

Field Experience and Lessons Learnt

Participatory Land Use Planning and Forest Land Allocation

GTZ Technical Cooperation Projects in Vietnam

1. General introduction of the GTZ Program “Management of Natural Resources”

Under the umbrella of the GTZ Sector Program of Management of Natural Resources (MNR) Vietnam, a number of projects are organized dealing with the management and conservation of renewable natural resources (visit: <http://www.mnr.org.vn>).

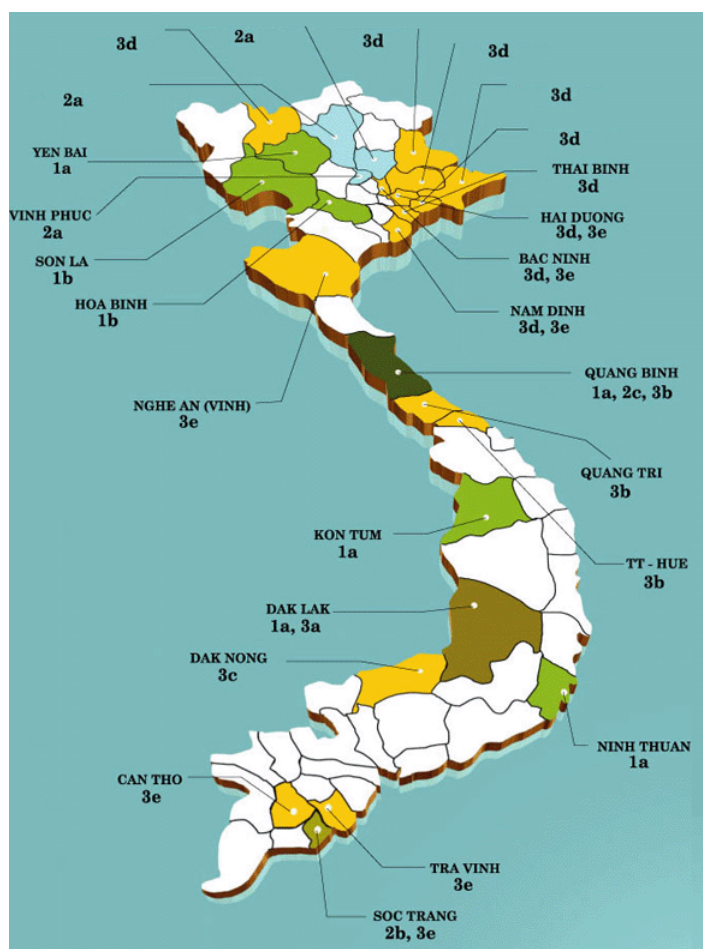
The MNR projects are covering key areas which supplement each other and contribute to improved protection, conservation and sustainable use of natural resources in Vietnam.

The overall objective is to improve the legal and institutional framework for the protection & sustainable management of natural resources at national and decentralized levels (provinces, districts, communes, villages), thus creating new opportunities for an improved livelihood in rural areas.

Our approach follows the principles and criteria of sustainable development and is based on cross-sector coordination for multi-level implementation of natural resources management.

Currently, GTZ implements 10 MNR sector projects in 26 provinces of Vietnam.

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| <p>1. FORESTRY</p> <p>1a: Forestry Program 1b: Sustainable Forest Management and Nature Conservation</p> <p>2. ENVIRONMENT / BIODIVERSITY</p> <p>2a. Tam Dao National Park 2b. Coastal Zone of Soc Trang Province 2c. Phong Nha - Ke Bang National Park Region, Quang Binh Province</p> <p>3. RURAL DEVELOPMENT</p> <p>3a. Rural Development in Dak Lak Province 3b. Sustainable Management of Natural Resources in Central Vietnam 3c. Environmental Protection and Management of Natural Resources in Dak Nong Province 3d. Promotion of Potato Production in Vietnam 3e. Waste Water Disposal in Provincial Cities</p> |
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2. GTZ's Engagement in Forest Land Allocation

GTZ's multi-level implementation in Forest Land Allocation (as in other areas of intervention) follows a bottom-up approach: Innovative methods and models are developed together with partners at grass roots level, and then piloted in selected communes and districts. Lessons learnt from these pilots are documented and lead to improvements of the methods, up-scaling and institutionalization in selected provinces as well as to significant contributions to the reform of national legislation and other framework conditions.

GTZ has embarked working on Forest Land Allocation in Vietnam as early as 1994. Since then, a number of Technical Assistance projects in several provinces have been completed, others are ongoing, one just recently started.

