives of different groups, dialogues, and field visits would be an effective way of communicating lessons to all involved. It also foresees that the maps and images that will be produced can facilitate a process that will clearly define roles and responsibilities of the different authorities as well as community members. Securing access and usage rights for communities is expected to come out of showing the management success of community forestry at Phuc Sen. Through documenting CFM networks, it is hoped that the government will be engaged and convinced to become a stakeholder for CBFM policies.

Of particular interest to Mr. Dzung is the matter of resolving discrepancies between community and technical maps from government. Apparently, this is one area of concern that he expects to confront in his project. The workshop affirmed the work plan of the Vietnam project and heightened the confidence of Mr. Dzung in implementing the FIPI project at Phuc Sen.

FIGURE 4: DIAGRAM OF THE PROVINCIAL GOVERNMENT STRUCTURE, CAO BANG PROVINCE.



RESOURCE PRESENTATIONS

All five participating countries are at a stage where they are finding ways to shift the government's paradigm of centralized forest management to that of involving communities in forest management as a way to curb forest decline. In order to support this process resource people with extensive experience in CBFM presented key concepts and engaged in dialogue with the participants. The presentations are described here as well as parallels that were made between each resource person's experience and those of the participant's.

People First, Forests Will Follow

Presenters:
Mr. Romy Acosta, Director of the Forest Management Bureau
Ms. Marlea Munez, Research Manager, Environmental Science for Social Change

In the Philippines, CBFM started to be conceptualized in 1989 as a management tool, a few years after Martial Law ended and when movement toward decentralization started. This new-found freedom brought out innovators within DENR who were previously suppressed to talk openly about how centralized forest management concentrates the resources in the hands of a few people. One objective of CBFM is to reorient the outlook of policy-makers towards empowering communities, living in the forests, to sustainably manage these forest areas. "People First, Forests will Follow" became the running motto to develop the service orientation and policy-by-demand attitude within DENR. This presentation outlined the strategies employed to develop and institutionalize the CBFM program within DNER, thereby increasing the welfare of forest communities and promoting sustainable forest use.

The motivations behind the concept of sustainable development using CBFM defined development as entailing economic, social, and cultural changes that improve people's quality of life, protect the environment, support free and meaningful participation, and equitably distribute the fruits of development. Human rights encompassed work, health, financial credit, adequate standard of living, education, social and political participation, and elimination of all forms of exploitation and inhuman treatment. Gender responsiveness included building capacity to do productive work in an equitable, equal and empowering way and developing the ability to be knowledgeable, skillful, well-nourished, and comfortable with one's own achievement, independence and power. To spread these concepts within DENR, the following strategies were undertaken to broaden the base of participation in developing the policies and guidelines for CBFM:

"Pre-War"	The "War"	The "Battlefield"
V Organization of warm bodies V Designation of focal persons	V Workshops and brainstorming exercises (what, legal bases, analysis) V Reflection on vision and mandate	V Network of cooperators V Champions V Independence within a cooperative framework V Needs: practical, strategic

As a program, CBFM did not introduce an entirely new planning system. Instead it worked through existing formal and informal structures e.g. the social forestry program that was already in place as early as 1960s. CBFM became an umbrella strategy that integrated all people-oriented programs in DENR.

Several structural changes had to be made to counter the "problem of mobilization" in the government. People who championed CBFM were transferred from one department to another to encourage the adoption of CBFM. They took on additional responsibilities of

implementing the new program in such a way that it incorporated other programs. Tapping CENROs as the information officers of the Regional Community Forestry Programs, help institute decentralization. People who believed in the program were promoted to handle CENRO and PENRO positions, while others who did not have the capacity were sent abroad to study community forestry.

Financial resources also needed to be mobilized to implement the strategy. Since CBFM was a new initiative, the national Department of Budget and Management asked for reports and fact sheets of the program. Quantitative and qualitative data were analyzed to come up with product information. Effective justification of the budget in 1995 resulted in financial resources being allocated for CBFM as a program.

Over the past decade, the level of information, awareness, and sensitivity of people have increased. This, coupled with world information connectivity, generates consciousness not only by local groups but also by the greater global populations. As people do not totally unlearn their experiences, adequate social capital exists for the Philippines to proceed to another level of forest management – thereby not reverting back to heavily centralized forest management. Currently there is much more "shadowing of government" by civil society. This provides a way of ensuring accountability of policy to people affected by its implementation. The involvement of non-government organizations results in a more immediate and efficient response to problems and other concerns of forest management. Networking in the national and provincial levels is responsible for generating information more quickly than in the past.

Government is now paying attention to area politics, realizing the important link between people and resources, the marginalization of groups deprived of their local resources, and the instability that entails. In the Philippine context, CBFM needs to concentrate in Northern Mindanao, Western Mindanao, and Muslim Mindanao. In these areas there is a need to examine resources that are degrading along with the area's cultures. Networking, reassertion of agendas, and levels of community governance are emerging. What is needed at present is the support of the central government.

The reality in many degraded forestlands in the Philippines, and in many Asian forests, is that communities are already living there and using up forest resources. If policies are working against them, they cannot just throw up their hands and walk away, as they are financially and emotionally unable to. So, when policies work against them, there is greater tendency for them to contribute to degradation. Forest protection is still a tough question, especially in light of the need for peace and stability in the Philippines. It is still risky for communities to take the initiative to protect the forests. As a result, structural and institutional reforms have been sought for CBFM for the last three years, but they did not occur because attention by government to CBFM declined. The main challenge is to get greater support from central government so as to improve management implementation.

Up to now, issues on economic empowerment, area politics, bureaucratic processes in the government, and lack of support from public officials on CBFM are still revolving around the CBFM program. Those people promoting CBFM have conflicting views on how to provide communities the power and access to forest resources. On one end of the spectrum, the strategy is to give forest communities an alternative livelihood so that they would not touch the forest. On the other end, the strategy is to encourage communities to become forest-dependent so that they have greater incentive to protect it. Both strategies have their advantages and disadvantages. The "weaning away" strategy is dangerous in cases where corporations are masquerading as communities. The "dependence" strategy is also not a solution if the community decides to use up all the resources. There are a lot of variables to consider in deciding which is the best strategy to take for a particular situation. There are also gray areas in CBFM operations that policy makers thought had been clearly laid out in the

guidelines. People on the ground have different definitions of community management. Some still think that community management is about giving privileges to communities without any accountability or responsibility.

Parallels with Other Countries

Mr. Jessada Kaewchote from RFD Thailand, expressed interest in finding out how the Philippines CBFM program responds to economic empowerment to a community. CBFM programs provide broad mechanisms for economic empowerment beyond subsistence and livelihood. However, the mechanisms are hinged on the assumption that if people are given jobs, poverty will be alleviated. But, as Mr. Acosta responded, it takes more than a couple of heads of carabao to alleviate poverty. Communities need to gain access to land resources, which in forestlands, is controlled by the state. In this situation, economic empowerment of forest communities entails political empowerment, which requires them to be organized as a sector and "become political horses in themselves." Most communities in the Philippines have not yet reached that stage of political empowerment. In the Philippines, the current struggle is to get government to acknowledge community rights and responsibilities for the resources.

Mr. Auv Sophiak, JVC representative in Cambodia, shared the concerns of the Cambodian Government's response to forest management. Specifically, the Cambodian Government feels communities do not yet have a sense of accountability for the resources they are entrusted with. Reports submitted by NGOs to the Department of Forestry get "sanitized" for negative aspects prior to circulation. Participants having experience in government reply that "sanitizing" of reports is a reality in many central governments, not only in Cambodia. The reality for government officials is that they have to deliver outputs to get a budget for their projects and their job security is also on the line. To deal with these realities, individuals in government who are committed to identifying the problems can circulate the field reports, which often represent a more accurate picture of the situation, to independent groups. Reports from field workers are often more accurate because they have direct involvement in the area and can be more subject to pressure from the community to describe the real situation.

In Indonesia where the process of democratization has just started, the concerns surround the bureaucracy practicing a "policy of ignorance". People do not want to sit and discuss together. Mr. Acosta shared that, as in Indonesia, the politics of ignorance was considered as the norm in the Philippines for 20 years under Martial Law. Freedom of expression, organizing, and communication were curtailed. The elite took advantage of people's "political ignorance" and controlled the forest resources. CBFM would not have emerged during this time because people would have been killed if they brought out such a socially orientated concept. After the fall of Marcos, people who went underground came out to discuss their ideas with the rest of society. Mr. Acosta thinks that this transition is now happening in Indonesia. However, there are apprehensions among Filipino participants that the Philippines is going back to the "politics of ignorance", as processing of forestry bills in legislation is very slow. This time around, however, the "policy of ignorance" is not so obvious because of the increased sophistication and complexity of information and the communication systems.

Mr. Irfan Bakhtiar from Indonesia identified that, like in the Philippines, Indonesia also faces the same predicament of people having different definitions of community management. State forest enterprises define community management as a system of tapping communities labor to plant and maintain tree seedlings in return for allowing them for two years to plant cash crops. They are penalized if seedlings die. There are also cases where "community" management is really cooperatives of the corporation, rather than legitimate communities. Mr. Efren Gerardino of the Philippines sees that this system that state forest enterprises call "community forestry" is really a cost-cutting measure, rather than a social development

program. The corporation saves on paying for workers to weed the area. This system is similar to Negros, Philippines where laborers are allowed to inter-crop in sugarcane plantations, but only with crops like peanuts that could provide biomass. Cultures in Indonesia use up the land more intensively than cultures in the Philippines. Indonesians are more used to mixed crop cultivation such as planting coffee, corn, pineapple, and cassava in between *falcatta*. Economic empowerment is much easier to achieve in cultures that practice mixed planting, because people have crops that can be tapped for short-term cash needs, leaving trees as longer-term investments.

Deputizing Communities for Forest Protection

Presenters:
Mr. Domingo Bacalla, Community-Based Forest Management Division, DENR

Throughout Southeast Asia, several changes are happening in conjunction with the aim to arrest forest degradation through a shift in management systems. Many countries are working with the idea of shifting management of degraded forestlands from government to communities. Transitions that are happening at the same time and in different ways are:

- Á Governments are seeking ways to protect what is left of the resource that has been rapidly and extensively degraded.
- Á Stories are continuously heard of where communities have shown that their management and extraction practices can provide a level of forest protection.
- Á Communities are seeking a certain degree of preferential rights to the resource.
- Á Due to decentralization trends, the relationship between state authorities and communities and are shifting from a "control & enforce" dynamics to granting rights and responsibilities.

These transitions get translated in the form of different management arrangements between government and communities – tenure rights, user rights, co-management or stakeholdership. These management arrangements become the basis for deputation of communities by many governments in Southeast Asia where previously the authority to protect was given to those that already have power. Military, police, and state forest companies look after the status quo in natural resource management. As transitions in responsibilities occur, reviews are needed so that communities can be empowered to negotiate at least a shared power with these present authorities. As such, deputation as a tool for forest protection works on several assumptions:

- Á Officials recognize the validity of communities in forest protection in relation to others.
- Á Communities have the capacity to articulate their responsibilities and actions in word, organizations, and activities.
- Á Forces are not generally violent in areas where communities are deputized.
- Á Ministries of Forestry have a responsibility to equalize the forces in areas of extreme violence.

The Philippine context represents one way by which deputation occurs. For DENR, deputation is a strategy in forest management aimed at addressing the huge shortfall in the number of forest protection personnel. The program started in 1994 and was based on DENR's major Ordinal Guidelines, where members of the Multi-Sectoral Forest Protection Community (MFPC) were deputized to protect areas covered by other forms of tenure instruments, not by community-related programs. In 1998, DENR amended the guidelines in order to accommodate CBFM participants who were deputized.

The government turned to CBFM because DENR did not have the capacity to protect all the resources; and because there was social pressure to reform. Forest protection by local

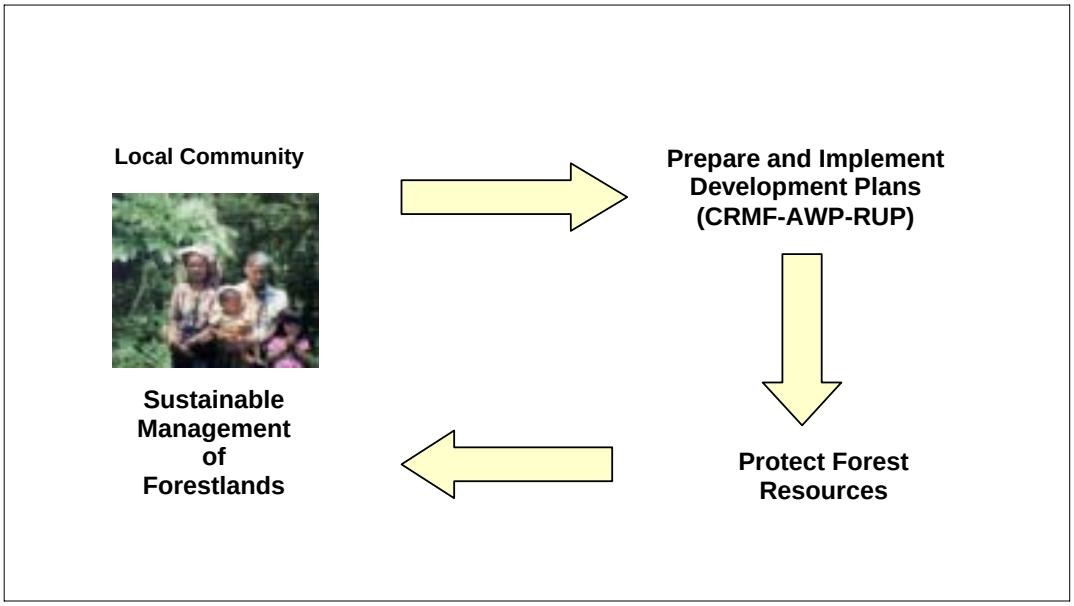
communities was a low cost alternative because they live close to the forest and thus are in the most strategic location to manage and protect it. Out of 30 million hectares of wooded forestland, CBFM areas represent 18.3% of forest area, which comprise 4000+ communities. These communities are either organized to become forest managers or are not organized but nevertheless are located in forestlands. These communities have a need to protect the forest; as resources users, they have a stake in the sustainable use of forest resources (see Figure 5).

To be qualified for forest deputation, an individual should be a resident or assigned in the area, not be under 21 years of age, be of good moral character, physically fit, and mentally sound. Forces originally listed in 1994 as being qualified for deputation include elected local government officials, military, and police officers, company foresters, concession guards, qualified employees of mining concessions and DENR-accredited non-government organizations. When deputation guidelines were amended, members of the Forest Protection Committee (FPC) under the CBFM and Ancestral Domain Program Participants were included in the list. People in this list are referred to as Deputized Environment and Natural Resources Officers (Deputized ENRO).

To become a deputized ENRO, the person needs to seek recommendation from the local DENR officials and approval from the Regional Executive Director. A series of orientation and training activities are given to the applicant before s/he can assume his of her duty as a deputized ENRO. Deputized ENROs help disseminate forestry laws, conduct surveillance activities, monitor compliance, and assist in the enforcement of laws, rules, and regulations. A deputized ENRO can also arrest a person who violates forestry laws and can act as a witness in court. To ensure the performance of functions they are entrusted, the deputized ENRO gets evaluated one year after s/he assumes his or her duties. Only those with satisfactory performance can be renewed.

Though deputation is not considered mandatory, it is part of DENR's basis for granting CBFM Agreements to communities. DENR expects that once a CBFM Agreement is granted, community members assume the forest protection functions within the approved area. DENR deputizes according to the recommendations of the community association. The association itself recommends who among its members could be deputized as ENRO, based on the assumption that forest protection is already inherent to them with or without deputation.

