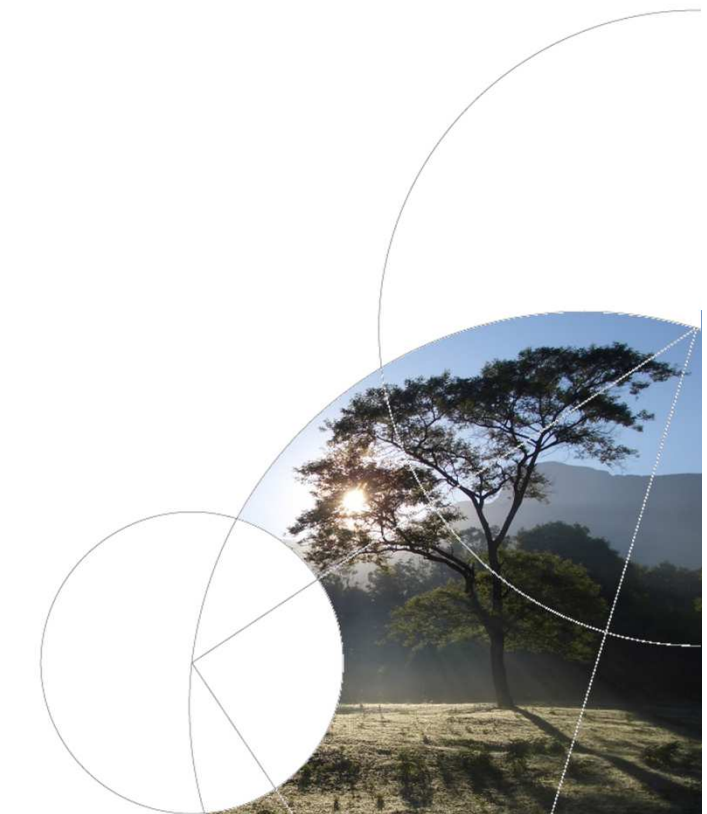UNIVERSITY OF COPENHAGEN

On the possibility of responsive and deliberative natural resources governance in an era of professionalization

Jens Friis Lund

Department of Food and Resource Economics
University of Copenhagen

http://www.ifro.ku.dk/scifor

Deliberative and responsive governance

Deliberative governance as:

"… debate and discussion aimed at producing reasonable, well-informed opinions in which participants are willing to revise preferences in light of discussion, new information, and claims made by fellow participants."

Responsive governance as:

"… a government that is open and responsive to civil society and the private sector, one that is more accountable, and better regulated by external watchdogs and the law."

What do I mean by 'professionalization'?

http://www.wri.org/blog/2014/02/9-maps-explain-worlds-forests

How does professionalization manifest itself in NRG?