- Social Forestry Development Project (SFDP) Song Da (1994 – 2004)
- Integrated Food Security Program (IFSP) Quang Binh (1996 – 2002)
- Rural Development Project (RDDL) Dak Lak (2003 – 2010)
- Sustainable Management of Natural Resources (SMNR-CV) Central Vietnam (2004 – 2010)
- Environmental Protection and Management of Natural Resources (EPMNR) Dak Nong (2008 – 2014)

On the national level, the field experience and lessons learnt from these projects have been communicated and fed into the drafting of reform legislation by the projects:

- Public Administration Reform in the Forestry Sector (REFAS) 1998 – 2004
- GTZ Forestry Program (Policy Component) 2004 - 2011

The present document presents some aspects of the GTZ experiences on FLA over the last 14 years, with an emphasis on the lessons learnt from the on-going projects in Central Vietnam (SMNR-CV) and the Central Highlands (RDDL).

3. General Approach

The basic principles and the implementation steps of PLUP-FLA are very similar in all GTZ projects. The steps and their outputs are illustrated with Figures 1 and 2 on the following pages. The principles include:

- Harmonize government priorities for socio-economic development and environmental conservation with local community needs for food security and income generation
- In line with legal and administrative framework of Vietnam
- Fit and correspond to the provincial, district and commune socio-economic development plans
- Be simple and easy to be implemented with the local available resources at the commune and district levels
- Ensure equitable access to forest land and resources by all groups in the community (including women, ethnic minorities, the poorest and other disadvantaged people)
- Strengthen sustainable development of the whole commune and villages and minimize negative environmental impacts
- Be participatory and ensure that women, ethnic minorities, the poorest and other disadvantaged people fully participate in the PLUP and FLA process
- Be integrated into community development and consider all possible uses of the land (not merely focused on forestry and consider reforestation with timber species as the only management option)

