





Global Issues in Governance of Natural Resources New leadership for new challenges

An international training seminar for promising midcareer officers in public forest agencies, and other important forest sector actors.

SYNOPSIS

September 12-16 2011, Grey Towers, Pennsylvania, U.S.A.



BACKGROUND

The coming decades will present the world and forest agencies with many daunting challenges. Global markets and political structures are shifting and the global development agenda has lost ground to the more politically pressing issues of security: food security, energy security, political security and environmental security, including climate change and the growing water crisis. The urgency of redressing the dramatic shifts creates new and very large challenges for achieving peace and prosperity in forest areas. These emerging needs, combined with a complex international setting, demand different leadership skills from global public agencies.

In 2009, MegaFlorestais¹ recommended the creation of a training leadership seminar for the next generation of forest sector leaders in major forested countries. RRI, the U.S. Forest Service and MegaFlorestais designed the seminar to expose officers from forest ministries, other public agencies or civil society to cutting-edge analysis and information for a deeper understanding of global transitions in forest governance issues. By engaging them in a frank and open dialogue in a small-group setting where problems and solutions can be discussed openly, the meeting aims to promote information sharing and networks among these future leaders.

The first "Global Issues in Governance of Natural Resources" seminar was held in April 2010, and appeared to have significantly influenced forest agency leaders by engaging them outside their national political space and spurring more reflection on tenure and rights. The meeting created unique opportunities for dialogue and allowed focused discussions on topics such as Indigenous Peoples' rights and forest tenure reform. Participants were very receptive to and appreciative of this kind of forum, and there was strong demand from forest agency leaders to repeat it in 2011.

SUMMARY

On September 12-16, 2011, RRI, the U.S. Forest Service International Programs and MegaFlorestais hosted once again the seminar in Grey Towers, U.S.A. It gathered 18 forest leaders from 8 forest ministries (Brazil, Canada, China, DRC, Indonesia, Peru, Russia, and United States), 7 respected scholars and practitioners from the U.S., Nepal and China, included as resource persons, 6 RRI staff, 1 representative of the USFS-International Programs and many on-site USFS staff.

The week-long meeting exposed the participants to tenure reform, market changes, community forestry movements, and challenges with regulations in a relaxed and open setting that encouraged interactions. Through presentations, group discussions and a field trip with a broad range of stakeholders involved in forest management in Pennsylvania, participants admitted that they did not know how much they did not know before attending and left with a deeper understanding of global transitions in forest governance issues.

This meeting was perceived to be very successful, based on the opinions of the co-organizers (RRI, USFS and MegaFlorestais) and the feedback received (anonymous evaluation forms and a narrative report from the facilitator of the meeting from Training Resources Group, Inc.). All the participants declared that the workshop met their expectations in terms of content, sharing knowledge, and harmonizing methods, with almost half the participants saying the workshop went above and beyond their expectations. They emphasized the utility of the meeting structure giving ample time for informal discussions and the opportunity for prolonged interaction with peers from other countries.



¹ MegaFlorestais an informal network of public forest agency leaders from some of the worlds' most forested countries dedicated to advancing international dialogue and exchange on forest governance and public forest agency reforms. Currently, MegaFlorestais countries include Australia, Brazil, Cameroon, Canada, China, DRC, Indonesia, Mexico, Peru, Russia, and the United States.

KEY LESSONS LEARNED

- Participants appreciated looking at forest governance with a global and long term perspective. They did not expect to think so thoroughly about global challenges.
- They learned that the forest sector experienced major changes in the last 150 years but that fundamental changes were also on the way. Forest agencies will need to face and adapt to those. The seminar gave several examples of forest agencies that undertook successful reforms. But it always takes time.
- Participants appreciated an emphasis was made on the importance of the recognition of tenure rights to local communities. Enabling more sustainable forest management is essential to enhance local development.
- There was particular enthusiasm on the part of participants from developing countries. The individuals from Brazil, D.R.C., Peru and Indonesia were open about the need for improvement of forest sector governance, and committed to learning from the experiences of other nations. They also appreciated the chance to reflect on threats and opportunities on the horizon, from climate change, to shifts in the global forest products market, to conflicts over rights and tenure.
- There is a high demand from participants and their forest agencies to do this seminar yearly. It would also be crucial to build the confidence of all participants to bring this expanded horizon back to their agencies. As a consequence, more interactions between former and future participants should be encouraged. It is essential to keep this network growing.
- Participants appreciated the setting of the meeting that enables them to learn from each other and
 openly discuss issues. The need for cross-sectoral approach was mentioned several times, so more effort
 should be put into bringing leaders from other agencies. This meeting could be used to foster connections
 between the forest service and other branches of administration e.g. ministries of finance, agriculture,
 mining and others.

