

FOREST TENURE REFORM IMPLEMENTATION: PERSPECTIVES FROM NATIONAL AND SUB-NATIONAL GOVERNMENT OFFICIALS IN MULTIPLE SETTINGS

Tuti Herawati, Esther Mwangi, Iliana Monterosso, Baruani Mshale,

Mani Ram Banjade and Anne Larson

CIFOR; t.herawati@cgiar.org

INTRODUCTION

- Reform implementation involves diverse actors with multiple roles and interests, including government officials.
- Few studies have attempted to systematically document the conditions facing government agency implementers in multiple settings in their efforts to implement tenure reform.
- This study attempts to generate insights into the underlying processes and factors that influence tenure reform implementation. In particular it identifies the factors that enhance or constrain reform implementation from the perspective of individual implementers in government agencies at national and sub-national levels in four countries: Indonesia, Peru, Nepal and Uganda.
- These countries introduced reforms in their forestry sectors in the late 1990s; most of these reforms were intended to shift greater rights and responsibilities over forest resources to lower levels of governance including sub-national actors and local communities.
- By focusing on the experiences of forestry officials we expect to gain a deeper understanding of the characteristics, underlying assumptions, and consequences of tenure reform efforts.
- Ultimately, we aim to provide policy makers and practitioners with information and knowledge that will enable them modify existing implementation strategies to meet policy goals. Such knowledge and information will also provide opportunities for adaptive learning and change.

MATERIAL AND METHOD

- Data collected through interview since July to December 2016, with total of 119 government official with gender distribution as illustrated in Figure 1 and Figure 2 illustrated the distribution of respondent based on level of organization.