Figure 1: Implementation Steps of PLUP and FLA in GTZ Projects

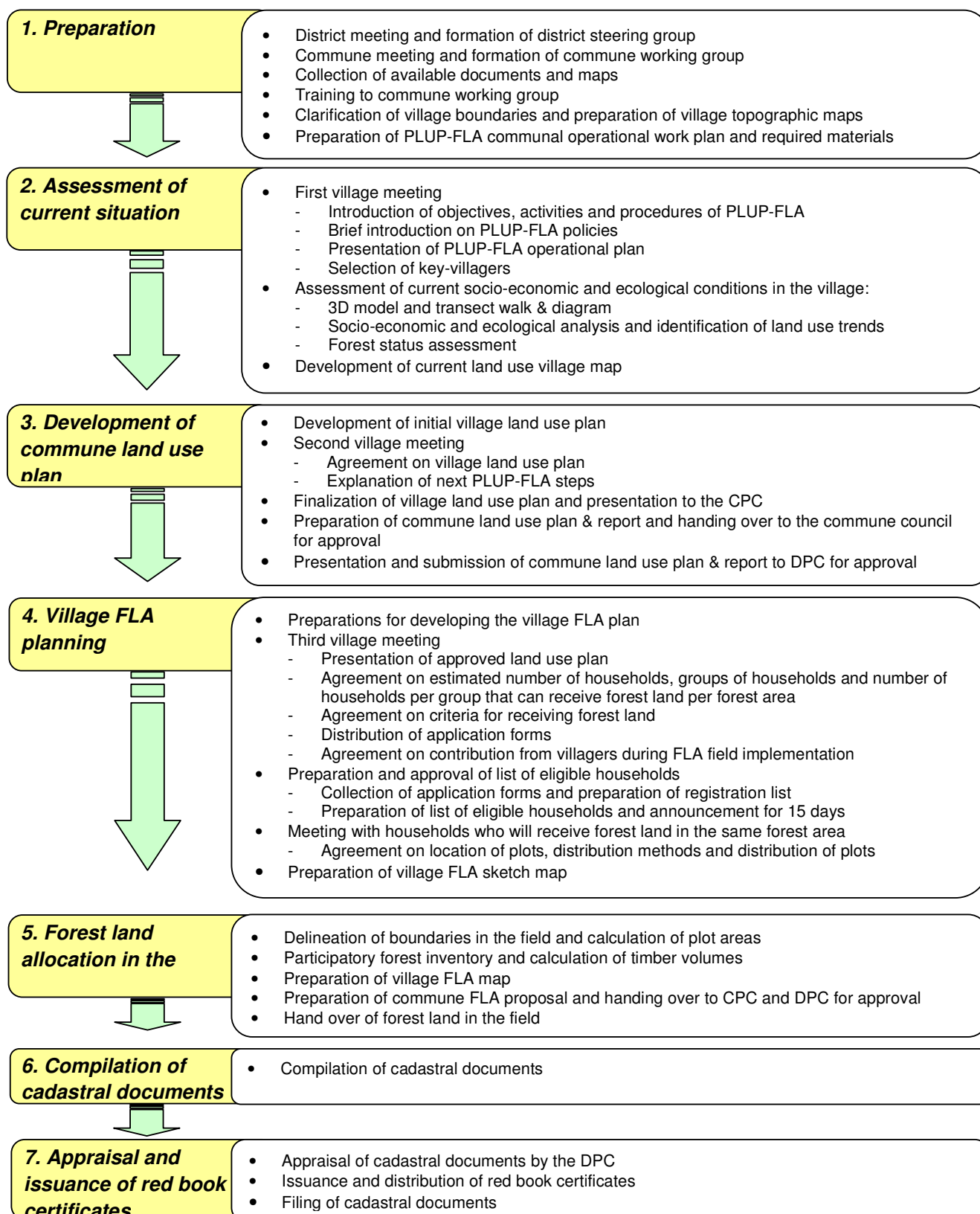
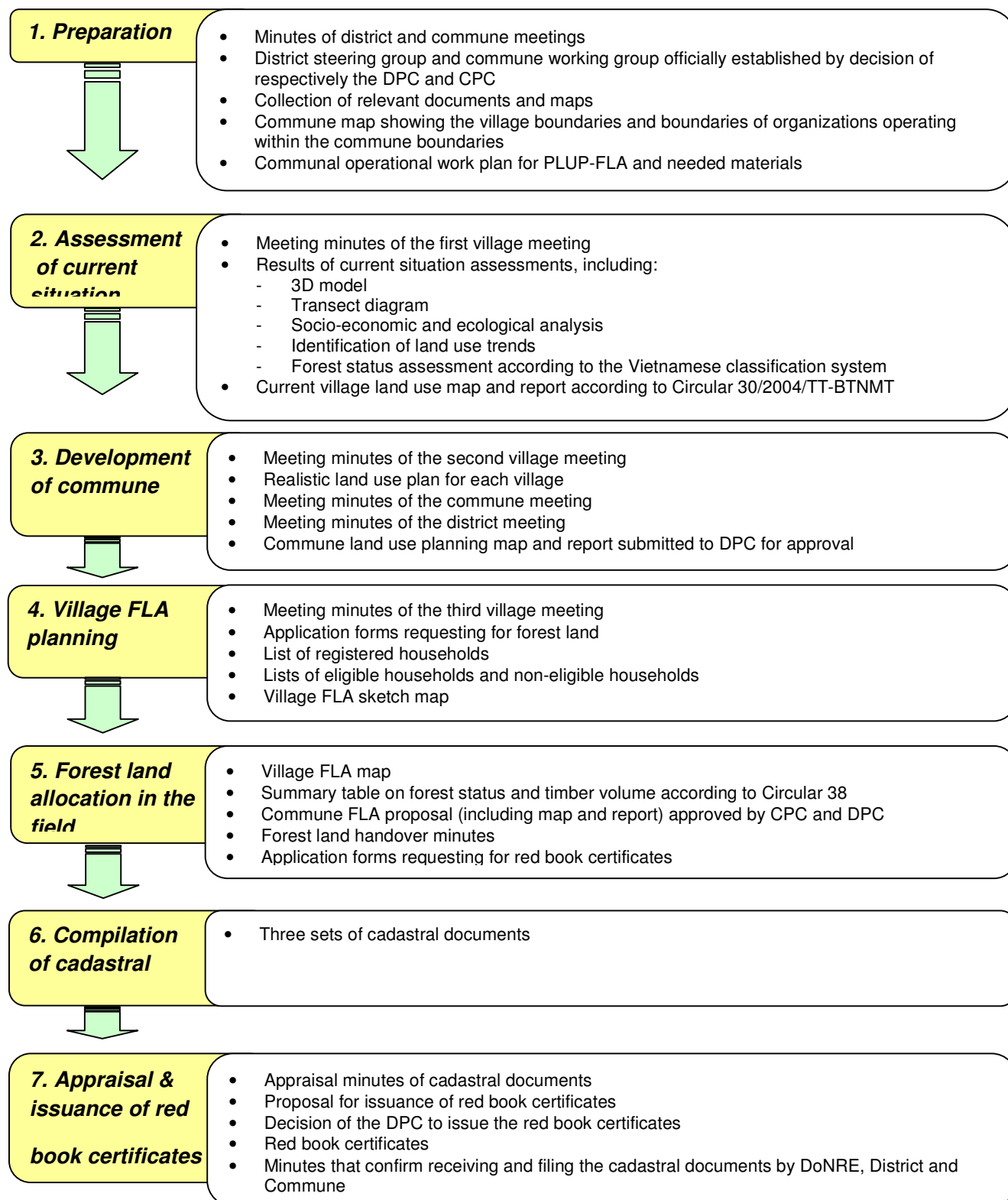


