

USER'S GUIDE TO THE TRAINING PACKAGE

INTRODUCTION

This training package examines conflict within forest resource use and community-based forest management and offers strategies for managing it. In forest resource management, conflict in its many forms is inevitable and unavoidable. Most people working in community forestry would say that conflict comes with the territory. Forest resources are central to the social, cultural, political and economic fabric of forest communities.

People have always held many different values and interests in the use and control of forests and forest products. Rapid population growth, increased demands on forest resources, unequal distribution and greater resource degradation have resulted in a growing scarcity of forest products, water and agricultural land. These conditions are intensifying and contributing to the escalation of conflict throughout the world.

New policies of decentralization, devolution and collaborative management fuel conflicts further by transferring a greater degree of decision-making power and influence to local communities, households and individuals. These policies encourage communities to be more involved in decisions affecting their livelihoods and the resources on which those livelihoods are based.

Although these policies are sound and necessary for sustainable forest livelihoods, in practice the introduction of greater power sharing among different user groups is often met with challenges. Collaborative management approaches require a widening of stakeholder involvement. The more people and organizations involved, the greater the chances that conflict will arise among the various stakeholders over specific decisions. Disagreements emerge in most settings: for example, over access rights, boundaries, management objectives, inadequate or misunderstood information, local versus national priorities, and so on.

Differences in geography, social status, education, culture and gender constrain the involvement of the necessary stakeholder groups. In some instances, more dominant groups are not prepared to relinquish authority, and strongly resist changes that undermine their long-held control. Organizations responsible for introducing new policies that require agreements among multiple groups may overestimate the extent to which resource users share an interest. They may also ignore or be unaware of deep-seated divisions that occur among different groups inside or outside the community. Often, the most appropriate means for implementing policies of decentralization and devolution are uncertain, thereby heightening the insecurities and perceived risks of those involved.



In community-based forest management, there is no question about there being conflicts of interest. The challenge is how to address such conflicts in the most effective way possible. There is a clearly expressed need for conflict management approaches that:

- ◆ recognize the multiple perspectives, values and interests of different stakeholders;
- ◆ help determine potential effects of conflict;
- ◆ assist in identifying effective strategies and responses.

In order to support sustainable livelihoods through effective forest management, especially for the most vulnerable members of society, appropriate methods must be developed to address conflicts in a truly participatory and equitable manner. These methods must also anticipate and address potential conflicts before they arise.



This User's guide provides an overview of the conflict management training package and the content of its ten sections. It also outlines some underlying assumptions in the approach to managing community forestry conflict, defines the intended audience and provides some guidance on how to use the various materials contained within the package.

The approach of the training materials to managing conflict

Building on alternative conflict management approaches: The term "conflict management" covers a spectrum of proactive and reactive responses. Conflict management can be sought and achieved through a variety of means – traditional, administrative, legal or, more recently, "alternative" resolution approaches. These training materials review a range of responses to conflict and encourage users to assess which is most appropriate in their situation. The focus, however, is particularly on collaborative methods of alternative dispute resolution (ADR) or alternative conflict management theories and methods. Such methods advocate collaborative solutions to managing conflict and hold great potential for offering participatory and equitable means of addressing community-based forest conflicts.

Emphasis on shared decision-making: These materials approach conflict management as being directed towards forging a process and set of outcomes that are agreeable to all stakeholders. In this context, conflict management leads towards solutions that can be achieved through voluntary and shared decision-making and mutually acceptable agreements. ADR focuses particularly on building collaboration through strategies of conciliation, negotiation and mediation. Such strategies are already common to many traditional cultures and rural peoples. Ideally, in entering an ADR process, the individuals or groups involved in a dispute are participating because they seek solutions of mutual gain. They are there because they want to understand the others' positions and they believe that it is possible to reach an agreement.

Active involvement of affected stakeholders: Achieving sustainable forest management depends on the capability of fully engaging different stakeholders in participatory processes of conflict management. It attempts to initiate and sustain a cooperative approach that has the support of all stakeholders within the community and all interested parties from outside the community. Collaborative approaches to conflict require the active involvement of those who are directly affected, while attempting to account for the views and interests of the widest possible range of opinions. These would include the least powerful or vulnerable groups such as women, the landless, the poor, migrant workers, pastoralists and indigenous peoples.