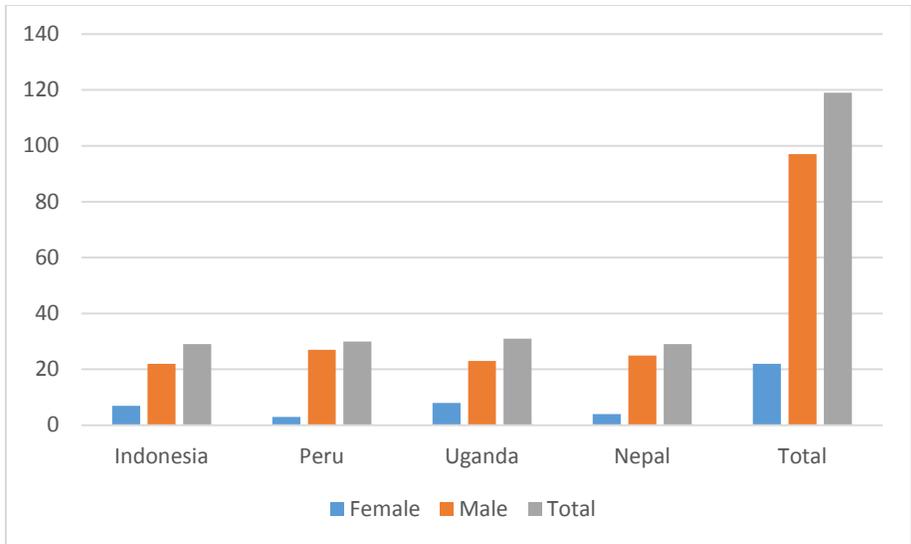


Figure 1. Respondent's distribution of bureaucracy interview

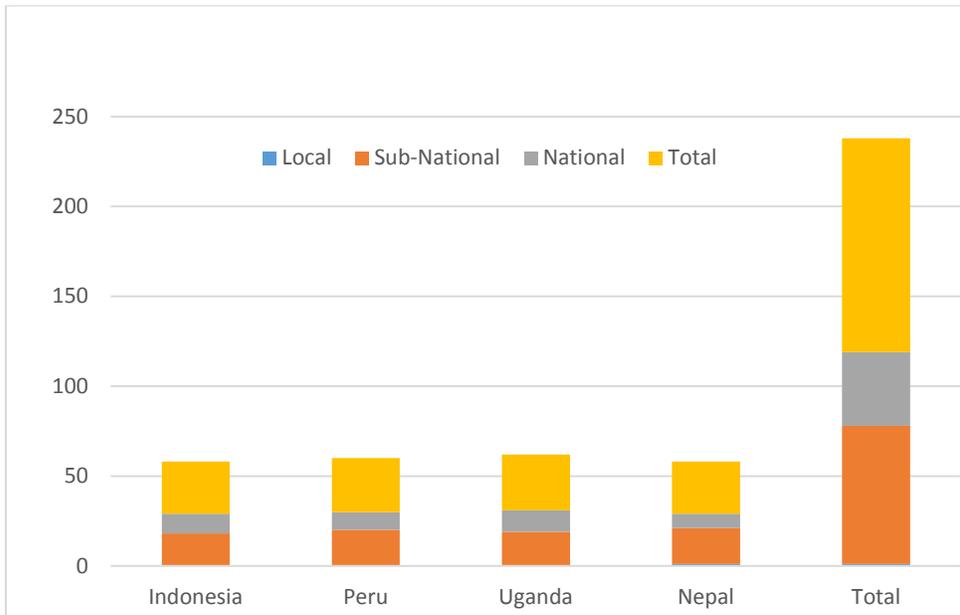


Figure 2. Distribution of respondent based on level organization

- Preliminary analysis of data generated from interviewing up to 119 government officials across the four countries provides insights into the factors that influence whether and how bureaucrats implement their legal mandates and how their implementation efforts further influences local tenure security and incentives for sustainable forest management.

RESULT

- Most interviewees indicate that forest tenure reforms have three interrelated main objectives: to conserve forests and restore degraded forests, to improve community livelihoods and ensure benefits are equitably distributed; and to secure the rights of local, forest-adjacent/forest-dwelling communities (Figure 3)

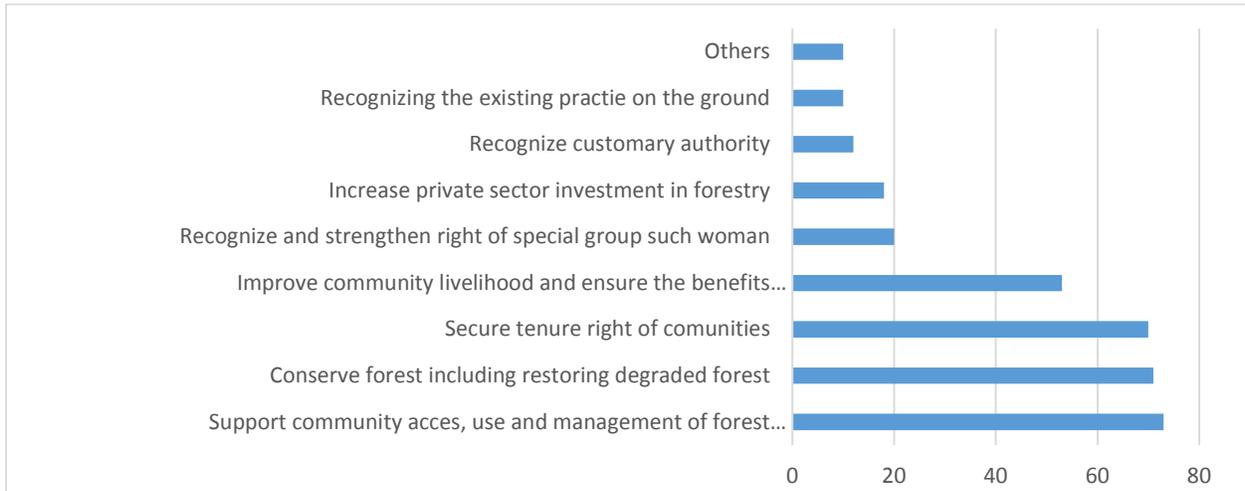


Figure 3. Main objective of forest tenure reform

- Majority of the officials view it as their responsibility to safeguard community rights (Figure 4).