Figure 2: Outputs of PLUP and FLA in GTZ Projects

4. Sustainable Management of Natural Resources in Central Vietnam (SMNR-CV)

The project SMNR-CV is based on the achievements of the predecessor “**Integrated Food Security Program (IFSP) Quang Binh**”, which was implemented from 1996 to 2002. For its forestry component, the main achievements of the IFSP were:

- 1999: start of interventions on FLA in a legal “grey zone”, major bottlenecks were the lack of political willingness and commitment of line departments to actually implement national legislation on FLA; administrative mandate to sign “red books” and technical competence on field survey and land management were on provincial level only
- 2000: intensive lobbying led to shift of administrative mandate to the district level (Chairman of the DPC to sign “red books”), training and equipment of district survey teams and district cadastral departments; first meetings at grassroots level on participatory approach, including prior land use planning, assessment of areas eligible for FLA, implementation in 2 pilot communes
- 2001: up-scaling to all communes in 2 districts, in all: more than **43.000 ha** of forest and barren land allocated to more than **11.000 rural households** on individual basis
- 2002: issuance of red-book titles for all the 11.000 households, carrying names of husband and wife of each household; assessment and lessons learnt from implementation process, first version of **guidelines** on “Participatory Land Use Planning and Forest Land Allocation” (PLUP-FLA)

Lessons learnt included as a major weak point that (under the heavy implementation pressure at the time) the process was too fast, leaving a significant number of forest plots without demarcation in the field. Thus, many new owners of forest land did not know exactly where the boundaries of their plots were. In consequence, they did not invest into upgrading their forest plots by re-plantation or other measures, as had been hoped for. This, in turn, led to limited demand for tree seedlings which were to be produced by small private tree nurseries, which also faced unfair competition (giving seedlings away) by National Targeted Programs and SFE.

With the beginning of the SMNR-CV project in April 2004, a thorough assessment of the achievements, strengths and weaknesses of the IFSP led to a revised approach which more clearly emphasized the quality of the process rather than the quantity of outputs. The assessment started with a comprehensive survey on actual and potential **land conflicts** as a consequence of the FLA process in the years 2001 to 2002. Surprisingly, this survey revealed only 49 ongoing conflicts (out of more than 11.000 forest plots allocated). On a self-critical note, the project concluded that this very low number of conflicts was more the consequence of people not yet perceiving their forest plots as a private economic asset, but rather continued to use it as a public resource, just like before the FLA process.

The **project strategy** responded to this conclusion by

- supporting in each district a task force on the resolution of ongoing land conflicts
- introducing as an additional process the establishment of “Forest Protection and Development Regulations” (FPDR) in each village and each commune, based on village meetings and consensus of all forest owners and a set of sanctions
- combining the social concern of equal access to forest land (the PLUP-FLA process) with the economic concerns of forest owners, thus introducing as an additional process the approach of “Community-based Forest Management” (CBFM)
- Based on prior formation of forest user groups, introduce as a new model for FLA the allocation of red books to the user groups as a whole (not to individual households), at least for forest areas further away from the village
- Given the changed framework conditions, re-vitalize the support for small tree nurseries (for indigenous species) as a private sector initiative to promote sustainable forest management

Implementing this strategy, the process and outputs are described as follows:

a) Location

In 2004 – 2006, the SMNR-CV project supported the pilot implementation of FLUP-FLA in 2 pilot communes (Hoa Phuc commune of Minh Hoa district and Thanh Thach commune in Tuyen Hoa district). A total area of 4,550ha of forest was allocated to 230 households and 70 user groups.

b) Activities the project involved in PLUP-FLA

In 2004, the Project developed the manual on participatory land use planning and forest land allocation (PLUP-FLA) to be used in Quang Binh. This manual referred to some outcomes of the documents of the previous Food Security Program (IFSP) and of the SFDP Project in Song Da.