Conflict management and collaborative management efforts will prove unsuccessful if all necessary stakeholders, including such groups, are excluded from participation. This process requires an enabling political, policy and administrative environment, in which central stakeholders and other interest parties are freely able to identify and express their needs, priorities and concerns. The end result should be greater understanding of the issues and potential opportunities for resolving the conflict.

A community-based approach to conflict: In parallel to community-based forest management, these training materials adopt a community-based framework that operates on the small and local scale. The goals are to work on conflicts within or between communities and contribute to the capacity of a community to interact with external and more powerful interests. This approach aims to empower those living with the forest resources to assert their rights and preferences for resource development so that they have real influence on the decisions that are made.

Building capacity for local communities: These training materials outline a process of empowerment and improved understanding of managing conflicts. The methods are participatory and inclusive, emphasizing capacity building, or the development of society to work for sustainable forest management. Towards building such capacity, this training package aims to help participants in a conflict to gain a better understanding of the issues surrounding a conflict and to plan their response.

ASSUMPTIONS OF THE TRAINING PACKAGE

Although the focus of this training package is on forest resource conflicts, its strategies, methods and tools are generally applicable to other local-level natural resource management situations. The training materials are derived from community-based approaches to forest management. What sets apart such approaches is their reliance on a high degree of participation in problem solving and decision-making. The rationale for promoting participatory approaches is that effective and sustainable resource management is more likely when community members and other interested parties collaborate in making mutually beneficial decisions about local resource use.



These materials use the term “conflict management” in preference to “conflict resolution”. Ideally, one should work towards the resolution of each and every conflict; however, providing ultimate resolutions to conflicts is not an easy matter. True resolution may require sweeping political, economic and other changes at the national and even the global level, such as formal recognition of indigenous land rights, land reform, devolution of authority, or the reduction or curtailment of certain economic activities. Obviously, working towards these important foundational

changes is necessary, but generally such issues are beyond the scope of this training package's background materials and training activities. Users seeking more information should consult additional references cited in Section 7.

Our use of the term "conflict management" further assumes that the process of addressing conflicts can be directed in a participatory and equitable manner. Conflict management in this sense does not connote the containment, co-optation or manipulation of conflicts for political or other reasons. On the contrary, these materials refer to conflict management as a process that contributes to highly participatory, equitable and sustainable ways of dealing with conflict. We recognize, however, that alternative conflict management approaches are not useful in some situations. In many cases, powerful interests will not want to reach an agreement and will simply use available mechanisms and fora for negotiation to impose their opinion and priorities on others. Such interests may manipulate alternative conflict management processes for their own benefit.

OBJECTIVES OF THE TRAINING PACKAGE

The training package aims to support diverse and multiple forest user groups to manage conflicts that will inevitably arise in the protection, use and control of forest resources. A related goal is to strengthen participation and, thus, the role and recognition of local stakeholders (forest-dependent communities) in forest management.

To achieve this, the objectives of the training package are to:

- ◆ increase knowledge about conflict in community-based forest management;
- ◆ improve understanding of how processes and outcomes of collaborative forest management and conflict are related, and how both need to be planned for and reviewed together;
- ◆ provide tools and aids for training in conflict analysis, selection of appropriate strategies, negotiation and facilitating resolution processes.

WHO WILL USE THE TRAINING PACKAGE?

These materials are designed for training rather than direct intervention. This package has been prepared primarily for trainers who help people and organizations work collaboratively in community forestry. It is expected that such trainers are already knowledgeable and experienced in community-based forest management.

The trainers' target audience is expected to be forest management practitioners, including forest agency staff, project/programme managers, staff of non-governmental organizations (NGOs); community-based organizations; and development workers who:

- ◆ act as resource persons to forest resource users who have requested assistance with a conflict or want to develop their skills in mitigating potentially destructive situations;
- ◆ help local communities become more focused, confident and effective in addressing and anticipating conflict;
- ◆ are themselves embroiled in conflict or planning interventions that are intended to address conflict; or
- ◆ are trying to improve the effectiveness of community-based forest management processes.