FIGURE 5: FOREST PROTECTION AS A MAJOR COMPONENT OF CBFM



The present Deputation Program helps in delineating CBFM areas, in identifying land use, and in encouraging incorporation of stronger forest protection activities within community management plans. Aspects of the program that need reviewing are:

Incentive System

The program strives to develop a better system for incentives. DENR plans to provide deputized ENROs with insurance policies as an addition to their minimal stipend. It also works to provide funding, legal and information management support for local communities. Presently, funding, legal support, and information management within DENR are weak in providing these types of assistance to deputized communities. Meanwhile, some local government units are also willing to contribute to increase the monthly stipend of forest protectors based on area of coverage. Legal support needs to be in place before bestowing functions and authority to ENROs to avoid cases wherein deputized communities get accused of theft after confiscating a "resource from the forest".

Deputation Qualifications

The basis for why deputation should occur has been established well in relation to CBFM. However, there needs to be a better understanding of who should be deputized to protect forests in CBFM areas. The deputation function is seen much like a control-enforce dynamics, and yet it is presented as having a major facilitative role in conflict resolution. Apprehension has been expressed regarding the primary inclusion of security personnel from mining and logging companies and local government officials among those qualified for deputation, as some are engaged in illegal logging activities themselves. Ideally, the system could be used by DENR to bring forward community concerns to government.

Deputation in CBFM is more about a community's attachment to the resource and its motivation to protect it. Mr. Boy Montejo of the Philippines related that in Alcoy, where DENR Region 7 conducted a pilot site of "co-management" in CBFM, the deputation program came in late since the community was already protecting forest resources and has developed management plans. The attachment and involvement of the community to the deputation program was exhibited after a member of the community was shot. Local residents contributed for the lawyer's fee in order to file a case against the suspect. There are also cases wherein volunteers protect their resource to ensure resource use even without government acknowledgement and support. In the Barobbob Watershed in Nueva Vizcaya, there are no forest fires even if there are no forest guards. Therefore, protection can occur with or without government.

Deputation and Devolution

Mr. Ver Tiongson, Nueva Vizcaya provincial administrator, asked how the DENR Deputation Program gets reconciled with the Local Government Code wherein deputation has already been devolved to the Local Government Unit (LGU). He floated the idea of DENR delegating the selection process to the LGU, if it maintains the deputation function. In his province, there is also acknowledgement that the provincial government could not manage everything. It opted to adopt co-management with the DENR over deputation since it is more practical to co-manage than try to spot "margins of errors" in CBFM.

Parallels with Other Countries

The Thai government aims to keep the economic forest to 40% of the total land area, thus it has recently implemented a total log ban. The Royal Forest Department (RFD) has the sole right to cut trees from the forest, but they are only allowed to do selective logging methods. Like in the Philippines, RFD is also the government agency assigned for forest protection,

and has the authority to arrest violators. However, it is not possible for RFD to monitor and enforce everywhere. A village committee gets assigned to process permits for cutting trees. A person who gets caught for cutting without a permit is subject to sanctions based on rules defined by community members. Mr. Kaewchote commented that RFD considers arresting violators as a last resort, and that the RFD tries to compromise with violators first. When asked about the extent a relationship between an official and the violator influences the outcome of an arrest, Weerasak Roongruangwongse responded that there are times when the possibility of an arrest depends on the influence of an official, politician and person.

In the Mae Khan Watershed, Northern Thailand, deputation is not used for stopping immediate and illegal resource extraction. Instead, deputation is more about managing the impacts of resource use on the different tiers in the landscape to the different cultures. The sense of deputation in Phuc Sen Commune, Vietnam is different in that it is not faced with illegal activities. The effort of villagers in Phuc Sen is to encourage other villages to follow their forest management methods. Deputation in Indonesia means communities being employed by state forest enterprises to guard the forest and make the seedlings grow. In turn, the Forest Company allows them to plant cash crops in between the seedlings.

Reaching Communities and Other Stakeholders

Presenter:
Mr. Eric Bruno, Environmental Science for Social Change (ESSC)

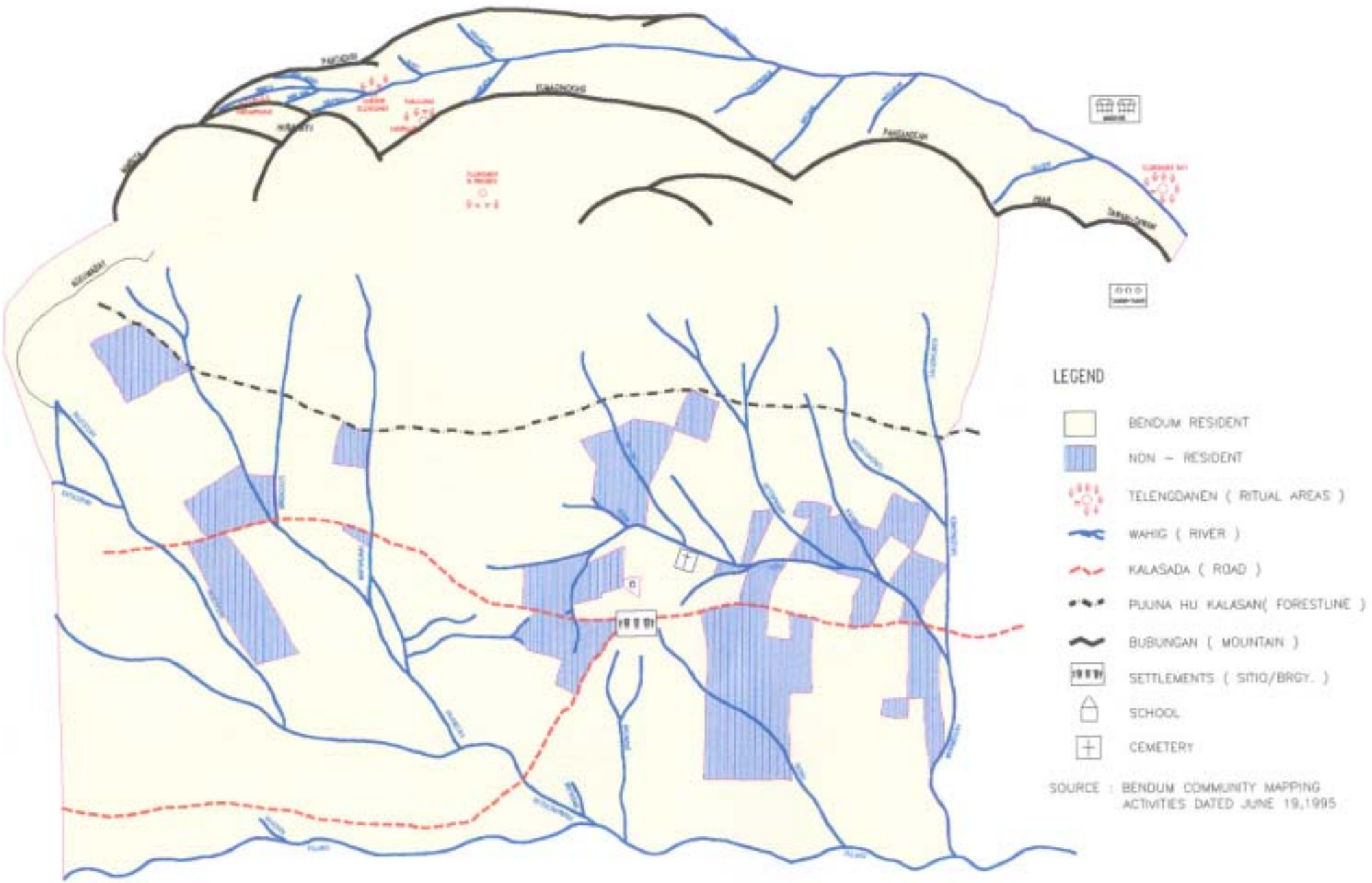
The strategy used in Bendum is an illustration of how much time and energy needs to be spent in understanding the community, their sequence of concerns, and their connectivity to natural resources, before resource management can be discussed. *Sitio* Bendum, a small village in Malaybalay City, Bukidnon Province, Philippines, is a typical marginal community that is extenuated from relationships with the government. Like many marginal communities, it still has a level of environmental integrity remaining, but is beset with in-migration problems. The forest is Bendum's main source of livelihood but this became limited after excessive extraction during a 40-year logging era that stopped only in the late 1980s. The community asked for help from ESSC in 1992 to get a better understanding of how to stabilize their situation. By this time, the "social fabric" of the community had already been badly frayed as evidenced by the lack of solidarity within the community, weakened leadership, and diminished confidence in government.

In order to understand the community situation, the ESSC team stayed in the community of Bendum, went with them to the fields, and listened to stories of their daily lives. ESSC then got involved in discussions with local institutions such as family groups, resource users, and tribal councils. In these discussions, people expressed interest in gaining a better understanding of what is happening with their environment. Community mapping was then used as a tool to grasp, document, and process the social, economic, political, and bio-physical environment of the community. Community mapping activities became venues for understanding and articulating environmental issues and concerns within Bendum (see Maps 4 & 5). Community maps revealed that *Bukid-non* indigenous people are still in control of most of the good forest, but that they keep on shifting their base whenever instability arises. This "culture of avoidance" and retreat from potential conflict inhibits the community from reclaiming its rights and ancestral legacy.

During the '90's, the Department of Environment and Natural Resources, (DENR) started issuing tenure rights to indigenous people through Certificates of Ancestral Domain Claims, (CADC). This opened up an opportunity for the *Bukid-non* to establish their rights to the resources. ESSC helped the tribal council apply for the CADC, discuss with other stakeholders in the area, and develop a management plan. Technically integrated community maps were used to facilitate multi-level dialogues.

MAP 4. BENDUM LAND OWNERSHIP AND RITUAL AREAS, 1995
(PANAG-IYA HU BUGTA DAW TELENGDANEN)

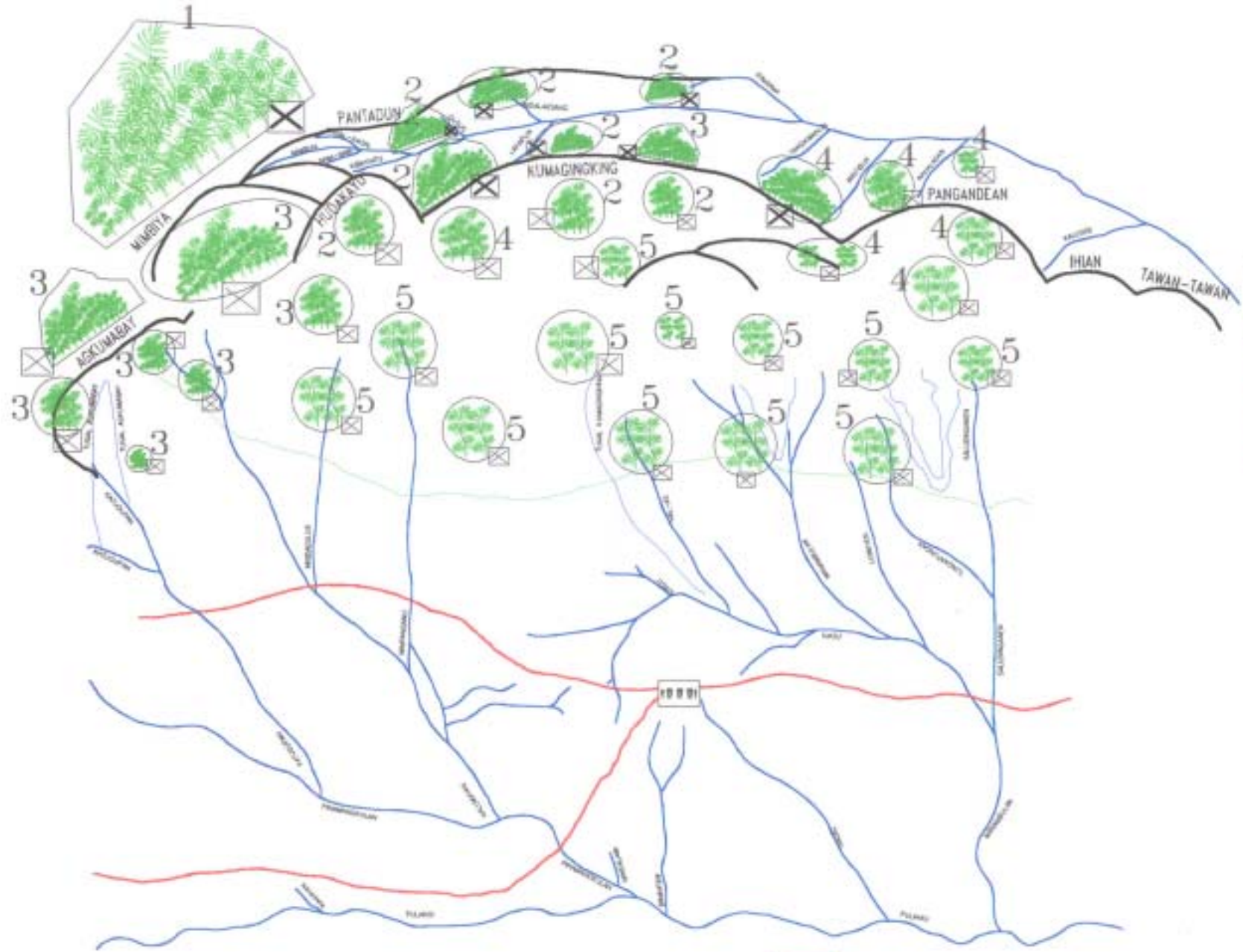
BENDUM, BUSDI, MALAYBALAY, BUKIDNON, PHILIPPINES



ENVIRONMENTAL SCIENCE FOR SOCIAL CHANGE
MALAYBALAY CITY, BUKIDNON
FEBRUARY 2002

MAP 5. RATTAN ABUNDANCE 1995

BENDUM, BUSDI, MALAYBALAY, BUKIDNON, PHILIPPINES



ENVIRONMENTAL SCIENCE FOR SOCIAL CHANGE (ESSC)
FEBRUARY 2002

SOURCES : BENDUM COMMUNITY MAPPING CONDUCTED ON SEPTEMBER 16,1995
BENDUM COMMUNITY MAPPING CONDUCTED ON OCTOBER 20,1996

The *Bukid-non* in Bendum were awarded a CADC issued under the name of the tribal council in 1998. With this level of tenure security, they developed ways of discussing with the military, city officials and New People's Army (NPA) to assert their rights in living peacefully within the area. There came a time when Bendum took the lead in meeting with other communities to refuse powerful political interests that were asking them to be a part of a single mining claim throughout the valley. Many farmers are increasingly adopting "settled cultivation" rather than "shifting cultivation" practices.

The different processes for dialogue developed the community's ability to resist illegal logging and strengthened the traditional tribal leadership. As their cohesiveness grew, their relationship with the environment was renewed and confidence as a community was regained. Both *Bukid-non* and migrants now recognize the tribal council as a body wherein they can discuss internal concerns such as resource issues. Discussions occurred on how to treat migrant settlers living in areas that were granted CADCs. When DENR started offering CADCs as tenure instruments for indigenous people in forestlands, the policy recognized only the rights of indigenous people in the ancestral domain area that they identified. Because of the passage of the Indigenous Peoples Rights Act, DENR turned over this program and its related policies to the National Commission on Indigenous Peoples, (NCIP) to implement the program. Backed up by law, NCIP is starting the process of converting the claims into titled lands in the name of indigenous people. As in Bendum, the reality is that communities in ancestral domain areas are often not homogenous, but include lowland migrants who have traveled upland to look for more productive land to till.