On the basis of the manual, the project organized 02 provincial workshops with the participation of representatives of relevant partners at provincial, district and commune levels in order to supplement and finalize the contents of the manual to be in line with practical situations of the province. Steps were implemented as follows:

1. Preparation:

- Organize district meeting to agree on orientations and FLA planning for communes and to establish district FLA steering board. Members of the Steering Board include:
 - ✓ DPC Chairman or Vice Chairman who are in charge of agriculture and forestry: Head of the Board.
 - ✓ Head of district's SONRE: Vice Head.
 - ✓ Members include: FPU, Economic Section, Planning-Finance Section, etc.
- Organize commune meeting to agree on orientations and FLA planning for communes and to establish commune FLA working group. Members of the Working group include:
 - ✓ CPC Chairman or Vice Chairman: Head of the Group.
 - ✓ Agro-Forestry commune staff: Vice Head.
 - ✓ Members include: forestry extension staff, planning staff, village heads.
- Collect relevant documents to have the basis for the implementation of PLUP-FLA. Documents are: legal documents and policies of the State relating to forest protection and development, rights and obligations of the local people, etc., socio-economic development plans of all levels, etc.
- Organize training courses on transferring the method of PLUP-FLA, includes: technical procedures and solutions applied for PLUP-FLA, skills and tools to help promoting the participation of the local people to the cadre of the partners at provincial, district and commune levels and to village heads, especially to the team of field staff of the consultant (Sub-FIPI).
- Clearly identify the boundaries of villages and communes on the field and prepare village and commune topographic maps.
 - ✓ Classification of commune boundaries needs to have the participation of district staff and neighboring communes to mark the boundaries in order to avoid conflicts later on.
 - ✓ Classification of village boundaries needs to base on the traditional habit and history of land use of the community in the villages or base on the decision for land division of the local authorities (if available) and the boundaries are marked clearly on the field, then the map/diagram of natural status of the villages is made.
- Elaborate working plans on commune LUP-FLA that includes implementation time at each village, participation, implementation progress, etc. and have equipments ready for field implementation.

2. Assessment of current socio-economic and ecological situations.

- Organize first village meeting. The meeting has to have the full participation of all households in the village in order to:
 - ✓ To explain the objectives, activities and procedures of PLUP-FLA to all villagers.
 - ✓ To inform villagers about PLUP-FLA policies, especially about duties, rights and benefits of local people in PLUP-FLA or in forest protection and development.
 - ✓ To present the operational plan to carry out PLUP-FLA in the respective village.
 - ✓ To select a number of key villagers who will support the commune working group during the PLUP-FLA process in the village, such as: cooperate with the consulting organization in carrying out forest inventory or boundary classification, etc.
- Assessment of current socio-economic and ecological conditions in the village – this activity is as follows:
 - ✓ Develop a 3-D model; carry out transect walk and draw diagram; draw map of village forest resources.
 - ✓ Analyze socio-economic and ecological situations of the village.
 - ✓ Preliminarily assess forest status

3. Development of village and commune land use plans.

- The consulting organization in cooperation with the village prepares the first draft of the current village land use plan. Special focus is paid for the areas planned for forest land.
- Organize 2nd village meeting to:
 - ✓ Agree on the village land use plan before sumitting it to the CPC for review and for integrating into commune land use plan.
 - ✓ Clarify the next steps to be done in the future: activities, timeframe, participation, etc.
- Finalize the village land use plans after having contributions from local people and submit to the CPC for review.
- Prepare commune land use plan, report and hand over to the commune People's council for approval.
- Submit the commune land use plan and land use report to the DPC for approval. The DPC will approve the land use plans with the participation of the district FLA Steering Board and some relevant district sections.

4. Village FLA planning

After the communal land use plan has been approved by the DPC, the consulting organisation in cooperation with the commune working group and key villagers can start with the preparations to develop a FLA plan. This includes:

- Prepare FLA communal work plan that includes: location, types of forest to be allocated, units to be allocated with forest and forest land.
- Organize 3rd village meeting with the following objectives:
 - ✓ Present the approved land use plan
 - ✓ Agree on the estimated number of individual households and groups of households who can receive forest and forest land
 - ✓ Agree on the criteria for FLA.
 - ✓ Distribute application forms
 - ✓ Agree on contribution from villagers during FLA field implementation
- Prepare and approve list of eligible households and groups of households:
 - ✓ Collect all application forms and will prepare the registration list
 - ✓ Prepare the draft lists of eligible households and eligible group of households and inform publicly the eligible list for 15 days.
- Meet with households who will receive forest land in the same forest block. These households will participate in FLA in the field as well as in surveying forest resources.

- Agree on location of plots, methods of plot distribution and methods of plot division.
- Prepare village FLA sketch map

5. Forest land allocation in the field

After finishing FLA on the map and in the FLA communal work plan, the consulting organization continues with FLA to local people in the field:

- Delineate boundaries in the field and calculate plot areas
- Carry out participatory forest inventory and calculate timber volumes
- Prepare village FLA map
- Prepare commune FLA proposal and hand over to DPC for approval.
- After having approval from the DPC, allocate forest land to the local people in the field. It is necessary to mobilize the participation of the local people in marking the boundaries in the field.