PRESENTATIONS AND DISCUSSIONS

1st session: Forest Agencies: History and Responding to New Challenges

Andy White, RRI, gave an overview of the history of forest agencies and explained how conceptions changed, especially the purpose of forests, now viewed more broadly and as crucial for local development, climate change mitigation and forest dependent people. Although, forests are still mostly administered by governments,

communities and Indigenous peoples' ownership rights are being increasingly recognized (mostly in Latin America). Forest agencies will have to face and adapt to fundamental changes in the near future: population growth, increasing demand for food, bioenergy, resources and infrastructure from emerging economies, climate change, etc.

Jerilyn Levi, USFS-IP, presented the evolution of the forest policy and administration in the United States. With the westward expansion of the US territory, forests were mostly cleared and the US began a reforestation process in the early part of this century. To date, 2/3 of US forests are privately owned and are regulated at the federal, state and local level. Forest policies have evolved overtime and the legal framework is very complex.



Keshav Kanel shared Nepal's experience with forest tenure reform. In 1961, coercive forest management was created with the Forest Act, but this did not put an end to deforestation and forest degradation. In the 1990s, a major shift happened with the new forest law and regulations, leading to a shared forest management with several entities, including local communities.

Participants discussed how the forest agencies and the sector changed in their countries in the last 10 years and what changes they were foreseeing. They realized that they are all facing the same global challenges that create tensions across government agencies. Participants understood that they will need to learn to work with other ministries, sectors (e.g. agriculture, science, climate change, new technologies) and partners (CSOs and private companies).

- In Canada, the industrial forestry sector has declined and changed (concentration of industries, new markets and trade partners). First nation communities have benefited from a transfer of land from the federal level and have been innovators.
- In China, the forest agency focused on ecosystem restoration from 1998 to 2005. Since then, a new focus on the livelihood of people emerged and led to the collective land and forest tenure reforms.
- In Russia, the forest administration was decentralized in 2006 but after the big fires around Moscow, the Federal Forest Agency became independent. Russia is integrating carbon exchange mechanisms.
- In the USA, there is a lot of pressure on private lands; incentive programs, initiatives and partnerships are being developed, some going across land boundaries and agencies. The forest sector has been looking for new ways to draw revenues: ecotourism, educational outreach, etc.

2nd session: Forest Areas and Forest Industry in Transition: shifting demands for food, fuel and fiber

Andy White, RRI, focused on the role of small/medium forest enterprises (SMFEs), which constitutes 50 to 60% of forest sector enterprises and are key engine for economic growth and capacity building. Some opportunities are arising for SMFEs: a growing market for timber forest products, non timber forest products and eco-markets, demand in developing countries and opportunities as large industries from developing countries are downsizing. Forest agencies should see that SMFEs can be the base of a new forest economy. They should support SMFEs and help advance a new vision of industrial development by managing climate change finance.



Don Roberts, CIBC, provided an economic perspective. In the last decade, the traditional business model in the global forest industry has not generated an acceptable financial return and needs to change. However, the global demand for forest products is still growing, so are wood prices (because of the increasing demand for bio-energy and a decreasing wood supply). His thesis is that the markets for food, fuel and fiber will converge in the sense that the feedstocks will trade on the basis of their energy equivalency. If this thesis is verified, we will witness greater land-use conflicts because of pressures on land and increase in food prices due to bio-energy production. Forest agencies should think about these changes, consider new technologies and conduct rigorous analytical work shortly to better manage the forest sector's transition.

Participants talked about SMFEs. In Brazil and DRC, there are not a lot of SMFEs. One of the participant said that there are distinctions to make between SMFEs: some could not be very resilient to economic shocks. They also discussed some issues related to the lack of information sharing and trust among forest actors and the impact of agriculture and bioenergy productions on water. One of the main difficulties is to find the right balance

impact of agriculture and bioenergy productions on water. One of the main difficulties is to find the right balance between the profitability of forest industries and the sustainable development of forested areas and local economies.