1. Management plans
2. Detailed and bureaucratic procedures for monitoring, record keeping and information dissemination
3. Links to wider networks of information gathering for national and international statistics
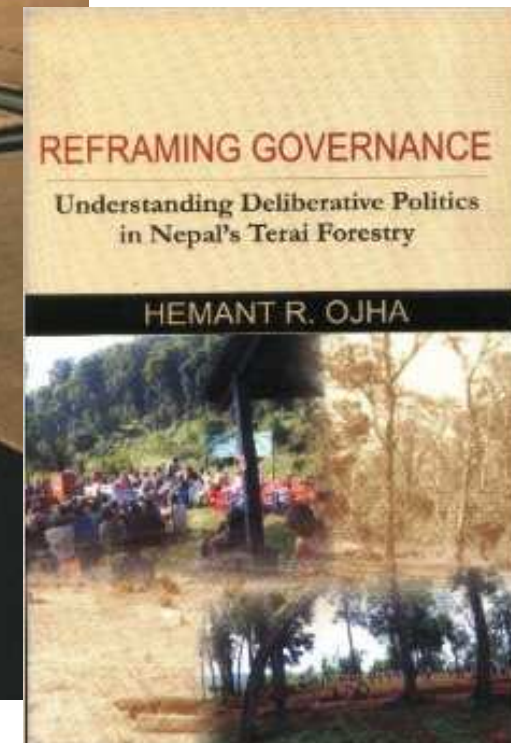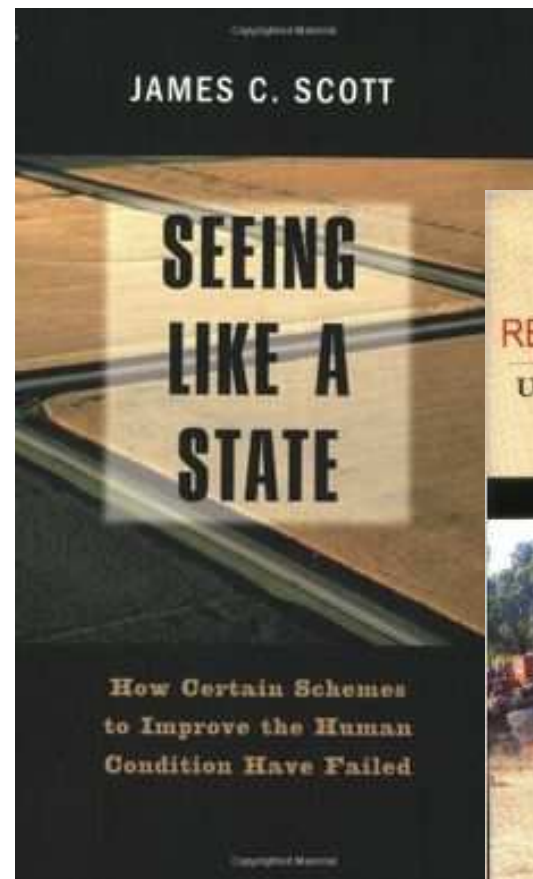4. Capacity building needs