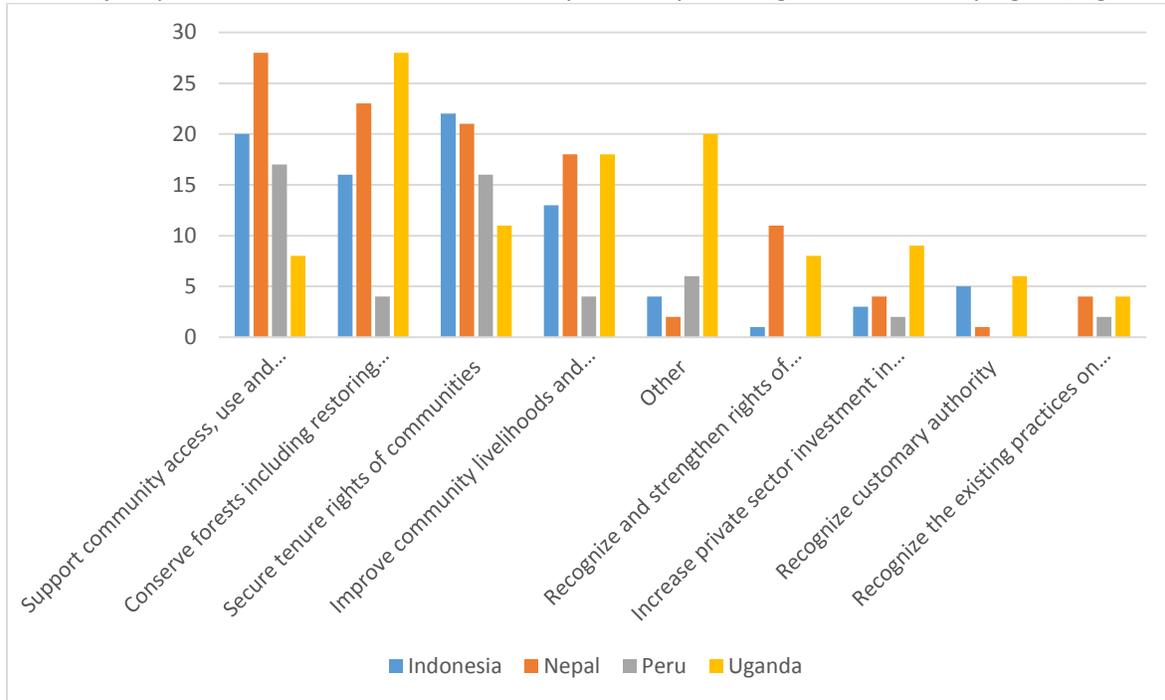


Figure 4. Main objective of the reform

- According to them reform implementation has been effective or somewhat effective in protecting community rights to access, use, manage and benefit from forests (Figure 5).

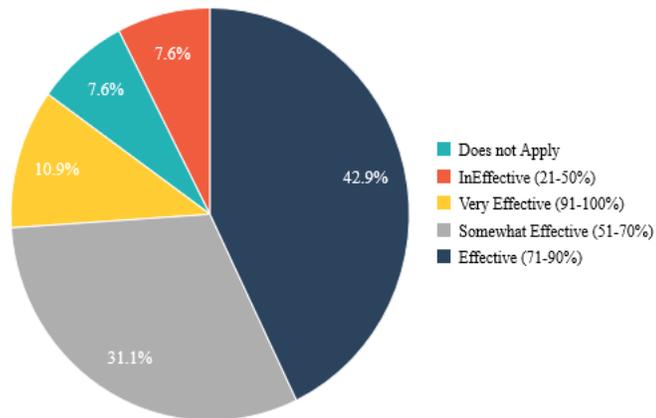


Figure 5. Effectiveness on tenure reform implementation.

- Close to half of the respondents indicated that their activities gave special consideration to low income groups(Figure 6).