Parallels with Other Countries

The situation in Bendum in the early 1990s is parallel to the current situation in Kampong Chhnang, Cambodia, in that the community is fragmented and does not yet have the social mechanism to develop a community management plan for the fishing lots handed over to them by the government. Mr. Auv Sophiak is still at the facilitation stage and has difficulty in reaching out to the local communities. He is interested in finding out how dialogue was facilitated with local government and how local settlers influenced decisions of officials. Mr. Bruno's presentation has helped him to raise questions on what lessons can be learned from strategies that are applicable to the situation of the communities in Kampong Chhnang.

Community Mapping and Land Use Planning

Presenters:
Mr. Jojo Parreno, Environmental Science for Social Change
Mr. Edgardo Sabado, Provincial Planning and Development Coordinator of Nueva Vizcaya

Community mapping and land use planning are at two ends of the planning continuum. While community maps can show details in actual use and changes over time of an area, land use plans can provide the accuracy in space and the integration of communities into the bigger picture. Community mapping has developed in different ways over the years. Many assisting organizations in Southeast Asia have used community mapping because they recognize the value and contribution to resource management. Community mapping has been applied for many different purposes, including community planning for resource management. Meanwhile, all governments also have their existing systems for land use planning. The land use plan is ideally the basis by which administration expresses its vision of development in an area and also a means by which to integrate local and national development programs. It also serves as a guide for synchronizing plans and programs with desired land use.

The community is a basic unit where sharing of resources like time, effort, knowledge, and experiences exist. Community mapping is thus an " on-the spot sketching" of land area features, resources, social movements, and issues based on long time experiences of the

communities living in an area. In community mapping, the process for coming up with the maps is more important than the map output itself. The community mapping process should help communities spatially express the environment and their relations to it. It should be a process that strengthens the knowledge, skills and awareness of the community. Community mapping should also empower communities to participate and articulate their views and knowledge on the environment. Furthermore, it should be instrumental in re-enforcing the sense of ownership and responsibility of the resources under the care of the community. By combining the information from the communities with the existing government data, the resulting analysis and verification can be the basis for contributing realistic resource management plans, programs and policies that relate both with the government and community context. ESSC's process for community mapping highlights the aspect of community more than the mapping throughout its seven stages. In the process of using these methods, community maps generate a wealth of information for diagnosis and planning. Critical to the process are the following strategies:

1. Community mapping should be done in sites where the lowest levels of governance are located, such as *sitios* and *barangays*. Community mapping is done in the context of small resource management units such as CBFM sites, ancestral domain areas, municipalities, provinces, protected areas and watersheds.
2. Before community mapping is suggested as a process, the community or assisting group should be able to express a desire to respond to local environment issues. Community members should express willingness to participate in the community mapping activity.
3. Secondary data gathering is done prior to the community mapping proper to get an initial understanding of the area and come up with relevant questions to facilitate discussions.
4. The facilitator starts to ask questions of what the community knows, not by presenting the data that has been gathered from secondary sources. The facilitator refrains from being the one to put the first mark on the blank plastic sheet. Materials used are large plastic sheets, colored pens, and alcohol and cotton. Plastic sheets are used in order for members to be able to erase marks with alcohol and cotton and write in changes.
5. Information is validated with the community at every stage to establish their sense of ownership of the information, and to give other members who did not participate in the actual mapping activity a chance to get incorporated in the process.
6. Community maps are integrated with technical maps so that government can relate with the information. Technically integrated community maps are verified through field testing to establish a further level of accuracy and strengthen government acknowledgement of the information.
7. The process ends with presenting and turning over the verified technically-integrate map to the communities so that they can use it for reference in resource management or for further discussions.

Limitations of the present community mapping process are:

1. Government will not recognize the validity of community maps unless they are integrated with topographical maps.
2. The community mapping process has yet to be developed in such a way that it can contribute to national data sets.
3. Though community mapping touches on biodiversity resources, it could not yet considered by government as an official basis since the availability of updated data and identification of resources are considered as approximations. The information in the community maps, however, can already be used by civil society in raising environmental concerns to the government.
4. The greater challenge in any community mapping activity for ESSC now is how to document people's participation in society and negotiate a better place for these communities, which acknowledges the role of community members as primary managers of the natural resources.

Often, community mapping and land use planning mechanisms occur separately from each other, with little basis for integration. The reason for combining these two mechanisms under one topic in the workshop is to get an exchange of ideas on where levels of integration can occur. In 1997, Mr. Sabado, Mr. Parreno, and Mr. Frank Tolentino, the Provincial Environment and Natural Resource Officer, worked together to facilitate community mapping for land use planning in several barangays within the Lower Magat Watershed in Nueva Vizcaya. The land use planning process of Nueva Vizcaya depicts how the provincial government's planning office incorporated local issues and concerns that affect protection land, production land, settlement and infrastructures as the plan was developed. This process also attempted to rationalize national policies affecting local development in order to achieve comprehensiveness.

Forest management is critical in Nueva Vizcaya because 80% of the province is classified as forestland and its land area covers 8 major watershed in Northern Luzon. Prior to optimizing the land use planning system in 1992, Nueva Viscaya had large open grasslands, degraded forests, and uncontrolled forest fires. It had silted rivers, dwindling water resources, and flash floods. The province also experienced an increase in forest occupants who are unsustainably using forest resources. It was around this time the Local Government Code was enacted. Under the Code, governors, acting as "Area Managers" share responsibility with national government in planning and managing the use of land and other natural resources so as to maintain ecological balance. The Governor of Nueva Vizcaya invoked this clause in the Code and used the provincial land use planning process as an enabling tool. Through the help of the Governance and Local Democracy Project of USAID, the Governor also learned that using a participatory planning processes in developing the land use plan would result in higher chances of acceptability when the time comes for the implementation stage.

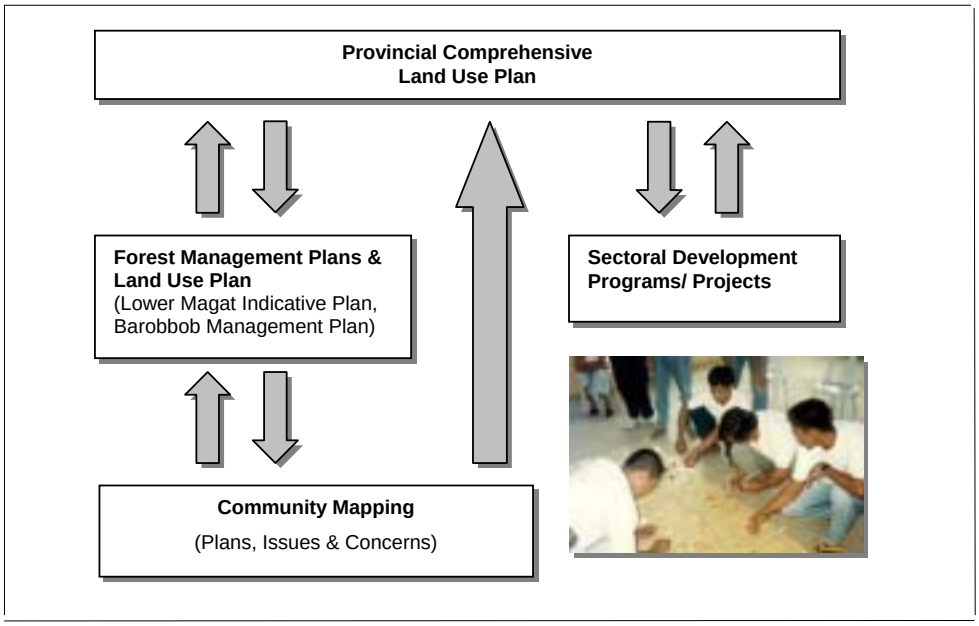
The preparation stage of land use planning involves data gathering, spatial, and sectoral analysis of socio-economic data. Communities get involved in this early stage through a level of community mapping, visioning and development goal setting activities (see Figure 6). These community processes generated issues, aspirations and some management schemes and strategies like those developed by communities in the Lower Magat Watershed. These sets of information were fed further into the process. Tools used by the PPDO for analysis are map overlay analysis (manual or GIS-based), SWOT analysis, and goals achievement matrix. The PPDO also created venues for discussions and communications such as community consultations, participatory workshops, writeshops, IEC media, policy research/position papers and documentation of best practices. Using these sets of information, alternative spatial strategies are lined up, the preferred strategy is detailed, and land use policies are formulated. The output became the provincial comprehensive land use plan.

The land use plan is then presented to various provincial committees that endorse the plan to the Provincial Development Council. The Council in turn endorses the plan to the provincial legislative body. The committee on land use, which is composed of a provincial planning officer and national agency representatives, then conducts a public hearing prior to adopting the plan. NGOs are also encouraged to participate in discussions. The committee reviews various issues derived from the community in relation to national policies. As a collegial body, the land use committee is the mechanism by which to discuss concerns, process conflicts, negotiate options and follow up actions. From Mr. Sabado's experience, a joint process with national agency representatives results in faster consensus-building and agreement on how national policies can be fine-tuned to suit the local situation. The plan is also forwarded to the Regional Land Use Committee for review. In cases where conflicts could not be resolved at the provincial level, the governor calls upon the Code to point out that he is a partner of the regional government and uses the land use committees at the regional or national levels as mechanisms to deal with conflicts.

A technical working group from the provincial government provides technical support to municipal governments in municipal planning activities. Mayors are mandated to sign the municipal land use plan to ensure that programs in their areas are according to the plan. Municipal land use plans feed into the overall provincial plan. The municipal and provincial land use plans are the basis for developing multi-sectoral development and investment plans. They also guide the development of forest management plans. As a feedback loop, details of the provincial development plan are refined and translated into municipal zoning ordinances.

On a broader integration level, the provincial plan gets fed into the regional physical framework plan through the regional development council. The information is also shared with national agencies dealing with economic development, agriculture, environment and natural resources. This is being done as part of the process even though approval of the provincial land use plan lies with the Housing and Land Use Regulatory Board in Manila. The purpose is so that regional and national investments are in line with the provincial plan. The participatory land use planning process in Nueva Vizcaya has increased awareness in the appropriate use of land and resources so as to balance use and conservation. The occurrence of forest fires have been reduced in areas where forest management plans are being implemented. By involving many stakeholders in the early stages of preparation, innovative forest development strategies, policies, and programs were formulated and implemented. Co-management for forestlands is one of the strategies that evolved out of this process. National and local agencies work to align their programs and projects with the plan. Investments have increased, and poverty incidence decreased by 28% in 1998. Population pressures on rural environments have also decreased.

FIGURE 6: PLAN INTEGRATION



Parallels with Other Countries

Participants from Indonesia find community mapping and land use planning highly relevant to their situation in Wonosobo, Central Java, because they are currently developing the technical guidelines for the newly passed district regulation on community-based forest management. Mr. Krustanto and Mr. Laurel Heydir are particularly interested in understanding the role of DENR in the provincial land use planning process and how conflicts are resolved. Mr. Auv Sophiak finds the community mapping process as something that could help him deal with communities' tasked to manage a fishing lot in Kampong Chhnang,

Cambodia. He and Mr. Parreno engaged in several discussions on how Mr. Sophiak can bring about community articulation of their situation as a starting point for diagnosis and planning.

Mr. Nguyen Huy Dzung is also interested in learning more about the process of integrating community maps with technical maps, as this is an effective way to present the case of Cao Bang District Networking for Community Management to policy-makers in Vietnam.

Watershed Management

Presenters:
Mr. Jessada Kaewchote, Watershed Management Development Office of the Royal Forest Development in Northern Thailand
Mr. Efrem Gerardino of the Maasin Watershed Project in the province of Iloilo, Philippines

Within the AFN network countries in Southeast Asia, Thailand uniquely stands out as the only country that has explicitly developed and continues to practice watershed management as an approach to forest management for almost five decades. A philosophy of "one forest, two systems" guides the conservation as well as the use of 25 major watershed basins in Thailand covering around 52 million hectares. The use aspect of this guiding philosophy provides interesting opportunities for the development of community forest management in the country. It also provides insights on possibilities of adapting the approach to certain situations in other Southeast Asian country projects.

Map of Thailand's watersheds

The watershed management approach can be broadly described as a two-pronged strategy. One strategy addresses rehabilitation and protection of the watershed resource to obtain optimum water yield, assure water quality, regular water discharge and to properly manage the use of the watershed resources. Projects and activities being implemented under this component includes forest surveillance and fire control, construction of check dams and reforestation to slow down water flow during the rainy season, and basic infrastructure development like road improvement and village water supply. The other strategy addresses and is anchored on community development. This strategy is aimed at enhancing the physical well being of the communities residing within the watershed areas as well as harmonizing their livelihood practices in relation to the surrounding natural resource.

Within this strategy, conflict resolution of disputes, arising from watershed resources allocations by various social sectors and groups, are also addressed. Sectors and groups that have figured in conflict situations are upstream and downstream communities, lowland and upland communities and government agencies and local communities. One of the diagnostic and planning strategies that is being used by RFD is Participatory Land Use Planning (PLUP). This is being implemented within the highland community forestry program together with agroforestry and forest food bank projects. The PLUP process engages villagers in painting together a holistic picture of existing natural resources and their land use patterns. Discussions lead to a determination of whether use practices are appropriate or not for a given area. Resulting conclusions provide the basis for a village land use plan with lands zoned accordingly as; residential areas, cultivated areas, community forest areas and protected forest areas. Eventually, each zone would be physically demarcated and benchmarked by a village committee.

To scale up, strengthen and institutionalize local watershed management, village committees are encouraged to link up together into a watershed network. Other local organizational mechanisms like community forestry committees and environmental conservation groups are also encouraged and supported. In upland watershed areas, village organizations establish codes of conduct and compliance measures in their areas of responsibility. Local fines are imposed for certain violations such as US$ 10 for cutting trees within a protected area and US$100 and/or legal prosecution for starting a forest fire. The watershed approach of conservation and use in forest management seem to be working in Thailand. Community forest management is being practiced in protected areas though it runs counter to current Thai forestry laws prohibiting human activities in these protected areas. The Community Forestry Act currently pending in the national legislative body will hopefully be approved to finally recognize and further institutionalize participatory watershed management in the country.

By Philippine CBFM standards and practice, the Maasin watershed project is unique in that it is not common to have a CBFM within an officially designated watershed area. The community that was granted a CBFM Agreement resides outside the watershed area but uses the resources in the watershed for their livelihood. Watersheds are classified as protected areas under the NIPAS Act. The Maasin Watershed Project, therefore, created a Community Resource Management Framework, CBMF. This framework is critiqued below.