What does professionalization do to the possibility of responsive and deliberative governance?
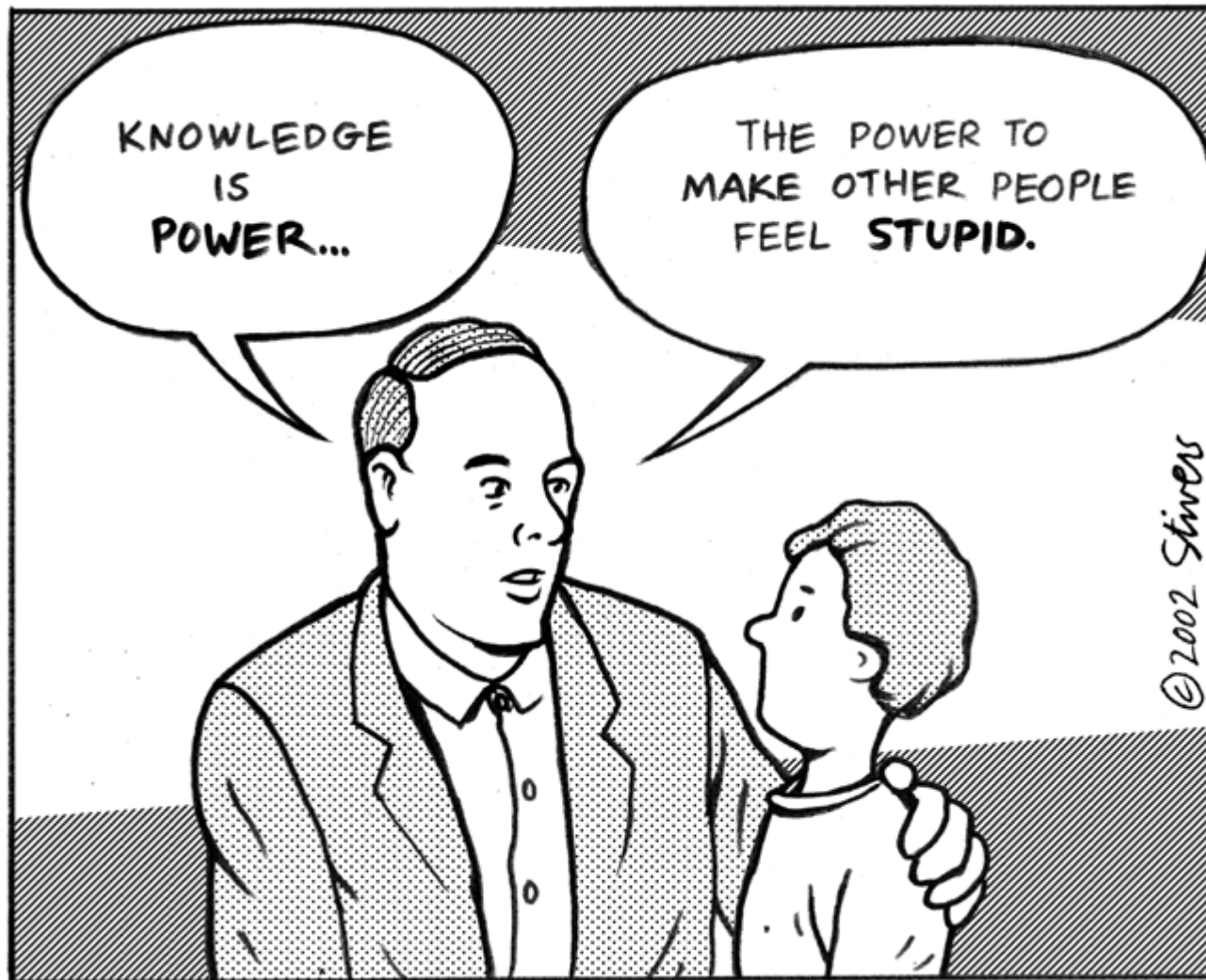
Why is professionalization prominent in processes of NRG?

Techno-bureaucratic doxa of
natural resources professionals

Why is professionalization prominent in processes of NRG?

Neoliberal environmental policy

PES, REDD+, FLEG-T etc.

http://www.wwfguianas.org/our_work/payment_for_ecosystem_services/

Why is professionalization prominent in processes of NRG?

International development aid

Challenging professionalization: some examples

Describing 20 years of donor-supported and technically-framed efforts at implementing participatory forestry without much progress on the ground

Challenging professionalization: some examples

Linking the technical framing of participatory forestry to processes of elite capture at the village level

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The politics of expertise in participatory forestry: a case from Tanzania

Kathryn E. Green [a,*,1], Jens Friis Lund [b]

[a] Department of Geography, University of Cambridge, Downing Place, Cambridge CB2 3EN, UK
[b] Department of Food and Resource Economics, University of Copenhagen, Rolighedsvej 25, Copenhagen, Denmark

ARTICLE INFO

ABSTRACT

In this paper, we show how the framing of a community-based forest management (CBFM) intervention implies the professionalization of forest management and the privileging of certain forms of knowledge in a village in Tanzania. We describe how the framing of CBFM in technical and procedural terms, and the subsequent construction of expertise by implementers through training, combine with existing signifiers of social stratification to shape struggles over participation and access to benefits from forest use and management. We also describe how the perceived necessity of expertise is not questioned by village residents, only the exclusive and anti-democratic consequences of the way it comes to be reproduced. Based on our study, we call for a careful reconsideration of the framing of participatory forestry approaches as professionalization to strike a balance between the need for expertise and the costs and potential excluding effects associated with meeting this need.
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1. Introduction