3rd session: Climate Change Adaptation and Mitigation Measures: Implications for Forest Agencies

Jeffrey Hatcher, RRI, explained what the implications of climate change measures are for forest agencies. Unfortunately, global GHG emissions are growing and increasing the vulnerability of many regions (Africa, Southern part of Asia and northern part of Latin America). The concept of REDD+ has emerged to take into account conservation and enhancement of forest carbon stocks and sustainable forest management. But the implementation on the ground takes more time than hoped. Major impediments to investments are: land tenure insecurity and weak governance. A focus on governance, tenure and institutional innovation should be given to effectively act in favor of climate change adaptation and mitigation: priority should be given to cross-cutting initiatives that strengthen rural society and build resilience.

After watching the video "Hope in a Changing Climate", participants discussed REDD implementation on the ground. One of the main problem is that REDD money channels through governments and many of them do not know how to effectively use it.

4th session: Forest Tenure and Governance Reforms Underway: Impacts and Implications for Forest Agencies

Arvind Khare, RRI, gave a presentation on the changing roles of the State and the Community. Shifts in ownership and governance are drivers of other political and economical changes, especially democratization and a bigger role played by civil society organizations (CSOs) at the national and global levels. But many forested countries are opposed to those changes and it creates conflicts, poverty, land-grabs, deforestation and corruption. As forests become more strategic, national governments will be tempted to increase their control over natural resources. The challenge we are facing now is how to break this deadlock.

Keshav Kanel introduced Nepal's experience and explained the status of community forestry which represents 27% of the country's forest and involves over 40% of the total population. Community Forest User Groups have access, withdrawal, use and management rights of the land. Revenues from forest products are split between forest management, livelihood promotion, and community development.

Xu Jintao, Pekin University, gave an overview of the Chinese collective tenure reform. After 2 rounds of tenure reform (1981-1986/2000-), 58% of forests (and 32% of their volume) are under collective ownership. 2 surveys showed that it enhanced farmer investment in rural business by lifting credit constraints in the countryside and demonstrated a safety net effect under an economic recession.

Fred Clarke, USFS, gave a presentation on Tribal Communities and Natural Resources. Since 1987, the Harvard Project has been conducting research on American Indian nations. They discovered that sovereignty and institutions of governance fitting each culture are crucial for those nations to achieve sustained, self-determined



social and economic development. In the US, there are 565 federally-recognized sovereign Indian Tribes managing about 18 million acres of forest lands. Recognized Tribes are considered a nation and have their own institutions. Those signed Treaty Rights with the US which can be compared to agreements between governments and detail their rights.

Peter Mbile, World Resource Institute, denounced the increasing presence of investors in Africa taking advantage of insecure tenure and using bad working conditions (i.e. the Bakweri Lands Claims in Cameroon). He presented a study on land tenure in Cameroon which investigated various communities. It appeared that what was missing in most cases was local participation and institutions with true authority,

which are more likely to find long-lasting solutions to conflicts. Next steps are encouraging participatory mapping, implementing legal processes securing land tenure, promoting community enterprise development and SMFEs.

Participants discussed a study revealing that there is a correlation between biodiversity, protection of forests and Indigenous Peoples' management. They were very interested to know more about institutions created by native tribes in the US and the consultation process with USFS.

5th session: Designing and Implementing Tenure Reform

Jeffrey Hatcher, RRI, presented considerations for design and implementation of forest tenure reform. During the design, it is important to keep in mind that political will, dialogue and consultations with multiple sectors and institutions are essential. To facilitate implementation, the government needs to raise awareness among concerned citizens, mobilize non-governmental actors and train service providers and legal departments. A tenure reform takes time (i.e. 17 years in Mozambique); contestation, clarification and negotiation are part of the process.

Participants discussed the difficulties faced by governments: 1) they are facing groups with different (sometimes opposite) expectations; 2) transfer of ownerships needs to come along with capacity building, not to be a burden for communities. Also, weak governance and institutions represent one of the biggest constraints. Participants wanted to know how to build a tenure reform that would preserve the forest biodiversity, eradicate poverty and preserve indigenous people's culture. A key ingredient was more communication with other sectors, learning from other countries and models, and updating our vision of forest leadership.