Iloilo City, the capital of the province of Iloilo, depends on the Maasin watershed for its water resource with a potential to supply three other lowland neighboring towns. Once developed, the Maasin watershed would also serve as a good buffer area for an adjacent old growth forest. CRMF features significant components that were identified to be essential for the effective management of the Maasin watershed. These features include:

- Á The use of integrated and diagnostic planning tools
- Á A joint undertaking between the Department of Environment and Natural Resources, local government unit and the people's organization
- Á A process oriented framework development approach that develops strong ownership of the project by the local stakeholders
- Á Recognition of community mapping as an essential requirement
- Á Combining indigenous knowledge systems and the scientific method
- Á A method of work that uses local parameters e.g. local dialect

The CRMF was supposed to be a strategic plan for the community on how to manage and benefit from the forest resources of the Maasin watershed on a sustainable basis. It is more than a compliance document, a point of departure and road map for the implementation of CBFM in the area. Had it been developed properly, it would have demonstrated a process of moving from analysis to an initial level of planning. The CRMF document itself was to contain the following sections:

- Á A situation analysis of the community and the CBFMA area
- Á The community resource management vision
- Á Strategies to develop, protect and use resources in the CBFM area
- Á Impact indicators

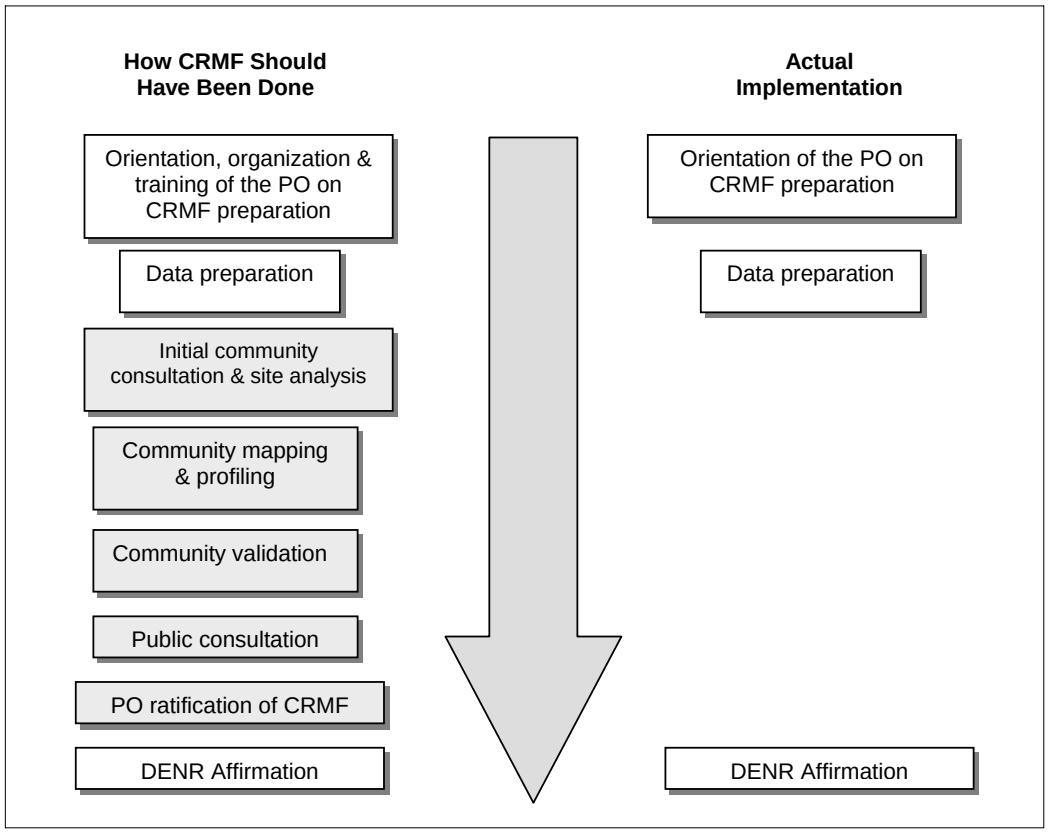
However, after eight years of project implementation, the Maasin watershed project was deemed to have failed. The project floundered along the way for lack of direction resulting in implementation backlogs and backslides. There was weak protection of the watershed while tree plantations became stunted and damaged due to poor maintenance. Community members contracted to work for the project developed an "employee mentality", became contract focused and reactive rather than pro-active. The local organization became non-functional. There was neither awareness nor understanding of the watershed management; neither sense of ownership among the local stakeholders nor a sense of responsibility and involvement. As

designed, the CRMF supports a process through which key stakeholders are able to gain ownership of the project. Unfortunately, several critical processes were skipped. There was no consultation conducted with the community but the facilitators came up with a draft of community maps. The diagram in Figure 7 compares how CRMF development should have been done and how it was actually done .

Having recognized the failure of the last eight years, the DENR in 2001 resolved to turn around the project by resolving to employ the following strategies:

- Á Assisting the PO in simplifying its organization structure and operating system to make them more effective and functional.
- Á Readjusting the monitoring and evaluation plan to suit current conditions.
- Á Integration of CRMF concepts in activities as a means of disseminating and promoting ways of establishing a sustainable project among the stakeholders.
- Á Revising the CRMF in a way that gives more importance to process with communities rather than to output. Assistance from ESSC is being sought to facilitate this process.
- Á A direct bilateral arrangement between the DENR and the people's organization of the community. This strategy is already underway.

FIGURE 7: FAILED IMPLEMENTATION OF CBFM IN THE MAASIN WATERSHED PROJECT



Parallels with Other Countries

Cambodia's fishing lot # 19 project in Kampong Chhnang finds itself in a parallel situation where communities are given back access and use rights over fishery resources with the

proviso that they organize themselves to manage and sustain the entrusted resources. The case of Maasin also draws parallels with the project in Cambodia where donor and aid agencies are pushing the government to implement reforms in natural resource management in the country. The contracting organization, in Maasin, short-circuited the process to deliver the documents as required by their employer.

An important insight by Mr. Gerardino concerns the quality of technical assistance providers who are supposed to facilitate the CRMF development process among stakeholders. He suggests that assisting organizations should undergo training and accreditation as CRMF technical assistance providers to address such incidents like that of producing documents without consulting the communities.

Co-Management

Presenters:
Dr. Isabelo Montejo, Assistant Regional Executive Director of DENR in Region 7
Mr. Virgilio Tiongson, Provincial Administrator of the provincial government of Nueva Vizcaya.

Devolution, decentralization, and local governance are sweeping Southeast Asian countries in one form or another. Within this context, and in both political governance and natural resource management, Southeast Asian governments are finding it practical, for various reasons that include donor and aid agency priorities and conditions, to share the responsibility of forest management with various stakeholders.

In the Philippines, co-management of forest resources have taken several forms and schemes and at different levels with various stakeholders. Co-management exists between a national government agency and a people's organization or between a local provincial government unit and a national agency. Forestry officials are pleasantly finding out that the co-management approach not only works, it is also a cost-effective way of addressing both resource and socio-political concerns.

The case of the Upland Reforestation Project in Bulolakaw, Alcoy town in Cebu province is a successful transition from merely employing locals as reforestation laborers to one where the community is a partner and co-manager of the forest. This was achieved through a Community-Based Forest Management Agreement devised by the Department of Environment and Natural Resources and granted a people's organization.

During 1981-1984, the Department of Environment and Natural Resources conducted an inventory of its social forestry projects and reviewed eight projects. At the same time, the Department assessed national policies that were affecting upland resources. In 1984, DENR embarked on a program of experimentation to learn about appropriate participatory requirements. DENR formed an association of upland farmers with the intention that they would implement, manage and sustain the Integrated Social Forestry (ISF) project in Alcoy. Activities were conducted to comply with requisites to the provision of farm security. Assistance was provided in the delivery of basic services like potable water supply. At the same time, soil conservation and agro-forestry practices were promoted that led to ecological stabilization and increased crop production.It was noted that prior to the Integrated Social Forestry project, hired laborers often burn reforestation plantations to make way for swidden farms for their livelihood particularly when payments from government reforestation project are delayed or do not come at all.

The project had three major components:

- A community organizing component that resulted in local leadership, organized the local organization called *Kapunungan sa Mag-uuma sa Yutang Lasangnon sa Bulolakaw* (KMYLB), trained and exercised individual farm planning and developed a community resource plan;
- An upland resource management component that covered agro-forestry development and reforestation.
- A land tenure component that granted Certificates of Stewardship Contracts (CSC) to individual farm lot claimants and a Forest Lease Management Agreement with KMYLB for the contract reforestation of 60 hectares of land.

In the course of implementing the three major component activities for ISF, there emerged and developed from the ranks of the local villagers *de facto* forest managers and workers, community organizing volunteers, trainers and agro-forestry technicians, local veterinarians, and deputized Forest Guards. At the same time, there was a shift in the approach of DENR from a purely administrative approach in reforestation to that of community-based approach. In addition, the following additional factors contributed to a favorable situation for elevating the ISF relationship between the DENR and the community to that of a partnership and co-management:

- Active and deep involvement of the community organization in the protection of forest resources and rehabilitation of denuded areas;
- Strong linkage between the community organization, the local government and concerned national government agencies;
- Genuine interests from the community expressed in strong lobbying efforts to secure a tenure instrument (i.e. CBFM Agreements) are issued to the community instead of to individuals.

The government eventually recognized the community forest management plan and KMYLB was granted a CBFM Agreement. In the meantime, the same regional office of DENR, in similar co-management agreements have also granted CBFM Agreements for 2,319 hectares of mangrove areas to 1,371 households.

The second case is a case of co-management initiated by the provincial government of Nueva Vizcaya for the Lower Magat Forest Reserve (LMFR), the oldest reforestation project of the Philippine government that was implemented in 1938 to manage a severely intruded protected area. The Local Government Code of 1991 considered the provincial government as the "Area Manager" mandated to manage and maintain ecological balance of the province. However, the functions that was given under the law limits the authority of the provincial LGU to the enforcement of forestry laws within community based forestry projects and within this limited framework is still subject to the supervision, control and review of the DENR.

The provincial government worked for the expansion of its roles and responsibilities pointing out that doing so is but consistent with its area manager role. DENR provided the province with the opportunity to manage a 400-hectare watershed and was able to manage it well. Having proven itself, the provincial government lost no time in securing a co-management agreement with DENR for the entire Reserve.

Almost 78% or 19,000 hectares of the 24,251 of forest land is "open access" with villagers in the surrounding areas engaged in timber poaching, charcoal making and plain squatting. An additional 5,000 hectares are under pasture lease agreements and the practice of ranchers burning brush lands has triggered severe fires resulting in erosion and of the land and

marginalization of the people. Of the total land area of the Reserve, a little over 5,000 hectares or 22% of the forestland is tenured.

Given the dire condition of the Reserve, the provincial government of Nueva Vizcaya and the DENR formulated a Reserve Indicative Plan after a series of consultations and meetings with local officials. In the planning and strategy formulation process, the two sides agreed to be guided by the following key principles:

- Recognition and formulation of individual/group property rights in the form of sub-allocation agreements, joint ventures and contracts within allowed zones.
- "Privatization" of management by encouraging the involvement and participation of legitimate occupants, claimants, investors and NGOs in the development and management of the reserve to reduce government subsidy.
- Flexibility and autonomy in operating the co-management agreement between the LGU and DENR.

The 1998 co-management agreement was signed in the form of a Joint Memorandum circular signed by the DENR Secretary and the Provincial Governor shall be in effect for 25 years and is renewable. The salient points of the agreement were as follows:

- Transfer of the protection, development and management of the Reserve to a Steering Committee (SC) chaired by the Provincial Governor with the Regional Executive Director of DENR as Co-Chair. Members of the SC are two Municipal Mayors, the Provincial Environment and Natural Resources Officer, a representative each of the private sector and an NGO.
- The SC is authorized to sub-allocate forest lands to private individuals, cooperatives, corporations or government agencies.
- The DENR may issue regular tenure instruments when appropriate.

To facilitate implementation and management of the indicative plan, the SC organized a Technical Working Group composed of three Task Forces:

- Conflict Resolution Task Force
- Land Use and Sub-Allocation Task Force
- Community Organizing Task Force

A very important process and tool that was used by the SC is the community mapping of all the 21 *barangays* within the reserve. The 21 maps were then consolidated into one Land Resources and Issues map. What may appear as a plain land distribution program is tempered by the fact that applicants, whether individuals or organizations, go through a process. This process includes orientation to gain concurrence with the LMFR Indicative Plan, concurrence of applicants to a Watershed Management Plan, and finally an interview of applicants by the SC. For the year 2000-2001, the SC approved 15 Memorandum of Agreements covering an area of 800 hectares. Mr. Tiongson pointed out that within that short span of time; the program has noted a number of successful outcomes. These outcomes include:

- Reduced incidence of fire, timber poaching and charcoal making.
- Controlled migration.
- Expansion of individual and community forest/ fruit tree farms.
- Increase in the number of livelihood activities such as seedling propagation, pineapple growing and pineapple by-products.
- Natural regeneration.
- Stabilization of the entire watershed.

In summary, Mr. Tiongson shared his insights on the lessons so far learned from the project. Combining DENR's technical expertise in natural resource management and the LGU's skill in people management is a practical strategy in NRM. "Privatizing" management of the Reserve is good politics and sound DENR-Local Government Unit (LUG) policy. Co-management of forests is a strategic alternative to outright total devolution given the current limited human resources available with the LGU. Food security objectives of stakeholders can be made compatible with ecological security objectives of the state. Poverty is not only economic but also aggravated by poverty of capacity. Enhancement of capacity should be developed at individual and organizational level and on a sustained basis.

The project though has its own share of challenges and constraints. For one there are incidents of tenure rights being sold by some holders of Memorandum of Agreement. Second is the urgent need for viable short-term livelihood projects to bridge and sustain medium and long term watershed-related investments. Third is the weak policy support at the national level. Finally, the fourth concern is the continuity of the program that can be threatened by a change in political leadership both at the local and national levels.

Parallels with Other Countries

Mr. Laurel Heydir of Indonesia pointed out the similarity between the Nueva Vizcaya experience and their initiative at Wonosobo District. Mr. Heydir raised the question of whether Mr. Tiongson could be invited as a consultant to the project in Indonesia to advise them on concrete ways of moving forward.

The matter of *de facto* tenure over the land and co-management became a lively topic for discussion. Thailand is conducting research that will be looking at modes of tenure. Indonesia has taken the initiative in local legislation that legally recognizes community forest management in Wonosobo. Cambodia is in a transition from commercial concessionaires to community management of fisheries and flooded forests at Tonle Sap Lake. Vietnam is keen to disseminate successful community management practices to influence provincial policy at Cao Bang from the Phuc Sen commune experience.

During the informal discussion sessions, the matter of human resources came up with Mr. Tiongson suggesting to Mr. Heydir the Nueva Vizcaya practice of hiring local professionals to facilitate their forest management work. Mr. Heydir replied that they have to contend with IMF/World Bank consultants who are international planners. Mr. Auv Sophiak, who is at the initial stage with a research project in Cambodia, sought clarification from Mr. Montejo on how the DENR facilitated the whole process of determining whether a community is ready for management or not. Mr. Montejo replied that if the community can manage the planning process on its own, then the DENR concludes that it has reached a level of independence.

NGO Role

Presenters:
Mr. Leo Paat, Technical Officer of the Foundation for Philippine Environment

Many of the NGOs in Southeast Asia particularly in the Philippines, Indonesia, and Thailand were involved and developed from activism for general social and political reforms before moving on to specific issues and concerns like environmental management. NGOs in the region have been known to relentlessly pursue a mission and goals with unparalleled commitment and dedication, and have contributed significantly to changes in both policy and governance in a wide range of issues and concerns. From human, political, and civil rights to economic, environmental reforms, NGOs provide the impetus for change with its idealistic outlook.

In the Philippines, Indonesia, Cambodia, and Thailand, NGOs have been involved in programs and projects for reforms in natural resource access and use even before government adopted policies in those areas. Previously adversarial to government, NGOs are now finding ways to work with government, though in various degrees of involvement particularly in community based natural resource management.

