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可持续发展委员会
森林问题特设政府间小组
第四届会议
1997年2月11日至21日
临时议程* 项目2

在国家和国际两组执行联合国环境
与发展会议有关森林的决定，包括
审查部门和跨部门的联系

1997年1月27日

瑞典和乌干达常驻联合国代表

给秘书长的信

瑞典常驻联合国代表和乌干达常驻联合国代表谨向你转递可持续林业和土地利用问题政府间专家讲习班的最后报告：达成共识的进程（只有英文本）（见附件）。

该讲习班由瑞典和乌干达政府主办，于1996年10月14日至18日在斯德哥尔摩举行。主办讲习班是为了支助可持续发展委员会森林问题特设专家小组工作方案项目一.1。其主要目标是增进对参与和达成共识原则及其对拟订和执行国家土地利用和林业方案的影响的了解，讲习班的报告应对将于1997年2月11日至21日在纽约举行的森林问题特设政府间小组第四届会议的讨论作出重大的贡献。

* E/CN.17/IPF/1997/1。

为筹备即将举行的会议,请将所附报告作为森林问题特设政府间小组的正式文件分发为荷。

瑞典常驻联合国代表

大使

彼得·奥斯瓦尔德(签名)

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ANNEX

**REPORT OF THE INTER-GOVERNMENTAL WORKSHOP OF EXPERTS ON
SUSTAINABLE FORESTRY AND LAND USE:**

The Process of Consensus Building

Stockholm 14-18 October 1996

A. BACKGROUND

1. Actions to promote participation and consensus among all interested parties interested in forestry development are increasingly viewed as indispensable. The need for this workshop arose from the desire to appreciate and better understand the challenges encountered as nations and communities seek to formulate plans and practices in forestry and land use based on participation and consensus. Participants were conscious of the discussions during the formal IPF sessions which drew attention to the need for more participatory, integrated, and cross-sectoral approaches to forestry planning and implementation, taking into account the needs and requirements of all interested parties, as well as policies and actions being promoted by other sectors, particularly those related to often conflicting land uses.

2. The discussions took into account the German initiative on Promotion of National Forest and Land Use Programmes which considered the segments relevant to programme element 1.1, including sectoral planning; policy and institutional setting; investment programming; national capacities to plan; and international cooperation. It recommended that all interested parties should be involved in a participatory and partnership process. It should be noted that while the German initiative concentrated on institutional and planning mechanisms, this workshop sought to complement this effort by concentrating on processes and methodologies conducive to consensus building with a view to enhancing conventional forestry and land use planning.

3. The workshop of experts took place in Stockholm, Sweden on 14-18 October 1996. It was conducted in support of the IPF agenda item 1.1 (Progress through national and land use plans). The main objective was to contribute to a better understanding of the participation and consensus building principles and implications thereof, in formulating and implementing national forestry programmes.

4. The workshop was attended by 48 experts from 21 countries and 6 Governmental and Non-Governmental Organisations who participated in their individual capacity. It was sponsored by the governments of Sweden and Uganda and hosted by the government of Sweden. Eight countries prepared case studies which were summarised in a synthesis report. This report, together with the case studies and proceedings, will become part of the documentation from the workshop.

B. FINDINGS

5. The processes of consensus building imply that the real issues and inherent conflicts are understood by all stakeholders. During the review of the consensus building process, the following was noted:

- a. There is no common definition of consensus although a number of countries and organisations have attempted to define the concept. A working definition is necessary in order to gauge the degree of successful consensus.
- b. Consensus building is a mechanism that can be conducive to successful forestry and land use programmes. The workshop recognized encouraging achievements in consensus building in forest and land use programmes at international, national and local levels.
- c. Consensus needs to be judged according to results rather than written or verbal agreements and commitments.
- d. Consensus building must be a creative learning process. It involves acquiring new knowledge and experiences that are constantly incorporated in an iterative process. It acknowledges mistakes and transforms them into new learning experiences.
- e. In order to participate meaningfully in the process of consensus building, all those involved at all levels of society should be empowered through training, by providing relevant information, by creating an atmosphere of trust and confidence, and by creating awareness of responsibilities and obligations. This will help society learn and appreciate the benefits of acting in consensus.
- f. A thorough analysis of circumstances should be carried out during the process of consensus building, including issues at stake, existing institutions and fora, and parties involved. Small powerful groups may try to counter positions of the majority.
- g. Society at large may have priorities that are different from those of foresters and forest administrations. Professionals, foresters and others, need to understand the diverse needs and priorities of society and reflect them in their work in order to achieve a mutual understanding.
- h. Solutions to many forestry problems lie outside the forestry sector. Therefore consensus building would need to include areas such as agricultural policy making and efficient use of fossil fuels.
- i. The consensus building process should help to adopt

societal values that will integrate and harmonise vested individual interests with collective interests.

- j. In practice, it is not always possible to involve all interested parties at all times and under all conditions. However, every effort should be taken to include these interests.
- k. Through the confidence and motivation that are created, secure property rights, ownership, and tenure of land contribute to improved negotiating positions in consensus building and conflict resolution.
- l. There should be a strong link between consensus building and decision making, particularly in connection with policy formulation and planning. Decisions taken in consensus are likely to achieve more sustainable results than those taken in isolation.
- m. Methods for consensus building are many and varied. Further, there is a diversity of circumstances in which individual countries can apply these principles. The success of consensus therefore very much depends on how each country responds to these circumstances. This implies that National Forestry Programmes designed during a consensus building process cannot have a uniform format.
- n. Trends in land use change rapidly with other developments and conflicts over land use are increasingly common. Therefore, conflict resolution mechanisms are at the centre of consensus building processes for sustainable land use. It is important that the conflicts involved are understood by all parties concerned.
- o. It should be taken into account that during the process of consensus building, obstacles will always be met, and risks must be taken.
- p. The history and particularities of a given country have a bearing on its current situation and should be considered when undertaking consensus building.
- q. It was noted that consensus building requires:
- identification of all issues, goals and objectives, areas where consensus cannot currently be achieved, interested parties, leadership and areas where information is needed;
 - establishing an action agenda;
 - willingness and commitment of all parties;
 - understanding the interests and needs of all parties;
 - providing support where needed;
 - establishing trust and confidence;
 - proceeding at a pace acceptable to all; and

- the process should be voluntary, transparent, open and consultative;

C. OPTIONS FOR ACTION

6. CSD is requested to acknowledge consensus building as an important process to address sustainable forest management to be included in future deliberations at national and international levels. There is a need for continuation of international dialogue on consensus building through appropriate institutional arrangements at all levels in order to arrive at a common understanding of the concept and its relation to participation, conflict resolution and the existing instruments of national forest and land use programmes.

7. Develop mechanisms to strengthen and support research and information exchange on methodologies for consensus building at all levels, including education of all interested parties in forestry and land use programmes.

8. Support should be given to enhancing horizontal and vertical linkages in order to strengthen collaboration between sectors and different levels of planning.

9. Countries should be encouraged to embark on a long-term process of consensus building in forestry and land use programmes, continuously identifying the necessary steps to be taken with respect to issues, institutional arrangements and stakeholders. Countries are also encouraged to share their experiences through existing reporting arrangements.