6th **session:** Rethinking Forest Regulations: Conventional Approaches and New Systems to Encourage Best Practice and Enforcement

Sally Collins explained why it is necessary to "rethink" regulations. Many states in the US and countries have regulations that are too expensive to implement and do not protect forests or encourage sustainable development.

Daniel Jirón, USFS, discussed the policy innovations of USFS and focused on planning rules (regulations helping the implementation of a law and created after a collaborative process) and stewardship contracting (contracts for services to achieve land management goal: they are a means for federal agencies to contribute to the development of sustainable rural communities, restore and maintain healthy forest ecosystems, and provide a continuing source of local income and employment).

Bob Harrington, USFS, presented the forest regulation in Montana and the Best Management Practices (BMPs) system created to avoid a "top-down" regulation. Those BMPs are voluntary standards for protecting soil/water quality. This non-regulatory system leans on education and monitoring (i.e. field audits and biennal reports) to verify the compliance with standards and proved its efficiency (97% of successful applications).

Participants said that such policies were hard to implement in their countries because they still need a progressive legal framework to work effectively. Some participants worried that voluntary standards could be dangerous in countries that do not have enough capacity to control their implementation.

FIELD TRIP

The third day was dedicated to a field trip to learn about "Forest Administration and Land Use in Pennsylvania: Interfaces between Public and Private Forest Management."

Jim Grace, Pennsylvania State University, gave an overview of the State Forest Management in Pennsylvania. The state is covered at 58% by forests and went through reforestation in the past 150 years. Forest products represent USD5 billion/year and 90,000 employees. The forest is mostly privately owned (71%). Like Montana, Pennsylvania has BMPs. The government of the state regulates and supports public and private forest management, and community partnership mechanisms.

The first stop was the *Blooming Grove Hunting & Fishing Club*, the largest private owned Stewardship in Pennsylvania. They explained to us what their management goals are and showed us the orchard they created to reintroduce native species.



The second stop was the *Promised Land Tract of Delaware State Forest*. There, the Bureau of Forestry showed how they were protecting forest from the deer population and promoting the forest regeneration by building a fence. For this policy to be accepted, they increased public awareness on that issue by creating illustrative signs. Participants thought it was an interesting experience and that using communication was a great way to facilitate the implementation of a policy.

The third stop was the *Kleinhans parking lot to view marked uncut shelterwood*. Tim Carr explained to us how the forest was managed and sale was marked. Using GIS and mapping, trees to be cut are market. The Bureau of Forestry chooses a logger company after a request for proposal and the money they earn is put in a fund.

Participants thought it was very inspiring to see how the local, state and federal employees collaborated effectively with each other and with private landowners.

In 2012, the Global Issues in Governance of Natural Resources seminar will be hosted in Vancouver, Canada in collaboration with the Canadian Forest Service and the University of British Columbia.

For more information, please contact Claire Biason at cbiason@rightsandresources.org.







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An international training seminar for promising midcareer officers in public forest agencies, and other important forest sector actors.

Sept. 12-16 2011, Grey Towers, Milford, Pennsylvania

AGENDA

Objectives:

- Contribute to the thinking of the next generation of forest sector leaders in major forested countries.
- Engage professionals from forest ministries, other public agencies and civil society in cutting-edge analysis and information for a deeper understanding of global transitions in forest governance issues.
- Promote improved information sharing and networks among these future leaders through frank and open dialogue in a small group setting where problems and solutions can be discussed openly.

Monday, September 12

9:00 Depart from hotels in Milford by shuttle

9:30 **Opening session**

- Welcome
 - Rights and Resources Andy White
 - U.S. Forest Service Jerilyn Levi
 - Grey Towers National Historic Site Allison Stewart
- Participant introductions
- Review of workshop goals Sally Collins

10:30 Break

- Review of agenda, expectations and guidelines for collaboration Steve Yank
- Introduction to Grey Towers
- Presentation of participant's expectations