With its non-profit character and high level of independence and initiative, NGOs are able to quickly gain the trust of communities, experiment and innovate, respond to different situations and learn faster than their government counterparts. However, unlike government agencies, institutions, and local governments, NGOs come and go and can commit to an area only for the duration of a funded project or program. The Foundation for Philippine Environment (FPE) is an example of a mature NGO that rose from a long history of involvement in community-based natural resource management. Established as a mechanism for the implementation of a debt-for-nature-swap arrangement, the FPE manages a substantial endowment fund for environmental management. Since 1992, it has carried out the role of a catalyst for cooperation, a grant-maker, and a fund facilitator. And, as an advocate of CBFM, has supported and promoted participatory tools in diagnosis and planning for CFM that include rapid site assessments, community mapping, stakeholders meetings, participatory project design preparation, and cross visits. From experience, FPE identified the NGO role in community based natural resources management as follows:

- Capacity building of communities
- "Leveler" of resource management decisions
- Facilitator of ground rules of collaborative management

Parallels with Other Countries

Mr. Irfan Baktiar, a member of a local NGO in the district of Wonosobo in Central Java, Indonesia, expressed concern about situations where communities become dependent on NGOs for assistance. In response, Mr. Paat shared the advice that communities should be informed of the project life cycle from the very start of any project. Also discussed were the similarities in the occurrence of "Jakarta-centric" NGO consortia monopoly, where like in the Philippines, NGOs were for a long time "Manila-centric". Mr. Paat replied that this could be addressed by establishing regional mechanisms to ensure regional representation or to adopt an area-based program strategy. Of interest to Mr. Sophiak, in relation to his concern in Cambodia, is how FPE coordinates with the government in implementing a project. Though not elaborately touched on, the question reflects the importance that Mr. Sophiak faces in looking for collaborative venues of working with Cambodian government agencies.

Analysis and Documentation

Presenters:
Ms. Sylvia Miclat, Environmental Science for Social Change
Mr. Modesto Gaab, Municipal Planning and Development Coordinator of the Municipality of Besao in Mountain Province, Philippines

Analysis and Documentation is a critical element in the process of diagnosis and planning for Community Forest Management, without which the whole process cannot effectively move forward. The initial failure of the 8-year Maasin Watershed Project (see Watershed Management), clearly points out what can go to waste when analysis and documentation is not undertaken and used as a learning tool. Analysis is the methodology by which one arrives at an understanding of the historical and current state of the natural resources and the relationships of forest user communities with the resource and with each other. Documentation, which goes together with analysis, is putting this understanding and the

supporting information on record, in a form or forms (on paper and/or electronically) that can be used and disseminated to concerned parties. Documentation is done for various purposes that include uniting community members and other stakeholders, lobbying for tenure and policy, conflict resolution, planning, implementation, evaluation and monitoring among others.

Drawing on the experience of Besao communities and the local governments, Ms. Miclat offered key directions for the participating countries. Cambodia, for example, would need to start in community analysis while the Indonesia project is at a point where they have to move efforts beyond the district level. Thailand can enhance GIS information from those gathered from communities on the ground. Vietnam meanwhile may start assisting in the generation of appropriate methods and strategies to analyze relationships and establish motivations for other communities to move on.

The Besao project identified the major elements to be analyzed and documented. These elements include the identification of the area to be managed. Maps generated from the community mapping process were very important at the point of discussion when boundaries and limitations are established with communities. In addition, resources within the area are identified and analyzed. Guide questions help in the process. For example:

- What and where are the resources?
- How much is there and how much is being taken (extraction and valuation)?
- How are resources being used?
- What is the priority use and how is this established?
- How much is being protected and allowed to regenerate (whether natural or assisted regeneration)?
- Are there emerging levels of forest classification?
- What are the existing management practices?
- What about destructive practices, if any?

To make any documentation usable, local communities, including the local government should be able to own and identify with any output resulting from the process. The use of local terms and language in documentation is therefore essential and should be made standard practice.

The objectives of analysis and documentation in the Besao case were: (1) to re-affirm the Ibesaos' claim on their ancestral domain, which was done by showing through documentation that they have been actually managing the area for centuries while struggling to survive as a people and as a culture, and (2) to put on paper their resource management practices and a vision of what they believe their future generations should inherit.

Besao comes from the word *Buso*, which means headhunters. In 1963, Besao was declared a separate municipality through an executive order from national government. Besao was then subdivided into 14 *barangays*. Besao is a town in the Mountain Province in northern Luzon, Philippines. Located within the Cordillera mountain range, it is 150 kilometers away from Baguio City and bounded by Sagada Municipality to the east, Ilocos Sur Province to the west, Abra Province to the north, and Tadian Municipality to the south. Besao is home to around 10,000 people who belong to the Igorot – Applai tribe. Literacy is 95%.

The land area of Besao is officially 9,000 hectares. However, the ancestral domain claim awarded to the municipality covers 17,000 hectares or almost twice its official land area. From the community perspective, their ancestral domain covers almost 19,000 hectares. The town center covers only 1,400 hectares. Besao has a mountainous terrain, and is classified as 100% forestland. Half of its land area is classified as forest reserve. Eighty percent of its land is covered with pine forest. Major economic activities are subsistence farming with wet rice,

and production of citrus and other cash crops like bell pepper, carrots, cabbage, beans, and potatoes. The people also engage in livestock raising. Two forms of leadership govern Besao. The formal leaders are the elected officials under the administrative government structure, and the informal leaders come from the elders.

The Ibesao believe that Kabunian or God owns the natural resources. People are stewards of the land. Land is devoted to various uses: residential lots, cropland, grazing areas, cultural sites, forests, and hunting grounds. *Batangan* or pine forest is the dominant land use with *pinus insularis* as primary vegetation. *Batangan* comprises of natural pine stands, planted pine stands and assisted natural regeneration. Mossy forests contain hard wood and are home to wildlife. The pine and mossy forests provide significant watershed cover. From the watershed flows water for rice fields and for domestic use.

Cropland is the main source of livelihood with *payeo* or ricefields as irrigated pond fields planted with rice and *u-ma* or non-irrigated land planted with sweet potato along with seasonal vegetables or fruit trees. For both systems, stonewalls support flattened the portions of mountain slopes to prevent soil erosion. People have maintained these systems throughout generations. Grasslands within pine lots and open grazing grounds serve as pasture areas. *Pengod* (small dams) are piled stones or rocks to store water to the level of connecting payeos or irrigation canal. The Ibesao believe that water is provided by spirits that inhabit water sources and that *Pinading* (the spirit) can regulate the flow of water. People can make amends with the spirit by influencing it to provide more water through *legleg* or ritual – offering of chicken accompanied by *sap* (prayer) to the spirit. People should protect the forest to protect the *Pinading*. Thus, grazing is prohibited near springs. Burning the forest is a serious offense. Despite modernization and Christianity, the elements of indigenous culture continue to provide the bases to the Ibesao way of life. Amid the forces of development, customary laws, practice of transferring ownership, dispute management practices and traditional support systems that are instrumental in the management of our resources need to be strengthened. Customary laws are embodied in the *inayan* or *lawa* (golden rule). Self-restraint or discipline in the use of natural resources and discourages wasteful and destructive practices such as *Menbabawi nan batang* (burned), *Men-aga nan makan* (wasted), and *Makaligot nan pinading* (disrespect to water sources).

Dispute management procedures are guides in dealing with conflicts over resources through amicable settlement. Settlement talks are called *sasango.* Some forms of dispute management include theft – the guilty returns property or value of money; destruction of private property – person responsible pays for damage e.g. of stray animals; land disputes – in this case lines are drawn, or mediation, *tenga, sapata* take place. Landmarks are established through rituals to denote boundaries (*inayan tay nabanowatan*). Underlying the dispute management procedures are Ibesao values of *ububbo* (cooperation) and *galatis* (sharing of resources). Ownership is transferred through *tawid no dawak* (inheritance) witnessed by elders. Selling should be to family members.

Payeo – um-a is the source of food. Use can be shared with others for free or lease. Fixing irrigation systems is done by *galatis* (free labor). In grazing areas, the cattle owners are responsible in fencing to deter animals from destroying crops. All cattle owners are responsible to each other (*ibaga* or *mensakit* or *natoy*). Rituals are done throughout the agricultural cycle. Forests are perceived as both wood resource and water resource. There are three types of wood lot-based ownership and access. These are communally owned, *saguday* (clan or kinship owned) and individually owned wood lots. Water is a communal resource. Nobody can lay claim to water sources even if they are located on privately owned lots. By customary law, water rights belong to the irrigator. Elders provide counsel, conduct rituals, assist in processing cases, represent communities during meetings or settlement of boundary disputes and responsible for the affairs in *dap-ay*. The *Dap-ay* serves as cultural political and social centers but it now has declining importance.

The problems facing the Ibesao include a lack of security of land tenure, unsettled boundaries and deteriorating indigenous culture in particular the conflict between elders and young generation. Natural and human induced pressure on the natural resources also exist including forest fires, rampant logging, the perception that the *batang* decreased water discharge, the *batang* interfering with old growth of crops and hindering the growth of grass. These effects contribute to decreasing wildlife in mossy forests. In terms of cropland, the Ibesao are seeing decreasing production and productivity, abandonment of crop land due to lack of water and increasing pests e.g. golden snail as well as improper use of fertilizer. Pastures are more prone to fires and suffer from declining water supplies. Destructive fishing methods are also having an impact on the natural resources of the community. In 1996, the DENR awarded Besao a CADC that covers an area that cuts across the boundaries of three provinces and six municipalities. The Ancestral Domain Management Plan currently being drafted will include the integration of old beliefs and the application of customary laws with regards to access and use of the natural resources within the ancestral domain claim.

Aspects that were analyzed and documented in Besao were the biophysical i.e. is the geology, hydrology, topography, vegetation, watershed divide and agricultural areas. Cultural aspects included areas of indigenous people, cultural landmarks and structures, leadership, values, resource ownership, management systems and cultural resources. Political components looked at the leadership of the local government unit, its relationship with adjacent communities, the interest of other influential sectors like the academe, business, professionals and the church. Other elements analyzed were socio-economic factors such as income levels and sources, growth rate, markets, products and services, literacy, education, population, infrastructure, and administrative boundaries. Also, environmental and ecological parameters included the location of watersheds, protected areas, watershed reserves, forest reserves, forest cover, biodiversity, topsoil loss, soil fertility, river and creek maintenance and land use. Finally, policy aspects were considered including customary laws vis-à-vis government policies at national and local levels. In the conduct of analysis and documentation, ESSC closely collaborated with the LGU through the Municipal Planning and Development Office as well as with the Board of Trustees of ADMP. Figure 8 shows the approaches and tools that were used for analysis and documentation.

FIGURE 8: PROCESS AND MECHANISMS FOR ANALYSIS AND DOCUMENTATION

Processes	Methods	Mechanisms for Ways Forward
Social	Á Social and Environmental Scanning Á Community Mapping Á Community Discussions Á Close collaboration with Municipal Planning Development Office Á ADMP workshop using the landscape approach (physical, economic, cultural) Á Involvement and discussions with related line agencies that operate also in the area Á Community Feedback Á Cultural documentation of all activities	Á Integrated LGU planning and operationalization Á ADMP Board of Trustees Á 2004 Centennial Year preparations Á Strengthening of cultural integrity through: À Traditional beliefs and customary laws À Land uses, classification and ownership Cooperatives or *ogogbo* À *Galatis* or free labor À Dispute management À Cultural practices and policies (resource allocation, use, and protection)
Technical	Á Spatial and non-spatial data gathering Á Technical integration Á Data attribution Á Photo documentation	Á GIS datasets Á Updated and ground-truthing

The Besao maps present an integrated understanding of the culture and environment of communities living on the ancestral domain claim that is Besao. The Igorot-Applai tribe people that put forward the claim are Kankannaey–speaking people and have lived in the area for centuries. The area is mostly pine forests, and the people practice a cultural resource management system call the *batangan* that involves working with the pine forests, water and their *payeo* or ricefields. Rice is the staple food. Government initially acknowledged their claim in 1996 by awarding them a CADC, the boundaries of which cut across three provinces and six municipalities. The Besao people are now in the process of crafting an Ancestral Domain Management Plan. This plan will re-affirm their claim for government, but more importantly, it will show and document that the Besao people have been actually managing the area for centuries while struggling to survive as a people and as a culture. The management plan will put on paper their resource management practices and their vision of what they believe future generations should inherit.

The Besao people have contended with different administrations over the years as they attempt to make the national government and the rest of Philippine society understand, respect, and acknowledge their way of life. Now, they have been given the opportunity to graphically depict their identity and how they live. Encouraging the Philippine society to listen and understand the depiction of reality and the environment in which the Besao live can be challenging. The concept of boundaries that has been accepted by government and the Philippine society in general is now being questioned and needs to be re-assessed. Given their knowledge and their use of the land, the Besao people are very clearly working with the concept of watershed boundaries as determined by the topography and the natural flow of water.

Originally, the communities drew the maps on acetate sheets – two meters by three meters. These were then reduced to one meter by one meter and validated four or five times over with the communities. These maps are more accurate than satellite images that do not provide such rich detail. These maps establish the basis to question the adequacy of past ground-truthing of satellite images in the Philippines. The maps are also clear statements of where people are and where they want to go. Communities may now present these maps as a picture of how they use the land, water and other resources. They are no longer limited to how government presents their area as allocated by doctrines or clarified by satellites.

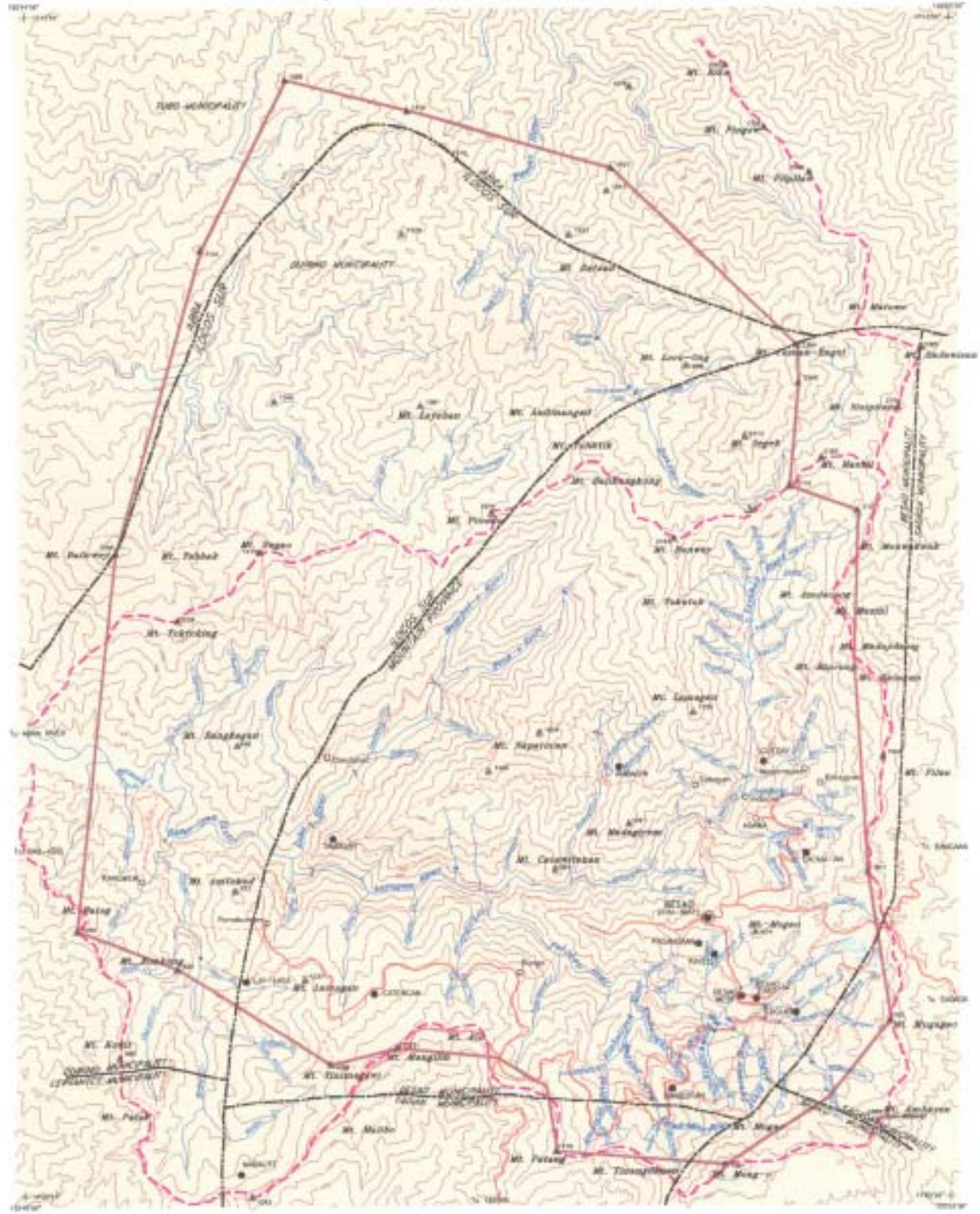
The work that ESSC is doing is carried out in an area of very intense cultural opposition to government. Yet, communities are showing that they are willing to work with government and society, if government and society are willing to work with them. This approach of ESSC provides an opportunity to work with and understand communities in a new way. It is a clear departure from the previous system that relegated these communities to the fringes of Philippine society. This marginalization of cultural communities from the political, social, and economic hubs is historically documented, but now the Besao people are demanding that this be changed. However there is still a long way to go and the transitions taking place in Philippine society are putting a strain in social stability and environmental sustainability. The efforts of the Besao people and groups working with them can be attributed to the commitment and desire to make a difference. The research and discussions are reflected in the following maps (Maps 6, 7 & 8) and give credibility to the process. The articulation of the way of life of the communities has begun, but has not yet been accomplished. The results will only be felt and experienced a generation from now.