WHAT IS IN THE TRAINING PACKAGE?

This set of training materials provides background information, training activities, case studies, workshop aids, how-to instructions on workshop design and references to prepare and support trainers in conflict management. The various sections of the training package are divided into two volumes:

Volume 1 (Sections 1 to 8): Sections 1-7 contain theoretical information to ensure the user has sound understanding and knowledge of conflict and conflict management as it applies to community forestry. These sections describe:

- ◆ a conflict management process map;
- ◆ key elements of conflict;
- ◆ how conflict management strategies relate to broader activities of collaborative management;

- ◆ the theory of conflict analysis;
- ◆ a review of conflict management options;
- ◆ guides to developing a management strategy;
- ◆ techniques for facilitating conflict management;
- ◆ an annotated bibliography containing a set of useful references on conflict and conflict management.

Section 8 contains four case studies of real conflicts. These case studies may be used in conjunction with Volume 2, the trainer's tool kit.

Volume 2 (Sections 9 to 10): This is the trainer's toolkit for use in the delivery of training workshops for people working in community forestry or involved in forest management-related conflicts. Resources include:

- ◆ instruction sheets for a range of participatory learning activities;
- ◆ information on how to design and carry out participatory training workshops.

The training package: map and section summary

Map KEY STEPS IN A COLLABORATIVE APPROACH TO CONFLICT MANAGEMENT

Outlines key steps supporting a collaborative approach to managing forest resource conflicts. A set of notes within the map explain the activities involved and link them to relevant sections of the training materials.

Section 1 AN INTRODUCTION TO CONFLICT IN COMMUNITY-BASED NATURAL RESOURCE MANAGEMENT

Introduces conflict and the many dimensions that influence its visibility, shape and complexity. Provides a brief overview of community-based forest management and the types of conflict that practitioners, organizations and communities confront. Discusses how conflict is normal to human society and a force leading to potentially positive outcomes.

Section 2 COLLABORATION AND CONFLICT

Introduces the concepts of collaboration and collaborative management and their application to community forest management. Outlines key elements and guidelines for enhancing collaboration in planning and managing policy and site-based initiatives. Presents important considerations in moving towards the collaborative resolution of conflicts.

Section 3 ANALYSING CONFLICT

Presents the main objectives and activities of conflict analysis. Emphasizes the relevance of conflict analysis in determining appropriate places for action and ensuring the participation of essential stakeholders. Provides guidelines and useful activities for clarifying the issues, history and origins of conflict, analysing stakeholders' interests and considering issues of cultural diversity, gender and policy.

Section 4 DEVELOPING A STRATEGY FOR MANAGING CONFLICTS

Introduces guidelines for selecting a strategy to manage conflict. Describes different mechanisms and legal orders and their individual strengths and limitations for resolving conflict in collaborative forest management. Introduces a tool for assessing strategies and clarifying the desired outcomes in negotiations. Reviews the benefits and limits of using a third party to support a process of conflict management.

Section 5 NEGOTIATIONS AND BUILDING AGREEMENTS

Identifying areas of common interest between parties, supporting creative approaches to problem solving and establishing realistic agreements are the three main phases of facilitated negotiations and mediation. Discusses these phases, highlighting possible choices and necessary actions for each.

Section 6 ESSENTIAL COMMUNICATION SKILLS FOR FACILITATORS IN CONFLICT MANAGEMENT

Focuses on the practical aspects of facilitating group work and negotiations as part of a conflict management process. Describes the role of the facilitator, communication techniques and possible interventions in addressing tense and difficult situations.

Section 7 FURTHER READING AND REFERENCES

Provides an annotated list of materials and further reading on theory, experiences and methodology in conflict management.

Section 8 CASE STUDIES

Features case studies of community forestry conflicts from India, Nepal, Thailand and Bhutan. The cases provide real-life examples for developing conflict analysis skills and understanding the socio-economic, cultural and political processes involved in conflict management and resolution.