Thirty years of experience with participatory natural resource management interventions have revealed mixed results; discussions of the gap between theory and practice of such participatory interventions are common, and the reality of participatory natural resource management has long been recognised as complex and messy processes that are inherently political (Williams, 2004a,b). Studies have shown how patterns of participation in and livelihood outcomes of such processes have largely mapped themselves onto existing social differences along lines of ethnicity and socio-economic status, which has led to criticism of participatory natural resource management approaches as being susceptible to elite capture (Kumar, 2002; Rantala and German, 2013; Lund and Saito-Jensen, 2013). In this paper, we seek to explore how the framing of participatory natural resource management processes, in terms of technical procedures and artefacts, may play an important part in shaping participation and access to benefits from forest use and management. Through this, we seek to illustrate how the details of design in participatory processes matter to the resulting patterns of participation and benefit distribution. We pose that framings invoking technical and procedural requirements may lend themselves more willingly to elite capture and inequitable

outcomes by favouring a domain of technicality and expertise, and by slanting the playing field of participation towards the literate and numerate and those with procedural knowledge.

Our attempt at examining what we call 'the politics of expertise' in participatory forestry draws on two large bodies of literature: The first has focused on power in participatory natural resource management, both in terms of how power is devolved in such interventions (e.g. Ribot et al., 2006) and how natural resources management takes place within a context of power dynamics, including the micro-politics of the local level (e.g. Agrawal and Gibson, 1999; Kapoor, 2005; Kesby, 2005, 2007). Larson and Ribot (2007) discussed how participatory natural resource management takes place within an 'uneven playing field' of policy and practice, representing multiple and competing interests that underpin, for example, the selective allocation of licenses, quotas and permits by powerful actors within the state, as well as corrupt practice. They advocate a minimum standards approach that deliberately slants the field of access in favour of local communities by creating policies that require only these minimum protections to sustain the resource, thereby maximising community control (Larson and Ribot, 2007). The second body of literature lends from Science and Technology studies in the sense of its focus on relationships between power, knowledge and science (Jasanoff, 2004). This view starts from the premise that all knowledge is political and cannot be separated from society (Grundmann, 2009) to 'undress' science, rejecting its representation as an objective reality devoid of politics, and re-conceptualising it as a privileged knowledge system (Nader, 1996). We draw on Sheila Jasanoff's (2004) concept of coproduction be-

The monitoring system

To: District Lands, Natural Resources and Environment Office
Copy to: Ward Executive Officer
            Divisional Secretary

Report from Village Natural Resource Committee	Village:		Month and year:	
Names and positions of committee members _____ Positions: Chairman, Secretary, Treasurer, Patrol Commander, Interview Chairman, others.	Females 1. 2. 3. 4. 5. 6. 7.		Males 1. 2. 3. 4. 5. 6. 7.	

Meetings/ Training	Date	No of attendants (Females)	No of attendants (Males)	Issues related to natural resources
Village Natural Resource Committee meetings				
Village General Assemblies				
Training/ Workshops				

No of Permits, Revenue from resource/services, revenue from fines and Expenditure

Natural resource / Service from forest	No of permits	Revenue Tshs.	Fines	
			Number of fines	
			Revenue from fines (Tshs)	
			Expenditure (Tshs)	
			Natural resources expenditure (Tshs)	
Total number of permits and revenue from forest resources/services	Total number of permits	Total revenue from resources/services	Village expenditure (Tshs)	
			Total expenditure (Tshs)	

Remarks:

Date:	Date:	Date:
.... Signature VNRC Secretary	.... Signature VNRC Chairman	.... Signature Village Chairman

---

Matumizi Endelevu ya Misitu ya Asili (MEMA)   No: _____
Iringa District (Rural)
                                                    Date:........................

Receipt
This village has special sustainable utilisation of its forest.

Forest:.............................   Village:..................................
Name of buyer:........   P.O. Box:
Address:.......
Type of paym

Total

Receiver:......
Title:............

Signature:......
Prepared by MEMA-P

Matumizi Endelevu ya Misitu ya Asili (MEMA)   Voucher No:_____
Iringa District (Rural)
                                                    Date:........................