Map 6

TOPOGRAPHY AND CADC BOUNDARY

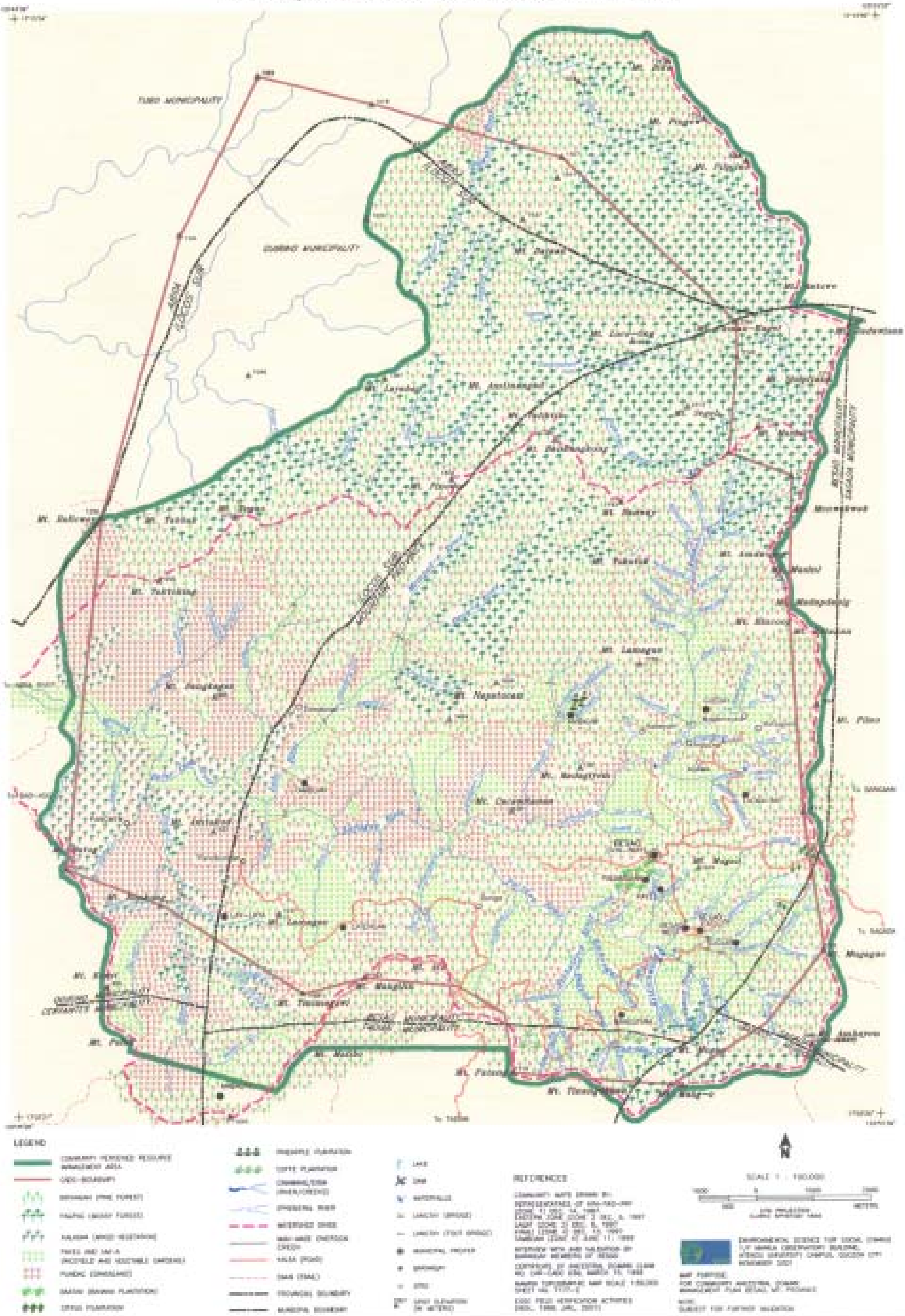
(INTEGRATED COMMUNITY AND TECHNICAL DATA)

BESAO, MOUNTAIN PROVINCE, PHILIPPINES



Map 7

COMMUNITY PERCEIVED RESOURCE MANAGEMENT AREA
(INTEGRATED COMMUNITY AND TECHNICAL DATA)
BESAO, MOUNTAIN PROVINCE, PHILIPPINES

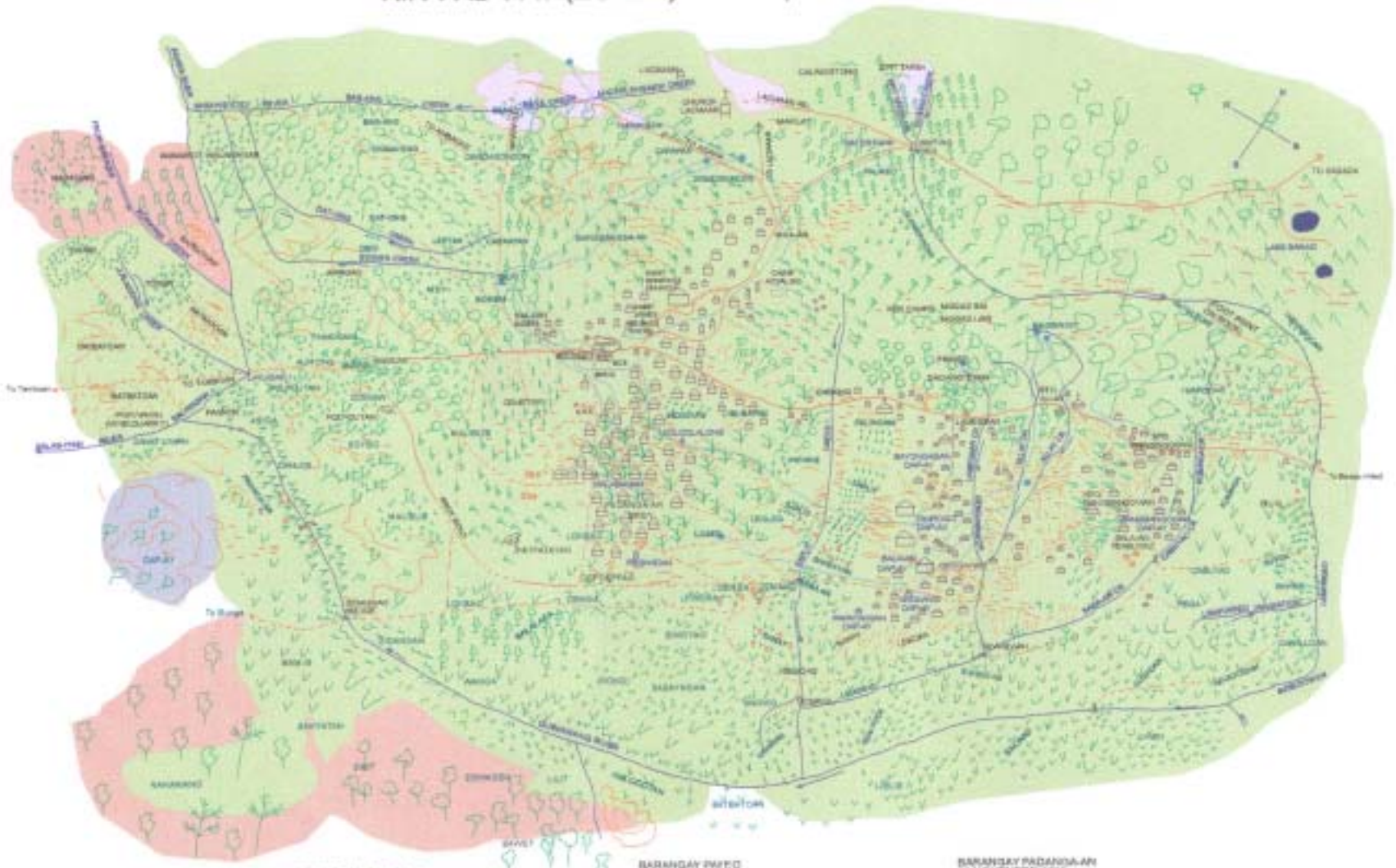


MAP 8

MAPAN DI USAL DI DAGA YA KAGAPWAN DI PAGBIAG

(LANDUSE AND RESOURCES)

KIN-PAD-PAY (ZONE I) BESAO, MOUNTAIN PROVINCE, PHILIPPINES



COMMUNITY MAPPING PARTICIPANTS: DECEMBER 1997

VALIDATION PARTICIPANTS: BARANGAY KIN-IWAY NOVEMBER 1998

BARANGAY PAYEO 05 NOVEMBER 1998

BARANGAY PADANGA-AN 04 NOVEMBER 1998

DRAWN BY:

REPRESENTATIVES OF ZONE I
24 SEPTEMBER 1998
ST. JAMES HIGH SCHOOL, BESAO, MT. PROVINCE

FACILITATED:

ENVIRONMENTAL SCIENCE FOR SOCIAL CHANGE (ESSC)
MARILA OBSERVATORY BUILDING
ATENEO UNIVERSITY CAMPUS, QUEZON CITY

NOTE:

MAP DIMENSIONS ARE NOT TO BE SCALED

MAP PURPOSE:

FOR ANCESTRAL DOMAIN MANAGEMENT
BESAO, MT. PROVINCE
NOVEMBER 8, 2001

Parallels with Other Countries

Workshop participants raised several issues and concerns regarding the Besao experience in analysis and documentation. These included the apparent absence of a clear approach in resolving "mismapping" and information discrepancies between community maps and technical maps that could lead to land ownership and water resource use conflicts. While the Besao LGU is supportive of the results of the analysis and documentation, the same may not be true for other LGUs. Questions emerged including:

- How does one engage LGUs that are not predisposed to supporting the results of the process?
- How does one address conflicts arising from incompatible customary laws and government policies?
- How does one deal with migration and land ownership?
- Would it be possible to include a rider on dispute management procedures to deal with conflicts over resources?

Conflict resolution was a matter of interest for Mr. Laurel Heydir of Indonesia, specifically the question of community adherence to customary laws, the arbitration process and the duly authorized agency that handles such matters. Resolving discrepancies between community maps and technical maps was a matter of common concern for Vietnam, Indonesia and Cambodia. Migration, the movement of families both into and out of the area, is a parallel experience in the Tonle Sap Lake area of Cambodia where questions of ownership and possession is very relevant in the management of the fishery resources.

PART III: WORKSHOP LEARNINGS

During this workshop, presenters from the five participating Southeast Asian countries discussed how they are responding to the worldwide concern over rapid deforestation. Drawn from government forest departments, NGOs, and local government offices, these individuals are helping facilitate an important transition in natural resource governance systems, characterized by devolving authority from state agencies and private companies to communities. Though their project areas represent only a small portion of the total public forestlands in Southeast Asia, their efforts to support community management are significant as they illustrate a new generation of strategies to implement emerging CFM policies and respond to local conflicts over forest resources.

Participants described a variety of tools and methods they are utilizing to understand community concerns and needs, as well as aspirations and capacity for resource management. Most participants began their diagnostic process by examining the community's relationship with the resources through different forms of mapping and dialogue mechanisms. Similar tools and procedures were used to facilitate dialogue between communities and local government concerning resource management. Spatial analysis was recognized as a key tool for analyzing location specific problems and conflicts, an activity generally agreed to be a prerequisite for moving on to the planning stage, as evidenced by the rich discussions generated out of the presentations on community mapping and land use planning. Overlaying of maps gathered from different sources was critical in understanding different stakeholder perspectives and identifying important conflicts. Equally important was communicating the results of spatial analysis to different groups involved through field visits, multi-stakeholder meetings, workshops, and public hearings. This process allowed resource conflicts to be jointly identified and openly discussed, often generating the broader support needed from stakeholders to initiate planning process.

The community resource management planning process is critical for laying the groundwork for actual management. Community awareness building, resource inventory and valuation, institutionalization of dialogue mechanisms, and capacity-building are needed to make the plan more realistic. Responsibilities of community members and the different involved authorities need to be clarified and supportive programs need to be identified. In the experience of the FPE, roles that assist community organizations can include building capacity of communities, facilitating resource management decisions, and assisting with the development of operational rules for collaborative management. Proper documentation is needed to unite and inform stakeholders, as shared through the Besao ancestral domain management planning experience. Documentation of the management plan helps integrate it into larger government planning mechanisms, while helping provide feedback for policy development. Finally, documentation provides a basis for monitoring and evaluation.

Participants identified support from local authorities as an important factor in securing community access and usage rights in countries where CFM policies are not yet approved, or have not been implemented. This was shown by planning and co-management experiences in Nueva Vizcaya Province and Alcoy Municipality, as well as watershed management strategies in Mae Khan Watershed. In situations where national CFM policies are yet to be approved or implemented, government land use planning mechanisms can also be used to provide recognition for community forest management plans.

AFN staff and workshop participants made a number of observations over the course of the workshop process and follow-up visits.

- Practitioners in the group who have completed diagnostic assessments were able to identify social and institutional mechanisms that can serve as venues for continuing dialogue for resource management among stakeholders.

- Practitioners identified several indicators of collaborative management potential including: 1) the experience of local institutions in managing resources, 2) the openness of local authorities to engage in dialogue, 3) the presence of support external institutions like NGOs, government agencies or the private sector, 4) a conducive policy environment, and 5) a mechanism to process conflicts.

- Devolving responsibilities for forest protection to communities takes very different forms in each country and project areas, shaped by each site's historical, social, and environmental characteristics. Workshop participants indicated that deputation of management responsibilities by government to community groups often works better in areas where 1) resource conflicts are not resulting in violence, 2) communities already have the capacity to articulate their responsibilities, and 3) officials recognize the validity of communities rights and responsibilities for forest protection in relation to other stakeholders.