Section 9 TRAINING ACTIVITIES

Provides instruction sheets for participatory activities that are useful in training about conflict management. Activities assist conflict analysis, capacity building, strategy selection, negotiations and agreement building. The training activities in this section support the concepts presented in Sections 1 to 6.

Section 10 HOW TO DESIGN AND FACILITATE A PARTICIPATORY CONFLICT MANAGEMENT TRAINING WORKSHOP

Provides guidelines and helpful hints for designing, organizing and facilitating a participatory training workshop.

HOW TO USE THE TRAINING PACKAGE

This training package has not been produced to provide “*the answer*”, “blueprints” or “recipes” for resolving specific conflicts. Nor are the concepts or materials it discusses intended to replace traditional conflict management practices where they still operate and prove effective, or shift people away from legal recourse or political action. The training materials do not directly address situations of violence or cases where a party to a conflict wants to force its view and its solutions on others. Nor do they provide advice on legal remedies, political techniques or economic responses for addressing disputes over forest resources. It is recognized that, in such circumstances, it may be essential to consider other avenues for dealing with conflict, such as hiring a lawyer, direct action or forming political alliances.



Ideally, those who have been trained in managing conflict will be better able to investigate and analyse a conflict. This is an exercise in organizing your thoughts and planning your actions. The process is one of constant review, planning, subsequent action and further learning.

The background materials provide a framework to help the trainer to analyse the issues being addressed. The map introduces key steps in a collaborative approach to managing conflict. The sequence of steps guides direction, but recognizes the process as an iterative one in which crucial activities will be repeated and revisited as the context requires. Each of the sections in Volume 1 provides concepts, key questions and guidelines that act as useful reference points in any community-based approach to conflict management. Sample guide questions may ask the following: Is there a high level of participation by necessary stakeholders? Is there a genuine desire by participants to reach consensus on a position? Do disadvantaged stakeholders have the capacity to interact equitably with other interests involved in the conflict? The reference points function as a means of stimulating discussion and analysis.

Students of conflict management can use the information and training activities to review an issue, investigate new information and re-examine options. For example, when new stakeholders appear, or interests change, conflict managers can go back to the relevant part of the materials for analysis and ideas. Ideally, this would be done repeatedly in a process of analysis, planning, action and reflection, until a desired level of conflict management is achieved.

**TRAINER'S NOTE # 1****ADAPTIVE CONFLICT MANAGEMENT**

There is no comprehensive recipe for conflict management in forest planning and management. Solutions to conflict will vary with the particular context and must reflect the views of all stakeholders.

This training package is an aid to conflict management, simply providing concepts, tools and activities that may be useful. Ultimately, resolution must be constructed within the specific local context, among real people and their evolving relationships.

A WAY FORWARD

The materials in this training package will provide an introduction to key concepts and methods as a starting point for trainers who are new to conflict management. Being a trainer or resource person in community-based forest conflict management requires a range of knowledge, skills, tools and strategies. The training package alone cannot address all the needs or answer all the questions that will arise. The materials only outline significant themes and provide basic methods and tools for implementing conflict management processes. However, trainers are encouraged to expand their knowledge by reading from the references provided in Section 7.

Conflict management is a growing area with much to be discovered. This package provides a window on to real experiences that occur in community-based forest management. Users of these training materials are encouraged to adopt a learning approach in their application of this work. This means learning from experiences and applying, testing and adapting the tools and guides provided. Trainers and training participants are encouraged to share these lessons with others working in support of community-based forest management.