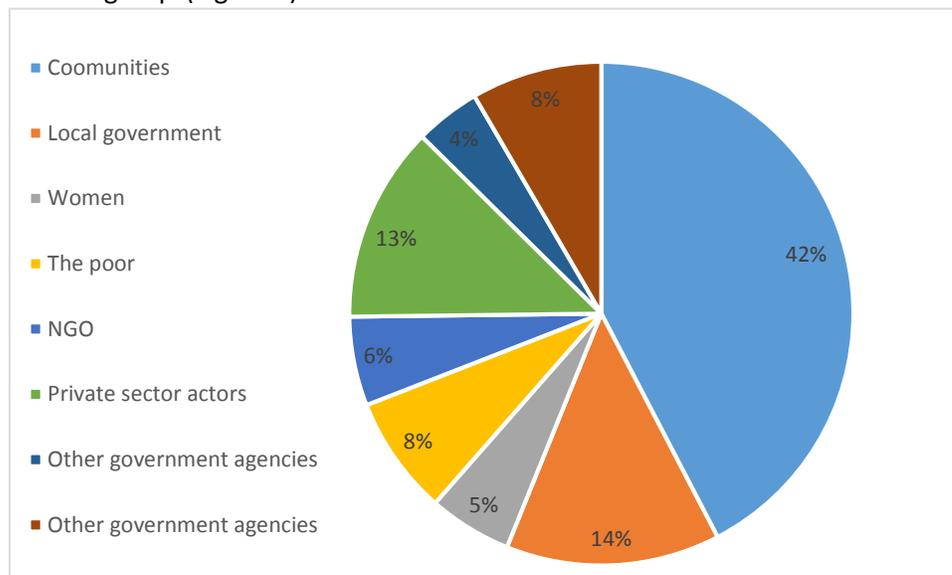


Figure 6. Target beneficiaries of the tenure reform implementation

- Main constraints to implementation are inadequate budgets and insufficient manpower to execute tenure-related activities. Divergent priorities between national and sub-national/local levels and changes in government that redistribute personnel are additional factors that hinder reform implementation (Figure 7).

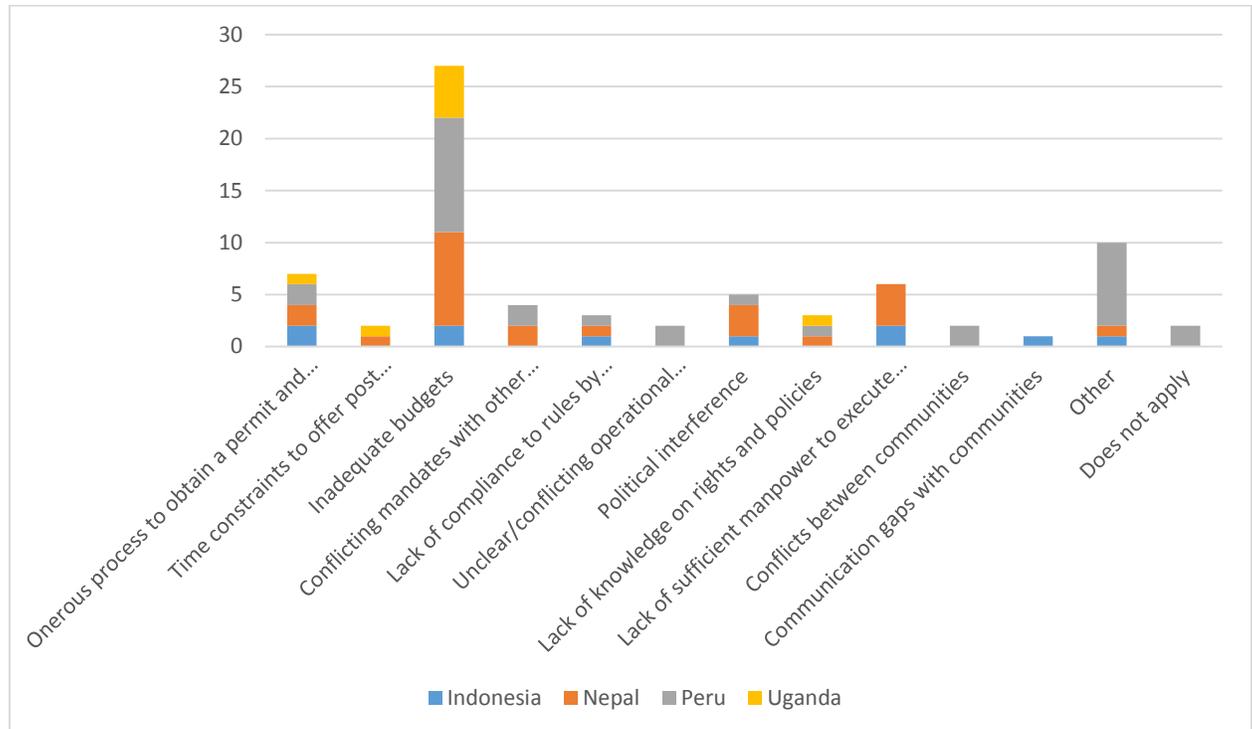
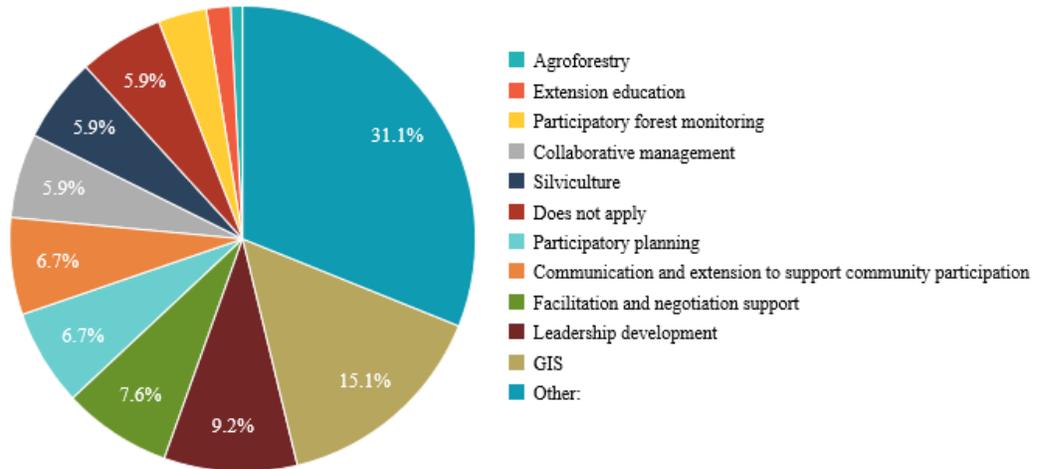