- Southeast Asia CFM practitioners already maintain a substantial understanding of diagnostic tools for assessing community resource management problems, needs, and capacity. Management planning, resource monitoring and analysis, and documentation are areas where further work needs to be done in developing operational methods to engage communities and local government in dialogue.

The different field sites presented at the workshop are points on a map reflecting changing patterns of forest management in each participating country and across Southeast Asia. These sites are significant areas of learning and insight regarding ways that the region's forestland may be managed in the future. Most of these sites possess degraded or poor quality forest that communities are attempting to protect and eventually restore with the support of local government. Many of the participants believe that environmental issues cannot be addressed without dealing with socio-institutional issues first. By focusing on communities to bring about this change in vegetation cover, there is hope that there will be greater environmental stability. The stories and developments in these field sites indicate that it is important to better integrate strategies for poverty alleviation and sustainable resource management. These Asia Forest Network members are committed to achieving this integration through their work.

This first field methods workshop was designed to provide support for individuals involved in projects that are facilitating transitions to community forest management. The meeting series is creating a learning environment and forum for ongoing exchange among practitioners in Southeast Asia. One month after the workshop, AFN staff made a series of follow-up visits to the participants' projects. AFN staff worked with Mr. Nguyen Huy Dung's team in FIPI, attending the first major district meeting to gather support for the network of communes in Cao Bang, Vietnam. Sylvia Miclat made a cross-visit to a Chiang Mai, meeting with Mr. Jessada Kaewchote and the team in Thailand to explore ways to enhance the analysis of social overlays in GIS. The AFN team also worked with Irfan Bakhtiar and the Arupa team in Wonosobo, Java, as they diagnosed the potential for community management in three communities in Indonesia. Communications are ongoing with Auv Sophiak in Cambodia as he completes the first phase of his participatory rural appraisal in project communities in the Tonle Sap area. Discussions are on-going with May Blanco from the Philippines to identify support needed for the next steps that ESSC-Visayas seeks to take in the Caru-od watershed in Candijay, Bohol.

Through a combination of inputs from the AFN workshop series and follow-on consultation visits, it is intended that project implementation will move more smoothly and effectively in supporting community efforts. The AFN field support program has also created a framework and process for project staff to assess their progress and compare it with projects in neighboring countries. Ultimately, this should facilitate learning for individuals involved in policy development in each country, as well as regional policy assessments.

PART IV: SUMMARY

The CBFM projects described during the workshop reflected similarities and differences in approach. To understand the project implementation strategies presented at the meeting, the workshop organizers asked each presenter a series of questions to illuminate the diagnostic approach being utilized by the project. The diagnostic and planning steps reflect the process taken to arrive at successful long-term implementation of CBFM. Diagnostic methods used in each of the project sites revealed a range of tools and techniques for engaging communities in resource management discussions. During the diagnostic phase, most of the projects presented demonstrated strong similarities in the universal value given to PRA techniques, especially methods for participatory spatial assessments. Diagnostic tools and mechanisms usually were designed to identify community user groups, traditional land use systems, and facilitate collaboration between communities and local governments. The knowledge of project staff regarding diagnostic approaches often reflected the experience level of CBFM in a given country and the extent to which each project was in the CBFM process. With respect to identifying traditional land use systems, community strategies for natural regeneration, sustainable extraction methods, and watershed protection, project teams relied on techniques to engage the local community users and traditional experts, and reveal local knowledge. These techniques included community mapping, transect walking, seasonal calendars and community meetings and workshops.

The ESSC-Visayas project in Candijay, Bohol, Philippines identified specific techniques to identify forest user communities and their spatial domain, including the use of Department of Environment and Natural Resources (DENR) data to establish users who paid annual fees or hold use permits. The ARUPA project in Wonosobo, Indonesia identified participatory mapping in combination with technical maps and the study of the "*wono dusun*" cultivation system. The study of traditional use systems and current resource use patterns was also identified by the JVC project to understand the user groups within the communal fishing grounds of the Tonle Sap, Cambodia. The Royal Forestry Department team from Thailand identified formal mapping techniques including satellite imagery in combination with forest product use maps. The FIPI field team from Vietnam also identified mapping techniques to identify the network of communities that would be involved in the institutional capacity building of CBFM practices.

In identifying dialogue mechanisms between communities and local government for resource management, both the JVC Cambodia group and Wonosobo Indonesia group identified the need for re-clarification for the role and involvement of local government in forest management. The project groups identified the need for external catalysts such as NGOs and the empowerment of community groups. Meetings between farmers, the community, and local officials were also identified as a means to promote dialogue. The use of traditional meetings, *lapanan* was identified as an appropriate dialogue forum for the Wonosobo group. A historical understanding of the relationship between local government and the community was also important, particularly in the JVC Cambodia case for Tonle Sap.

Techniques that were identified in analyzing a project site's potential for collaborative management included promoting active dialogues between communities, government institutions, NGO's, and academic bodies. Registering the interest of the community could be achieved through community interaction, site visits and open discussion sessions. Understanding the level of governmental support was also identified as important in assessing the potential for collaborative management. The participants were also asked to identify the challenges they might face in implementing the dialogue process in CBFM. From their response it was clear that current centralized policy frameworks, and a lack of institutional capacity within the forestry sectors to accommodate CBFM, were major limitations.

In developing co-management and planning strategies, workshop participants agreed that stakeholder mapping activities and dialogue processes can help identify existing or potential conflicts between user communities. To establish CBFM systems that secure community access rights and responsibilities for the resource, however, the endorsement of local and/or national governments is essential. Mapping techniques used to identify or analyze resource use problems and/or conflicts included engaging the community early on in defining areas of conflicts and using overlays of community maps and administrative maps. In understanding natural resource management conflicts, the Wonosobo group identified the use of various formal watershed and forest maps in conjunction with community maps. The application of different maps is helping to identify horizontal conflicts between different villages or community groups and vertical conflicts, between villages and local governments and local and national government bodies.

The RFD team from Thailand is using technical mapping techniques involving satellite images and digital elevation models. Participants discussed how the important information present in these sophisticated images can be communicated to communities so they understand the images and are not alienated from the CBFM process. To facilitate such an understanding, the Thai team noted that they are planning GIS workshops for the community, as well as field visits and farmer exchange programs. In attempting to transition from participatory mapping activities to developing a management plan the project participants recognized the need to work closely with the stakeholder groups and prioritize their needs, and synthesize spatial information. Some participants noted that the types of maps that were useful in developing a management plan integrated community and technical maps, supplemented with secondary data, and reflected special culture features of the area.

In moving from diagnostic activities towards the development of resource management plans, participants discussed the importance of capacity building of stakeholder groups (communities, governments and commercial interests) and the need for mediation from a regional forestry body to assist the process. Once a management plan is developed, successful implementation will require a clear determination of the role and responsibilities of the government and communities, and a clear delineation of land use areas. Community capacity building coupled with the adoption and implementation of supportive CBFM policies, sufficient funding, and information dissemination were also identified as important components.

Additional management aspects addressed by the workshop included identifying processes to secure access and usage rights for communities that are recognized by local governments and other interest groups. These strategies address core steps in establishing successful CBFM. Many participants identified the following actions needed to facilitate transitions to CBFM:

- Á Regulatory policies should be established to promote community forestry management as a means to secure access rights and process recognition.
- Á Communities should be encouraged to act collectively in implementing CBFM.
- Á Dialogue and workshops should also be organized and supported as mechanisms to integrate the needs of different stakeholders and increase the recognition of community forest use rights.
- Á Communities should be encouraged to develop a holistic picture of user group relationships and resources in their area through inventory and mapping of resources, public hearings, and education.

The AFN Regional Field Workshop in Cebu, Philippines, provided a forum for participants to compare project contexts and experiences in implementing CBFM activities. Workshop discussions promoted the formation of a new support network that provides an opportunity for regional cross visits and communications. An important outcome of the regional field workshop was the exchange of ideas and strategies in developing CBFM practices between Southeast Asian participants. Similar situations at different project sites across the region reveal a growing recognition of CBFM as a means of harmonizing community welfare and forest conservation.

APPENDIX 1: ACRONYMS AND ABBREVIATIONS

AFN	Asia Forest Network
AWP	Annual Work Plan
BAPPENAS	National Agency for Development Planning
BAPPEDA	Local Agency for Regional Planning
BOD	Board of Directors
CADC	Certificate of Ancestral Domain Claim
CBFM	Community-Based Forest Management
CBFMA	Community-Based Forest Management Agreement
CBRM	Community-Based Resource Management
CCD	Community Capacities for Development
CFM	Community Forest Management
CFU	Community forestry Unit
CLUP	Comprehensive Land Use Plan
CO	Community Organizing/Organizer
CRMF	Community Resource Management Framework
CRMP	Coastal Resource Management Project
CSC	Certificate of Stewardship Contract
DAR	Department of Agrarian Reform
DENR	Department of Environment and Natural Resources, Philippines
ENRO	Environment and Natural Resources Officer
ESSC	Environmental Science for Social Change
FIPI	Forest Inventory and Planning Institute
FPE	Foundation for Philippine Environment
FMB	Forest Management Bureau
FREC	Forest Resources and Environment Center
FUG	Forest User Group
GIS	Geographic Information System
IPRA	Indigenous People's Rights Act
IMF	International Monetary Fund
ISF	Integrated Social Forestry
JVC	Japan International Volunteer Center
KMYLB	*Kapunungan sa Mag-uuma sa Yutang Lasangnon sa Bulolakaw*
LGC	Local Government Code
LGU	Local Government Unit
LMFR	Lower Magat Forestry Reserve
MFARMC	Municipal Fisheries and Resource Management Council
MOA	Memorandum of Agreement
MPDC	Municipal Planning and Development Coordinator
MPDO	Municipal Planning and Development Office
NCIP	National Commission on Indigenous Peoples
NGO	Non-government Organization
NRM	Natural Resource Management
PAMAS	Panadtaran Mangrove Planters Association
PCRA	Participatory Coastal Resource Assessment
PDC	Provincial Development Council
PLUC	Provincial Land Use Committee
PLUP	Participatory Land Use Planning
PO	People's Organization
PPDO	Provincial Planning and Development Office
PPDC	Provincial Planning and Development Coordinator
PWG	Philippine Working Group
PICOP	Paper Industries Corporation of the Philippines

PO	People's Organization
PRA	Participatory Rural Appraisal
RFD	Royal Forest Department
RLUC	Regional Land Use Committee
RSA	Rapid Site Assessment
RUP	Resource Use Plan
SFE	State Forest Enterprise
SP	*Sangguniang Panlalawigan* (Provincial Legislature)
SWOT	Strengths, Weaknesses, Opportunities, Threats
TAO	Tambon Administrative Office
USAID	United States Agency for International Development
WB	World Bank

APPENDIX 2: Directory of Participants and Resource Persons

CAMBODIA

MR. AUV SOPHIAK
(Phiak),*Project Officer*
Project for Community Management of Tonle Sap Fishery and Flood Forest
Japan International Volunteer Center (JVC)
#35 St. 169,
S/K Meathapheap
Phnom Penh, Cambodia
Tel. (855) 882-841
Fax. (855) 880-317
auv_sophiak@hotmail.com ;
jvcpp@bigpond.com.kh

INDONESIA

LAUREL HEYDIR
(Laurel), Regional Facilitator for Jabotabek
Forum Komunikasi Kehutanan Masyarakat
Jl. Panglima Polim V No 32
Kebayoran Bayu
Jakarta Selatan 12160
Tel. (021) 724-8910
Fax. (021) 724-6748
lheydir@indosat.net.id

IRFAN BAKHTIAR
(Irfan), Director Policy Advocacy and Public Campaign, Volunteer Alliance for Saving Nature (ARUPA)
Karangwuni H-5A
Jl. Kaliurang Km. 5
Jogjakarta, 55281, Indonesia
Tel. / Fax (62) 274-518589
Ir_bakhtiar@arupa .or.id

C. Krustanto
(Krustanto)
Chairman, Local Assembly of Wonosobo District
No. 6, 56311 Wonosobo, Indonesia
Tel. No (0286) 321 546
Fax No. (0286) 321 546

VIETNAM

MR. NGUYEN HUY DZUNG
(Dzung),*Deputy Director*
Forest Resources and Environment Center (FREC)
Forest Inventory and Planning Institute (FIPI)
Ministry of Agriculture and Rural Development (MARD)
Than Tri – Hanoi
Vietnam
Tel. (84-4) 8-615513
Fax. (84-4) 8-616081
dungfipi@fpt.vn

THAILAND

MR. JESSADA KAEWCHOTE
(Jessada), *Technical Forestry Officer, Watershed Management Division*
Royal Forest Department
Huay Kaew Watershed Development Office
Huay Kaew Road, Tambon Suthep, Muang
Chiang Mai 50200, Thailand
Tel. (53) 222-051
Fax. (53) 222051,217455
j_kaewchote@hotmail.com

MR. WITTHAYA NAWAPRAMOTE
(Witthaya), *Technical Forestry Officer, Watershed Management Division*
Royal Forest Department
Huay Kaew Watershed Development Office
Huay Kaew Road, Tambon Suthep, Muang
Chiang Mai 50200, Thailand
Tel. (053) 213675
Fax. (053) 217455
Watershed_gis@hotmail.com

MR WEERASAK ROONGRUANGWONGSE
(Weerasak), Instructor/Lecturer
Department of Biology, Faculty of Science
Chiang Mai University
Chiang Mai 50200, Thailand
Tel. (066) 53 943348
Fax. (066) 53 89 2259
St17198@ait.ac.th /
sciwrngr@chiangmai.ac.th

PHILIPPINES

MS. MAY BLANCO
(May), Dialogue Coordinator
Community Mapping Assistance
Environmental Science for Social Change (ESSC) - Visayas
Door 3, Galares Court, Graham Ave.,
6300 Tagbilaran City
Tel No.(38) 235 5819
Fax No (38) 235 5247
esscbjl@mozcom.com

MS. SYLVIA MICLAT
(Sylvia), *Philippine Working Group (PWG) Secretariat*
Environmental Science for Social Change (ESSC)
1/F MO Building, Ateneo Campus
Loyola Heights, Quezon City
Philippines
Tel. (63-2) 426-5921
Fax. (63-2) 426-5958
essc@admu.edu.ph

MR. MODESTO GAAB
(Des), *Municipal Planning and Development Coordinator (MPDC)*
Municipal Government of Besao
Mountain Province

MR. ROMEO ACOSTA
(Romy), *Director*
Forest Management Bureau
Department of Environment and Natural Resources
Diliman, Quezon City 1100
Philippines
Tel. No. (63-2) 928-22-26 or 926-53-27
rtacosta@skyinet.net

MR. DIOSDADO PARRENO, JR.
(Jojo), Research Associate
Community Mapping Assistance
Environmental Science for Social Change (ESSC)
ESSC,1/f MO Building Ateneo University Campus, Loyola Heights,Quezon City
Tel. No. (63) 426 5921 – 22
Essc@admu.edu.ph /
josky8@yahoo.com

MS. MARLEA MUNEZ
(**Lea**), Reseach Manager
Environmental Science for Social Change (ESSC)
ESSC,1/f MO Building Ateneo University Campus, Loyola Heights,Quezon City
Tel. No. (63) 426 5921 – 22
Marlee@pacific.net.ph

MR. ERIC BRUNO
(Eric),Environmental Science for Social Change (ESSC)
ESSC,1/f MO Building Ateneo University Campus, Loyola Heights,Quezon City
Tel. No. (63) 426 5921 – 22
e.bruno@eudoramail