6. Compilation of cadastral documents

After completing the activity of allocating forest lands in the field, compile cadastral documents to submit to the DPC for issuance of Land Use Right Certificate (red book).

7. Appraisal, approval and issuance of red book certificates

- The DPC appraise and approve cadastral documents and then check in the field.
- The DPC issue and distribute red book certificates
- The DPC files the cadastral documents.

c) Some lessons learnt

- ✚ Organization of provincial and district workshops on solutions for participatory LUP-FLA is very necessary in order to help local authorities and partners change the current limited traditional method and then help them have the agreement and support during the implementation of PLUP-FLA.
- ✚ If the activities of training on PLUP-FLA methods and supportive methods are well prepared for technical staff of partners, this will be a solid basis to ensure a good implementation in the field.
- ✚ The cooperation among district line departments, such as: FPU, Economic Section and SONRE has to be close and comprehensive in order to help solving better constraints in FLA procedures.
- ✚ It is necessary to organize activities of monitoring and supervision towards the implementation of the consultant and the community in order to support them in complying with the participatory FLA procedures and in ensuring the high level of preciseness.
- ✚ Organization of village meetings with good quality will help to have a quality LUP-FLA and to ensure the demands of the local people, which create a favorable conditions to have an effective land management and utilization.
- ✚ For natural forests locating far from residential areas or partial protection forest areas, it is better to encourage local people receive forest under the basis of user groups or village community.
- ✚ After FLA, it is a need to support local people develop village FPDRs to help them have an effective tool in managing forestry resources.
- ✚ Develop and organize the implementation of a benefit-sharing mechanism from forest for local people participating in activities of forest development so that they can feel secure in their investment into their forests.
- ✚ It is necessary to support local people in developing CBFM plans in order to help them have plans to protect, develop and exploit their forests annually.

- ✚ Organize training courses for local people on silviculture techniques, such as: forest plantation, forest improvement, forest exploitation, NTFPs trading. Disseminate and propaganda laws, legal documents and policies of the State relating forestry sector.

d) Recommendations.

- ✚ Because state management on forest and forest land is not the same for sectors of agriculture and rural development and of natural resources and environment, there is a need to combine the activities of land allocation and forest allocation.
- ✚ It is necessary to have a close cooperation mechanism between sectors of agriculture and rural development and of natural resources and environment in order to integrate programs and projects synchronously.
- ✚ Survey for forest resources has to be done seriously by a consultant agent working in the sector of forestry and the outcome of the survey has to be updated into the forest allocation profile.
- ✚ It is necessary to elaborate a benefit mechanism for each area and region in order to be easy in organizing and implementing and to ensure the benefit of the local people and community.
- ✚ The province needs to institutionalize the guidelines on PLUP-FLA in order to apply synchronously for the whole province.
- ✚ It is necessary to have programs and projects to support the local people after completing the program on LUP-FLA so that the local people can have good conditions to invest into their forests and it can help creating more employments and limiting over-exploitation and overuse of forest resources.

e) Current Issues and Concerns

Following a national pilot program Quang Binh province has been selected as one out of five provinces for the implementation of Forest Land Allocation (FLA) procedures at provincial scale. The project on “digital mapping and issuance of forestry land use right certificates” is based on Decision 672/QĐ-TTg of the Prime Minister and is implemented by the Cadastre and Engineering Survey Company assigned by the Ministry of Natural Resources and Environment (MoNRE). The implementation of this project started in Quang Binh before the issuance of Circular 38, and does not follow its stipulations. This gives rise to the following concerns:

- No activities on participatory land use planning have been conducted with only marginal participation of local people in the FLA procedures. As a result, forest receivers do not have a clear understanding of their rights and obligations in terms of forest management and utilization. Field visits revealed a tendency of local forest users to convert degraded natural forests into Acacia monocultures not knowing that such a change of the forest land use classification (from natural forest to plantation) would, according to law, result in a withdrawal of the land use certificate.
- As no assessment of the forest quality (standing volume as outcome of a forest inventory as stipulated in Circular 38) at the time of allocation has been conducted, procedures for benefit sharing remain unclear. Following Decision 178¹ only the timber increment after allocation is considered the property of the forest owner.
- Allocation plots are only marked in the field by very scattered border stones and many individual plot borders are not known to forest owners and outsiders alike. Without visible and enforceable boundaries no ownership rights can be enforced and no household will be willing to consider a long-term investment like afforestation or forest enrichment.