Payment Voucher
This village has special sustainable utilisation of its forest.

Forest:............
Receiver:.........
Address:.........

Type of payme

Total

Payer:............
Title:............

Signature:......
Prepared by MEMA-Proj

Matumizi Endelevu ya Misitu ya Asili (MEMA)   Permit No:_____
Iringa District (Rural)
                                                    Date:........................

Permit
This village has special sustainable utilisation of its forest.

Forest:.....................................   Village:...
Name:.................................   P.O. Box:.....................................
      ....
Address:.................................
      ....   [Village stamp]

Products / Services	Quantity	Area

Tarehe ya mwisho ya kutumika kibali hiki:...
Issued by:....................................   Approved by:..
Title:...   Title:..
Signature:....................................   Signature:...

Prepared by MEMA-Projects, P.O. Box 148, Iringa   Printed by: Multi-biz Systems & Supplies, P.O. Box 1386, Iringa

Challenging professionalization: some examples

Questioning the scientific rigor and usefulness of management plans to participatory forest management

Forest Structure Change Map of Middle Hill site - (1998-2012)
Kaski District

JHIJIRKA

Map of Nepal

Kathmandu

Kaski District

Political Map of Kaski District

Middle Hill Site

Hemja VDC

N

0   100   200   400   600   800   1,000
Meters

Legend

—— Highway	·—·—· Stream	▨ Cliff/River Bank
- - - Other Road	▬▬▬ CF Boundary	☐ Cultivated Land
× Permanent Sample Plot		
▉ Positive Change	▉ No Change	
▨ Open Pasture/Grazing Patch		
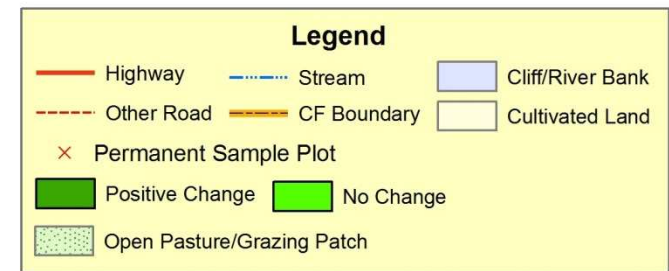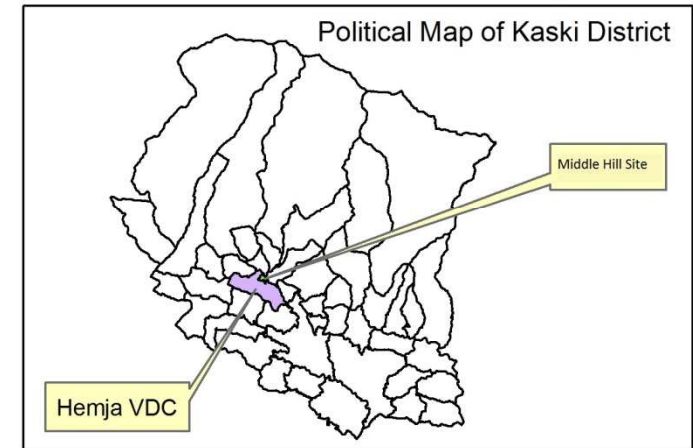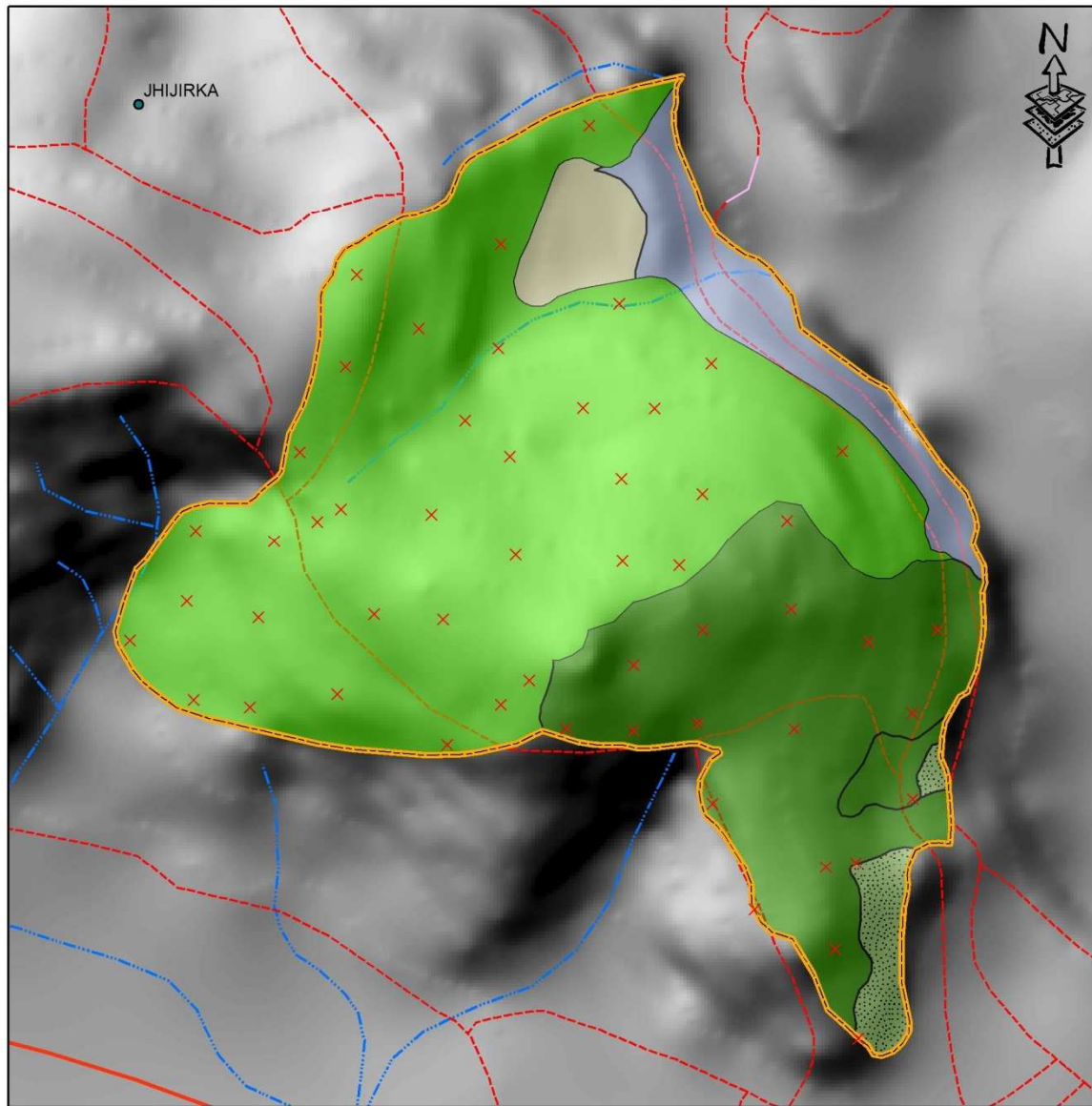
Data Source: GPS Survey; Topographic Data

Concluding remarks

1. Professionalization presents a challenge to ideals of responsive and deliberative governance

2. The logic of professionalization in NRG is promoted by neo-liberal environmental policies and the logics of development organizations and state bureaucracies

3. Social scientists have typically challenged professionalization tendencies by pointing to its social consequences (political ecology)

4. Another – more radical – approach is to question its basic foundation as rigorous, relevant and useful to NRG (STS) and/or its coevolvement with processes of socialization in professional organizations and training facilities (ethnography of development, STS)