MR. VIRGILIO TIONGSON
(Ver), Provincial Administrator
Provincial Capitol, Bayombong,Nueva Vizcaya
Tel. No. (078) 321 2752
NVPA@Digielone.Com

MR. ISABELO MONTEJO
(Boy), Ass't. Regional Executive Director
Technical Services
Department of Natural Resources and Environment (DENR)
Greenplain Subdivision,Banilad,Mandaue City
Philippines
Tel . No. (032) 346 2209
Fax . No. (032) 346 2271

MR. EFREN GERARDINO
(Ipe), Assisting Professional
Orient Integrated Development Consultants, Inc. (OIDEI)
Juan Luna St., La Castellana, Negros Occidental
Tel. No. (034) 485 0248
Fax : (034) 485 0279

MR. EDGARDO SABADO
(Ed),Planning Officer IV
Provincial Planning Office
3700 Province of Nueva Vizcaya
Tel. No. (078) 321 2192
Fax : (078) 321 2752
Edsabado@digitelone.com

MR. DOMINGO BACALLA
(Domeng), Chief Forest Management Specialist
Community-based Forest Management Division
Forest Management Bureau
Visayas Ave., Diliman, Quezon City,Philippines
Tel. No. (02) 927 72 28 / 927 81 27
Fax No. (02) 927 81 27
Fmb_cbfm@edsamail.com.ph

MR. LEONARDO PAAT
(Leo), Technical Officer for Terrestrial Ecosystem
Technical Support Office
Foundation for the Philippine Environment
77 Matahimik Street, Teacher's Village
Diliman,Quezon City
Philippines
Tel No. (632) 927 2186
Fax No. (632) 920 3022
Lpaat@fpc.ph

AFN – SECRETARIAT
MR. PETER WALPOLE
(Pedro), *Field Director*
2/F Gallares Main Bldg. Gallares Court
Graham Ave. cor. Ma. Clara St.
Tagbilaran City 6300, Bohol,
Philippines
Telefax. (63-38) 235-5800
afn@mozcom.com

MS. ROWENA SORIAGA
(Rowena), *Program Administrator*
2/F Gallares Main Bldg. Gallares Court
Graham Ave. cor. Ma. Clara St.
Tagbilaran City 6300, Bohol
Philippines
Telefax. (63-38) 235-5800
afn@mozcom.com

MS. ARLEN SALGADOS
(Arlen), *Finance & Accounting Officer*
2/F Gallares Main Bldg. Gallares Court
Graham Ave. cor. Ma. Clara St.
Tagbilaran City 6300, Bohol
Philippines
Telefax. (63-38) 235-5800
afn@mozcom.com

MS. ABIGAIL MEJORADA
(Abigail), *Operations Officer*
2/F Gallares Main Bldg. Gallares Court
Graham Ave. cor. Ma. Clara St.
Tagbilaran City 6300, Bohol
Philippines
Telefax. (63-38) 235-5800
afn@mozcom.com

MS. EMILY BOSANQUET
(Emily), *Research Intern*
5266 Hollister Ave.,Bldg B. Suite # 237 Santa Barbara, 93111 California USA
Tel. (805) 696-9087
Fax. (805) 696-9097
Ebosanquet@communityforestry international.org

MR. DARWIN FLORES
(Darwin)Workshop Coordinator
2/F Gallares Main Bldg. Gallares Court
Graham Ave. cor. Ma. Clara St.
Tagbilaran City 6300, Bohol
Philippines
Telefax. (63-38) 235-5800
dflores@gsilink.com

MS. RIZEL SABANAL
(Rizel), Workshop Associate/ Lead Documentor
2/F Gallares Main Bldg. Gallares Court
Graham Ave. cor. Ma. Clara St.
Tagbilaran City 6300, Bohol
Philippines
Telefax. (63-38) 235-5800
afn@mozcom.com / myrizel @yahoo.com

MS. CARMENIA MAY MAGNO
(Mamet),Visayas Program Manager
Environmental Science for Social Change (ESSC),
1/f MO Building Ateneo University Campus, Loyola Heights,Quezon City
Tel. No. (63) 426 5921 – 22
essc@admu.edu.ph

MR. GUSSY VILLA-REAL
(Gussy), AFN Staff
2/F Gallares Main Bldg. Gallares Court
Graham Ave. cor. Ma. Clara St.
Tagbilaran City 6300, Bohol
Philippines
Telefax. (63-38) 235-5800
afn@mozcom.com

APPENDIX 3: GENERAL TERMS OF GOVERNANCE - COUNTRY EQUIVALENTS

	CAMBODIA	INDONESIA	PHILIPPINES	THAILAND	VIETNAM
No legal status		Dusun	Sitio or Purok (20-50 households)	Klum Ban	
Village		Desa or Kampung (village at rural level)		Moo Ban (more than 40 households)	Village
Local Administra-tive Unit	Commune (10-20 villages)	Kelurahan (village at city level)	Barangay (1000+ people)		Commune
Sub-district		Kecamatan		Tambon (8-15 villages)	
District	District	Kapubaten or Kota	Munisipyo (Municipality)	Amphoe (8-10 tambon)	District
Provincial	Srok	Propinsi	Probinsiya	Chang Wat (8-20 districts)	Province
National Government	National Government	National Government	National Government	National Government	National Government

APPENDIX 4: SUMMARY OF ANSWERS TO GUIDE QUESTIONS

DIAGNOSIS

1. How did you (or how will you) identify forest user communities and their spatial domain?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
⋕ look into community rights, cultural traits, existing resources, the relationships and needs among communities ⋕ look at the dependence of local communities (and outsiders) on the resource for supporting their livelihoods ⋕ look at the existing resources in the area, the critical problems and the effects and impacts faced by the resource	⋕ organize a district CFM network, land tenure mapping for Phuc Sen	⋕ by FUG function: conservation, forest product utilization, timber, non-timber ⋕ thematic mapping: satellite image, land use map, digital elevation model, 3-D image	⋕ study of cultivation "wono dusun" system ⋕ participatory mapping	⋕ those with existing nipa/bakhawan permits ⋕ pre-identified by DENR ⋕ included in CRMP ⋕ resource users who paid annual fees to DENR

2. How did you (or how will you) document traditional land use systems using local terms and transect drawings?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
⋕ "I firstly should think about the traditional culture of the communities, such as giving heritage to their children in the next generation." ⋕ "I need the participation from the local communities (PRA tool is needed)"	⋕ community mapping	(answer to #3 as well) ⋕ PRA: transect walk, community mapping, cropping calendar, timeline study, focus group interview ⋕ Village seminar/workshop	Same as above	⋕ community mapping: consultations, data gathering, community mapping, validation, integration/verification, presentation ⋕ Participatory coastal resource assessment: transects, timelines, meetings, writeshoprs, presentat

3. How did you (or how will you) conduct an inventory of community strategies for natural regeneration, sustainable extraction and watershed protection?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
⋕ study existing resources and the causes of depletion ⋕ ensure participation of	* community mapping	(see answer to # 2)	⋕ study of "wono dusun" cultivation system	⋕ community mapping workshop and validation ⋕ PCRA (transects, timelines) ⋕ Key informant

local communities in inventory process using PRA tools				interviews

4. How did you (or how will you) identify/scope existing dialogue mechanisms between communities and local government for resource management?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
⋐# identify role and involvement of the local government ⋐# look at history of the area ⋐# look at the level of community awareness about their rights ⋐# look at the history of community and local government relationship	⋐# network meetings to be hosted by agriculture and development section of the district ⋐# dialogue between representatives from the provincial and district institutions	⋐# local institutions, CF committee, watershed network, etc. ⋐# community capacities in managing their existing natural resources ⋐# empowerment ⋐# external catalyst: NGOs, GOs, private sector		⋐# Interviews with community organization officers and MPDC: monthly meetings of the PO, meetings of the MFARMC, monitoring of the MPDO ⋐# Objectives: resolve issues, ensure complementation of programs & projects ⋐# Identify and address policy gaps

5. How did you (or how will you) analyze the site's (resource) potential for collaborative management?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
⋐# look at the history of collaborative	⋐# community mapping overlap with topographic	Assessment of above	⋐# intensive dialogue between local community,	⋐# Dialogue/discussion ⋐# PCRA Inventory of strengths & resources

management in the area, the involvement of local government and communities, current policy of the central government ⋐# look at relationship of local communities with the natural resource (utilization for livelihood)	maps ⋐# data collection ⋐# identifying conflict areas between communes and villages by discussing FRM of village		NGOs & university, regional representative council, local government	⋐# Active PO w/ experience in resource management ⋐# Supportive LGU ⋐# Presence of NGO & NGA support Conducive polity environment

Challenges/what did not work:

Cambodia	Vietnam	Thailand	Indonesia	Philippines
⋐# top down approach of present government ⋐# weak law enforcement ⋐# time is short in community preparation ⋐# NRM is not clear to local and central government		⋐# relevance of forestry laws ⋐# lack of information management ⋐# ambiguous transition (TAO and RFD) with regards to local management of natural resources ⋐# lack of know-how (in NRM) among stakeholders		⋐# premature inter-municipal dialogue: elections coming up Need review: ⋐# community mapping – intensive ⋐# dialogue-revise strategy ⋐# brokering ⋐# policy analysis and advocacy

CO-MANAGEMENT AND PLANNING

On Spatial Analysis

1. When and how did (or will) you use different mapping techniques to analyze problems/conflicts with communities?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
No answer	⋕ when we have the meeting with village representative and they can do it by themselves in 1996 ⋕ drawing the land use map of village and marking the conflict areas as: shifting cultivation, illegal cutting for firewood, animals… ⋕ map overlays (sketch map, administrative map)	⋕ at the beginning of implementation ⋕ any occasion depending upon problems/conflicts ⋕ by creating mutual understanding through different kinds of maps	⋕ Use of official maps provided by Wonosobo's Bappeda (Local Agency for Regional Planning), and maps from NGOs (ARUPA), Koling and JKPM ⋕ Started use at the same time as becoming a member of the District Assembly in July 1999	Using different mapping techniques: August 1999, as resource & concerns-assessment tool for the CRMF (1999), CLUP (2000-2001), and CRMP Plan (2001)

2. What kind of maps are (will be) useful for understanding natural resource management conflicts? How did (will you) formulate them?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
No answer	≠ sketch maps, administration maps, collecting different kinds of maps from different institutions ≠ overlaying the maps to find out natural resource management issues	≠ maps: satellite image, land use map, digital elevation model, 3-D image	≠ Forest maps by PERHUTANI (state-owned forestry company) ≠ Watershed maps from BAPPENAS (National Agency for Development Planning) ≠ Spatial (planning) maps from BAPPEDA Conflict identified: Horizontal: village vs village, group vs group Vertical: group vs Perhutani, group vs local government, local government vs Perhutani	≠ Base maps: topography and elevation, road and river networks, administrative boundaries ≠ Technical maps on the following themes: resources, land use, environment concerns ≠ Community maps Formulating maps by: ≠ Gathering secondary data ≠ Community mapping activity ≠ Integrating community generated maps with existing technical maps

3. What process of analysis was (will be) effective in communicating learning to different groups involved?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
No answer	≠ meetings (different representatives), dialogue ≠ field visits	≠ village level community mapping and provision of thematic maps ≠ TAO, RFD personnel GIS workshop	* a process that involves active community participation from planning to implementation to monitoring	* Participation in key events *Multi-stakeholder dialogues

On Planning

1. How did you (will you) move from spatial analysis to management planning?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
No idea	≠ through community mapping, discussing forest management status, finding out the problems, listing priority issues, developing the management plan	(answers for #s 1-3) ≠ synthesize spatial information (including thematic maps) ≠ formulate a workshop, discussion, etc., for establishing village natural resources management plan ≠ submit village	≠ NGO workers help organize communities and advocated for policy	≠ geared towards resource management planning ≠ after the mapping activities &subsequent validation & verification, series of FGDs mtgs were held to discuss the highlight of the

		plans to TAO for approval and budget allocation		resource mgt plan, a core team was assigned to write the plan based on the community maps

2. What spatial mapping procedures were (will be) useful in developing your management plan? (Sketch maps, scale maps, integration, workshop, discussions, others?)

Cambodia	Vietnam	Thailand	Indonesia	Philippines
Sketch map, integration and discussion	* sketch maps, scale maps, discussion	(please refer above)	⁄# participatory processes which include: public announcement/information, public discussions, public extensions in order to develop an integrated spatial map	⁄# the whole community mapping procedure: initial consultations, groundworking and; ⁄# secondary data gathering, familiarization with the features and culture of the area,community mapping activity and validation, technical integration and verification and; ⁄# presentation & discussion

3. What process of spatial planning is (will be) useful in developing community-based management systems?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
"The inter-relationship among institution and stakeholders is important to be needed."	No answer	(please refer above)	⋕ involvement of community ⋕ a leading sector to promote and start exercise CBM ⋕ support from government offices at all levels ⋕ formation of a "Regional Forestry Council" to control the process ⋕ stakeholder capacity building	⋕ community mapping and participatory workshops activity

On Management

1. What was (will be) the process or processes (elements) facilitated by maps, images, and documents that led (will lead) to actual management?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
⋕ " the clear responsibility, role and involvement in CFM, especially	"Making clearly the responsibility of different authorities and community members."	⋕ see coordination triangle: ⋕ community:	A clear mechanism, developed by local government, to lead re-delineation and land use	⋕ Coastal zoning (CRM plan-where to put the fish sanctuaries,

the local communities and the civil society” ≠ “rights in usage and accessibility needed to give to the forest user communities to enable their responsibility and commitment in the CFM”		awareness, institutionalization, NR planning & implementation, capacity building, etc. ≠ government: policy formulation, empowerment, budget allocation, supportive programs, information dissemination	re-planning	location and how should the regulated areas be ≠ Whole comm.. mapping process

2. How did (will) the process secure access and usage rights for communities in the site/area?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
No idea	≠ Law for forest community management ≠ The rule (legislation) of the community ≠ Forest management plan accepted by local government	(continued from above) ≠ NGO: know-how support, financial support, reconciliation, academic support, accountability, etc.	* regulated in the mechanism that has been determined	≠ Identified how many were given access and usage rights &could use the given area ≠ Maps were sued as a basis for delineating zones/areas for production, protection, rehabilitation and reforestation

3. What processes were (will be) accepted or recognized by local government (and other interest groups)?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
⋕ Co-management ⋕ Participatory monitoring and evaluation ⋕ "provision of extension, training and capacity building assistance	No answer	(see above)	⋕ community should act as a group – not as an individual ⋕ the group should follow the mechanism that has been determined	⋕ community mapping ⋕ PCRA ⋕ Accompanying workshops/discussions/ dialogues/writeshops and presentations

4. What process gave (will give) communities a wholistic and complete picture of resources and relationships in their area?

Cambodia	Vietnam	Thailand	Indonesia	Philippines
"?"	No answer	(see above)	Working directly with communities through public consultation, public hearing and discussions concerning FRM	⋕ Inventory and mapping of resources ⋕ Identification of issues and concerns ⋕ Ordinances/regulations passed

Left to right, top to bottom: Sophiak delivering his presentation, Pedro giving certificate of participation to Jessada, Mamet & May working on their strategy, Krustanto & Laurel during the session, Irfan giving a copy of the Wonosobo CD-Rom to Dzung, Pedro giving certificate of participation to Sophiak, Pedro giving certificate of participation to Krustanto, Leo, Dzung & Des discussing Vietnam, dinner at Sutukil, at Costabella beach front