GLOSSARY OF TERMS USED IN THE TRAINING PACKAGE

<i>Adjudication</i>	Reliance on a judge or administrator to make a binding decision.
<i>Arbitration</i>	The submission of a conflict to a mutually agreeable third party, who makes a decision.
<i>Arbitrator</i>	A person who has the legal authority to impose a settlement on a conflict or dispute outside of court.
<i>Avoidance</i>	Actions and behaviours aimed at preventing a conflict from becoming publicly acknowledged.
<i>BATNA</i>	Best alternative to a negotiated agreement.
<i>Capacity building</i>	Development of the knowledge, skills, attitudes and resources of individuals, groups or institutions to work effectively and achieve desired outcomes.
<i>Coercion</i>	The use of threats or force to impose one's will.
<i>Collaboration</i>	An agreement among parties to work together.
<i>Community forestry</i>	A situation in which communities and local resource users share in (or hold exclusive rights for) the management of forest and tree resources.
<i>Compromise</i>	An agreement among interest parties in which each side has consciously agreed to trade or put aside some part of their interests in order to reach an agreement.
<i>Conflict</i>	A relationship among two or more opposing parties, whether marked by violence or not, based on actual or perceived differences in needs, interests and goals. Conflicts are a normal part of human interaction, and many conflicts can be managed productively.
<i>Conflict anticipation</i>	Pre-emptive strategies either to prevent conflicts from occurring or to ease the impact of expected conflict.

<i>Consensus</i>	An agreement in which all the interest parties have fully addressed their interests and formulated decisions that meet the approval of each party.
<i>Dispute</i>	A public acknowledgment of conflict among parties.
<i>Facilitator</i>	A third party who is trained to guide meetings. The responsibilities of a facilitator include designing the meeting process, guiding people through the agenda, introducing participatory group exercises (as needed to enhance collaborative work), and helping participants to reach a mutually agreeable conclusion that meets each party's objectives.
<i>Gender</i>	The socially determined characteristics of males and females. (Sexual differences are the biologically determined characteristics.)
<i>Interests</i>	The range of underlying motivations in conflicts: needs, fears, desires and actual or perceived benefits.
<i>Interest parties</i>	The people who have an interest in the issues or resources under discussion.
<i>Mediation</i>	A resolution method that uses a third party to help two or more other parties to negotiate. Mediation is best used when each party is willing to discuss its interests and each agrees to work towards a consensus solution, but not all parties feel confident of their negotiation skills. A mediator lacks the authority to impose a solution.
<i>Mutual gain</i>	A situation in which all stakeholders benefit from a decision, each achieving at least one or more of its desired outcomes.
<i>Negotiation</i>	A focused discussion regarding needs and interests, with the intention of finding a mutually acceptable agreement. It is a voluntary action in which negotiating parties structure the content of their meetings, determine the outcome of their agreements and stipulate the methods for assuring the implementation of their final decisions.

<i>Pluralism</i>	Recognition of the existence of a variety of groups with differing, independent and sometimes conflicting interests, values and perspectives.
<i>Power</i>	The ability to achieve outcomes.
<i>Stakeholder</i>	An alternative word for interest party. A stakeholder is a person, group or institution who/that is affected by or has an interest in an issue or resource.

WHAT DO THE ICONS MEAN?



Quote



An example



Trainer's Note



Definition of a term



Chapter introduction



Cross-reference to other section(s)



Tables



Figure



List of points

ACRONYMS

ADR	alternative dispute resolution
BATNA	best alternative to a negotiated agreement
CBFMP	Community-Based Forest Management Programme
CFUG	Community Forest User Group (Nepal)
CPR	common property regime
DENR	Department of Environment and Natural Resources
DNR	Department of Natural Resources
FAO	Food and Agriculture Organization of the United Nations
FFA	force filed analysis
HFD	Haryana Forest Department (India)
HRMS	Hill Resource Management Societies (India)
IIED	International Institute for Environment and Development
IMR	implementation, monitoring and review
IUCN	World Conservation Union
JFMP	Joint Forest Management Programme (India)
MOU	Memorandum of Understanding
NGO	non-governmental organization
PEC	Program on Environment and Community (Cornell University, New York)
PRA	participatory rural appraisal
SWOT	strengths, weaknesses, opportunities and threats
TERI	Tata Energy Research Institute (India)

UN	United Nations
VDC	Village Development Committee (Thailand)
VFCC	Village Forest Conservation Committee (Thailand)
WMNC	Watershed Management Network Committee (Thailand)
WUA	Water Users' Association (India)
WWF	World Wide Fund for Nature