12:00 Lunch

12:45 Forest Agencies: History and Responding to New Challenges Forest governance in transition and challenges for forest agencies – Andy White, Jerilyn Levi and Keshav Kanel **Questions and Answers** 2:00 Facilitated discussions in country groups 3:00 Break 4:45 Wrap-up session 5:00 Walking tour in Grey Towers 6:00 Reception and group dinner **Tuesday, September 13** 8:30 Shuttle depart from hotels 9:00 Morning start-up session Forest Areas and Forest Industry in Transition 9:15 *Transitions in the Forest Sector* – Don Roberts 10:30 **Break** 10:45 Small group discussions and report of the discussions 12:30 Lunch Climate Change Adaptation and Mitigation Measures - Jerilyn Levi and Jeffrey Hatcher 1:30 Overview on climate change - Jeffrey Hatcher John Liu's "Hope in a Changing Climate" Video **Q&A** and Discussion 2:15 3:15 **Break** 3:30 Breakout into country teams for facilitated discussion 5:00 Wrap-up session

7:00

Dinner on-your-own in town

Wednesday, September 14

9:00 <u>Forest Administration and Land Use in Pennsylvania: Interfaces between Public and Private</u> <u>Forest Management</u> – Site visits

- Briefing on issues and sites on the trip Sally Collins and Jim Grace:
 - Different types of ownerships in the United States and definition of the responsibilities of each stakeholder engaged;
 - Role of State governments in regulating and supporting public and private forest management, and community partnership mechanisms;
 - Diversity of tenure systems present in the United States and Pennsylvania;
 - How the State regulates private forest management/use;
 - Distribution of roles between Federal and State forest authorities.
 - Presentation of questions to consider during site visits
- Field trip:
 - Blooming Grove Hunting & Fishing Club
 Service Forester Mike Roche & Consulting Forester Robin Wildermuth discuss largest private owned Stewardship in Pennsylvania, management goals/objectives and management history.

12:00 Bag lunch

- Promised Land Tract of Delaware State Forest
 Forest Assistant Manager Tim Ladner tie in with Alex Stout and the varied recreational opportunities, New Friends of Delaware State Forest and Promised Land State Park and what that means.
- Kleinhans parking lot to view marked uncut shelterwood
 Tim Carr to discuss how sale was marked, how we may be able to get away
 without a deer exclousure, the objective of the sale, price, mixed with recreation, etc.
- O Debriefing after field trip: Impressions from the field trip, what was interesting, and what is relevant for your agency and country?
- 6:00 Back to the hotel
- 7:00 Group dinner at Balch's

Thursday, September 15

- 8:30 Shuttle depart from hotels
- 9:00 Morning start-up session
- 9:15 <u>Forest Tenure and Governance Reforms Underway: Impacts and Implications for Forest Agencies</u>
 - Emerging lessons, politics and trends Jeffrey Hatcher
 - Experiences from tenure reform: Changes in agency roles and perspectives:
 - Forest tenure reform in Nepal Keshav Kanel
 - Livelihoods and incentives in China's tenure reform Xu Jintao

10:30 **Break** Experiences from tenure reform: Changes in agency roles and perspectives: 0 American Indians and the tenure reform in the United States – Fred Clark by webinar Land Tenure in Cameroon: cases, lessons & implications for wellbeing – Peter Mbile 11:00 Discussion 12:00 Lunch 1:00 **Designing and Implementing Tenure Reform** What does tenure reform really mean? - Jeffrey Hatcher Breakout into groups for discussion questions 3:00 Break and wrap-up session 4:00 Shopping and dinner at the Mall Friday, September 16 8:30 Shuttle depart from hotels 9:00 Morning start-up session 9:15 Rethinking forest regulations: Conventional approaches and new systems to encourage best practice and enforcement Why do we need to "Re-Think" Forest Regulations? - Sally Collins US Forest Service Policy Innovations: New Planning Rule/Collaboration and Stewardship Contracting - Daniel Jirón 10:15 **Break** 0 Presentation on regulations, including their effects on small and medium forest enterprises - Bob Harrington by webinar 10:45 Q&A and discussions in country groups 12:00 Lunch 1:00 Country work groups work on the following: From what you have learned this week, select one or two areas that have the most relevance for your setting Plan how you would present this to your minister when you return home 2:00 Large group discussion Ask each country group to tell us (very briefly) the major points they want to make with their minister, senior leader/s, peers and/or employees). Hear from all countries; look for

commonalities, link to the future.