Figure 7. Constraint in implementing forest tenure reform

- The main tenure needs facing communities include a high incidence of conflicts related to lack of clarity of boundaries between communities as well as illegal expansion of settlements and illegal timber harvesting. Though these conflicts occur frequently and have increased after reforms due to lack of trust among conflicting parties, paradoxically, most officials interviewed did not think it was their responsibility to resolve tenure-related conflicts. These conflicts occur frequently and reform implementation has probably increased their incidence. The respondents placed a premium on clarification of rights through participatory mapping and consultation. In Indonesia and Peru, the officials identified legal literacy and increasing community's awareness as additional measures critical for guaranteeing community rights under the reforms.
- Collaboration and coordination in reform implementation is minimal despite all interviews indicating that coordination is important for improving reform outcomes. There are limited formal arrangements to support coordination among the various actors involved in implementation reforms. The few instances of coordination are ineffective largely undermined by time and budget constraints.
- There is widespread acknowledgement that collaboration can be improved by setting aside budgets to support collaboration, by formal commitments to collaborate on specific tasks, crafting formal structures and mechanisms for collaboration and capacity building on how best to structure and implement functional and effective collaborations.

- With regards to how best to improve current job performance, respondents identified capacity building as an important measure, however their preferred options for capacity building have little bearing on implementing reforms that are targeted at strengthening and safeguarding community rights such as participatory forest management, community facilitation and negotiation support, or collaborative management. Most prefer the enhancement of technical capacities, such as GIS, rather than institutional dimensions.



CONCLUSION

Overall, respondents agree that reforms are only partially implemented due to technical and institutions constraints such as inadequate budgets and staffing levels, which in turn influence the extent to which collaboration/coordination among actors can be achieved and the extent to which community tenure needs such as conflict management and resolution can be addressed.

ACKNOWLEDGEMENT

REFERENCE