¹ Decision 178/2001/QĐ-TTg, dated November 12th, 2001 on benefits and obligations of households and individuals assigned leased or contracted forest and forest land

- A large scale conversion of natural forest vegetation cover into acacia monoculture plantations is expected to have severe impacts on the water balance in the region with unpredictable impacts for the agricultural sector. However, at present lower administration seem to promote Acacia plantation as best practice for smallholder forest management.

The consequences have been discussed with provincial representatives. Discussion results revealed that these concerns are shared by all forestry-related Departments and that concerns have even been raised even during the design phase of the above mentioned project in 2005 but were not considered due to limited budget resources. Among others, these concerns will therefore be the subject of a **major provincial workshop to be organized on May 28, 2008**.

5. Rural Development Projekt Dak Lak (RDDL)

a) Location

Piloting FLA started in Dak Lak in 2001. RDDL supports province wide for capacity building for staff from commune to provincial levels with the main pilots in two target districts and rolling out in three other districts (Buon Don, Madrak and Ea Sup) since 2005, focusing on ethnic minorities groups. A total of 7,660 ha were allocated to households and communities so far.

b) Activities the project involved in FLA

Since 2003, RDDL has provided support to DARD to develop and promulgate FLA Guidelines and their implementation in pilot districts. RDDL also helped to compile cost-norms and to formulate and test financial mechanisms for the FLA program.

RDDL has organized many ToT training courses for commune, district and provincial staffs on LUP/FLA, Village Forest Management planning included sustainable forest models, Forest Protection Regulations, Commune Forest Management Planning. At the village level, RDDL also organized training courses on simple silviculture measures, tree marking and selection for commercial and housing timber harvesting, sawing techniques, forestry nursery management, afforestation, planting grafted cashew, bamboo.

The total budget provided by the province for LUP/FLA for four districts/ 13 communes (EaH-Leo, Mdrak, EaSoup, Buon Don) was 2.5 billion VND in 2007.

A total of 7660 ha have been allocated through LUP/FLA (5414 ha with red books) with the support of RDDL of which on 5117 ha all steps of the process of Community Forest Management were applied. In 2007, 4 villages established CFM plans bringing the number of total villages with established CFM plans to 13 since 2003.

DARD together with RDDL developed and successfully piloted participatory methodologies in FLA, community forest management planning, forest protection, management regulations and benefit sharing mechanisms. FLA guidelines were approved 2005 and adjusted to Circular 38 in 11.2007, technical guidelines successfully tested and adjusted for FPDRs, CFM-planning, silviculture, sustainable forest models and benefit sharing; approval pending the on-going revision of Decree 178 at national level.

Afforestation on poor forest land was supported by RDDL through DARD/ ES with over 110,000 seedlings of indigenous species on 119 ha in the two districts in 2007.

In 2006, with agreement of Dak Lak PPC under 178, RDDL, in cooperation with Ea H'leo DPC implemented two benefit sharing mechanisms pilots on timber harvesting for housing and commercial purpose in Cham and Taly village have been tested. Cham village harvested timber for housing while Taly village harvested 495 timber trees with a total volume of 369 m³; sold at 616 Million VND out of which about 280 Mio (14,000 EUR) went to the community, mainly used for forest management and protection as well as for productive infrastructure and commune events.

A new pilot on commercial benefit sharing was drafted in April, 2008 (awaiting approval by PPC) in order to gain additional experiences and to facilitate the revision of Decree 178.

c) Products (Legalized or documented guidelines/regulations)

The following guideline had been developed by DARD and RDDDL:

- A. Forest Land Allocation Guideline was approved by PPC in 2005
- B. Adjustment of FLA guideline according to circular 38 in Nov. 2007.

The following guidelines had been developed and printed by RDDDL and DARD by Nov. 2006 (approval pending due to the on-going revision of Decree 178 at national level):

- C. Forest Protection and Development Regulations
- D. Sustainable Forest Model – Concept and Development
- E. Silviculture and Harvesting Guideline
- F. Benefit sharing Mechanism for timber and Fire Wood

Finalized draft for submission to PPC:

- G. Commune Forest Management Planning Guideline (May 2008)

d) Major lesson learnt

- The introduction of LUP/FLA has limited deforestation and illegal harvesting of forest products. The results can provide also poor ethnic minority communities with additional means of income and encourage them to protect their allocated forests.
- Ownership of allocated land must be ensured by issuing red books to households and communities/ user groups.
- If short term benefits from allocated forests are gained under benefit sharing models, villagers have the means and motivation to protect their forests.
- Participatory planning and providing of post allocation support in forest protection and development is crucial.
- Forests allocated to ethnic minority communities/ user groups are better managed and protected than those allocated to single households.
- Villagers cannot enforce their VFPDRs in bigger violation cases involving powerful outsiders without the strong support of CPC or DPC.
- Many districts integrating NP 132, 134 providing land for poor EM into FLA program under
- 304, Circular 38: This is a sound policy to provide land for poor EM households however, the result is that the natural forests will be divided into small areas, and poor households can neither invest in nor protect their forests plots.