Reception and closing dinner at the Finger Bowl

Break and closing activities

3:00

5:00







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LIST OF PARTICIPANTS

Countries	#	Name	Affiliation	Position
Brazil	1	Humberto Navarro de Mesquita Junior	Executive Manager of the National Forest Registry	Brazilian Forest Service
	2	Fernando Coutinho Pimentel Tatagiba	Environmental Analyst	Biodiversity and Forests Secretariat, Ministry of the Environment
Canada	3	Terry Hatton	Acting Director General	Planning, Operations and Information Branch, Canadian Forest Service
	4	Judi Beck	Director, Forest Innovation and Dynamics	Pacific Forestry Centre, Canadian Forest Service
	5	Patrick Wylie	Policy Analyst	Policy, Economics and Industry Branch, Canadian Forest Service
China	6	Wang Xiaoli	Deputy Division Director	Department of Forest Resources Management of SFA
	7	Zhang Hongxiao	Professor	Dep.of Forest Economics and Management of Nanjing Forestry University
DRC	8	Guy Landu Bikembo	Agricultural Engineer and Chief of Division in charge of new forest species promotion of the Forest Management Department	
Indonesia	9	Ruandha Agung Sugardiman	Deputy Director of Spatial Data Network	Directorate of Forest Resource Inventory and Monitoring, Directorate General of Forestry Planning, Ministry of Forestry
	10	Yana Juhana	Head of Department for Program and Evaluation of Forest Planning	Secretariat Directorate General Forest Planning - Ministry of Forestry
	11	Fitri Nurfatriani	Research Associate	Forest Research and Development Agency
Peru	12	Vivian Paredes	Legal Advisor	General Directorate of Forest and Wildlife, Peru
	13	Gustavo Suárez de Freitas	Key advisor and former head of the	

			Peruvian forest service	
Russia	14	Marina Smirnova	Specialist of the Department of Forest Protection	Federal Forest Agency
	15	Dmitry Myachin	Head of the Department of Planning and Budget Monitoring	Federal Forest Agency
USA	16	Daniel Jirón	Deputy Regional Forester, Pacific Southwest Region	US Forest Service, Vallejo, California
	17	Sheri S. Mann	Division of Forestry & Wildlife, Department of Land & Natural Resources, State of Hawaii	Cooperative Resource Management Forester
	18	Leanne Marten	US Forest Service, Washington DC	Director for Wilderness, Wild and Scenic Rivers
Resource Persons	19	Keshav Kanel	Resource Economist and Policy Analyst	(Former Secretary at Nepal Ministry of Forests & Soil Conservation, ret.)
	20	Don Roberts	Vice Chairman and Managing Director	CIBC World Markets Inc.
	21	Jim Grace	Goddard Professor of Forestry and Environmental Resources Conservation	School of Forest Resources, The Pennsylvania State University
	22	Xu Jintao	Peking University	Professor
	23	Bob Harrington	State Forester	Department of Natural Resources and Conservation
	24	Peter Mbile	Project Manager, Congo Basin Forests & Climate	World Resources Institute
	25	Ana Elia Ramón	PHD Student	University of British Columbia
	26	Fred Clark	Director of Tribal Relations	U.S. Forest Service
USFS (Organizers)	27	Jerilyn Levi	Assistant Director	U.S. Forest Service, International Programs
	28	Ellen Geis	Administrative Officer/Leadership program Coordinator	U.S. Forest Service, Grey Towers
	29	Allison Stewart	Director, Grey Towers National Historic Site	U.S. Forest Service, Grey Towers
	30	Andy Conrad	Event Coordinator	U.S. Forest Service, Grey Towers
RRI	31	Andy White	Coordinator	Rights & Resources Initiative
	32	Arvind Khare	Executive Director	Rights & Resources Initiative
	33	Jeffrey Hatcher	Director of Global Programs	Rights & Resources Initiative
	34	Sally Collins	RRI Fellow	Rights & Resources Initiative
	35	Jenna Di Paolo	Manager of Communications and Coordination	Rights & Resources Initiative
	36	Claire Biason	Global Programs Associate	Rights & Resources Initiative
TRG	37	Steve Yank	Training Resources Group	Facilitator