If LUP/FLA implementation procedures do not follow the guidelines, a **range of problems** occurs:

- The timely completion and reporting of results should not have priority over the actual long-term sustainability of FLA implementation results. Despite a clear provincial orientation and the existence of a provincial guideline for a participatory FLA approach, district and commune administration lacking sufficient technical guidance and a clear orientation during the implementation of FLA which is often focused on the quantitative outcome.
- Especially crucial participatory elements and a comprehensive assessment of the forest resources are often shortened or skipped during a rushed implementation, leading to land use conflicts which then could lead to increased forest destruction. Continued technical support to district and commune administration is therefore considered of high importance.

- The traditional practices and community rules are not in conformity with the FLA policy; the perception of people over forests is different; the practice of shifting cultivation and occupying land as legacy for descendants is a long standing tradition which cannot be changed in one day; there is not yet a appropriate management mechanism for CFM; the poverty situation, strong impacts of market-oriented economy, pressure of population growth and other external factors are also important such as lack of commune forest development and protection planning, poor condition of the allocated forests and incomplete institution of CFM. These are the reasons why the forest receivers still clear and harvest forest illegally.

e) Recommendations:

Continued technical support to district and commune administration is therefore considered of crucial importance. However, as experienced during the pilot implementation technical support can only result in improved field implementation if a set of minimum requirements have been agreed upon and are enforced by the province beforehand.

Only under a binding agreement on some preconditions technical support by RDDDL can have a clear contribution to the sustainable development of forest resources in Dak Lak province and will further lead towards the main project objective of incorporating ethnic local minorities into the sustainable economic development of Dak Lak province.

Some requirements for future project support are as follows:

- Approved provincial FLA guidelines communicated to implementing agencies, detailing a participatory process in view of conflict-free FLA results
- Strict compliance with the FLA guideline monitored and enforced by provincial level authorities
- Steering organizations at district and commune approved by legal decision during coordination meeting prior to FLA process
- As part of the preparation a detailed work plan has to be approved by the respective districts detailing outcome and process
- Consultation of all current land users disregarding administrative boundaries during selection of potential forest receivers
- As part of the allocation procedures reliable mapping information to be developed and verified in the field by GPS/GIS technology with participation of local people and an updated forest vegetation map made available in VN2000 coordinate system.

Overall recommendations:

- There should be province wide application of guidelines or standard forest models to introduce SFM under the forest status for a 5 year forest management planning and benefit sharing.
- Forest areas, forest lands of respective communes, forest lands of SFEs which are returned to local authorities need to be checked; commune forest protection and development planning should be carried out. This is the basis to identify the land and forest owners/ users in the villages. Based on this, FLA plans with communities are made.
- The providing of land through the program for poor EM (NP 134) and FLA program should be separated: If the households lack land, agriculture land use planning must be carried out or/and poor forest land transferred into agro- forestry/ agriculture land and re-allocated with full land use rights.
- In order to strengthen the ownership of forest land, all conflicts relating to management and utilization of forest land in the commune should be eliminated. The commune forest development and protection planning and forest land allocation to the whole commune will help to calm down the conflicts between the forest receiving communities and non-forest receiving

communities. The commune forest development plan also helps to solve the problem of lacking farming land.

- Suitable support and investment is needed for poor and EM communities without resource who receive poor forests or bare land to promote forest development process according to approved community forest management plan.
- Prior to FLA in other locations, local authorities at various levels should complete the red book issuing.
- Resources for FLA at commune level must be made available to a bigger extend (trainings, staff, finance). The establishment of local institutions like Commune Forest Management Board is important e.g. for regulating VFPDR violation cases beyond the village level.
- Provide necessary support after FLA for EM villages for immediate protection: build forest protection stations in far away forests and provide necessary equipment for forest patrolling (support can be provided by forest development Projects).
- Training to improve villagers' awareness on forests, on the importance of forest protection, usefulness of forest protection in achieving sustainable development for long term income.
- Improved livelihood is a momentum for villagers to effectively manage and protect the allocated forests. It is necessary to integrate other programs with FLA and to coordinate district budgets to improve the livelihood of EM villagers.